

YOUTH AND EMPLOYMENT:  
AN ANALYSIS OF SOUTH AFRICAN  
GOVERNMENT YOUTH POLICIES WITH A FOCUS  
ON ETHEKWINI MUNICIPALITY

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## ABSTRACT

The youth transition is not just a critical time for an individual but also to one's family, the greater society and economy. The category "youth" in simple terms can be regarded as the transition in the life cycle from childhood and schooling into adulthood and work. Employment is one of the key factors that guide the youth transition into adulthood – from dependency upon family and community to greater independence and ability to secure one's own livelihood. If a young person is unable to gain access into the labour market within the first 10 to 12 years, statistically, she will be less likely to have long-term employment throughout her lifetime. These are crucial years to providing mechanisms that actively engage youth in job preparation and employment opportunities.

This research explores relevant youth-employment policy and its implementation in a South African local municipality of eThekweni. Research questions were developed to analyse the vertical and horizontal impact of policies at the local level and ask: What measures within national youth policies and strategies have been instituted to address barriers to youth employability in South Africa? Are national youth policies reaching the local level? What approaches have been taken to encourage youth employment at the local level, and what challenges exist in these approaches?

The literature review, analysis of policy documents, and semi-structured in-depth interviews with government officials provide a guided yet flexible exploration of information within the context of local implementation of national and local policies for youth employment. Findings reveal an obvious gap between national youth programmes and their connection to municipality departments and programmes. The research process found that in spite of the lack of national services at a local level, the eThekweni Municipality has created its own youth policy and developed its own ways of providing youth services. While the research does unveil a lack of coordination concurrent to the local youth policy outcomes, it can be seen to be taking innovative steps of empowering individuals towards employment opportunities. The study concludes by acknowledging the recent changes in national strategies for youth. It questions whether these national changes will impact youth at the local level or just continue to provide policy that lacks implementation.

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## DECLARATION

Submitted in partial fulfilment of the requirements for the degree of Masters of Development Studies, in the Graduate Programme in the School of Development Studies, University of KwaZulu-Natal, Durban, South Africa.

I declare that this dissertation is my own unaided work. All citations, references and borrowed ideas have been duly acknowledged. It is being submitted for the degree of Masters of Development Studies in the Faculty of Humanities, Development and Social Science, University of KwaZulu-Natal, Durban, South Africa. None of the present work has been submitted previously for any degree or examination in any other University.

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Date

## LIST OF ACRONYMS

ABM	Area Based Management
ALMP	Active labour market policies
ANC	African National Congress
Asgisa	Accelerated and Shared Growth Initiative –South Africa
BSU	Business Support Unit
CASE	Community Agency for Social Enquiry
CBO	Community-based organisation
CPU	Community Participation Unit
DOE	Department of Education
DOL	Department of Labour
ECD	Early Childhood Development
EMA	eThekweni Municipality Area
EPWP	Expanded Public Works Programme
ESDS	DOL’s Employment Skills development Services
ESSA	Employment Services of South Africa
FET	Further Education and Training
FL	Future Leaders
GDP	Gross Domestic Product
GEAR	Growth, Employment and Redistribution
GET	General Education and Training
HBC	Home Based Care
HE	Higher Education
HSRC	Human Sciences Research Council
IDP	Integrated Development Plan
ILO	International Labour Organisation
IT	Information technology
JEP	Joint Enrichment Project
Jipsa	Joint Initiative on Priority Skills Acquisition
KZN	KwaZulu-Natal
EDU	Economic Development Unit referenced as Local Economic Development
LFS	Labour Force Survey
LURITS	Learner Unit Record Information Tracking System
MOU	Memorandum of understanding
NGO	Non-government organisation
NQF	National Qualifications Framework
NSDS	National Skills Development Strategy
NSF	National Skills Fund
NYC	National Youth Commission
NYDA	National Youth Development Agency
NYDPF	National Youth Development Forum
NYDPF	National Youth Development Policy Framework
NYP	National Youth Policy
PGDS	Provincial Growth and Development Strategy
RDP	Reconstruction and Development Programme
SCE	Senior Certificate Exam
SDU	Skills Development Unit
SECP	Special employment creation programme

SETA	Sector Education and Training Authorities
SMME	Small, Medium and Micro-sized Enterprises
SSA	Sub Saharan Africa
StatsSA	Statistics South Africa
SYR	Status of the Youth Report
UK	United Kingdom
UN	United Nations
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNISA	University of South Africa
UYF	Umsobomvu Youth Fund
YDN	Youth Development Network

## TABLE OF CONTENTS

Abstract.....	i
Acknowledgments.....	ii
Declaration of Originality.....	iii
List of Acronyms.....	iv
Table of Contents.....	vi
List of Figures, Tables and Appendices.....	vii
<b>Chapter 1: Introduction</b>	<b>1</b>
<b>Chapter 2: Youth, Policies, Approaches and Analysis</b>	<b>3</b>
2.1 Youth in the labour market	3
2.2 Addressing marginalised youth	9
2.3 International policies for youth development	12
2.4 Selected approaches	13
2.5 Linking approaches	14
2.6 Institutional analysis	20
2.7 Summary and research questions	22
<b>Chapter 3: Methodology</b>	<b>24</b>
3.1 Research methods	24
3.2 Location of study	25
3.3 Limitations to the study	27
3.4 Choice, development and implementation of the interview	28
<b>Chapter 4: National Policy Analysis</b>	<b>33</b>
4.1 History of youth and employment policy in South Africa (1976 – 2008)	33
4.2 Vertical analysis of youth policies in South Africa	41
4.3 Summary	54
<b>Chapter 5: Horizontal analysis of eThekweni Municipality’s Youth Policy</b>	<b>56</b>
5.1 eThekweni Municipality’s Youth Policy	56
5.2 Governance	62
5.3 eThekweni Municipality’s Integrated Development Plan	59
5.4 Education and job related skills training	65
5.5 Economic empowerment	73
5.6 Rural youth	75
5.7 Summary	78
<b>Chapter 6: Further Analysis and Conclusion</b>	<b>79</b>
<b>References</b>	<b>85</b>

## LIST OF FIGURES, TABLES AND APPENDICES

<b>Figure 1:</b> Unemployment in South Africa by race and age.....	10
<b>Figure 2:</b> Unemployment rates by gender and age in South Africa.....	11
<b>Figure 3:</b> Fields of study of unemployed and employed youth.....	16
<b>Figure 4:</b> Unemployment by education and age in South Africa.....	18
<b>Figure 5:</b> Framework for analysing South African policy.....	21
<b>Figure 6:</b> Race and gender breakdown of the unemployed, EMA.....	26
<b>Figure 7:</b> Institutional Map.....	81
<b>Table 1:</b> Broad unemployment rates using the South African and United Nations definitions of youth.....	5
<b>Table 2:</b> An international comparison of South Africa's narrow labour force participation rates by age cohort, 2005.....	6
<b>Table 3:</b> Average duration of current unemployment spell in South Africa (share of unemployed in percentage), 2005.....	7
<b>Table 4:</b> School enrolment in Cape Town (2005).....	8
<b>Table 5:</b> Age distribution of young people, EMA.....	26
<b>Table 6:</b> List of interviewed departments with a brief explanation.....	29
<b>Table 7:</b> eThekweni Municipality Youth Groups and Focus.....	57
<b>Appendix 1</b> .....	89
<b>Appendix 2</b> .....	90
<b>Appendix 3</b> .....	93



# CHAPTER 1

## INTRODUCTION

The youth transition is not just a critical time for an individual but also to one's family, the greater society and economy. The category "youth" in simple terms can be regarded as the transition in the life cycle from childhood and schooling into adulthood and work. Employment is one of the key factors that guide the youth transition into adulthood – from dependency upon family and community to greater independence and ability to secure one's own livelihood. The age cohort "youth" in South Africa was defined by the National Youth Commission (NYC) Act (RSA 1996) as a person between the ages of 14 and 35.<sup>1</sup> In South Africa young people across all races and gender consider several "markers of adulthood" to include the ability to support and keep safe a family, being responsible for one's actions and emotions, as well as care of children and a household. These may not be complete until well after the age of 30 because of lack of or delayed education and poor employment opportunities (Richter and Panday 2007, 294).

Decent work opportunities for youth can come through a range of policies with a youth focus, combined with development of an appropriate institutional structure and a favourable climate (ILO 2005). Education and training are key services that have the potential to promote sustainable livelihoods. Yet, education and training can be meaningless for youth if not linked to labour market guidance and work-creation components. To society and the economy, unemployment is "deadweight" in terms of the depreciating investment in human capital, more specifically upon the investment in education and training (Bhorat and Oosthuizen 2007, 389).

Both internationally and within South Africa studies confirm that jobs follow cohorts as they age. The first 10 to 12 years of the working-age period (starting from age 15 to 18) is crucial to long-term employment. It is then worrying that the employment absorption rate over the past ten years for youth in South Africa is only about 30%

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<sup>1</sup> The justification of the upper age limit of 35 was suggested as necessary in 1996 due to the "effects of the struggle" on youth and students from 1976 to 1990. Richter and Panday (2007) suggest that the extended length of what is considered the "youth transition" has affected millions of young people in Africa and has been one of the reasons for expanding country definitions of youth beyond what one may consider the "normal" age of youth. No direct explanation was given for 14 as the lower age limit of youth in the NYC Act.

(Bhorat and Oosthuizen 2007, 394-396). Barriers to finding and securing employment early in the youth transition can prohibit access to long-term involvement in the labour market. Therefore appropriately targeted policy interventions should identify and attempt to remove as many barriers to employment as possible. Government institutions should provide an environment that enables economic growth not just for the aggregate economy but also for those groups that are the most marginalised in society.

National policies provide a guiding framework for the implementation of local programmes. However, there is often a disconnect between what policies say and what actually happens at the ground level. This research provides a vertical and horizontal institutional analysis of youth employment policy in South African and its implementation in the local municipality of eThekweni.

The literature review qualifies youth as the most critical cohort for targeted labour market policies. It also provides an international and South African overview of supply and demand mechanisms that can holistically address youth unemployment. And based upon these approaches the literature review introduces the institutional analysis method for this study. To provide a comprehensive institutional analysis, an in-depth literature review of youth policies is discussed and enhanced by qualitative interviews with relevant local government departments. For the purpose of content and flow of information, the policy analysis rather follows the methodology section within this study instead of pre-empting it.

The first research question asks what measures within national youth policies and strategies have been instituted to address barriers to youth employability in South Africa. It further, questions whether these national policies are reaching the local level; and if so, how, and with what effect? The following research question explores what strategies a local municipality has undertaken to encourage youth employment. In 2006 eThekweni Municipality developed its own local youth policy. The study looks at the requirements within this policy and how they are being addressed throughout a selection of relevant municipal units. And finally, the research questions how marginalized youth are being targeted and included in any services at a local level.

## CHAPTER 2

### YOUTH, POLICIES, APPROACHES AND ANALYSIS

#### 2.1 Youth in the labour market

...the population within the labour market will impact on various goals of governments and of the societies they govern. The successful incorporation of new generations of workers into the workforce is therefore essential and is dependent, *inter alia*, on a robust economy (Bhorat and Hoosen 2007, 388).

Nearly 1.2 billion, or 18% of the world's population, fall between the ages of 15 and 24<sup>2</sup> (UNDESA 2007, xxv). In 2008 approximately 21% of South Africans were youth of the same cohort with an additional 17% between 25 to 34 years of age (StatsSA 2008). Therefore nearly two out of every five people in South Africa are considered youth by the South African definition. The size of the youth cohort in a country is a major contributor to youth unemployment. And the challenge of any country is how to absorb the large numbers of new workers rapidly into an economy. In developing countries, this difficulty is compounded when economic growth struggles to keep pace with youth entering the labour market.

During times of recession youth are less likely to find or retain employment than experienced older workers. Worldwide, youth unemployment is higher than adult unemployment. An international study showed that although youth unemployment varies from country to country there are international commonalities within unemployment. It found that internationally youth unemployment is strongly linked to adult unemployment and that youth unemployment cannot be separated from the aggregate employment scenario within a country (O'Higgins 2001 cited in DuToit 2003, 5). Thus, as unemployment rises on the whole, the younger workforce is most affected.

Aside from the current international and domestic economic crisis South Africa finds itself in, the country also continues to struggle to break away from the results of an apartheid history: poverty, extreme income inequality and an exceptionally high

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<sup>2</sup> The United Nations definition of youth: 15 to 24 years of age.

unemployment rate. Employment opportunities in South Africa have been anything but favourable over the last 15 years since democracy. Ironically, the numbers of jobs in South Africa have increased over the last decade<sup>3</sup>. Yet, at the same time unemployment has rapidly expanded, far exceeding South Africa's economic growth rate. Whether judging employment by the narrow or broad definition<sup>4</sup>, between 25% and 40% of the working-age population is without employment<sup>5</sup>.

Both youth and adults struggle to enter and remain in any form of employment, whether formal or informal. Economic growth alone has not improved the opportunities for employment amongst young people, and the recent slowdown in growth will only exacerbate the problem without appropriate interventions.

South Africa's labour force is burdened by the economically inactive within the working-age population. Only 56.5% of South Africa's working-age population is economically active. Internationally, 54.7% of youth, ages 15 to 24, are economically active, while just 30.7% are active in South Africa (Bhorat and Oosthuizen 2007, 389). The narrow labour force participation rate in South Africa is notably lower than other regions and global averages due to high numbers of discouraged work seekers. High unemployment rates, the difficulty in finding employment, and the cost of searching for employment have resulted in greater and growing numbers of discouraged workers.

Table 1 reveals the breakdown of youth unemployment in South Africa from the 2002 Labour Force Survey (LFS) and compares it to international rates. At the time of the

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<sup>3</sup> Bhorat and Oosthuizen suggest that "employment has grown from 9.5 million to 12.3 million, but unemployment, irrespective of the definition use, has increased more rapidly, with 7.8 million people unemployed in 2005 according to the expanded definition" (2007, 390)

<sup>4</sup> South Africa's official unemployment rate is calculated by Statistics South Africa (StatsSA) and provides two definitions of unemployment: broad and narrow. The narrow, or "official", definition of unemployed includes people within the economically active population who: did not work during the seven days prior to the interview; want to work and are available to start work within two weeks of the interview; and have taken active steps to look for work or to start some form of self-employment in the four weeks prior to the interview. In the broad, or "expanded", definition, the third criterion (some sort of work-seeking activity) is dropped. This definition includes "discouraged job seekers." In official reports the narrow definition of unemployment is used to define the current unemployment rate in South Africa.

<sup>5</sup> Due to StatsSA Labour Force Surveys and other employment survey anomalies the exact unemployment rate varies drastically for both narrow and broad unemployment. This study highlights different numbers from different surveys to suggest the critical state of unemployment in South Africa but does not suggest that these are an exact representation of the employment rate.

survey, 18.9 million individuals were economically active in South Africa and 41.8% were considered broadly unemployed. Using the South African definition of youth, 5.5 million, or 69.6% of the 7.9 million unemployed in South Africa are youth. Young people entering the labour force are encountering a discouraging labour market and this is forecasted to worsen as the slowing economy is unable to absorb such rapid workforce growth (Bhorat and Oosthuizen 2007, 390-91).

**Table 1 Broad unemployment rates using the South African and United Nations definitions of youth**

	N (millions)	%
Economically active people in South Africa	18,9	
<b>Total unemployed</b>	<b>7,9</b>	<b>41,8</b>
15-19 (teenagers)	0,6	7,6
20-24 (young adults)	1,9	24,1
<b>Total: International youth definition (15-24)</b>	<b>2,5</b>	<b>31,6</b>
25-34 (prime adults 1)	3,0	38,0
<b>Total: SA youth definition (15-34)</b>	<b>5,5</b>	<b>69,6</b>
35-64 (prime adults 2)	2,3	29,1
<b>Total: SA adult definition (35-64)</b>	<b>2,3</b>	<b>29,1</b>
<b>Total: International adult definition (25-54)</b>	<b>5,1</b>	<b>64,6</b>

*Source: LFS 2002 in DuToit 2003, 8*

Unemployment in South Africa is not spread evenly throughout the population. The unemployment rate of young people is disproportional to their share in the labour force. In 2005, the mean age of an employed South African was 37.6 years while the average age of an unemployed individual was 30.2 years. Furthermore, within the youth category itself severe disparity amongst employment opportunities for gender, race and location (specifically between opportunities in rural areas versus urban areas) exists (Bhorat and Oosthuizen 2007, 391-3).

Table 2 highlights South Africa's higher rate of youth unemployment compared to those of regional and international standards. In 2003, one in every five youth (15 to 24 year old) in Sub-Saharan Africa (SSA) was unemployed, compared to one in two South African youth in the same age cohort. In 2000, 36% of the working-age population in SSA were 15 to 24 years old, and 32% in 2005 in South Africa (Bhorat and Oosthuizen 2007, 391).

**Table 2: An international comparison of South Africa’s narrow labour force participation rates by age cohort, 2005**

		Youth			Non-youth	Total
		Total Youth	15–24 Years	25–34 Years		
South Africa	Per cent	50.8	30.7	74.8	64.8	56.5
Sub-Saharan Africa	Per cent	72.5	65.6	83.0	81.8	75.8
Less developed regions	Per cent	67.0	55.7	80.5	75.4	70.8
More developed regions	Per cent	66.9	48.6	84.7	75.0	71.7
World	Per cent	67.0	54.7	81.2	75.3	71.0

*Source: LFS 2005 in Borat and Oosthuizen 2007, 390*

If employment is a paramount issue in South Africa then why is it necessary to place special efforts towards targeting youth? The previous statistics illustrate the substantial role youth play in the labour market. Young people are more vulnerable to the challenges and barriers within the labour market and the effects of unemployment can be devastating on the individual and family, as well as the economy. Young people have a higher chance of being retrenched from their jobs during economic downturns, they face specific barriers to entry into the labour force, and path dependence allows for early unemployment to increase the chances of subsequent unemployment. These challenges do not even mention the barriers that come with discrimination based upon gender, race, health or family status (Ernst 2008, 26).

Unemployment can have devastating and long-lasting effects on both the individual as well as the family. It leads to low self-esteem and, if prolonged, can result in long-term discouragement and lack of involvement in the labour market (DuToit 2003, Ernst 2008, Borat and Oosthuizen 2007). Unemployment encourages powerlessness, meaninglessness, and social isolation. It has been shown to lead to long-term psychosocial damage amongst young people (DuToit 2003, Ernst 2008). Furthermore, unemployment has underpinned social conflicts such as violence and juvenile delinquency. Internationally, discouraged and unemployed youth are found to be more likely to engage in drugs and violence (DuToit 2003, Ernst 2008, Borat and Oosthuizen 2007).

Unemployment can lead to poverty or keep an individual locked into chronic poverty triggering “a vicious cycle of intergenerational poverty and social exclusion” (Ernst 2008, 26). It does not only affect the individual; the impact upon a family, specifically when a young person is unable to leave the home, can be financially devastating. Table 3 shows the duration of the current unemployment spell for age cohorts. For youth ages 15 to 24, 84.5% have never been employed. Studies reveal that the longer it takes for youth to transition into employment, the longer unemployment throughout the lifecycle will remain.

**Table 3: Average duration of current unemployment spell in South Africa (share of unemployed in percentage), 2005**

	<b>15-24 (yrs)</b>	<b>25-34 (yrs)</b>	<b>35-44 (yrs)</b>	<b>45-54 (yrs)</b>	<b>55-65 (yrs)</b>	<b>Total</b>
Less than three months	3.4	4.3	4.7	2.7	3.8	3.9
Three months to less than six months	2.4	3.9	3.7	3.7	2.6	3.3
Six months to less than one year	2.8	3.7	3.5	4.1	1.7	3.4
One year to less than two years	3.3	5.5	6.3	4.3	4.5	4.8
Two years to less than three years	1.4	4.2	4.8	5.5	6.9	3.5
Three years or more	1.3	8.2	22.2	35.3	44.5	11.3
Never	84.5	68	51	40.9	31.8	67.7
Unspecified/Unknown	0.9	2.2	3.8	3.4	4.3	2.2
Total	100	100	100	100	100	100

*Source: LFS 2005 in Borat and Oosthuizen 2007, 396*

It is important to show, as seen in Table 4 that youth often in the 15 to 24 age category are still engaged in school and can skew statistics. Table 4 calculates percentages of young people enrolled in some type of educational programme from age 14 to 22. While this study was completed only in Cape Town it can illustrate that a large majority – 76% – of young people are still enrolled in school until age 18. But this does not negate the importance of the statistics in Table 3. Since Table 3 still presents a case that young people lack any work experience – this can be seen in the 68% of youth in next age cohort (25 to 34) who have never been employed. This represents a fundamental dilemma in South Africa: young people in the 15 to 24-age range, who have never been employed, have a greater tendency to remain unemployed for longer periods of time.

**Table 4: School enrolment in Cape Town (2005)**

Percentage enrolled in school							
	African		Coloured		White		
Age	Female	Male	Female	Male	Female	Male	Average
14	99.3	94.8	99.5	97.1	100	100	98.45
15	95.4	94.8	91.5	89.9	100	100	95.27
16	88.6	90	85.7	76.3	100	97.9	89.75
17	84.3	87.1	73.7	68.4	98.7	92.2	84.07
18	78.9	77.1	59.5	50.7	96.9	93.3	76.07
19	56.5	68.2	28.4	34.7	68.1	70.5	54.40
20	36.4	46.5	23.9	27.5	72.1	64.5	45.15
21	28.2	39.6	17.2	16.7	71.5	58.8	38.67
22	25.5	20.1	9.3	11.4	46.1	76.4	31.47

Source: Cape Area Panel Study (CAPS) 2002 in Lam and Seekings 2005, 13

The costs of neglecting youth can be measured in terms of depreciation of human and social capital. There is a loss of opportunities for economic growth, which increases as this cohort ages without gaining experience in the workforce. More difficult to quantify are the costs of societal instability and endemic conflict (ILO 2005, 7).

The cost of unemployment does not just fall upon the individual and the family, but it has deeper implications for society. The following consequences of youth unemployment, recognised by numerous studies and synthesized in the following list, can be considered major costs to society (ILO 2005, Ernst 2008, DuToit 2003):

- Waste of investment in “human capital” in terms of education and training
- Shrinking tax base
- For businesses it means less money to spend on products and services
- Source of social instability
- Increased drug abuse and crime
- Contributions to higher levels of poverty

These many causes for concern amongst youth unemployment highlight the challenge and importance of targeted youth policies.



## **2.2 Addressing marginalised youth**

Targeting marginalized groups is necessary to overcoming racial and income inequalities in South Africa. In South Africa, colonialism and apartheid restricted Africans in a suppressed economic state for several generations. Aliber states that “poverty was transmitted not only through consecutive generations of households, by virtue of their lack of opportunity to accumulate human and other capital, but at the level of communities as well in the sense that they were deprived of infrastructure and amenities, and were often situated in remote, marginal areas without economic prospects” (2003, 476).

Only 15 years after the turning point towards democracy in South Africa, it is not shocking that poverty and inequality are the causes for so many different social and economic issues. Social exclusion has left many men and women drastically under-educated, under-skilled and excluded from the labour market. The opportunity for the poor to escape poverty in South Africa has been virtually impossible, and increasing unemployment rates, specifically within the black population, has perpetuated social exclusion of marginalized groups.

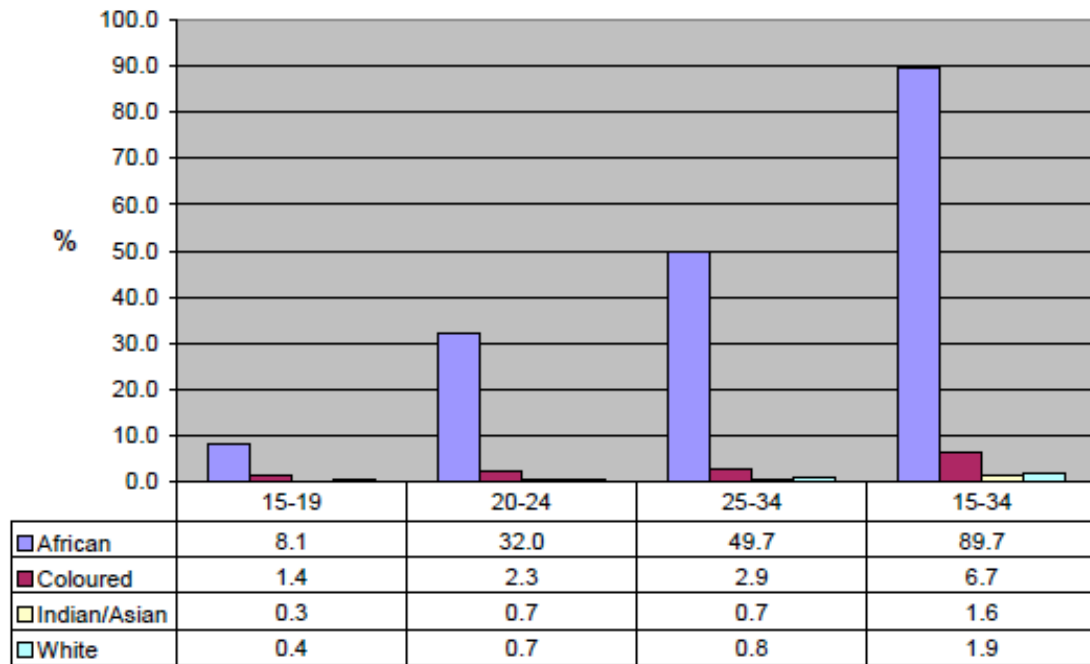
Within these inequalities it is still necessary to focus on youth. It is easy to classify youth in one group and they are often referred to in this manner, but youth are not a homogenous group. It cannot be overlooked that young people face different barriers based on their gender, race, disability, economic status, location and other challenges that create greater marginalisation. There are several barriers that can hinder even the best-planned policies and strategies if not taken into account. Vulnerable groups and barriers such as those mentioned below must be included in any holistic strategy addressing youth employment.

### *Race*

Race or ethnicity plays a significant role in employment probability around the world. Unemployment is clearly unevenly spread throughout the population in South Africa in terms of race. Typically, the majority population group is usually more likely to

find employment than the minority. However, due to the legacy of apartheid in South Africa this is not the case. Figure 1 reveals the imbalance of employment amongst race. Out of 5.5 million black youth (ages 15 to 24) 4.9 million, or 89.7%, are unemployed. This is nine times higher than those of their coloured, Indian and white counterparts (DuToit 2003, 9).

**Figure 1 Unemployment in South Africa by race and age**



Source: LFS 2002 in DuToit 2003, 9

Dias and Posel (2007) explore the relationship between education and the probability of gaining or finding employment in South Africa. Their research showed a disparity in likelihood of employment amongst race and gender cohorts with the same education levels. From 1995 to 2003 benefits of higher education for coloureds and Indians increased considerably while benefits for blacks and whites did not change or even declined (Dias and Posel 2007, 2). These inequities are concerning and require targeted interventions to restore equality amongst race within education and employment.

### *Poverty*

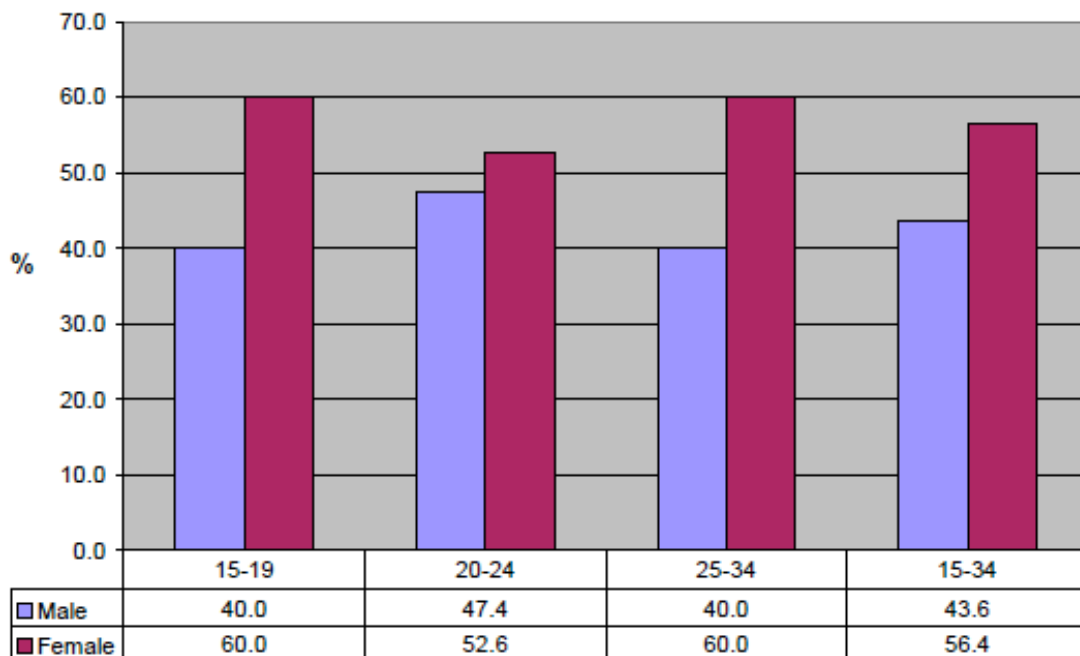
Overall, more South Africans, specifically of the black population, have added to the number of poor falling below the poverty line. The cost of reducing poverty has grown, and there is increasing disparity between the poor: the poorest of the poor are

getting even poorer. Data from the 1995 and 2000 South African Income Expenditure Surveys found that 60% of all South Africans, including two thirds of the black population, were poor in both years surveyed. The poverty headcount for South Africa increased from 35% to 42% of the population. While the poverty gap increased 30%, inequality amongst the poor grew by 28%. Approximately 1.8 million more South Africans lived on less than \$1 per day in 2000, and 2.3 million more people on less than \$2 per day (Hoogeveen and Ozler 2005, 8).

*Gender*

In South Africa, young women are often more likely to be unemployed than young men. Figure 2 illustrates this to be true throughout all age cohorts. However, the caveat remains, as suggested in Table 3, that young women in the lower age group often remain in school; an average of 54% of young women are still in school at the age of 19. Yet, the CAPS study reveals that only 27% of black females have worked by age 22 (Lam and Seekings 2005, 6).

**Figure 2 Unemployment rates by gender and age in South Africa**



Source: LFS 2002 in DuToit 2003, 8

Based on the 2005 LFS, of the 7.8 million unemployed in South Africa, over 50% were black women, 40% were black women under 35, and 25% of all unemployed

individuals are black women in “non-metropolitan districts” (the majority of which are in rural areas) (Bhorat and Oosthuizen 2007, 393). Nearly four out of five young black women ages 15 to 24 were unemployed and three out of five in the 25 to 34-age cohort (ibid).

### *Rural Areas*

Approximately 55% of the world’s youth live in rural areas, and 75% of youth living in poverty live in rural areas (ILO 2005, 24). The 2001 census found 40% of South black youth live in rural areas (Everatt 2008, 410). The higher numbers of unemployed in South Africa’s rural areas can be attributed to apartheid’s racial distortions and the underdevelopment of specific areas where the majority of black people were forced to live. These areas were often far from cities with little access to economic opportunities. Industrialization and urbanization have left little employment opportunities for rural youth and many must migrate to urban areas in order to capitalize upon education, training and job opportunities.

## **2.3 International policies for youth development**

As a member of the United Nations (UN), South Africa has agreed to the UN Charter: to work towards the goal of enabling and providing for full participation of young men and women in society. The Charter principles include the attainment by young women and men “of an educational level commensurate with their aspirations” and “access to employment opportunities equal to their abilities” (UN 1995, 4).

The International Labour Organisation (ILO) sets labour standards and policies for the promotion of decent work around the world. It has led the development framework of the UN Secretary-General’s Youth Employment Network (2000) and the United Nations General Assembly resolution on “Promoting youth employment” (2002).

The UN Millennium Development Goals accords high priority to youth employment. Goal 8 sets as a target development and implementation of strategies for decent and productive work for youth. And the UN Educational Scientific and Cultural

Organisation has recently developed a policy framework for developing and implementing youth policies and programmes.

As a Commonwealth country, South Africa is part of the Commonwealth Youth Charter (1996). This promotes efforts towards creating societies that empower young people as productive members of society and includes young people at “every level of decision-making and development.” The Charter includes principles and values for youth development which include: gender inclusive development, empowerment, human rights, sustainability, and integration of youth development into all local, provincial, national and international activities.

These are just a few of the leading international entities and interest groups that are influencing national policies. While their approaches to youth development are to provide advocacy and motivation to countries, they do all seem to agree that youth empowerment comes through a few key initiatives: most importantly through access to quality education and opportunities for employment.

#### **2.4 Selected approaches**

The bulk of the literature based on youth and employment suggests that institutional approaches to supply-side and demand-driven mechanisms for youth be addressed holistically. Every intervention must be linked and realized as a part of a whole strategy.

The life-cycle approach to youth employment recognizes that “what happens at one stage of life is affected by and in turn affects opportunities at other stages” (ILO 2005, 63). For example, if a young person faces poverty and inequality early in life, she is much more likely to be disadvantaged throughout her lifetime. The ILO argues that “by focusing on the individual in the context of the family and wider society, an employment life-cycle approach offers a basis of intergenerational solidarity and a means of linking measures to improve youth employment prospects with broader social and economic development measures” (ILO 2005, 63).

Smith, Lister, Middleton and Cox (2005) argue against an employment-oriented model for policy approaches to youth. Instead, arguments are made for an inclusive view of citizenship as more than just workers but as active participants already engaged in society. They suggest that an employment-oriented model can exclude young people. This argument is used within a context of full-employment specifically within the United Kingdom. It does not as easily apply within a context such as South Africa's struggling with 20% to 40% unemployment in which the majority are youth.

Yet, the argument for an inclusive approach to youth is actually synergistic to that of the ILO's model. "In developing countries, maximizing the potential of young workers is central to the promotion of poverty-reducing growth and development" (ILO 2005, 3). A life-cycle approach to developing youth policies can provide an understanding to the critical role of linking programmes from childhood to adulthood as well as through the transition of youth.

Active labour market policies (ALMPs), a term used frequently in discussions of youth employment, include measures such as labour market services, education, training for the un(der)employed, and job creation initiatives. Youth employment strategies should address both supply and demand sides of the labour market at macro- and micro-economic levels. From this approach, ALMPs are explored in this study within the context of a life-cycle approach to youth employment. Developing a framework that encompasses both of these approaches we will explore the supply-side and demand-side programmatic approaches to youth employment in the next section.

## **2.5 Linking approaches**

Supply-side and demand-driven approaches cannot afford to operate alone – they are intrinsically linked. In an economy that may not have the ability to support all of the new labour market entrants, demand-side information provides a critical support base to inform effective supply-side employment-related programmes. For instance, one of the major roles of the educational system in any country is to produce the appropriate labour force needed for the domestic market. Often this does not happen and this results in a labour market "mismatch". A recent report from the International Poverty

Centre argues that “special youth labour market information and employment services, as well as early career guidance, may facilitate their entry into the labour market and help avoid the mismatch between youth labour supply and demand” (Ernst 2008, 27). Additionally, education and career-based guidance based on relevant labour market information helps to sidestep many entry-level employment barriers (ILO 2005, 22).

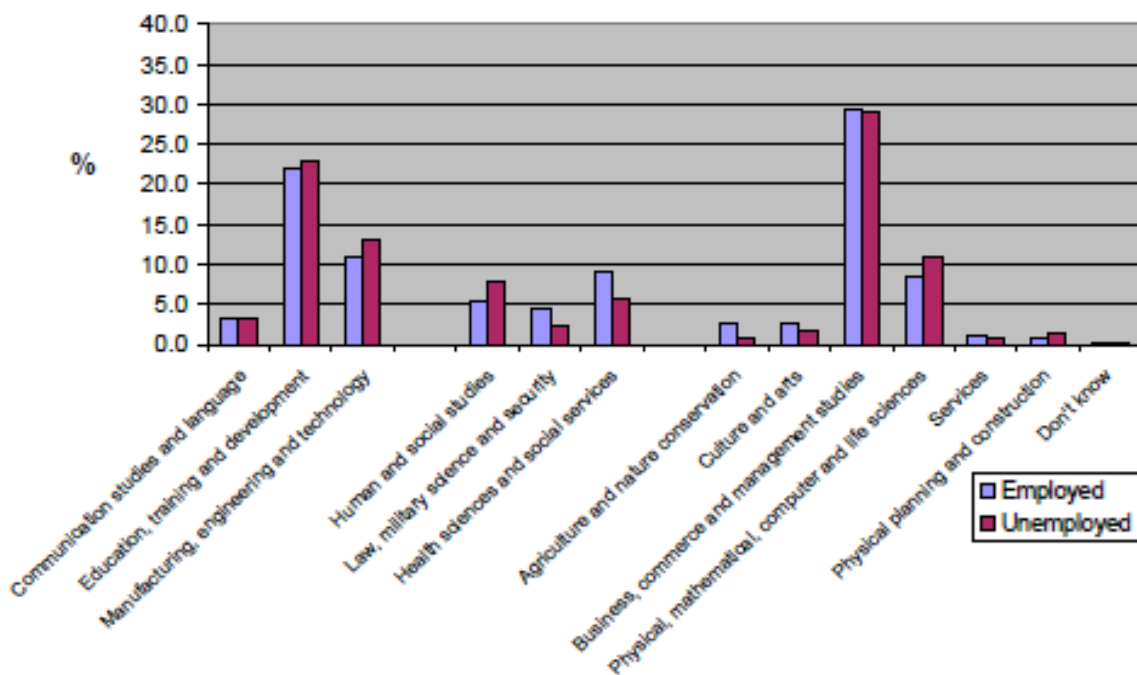
Kemp found that the UK’s New Labour government’s approach to youth social exclusion has put greater emphasis on the supply of youth labour and less on demand or the wider “social and economic structures and the opportunities and choices that these offer to young people” (Kemp 2005, 139). The report finds structural factors of the demand side as important determinants for success in the job market. Similarly, South African literature suggests a greater priority on the supply-side delivery and a lack of demand-driven social and economic structures geared towards youth employment.

Meanwhile, fifteen years after the end of apartheid and with the increase in access to education, it is hard to understand how there is a skills shortage within the country. Today, more young people in South Africa have access to primary and secondary education. And thousands of young people graduate with certificates, diplomas and degrees from higher education every year. What has emerged in several South African studies, and in line with international research stated above, is that there is not necessarily an aggregate skills shortage within the country, but rather a critical skills mismatch due to a lack of relevant market information. Dias and Posel point out that “in a market where demand for skilled labour increases...the benefit of higher education should rise” (2007, 3). However, the historical racial disparities in education and skills within South Africa have propagated a skills shortage in the country.

Figure 3 reveals that there are no real differences between the fields of study of employed and unemployed. DuToit argues that it is more a racial imbalance amongst those with tertiary education than specifically an issue of skills mismatch. For example, 97% of white youth who hold qualifications in business, commerce and management fields are employed, whereas only 53% of black youth holding the same

qualifications are employed. DuToit suggests that perhaps employers perceive African graduates as having obtained a ‘second-rate’ qualification from previously disadvantaged institutions. Also, perhaps youth in this field of study pursue specialization in human resource management and marketing which do not have as high a demand as accounting (DuToit 2003, 11). Nevertheless, there remains a serious gap between what is needed in terms of skills in South Africa and what skills and capabilities are being produced in higher education. Perhaps the racial imbalances attest to the continuation of lack of resources in historically disadvantaged areas.

**Figure 3 Fields of study of unemployed and employed youth**



Source: LFS 2002 in DuToit 2003, 11

With better understanding of the employment options at the beginning of their career-paths, these young people would have been better prepared to enter the labour market. But even with market information many of these young people find themselves in areas and situations that create greater barriers. If supply and demand side services were appropriately facilitated and linked young people would be better equipped to find employment and the numbers of discouraged unemployed youth would be drastically reduced in any economy, and specifically South Africa's.



An integrated strategy for growth and job creation is called for that covers labour demand – job opportunities – and supply – employability – as well as the mediation or matching process, combined with well-targeted and structured interventions. There is also need for improved programme monitoring and evaluation as a basis for enhancing effectiveness (Ernst 2008, 27).

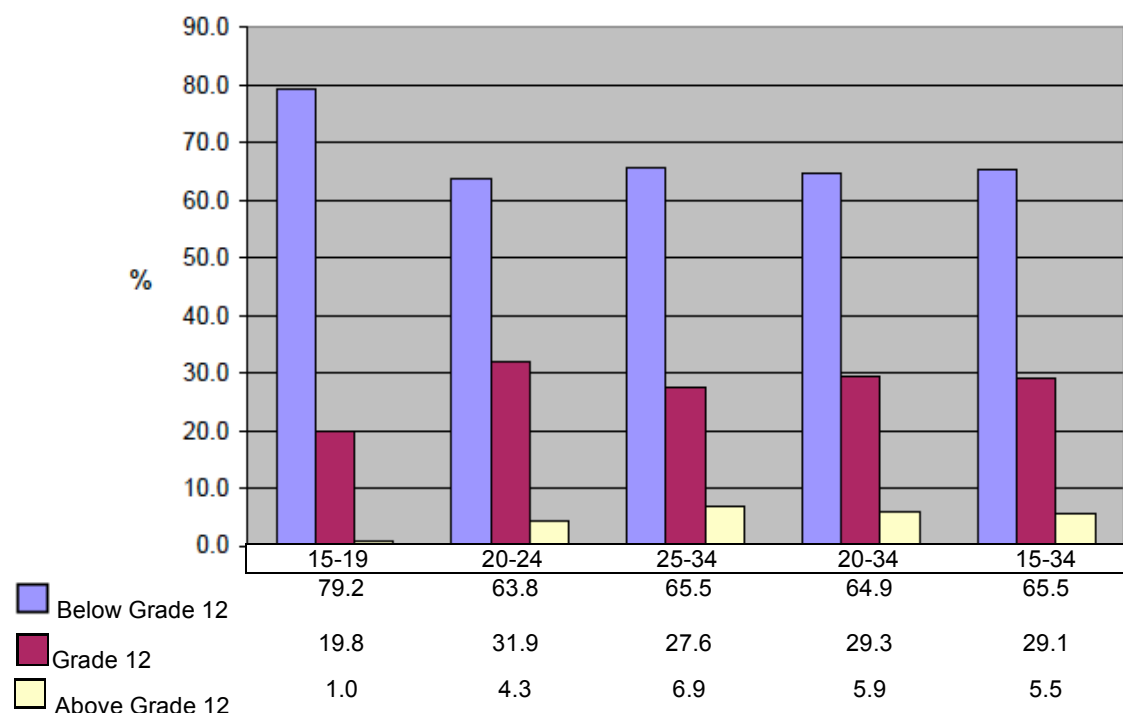
The following supply and demand-side mechanisms for youth employment highlight the most important areas of intervention that government and other stakeholders can provide. Since this study is an institutional analysis it is assumed that all of the mechanisms listed are within the scope of government in any country, whether through direct service provision or by facilitating other stakeholders to provide these services. It is in the government's best interest to facilitate and play the linkage role between these services.

#### *Supply side mechanisms*

Supply-side mechanisms are types of programs and services that equip young people for employment. The literature suggests the following key supply-side mechanisms for policy: education, skills development and training, and various support services for youth. The following suggests why these types of mechanisms are so vital to youth employment.

Internationally, a strong correlation exists between levels of education and poverty. It is expected that the increased amount of schooling one receives positively enhances the probability of finding and securing employment or to pursuing entrepreneurship. Thus education is considered a primary supply-side instrument for employment. Figure 4 highlights the relationship between education and employment. It is apparent that those with only Grade 7 or less are more likely to be unemployed throughout their lifetime.

**Figure 4 Unemployment by education and age in South Africa**



Source: LFS 2002, DuToit 2003, 10

Bhorat (2004), found rising unemployment amongst South African graduates. Tertiary graduates, are less likely to find employment today, with 17.4% being unemployed in 2005 compared to 3.7% for non-youth (Bhorat and Oosthuizen 2007, 397). Recent studies have concluded that poor standards at the tertiary level may be reason for the many unemployed graduates with qualifications that are in short supply (Pauw et al. 2006 cited in Carter 2008, 25; Bhorat and Oosthuizen 2007). Further study suggests that students are not actually adequately prepared in school for higher education (Carter 2008, 25).

Only 5.9% of working-age youth have tertiary qualifications compared to 10.9% of non-youth (Bhorat and Oosthuizen 2007, 397). DuToit (2003) found that 15.9% of employed youth have a certificate, diploma or a degree, compared to that of 4.6% of the unemployed, showing some correlation between employment and tertiary education.

A range of support services can encourage youth labour market interaction. Youth services may include career guidance, service for work experience, job search

support, links to skills training and priority assistance for disadvantaged and vulnerable youth. What has emerged from current research is that unemployment is more frequent amongst graduates with no experience. A recent study suggests that the most common difference in employability in youth is the level of experience (DuToit 2003, 5). Thus, the most important supply-side mechanisms to prepare youth in South Africa for employment, besides quality education, are informed career guidance early in the life cycle, and work experience.

#### *Demand-driven mechanisms*

Demand driven opportunities that would facilitate youth employment require growth of salaried employment in the formal economy and an improvement in the quality of the work environment within the informal sector. Job creation is dependent upon a robust economy; growth is dependent upon investment (Ernst 2008, 27). Yet in many developing countries economic activity alone is unable to sustain adequate growth rates in GDP and employment in order to absorb the majority of the incoming labour force.

Solutions to youth unemployment are inextricably linked to the difficulties countries face in reducing overall unemployment which, in turn, is linked to overall economic growth. It is argued that raising levels of aggregate demand will reduce both adult and youth unemployment, but will have twice as high an impact on the young than on older age groups. It is therefore important to address the issue of inadequate aggregate demand, and to find ways of stimulating economic growth (ILO 2005, 9).

A review of literature suggests that many different types of programmatic interventions can encourage demand for employment amongst youth. Government can find ways of stimulating economic growth by instituting sector policies that promote private initiatives to enhance the potential to create or improve employment. Sectors that traditionally are dominated by youth or have potential for greater numbers of youth should be specifically targeted for policy intervention (Ernst 2008, 27).

Other initiatives by government can come in the form of public spending in “employment-intensive” investments such as infrastructure and construction. These types of initiatives not only improve the country in terms of infrastructure but also

create greater opportunity for young people in areas often dominated by youth (Ernst 2008, 27). Facilitating entrepreneurship opportunities for young people is another way of utilizing the wealth of youth in a country. Programmes that address barriers to business and challenges for young people can provide a springboard for sustainable income and decent work. Incentives for private sector enterprises to hire a young, inexperienced person can come in the form of wage subsidies and reduction in taxes in order to counter-balance the risk for employers and increase the demand for young workers (ibid). These different types of programmes represent various approaches taken by government to enhance a demand-driven framework that can attempt to curb youth unemployment.

The importance of timely and accurate labour market information cannot be overstated. Information on the labour market and opportunities available is critical if the move from a supply-driven to a demand-driven framework is to be facilitated (DuToit 2003, 16).

Dissemination of labour market information is critical to overcoming many employment barriers. This type of information is necessary in an economy like South Africa's that has large skills gaps and yet overwhelming unemployment. Updated and readily accessible relevant market information can guide future decisions of young people that will in turn begin to fill gaps in the skills shortage that envelops the current labour market.

## **2.6 Institutional analysis**

Government, through its institutions, is meant to play a role in enabling policies to be implemented. Policy alignment is required between national and local levels; and for implementation to happen, policy has to travel via institutions. In this particular study government is assessed on its ability to implement policies focused on youth and employment. To do this a policy can be analysed through a vertical and horizontal analysis. A vertical analysis looks at how an institution is able to translate policy from the theoretical level to the implementation level. A horizontal analysis would then look at how a policy is implemented between divisions and sections at the same level of government.

**Figure 5: Framework for analysing South African policy**

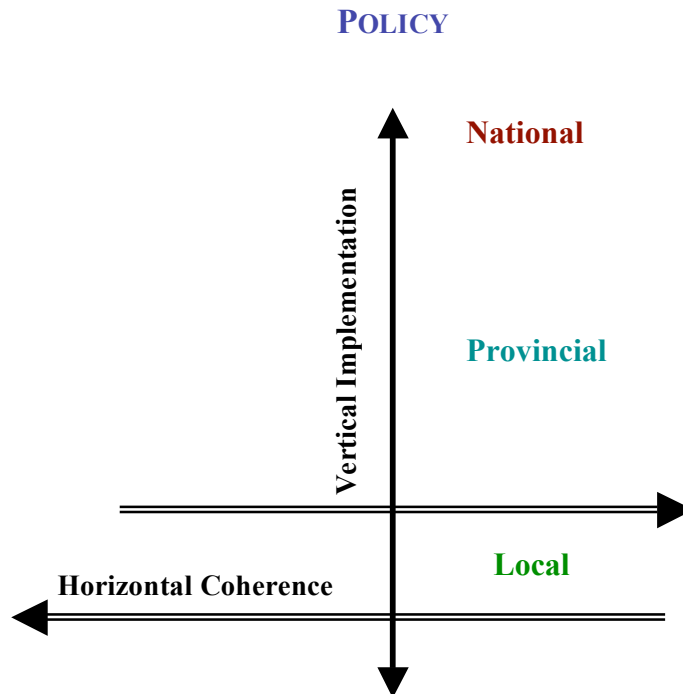


Figure 5 provides a visual representation of the type of institutional analysis that is reviewed in this study. With regards to a government instituted national youth policy that is mandated to impact youth at a local level, one must consider areas such as education, employment, community development, and social development.

To understand the South African government set-up for implementing policies and programmes, one must look prior to independence. The former apartheid government established a central power of government that controlled the nation; after the democratic transition, power was decentralized. The Constitution, adopted in 1993, set out three spheres of government as a governance structure for the country: national, provincial and local.

Since 1994, local municipalities in South Africa have the constitutional mandate to run their own affairs and can be expected to do substantial work regardless of the national sphere. Municipalities were developed in such a way that in many respects they are autonomous from national and provincial departments. They are required to create their own Integrated Development Plans (IDP) to implement social and

economic policies at the local level. This does not mean that they do not adhere to national policies, but it does mean that they operate their own programmes relevant to the socio-economic priorities of their mandated area.

The 1998 White Paper on Local Government calls on municipalities to work closely with other spheres of government and to play a coordinating role to services contributing to an integrated development plan. The White Paper also indicates that while the local government is not responsible for creating jobs, it is in its capacity to provide an economic and social atmosphere conducive to the creation of job opportunities. The Local Government Municipal Systems Act (2000) empowers municipalities to influence the socio-economic capacity of the local community through coordinating activities that meet the basic needs of the poor and assist in the growth of the local economy.

In the following analysis, two national youth policies are assessed to evaluate their implementation from national to the local level. And then a similar local policy is analysed to explore how a local municipality in South Africa is implementing its own youth policy across relevant local departments.

## **2.7 Summary and research questions**

South Africa's youth population has the potential to greatly contribute to the economic growth and development of the nation. But it is also a challenge to absorb the great numbers of youth entering the labour force into the economy each year. High unemployment rates, coupled with an inhospitable economic environment, have youth in South Africa facing many hurdles as they navigate the youth transition to finding employment. Marginalised youth not only face these everyday obstacles but they also have additional barriers that often prevent them from being adequately prepared for and finding decent work opportunities. If a youth is unable to gain access into the labour market within the first 10 to 12 years, statistically, she will be less likely to have long-term employment through her lifetime. These are crucial years to providing mechanisms that actively engage youth in job preparation and employment opportunities.

Appropriate targeted government interventions for youth have the responsibility and mandate (according to signed international charters and commitments) to provide an environment for appropriate education and employment opportunities. Supply-side programmes that promote job opportunities can offer the appropriate tools and safe environment to youth to gain long-term employment. Government support of demand-driven mechanisms can create jobs within the public and private sectors while feeding relevant information back into supply-side programmes. The linkages between coordinated supply-side and demand-driven government-led programmes cannot be overstated. From the information provided in this chapter, statistics reveal that the majority of young people are not appropriately educated with the goal to enhancing their employability. The lack of appropriate education and work experience upon entering the labour market is crucial to their long-term employment.

This research provides an analysis of South African youth employment policy and its implementation in the local municipality of eThekweni. The following research questions were developed to analyse the vertical and horizontal impact of policies at the local level:

1. What measures within national youth policies and strategies have been instituted to address barriers to youth employability in South Africa?
2. Are national youth policies reaching the local level?
3. What approaches have been taken to encourage youth employment at the local level, and what challenges exist in these approaches?
4. Are marginalized youth being targeted in youth empowerment and employment programmes at a local level?

## CHAPTER 3

### METHODOLOGY

The literature review has raised a number of broad level opportunities for policy to address youth employment as well as arguments for types of strategies that address youth. This institutional analysis was designed to explore South African policies that influence and encourage youth employment, and to test how these filter down to a local level. It also further analyses how a local government municipality is implementing its own policies and programmes to alleviate youth unemployment.

#### 3.1 Research methods

“Qualitative research is noted, above all, for its explanatory power and for the richness and depth of information it generates. Rather than standardizing to describe the norm, qualitative research seeks to explain difference” (Holland 2007, 49). In this institutional analysis, two types of qualitative research methods were engaged: a secondary literature review and in-depth qualitative interviews with key informants.

A secondary literature review is an essential methodological step in establishing what we already know from existing social, economic and political research about the distributional impacts of similar policy decisions. The aim of a systematic review method of secondary literature review is to develop an answerable question, search for relevant research (and other evidence), and/or produce a summary of what the existing evidence tells us. This is particularly important in a political, social and institutional analysis (Holland 2007, 49).

The literature review provided in Chapter 2 developed the context for research questions that have surfaced regarding youth employment-related policies in South Africa. Relevant policies that encompassed youth and employment – both national and local levels – were reviewed in a secondary literature review. The existing data and research provide a picture of the most current situational evidence of South African youth suggesting the outcomes and implementation (or lack thereof) of current national policies. In Chapter 4 and Chapter 5 an additional literature review, or desktop study, partnered with responses from interviews provides examples and further information regarding local implementation of policies. These chapters use the respective national and local youth policies as the framework to analyse local level



response. Semi-structured in-depth interviews provide a guided yet flexible exploration of information within the context of local implementation of national and local policies for youth employment.

An additional tool that is used to visualize the relationships at a local level is provided in an institutional mapping. Based upon the findings discussed by key stakeholders interviewed, “mapping” illustrates the relationships between the various institutions and highlights areas of linkages and gaps. Institutional perception mapping is considered a “visual method of identifying and representing perceptions of key institutions (formal and informal) and individuals inside and outside a community and their relationships and importance to different social groups” (Holland 2007, 52). This type of analysis is good for understanding the sets of social relations that mediate the transmission of a policy change (ibid).

### **3.2 Location of Study**

As a municipality that includes rural, peri-urban and urban areas, the eThekweni Municipality area (EMA) was chosen as the location for this study. Of its 2,297 square kilometres, 36% of EMA is rural and 29% is peri-urban. The administrative centre in EMA is found in the city of Durban. The eThekweni Municipality employs approximately 20,000 staff and its 2008/09 budget totalled R23.4 billion (Robbins and Hobbs 2009, 17).

The EMA has a population of approximately 3.13 million people, or 7% of South Africa’s total population. The majority of the population – 68% – is black and 20% Indian (eThekweni Municipality 2008, 8). Table 5 shows the age distribution of youth within the EMA. Youth, ages 15 to 24, represent 21% of the EMA – an accurate reflection of South African youth, since this is the same percentage within this cohort on a national level. More broadly, South African youth, 15 to 34, represent 38% of the population and, similarly, EMA youth of the same cohort represent 40%.

**Table 5: Age distribution of young people, EMA**

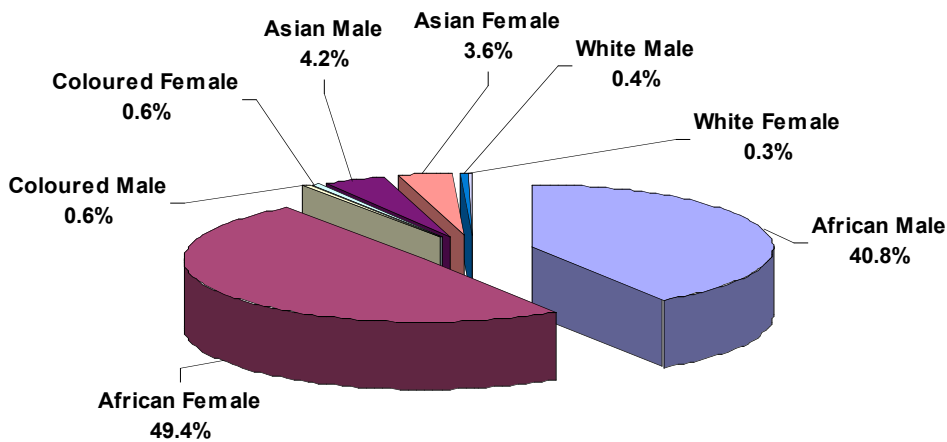
Age Cohort	% to Population	Total
15-19	10.46%	323,343
20-24	10.73%	331,474
<b>Total 15-24</b>	<b>21.19%</b>	<b>654,817</b>
25-29	10.24%	316,323
30-34	8.30%	256,428
<b>Total 15-34</b>	<b>39.73%</b>	<b>1,227,568</b>

Source: 2001 Census

According to the municipality’s Economic Development Strategy, 34.4% of the working age population are narrowly unemployed. This is the highest rate for any metropolitan area in South Africa (eThekweni Municipality 2008a, 11).

Figure 6 highlights the racial and gender breakdown of the unemployed in the EMA. National levels of unemployment reveal similar findings where black woman are the highest group of unemployed.

**Figure 6: Race and gender breakdown of the unemployed, EMA**



Source: Quantec in Nkahlle and Robbins 2006

The EMA has a well-structured municipality with a substantial budget and provides a relatively close representation of the South African population and employment situation. It was because of these reasons, as well as the reality that I was physically already located within Durban, that the EMA was chosen for this study.

### **3.3 Limitations to the study**

Choices had to be made in this study as to who should be interviewed. In a study like this where I am trying to gather what is being done for youth at a local level I could have interviewed every department. However, I chose to focus on departments that would have direct contact with economic strategies and employment-focused opportunities. I looked to the literature review that suggested that education and economic empowerment be the key areas of strategic initiatives for youth employment. The study did not look at basic services provided to youth or social welfare initiatives. These are very important to the development of a young person and lack of basic services place young people in more vulnerable situations that can create greater barriers to finding employment. I do believe that I was able to connect with the most relevant and local departments for this particular study.

This study focused primarily on government institutions; however, it is acknowledged that adding external views from civil society and non-governmental organizations (NGOs) could enhance this research. Within the study only one civil society organisation was interviewed, Future Leaders, since they were established by the municipality.

It is important to question whether my identity, a white non-South African female with an American accent, influenced my interviews. I found that respondents were willing to share detailed and descriptive information perhaps because of my seemingly foreign status. Respondents were welcoming and interested that I would choose EMA as the location of my studies. I have also worked in Durban since 2006 and was able to understand and ask questions that possibly other non-South Africans would not necessarily know to ask.

A major limitation was that neither the municipality nor the provincial respondents had comprehensive monitoring and evaluation data of projects and strategies readily available or at their disposal. This seemed to come up throughout the interviews, and the majority of respondents were not able to provide me with any extensive data or numbers of beneficiaries from their programmes. Therefore the study is unable to

quantify the scope of reach of the programmes mentioned; but where it can, it highlights and quantifies areas of success.

Finally, as mentioned earlier, youth in South Africa are considered between the ages of 14 to 35. Service delivery for such a wide age gap does provide challenges in South Africa. Since 15 years is the age at which children are legally permitted to enter the labour market in South Africa, this age was used as the lowest age level for youth in this study. DuToit's research (2003) on unemployed youth looks primarily at those 15-24 years of age in South Africa and then distinguishes between teenagers (ages 15-19) and young adults (ages 20-24) for the purpose of addressing employment and unemployment trends. This study, where it can, distinguishes between these two groups as well as between youth over 24. However, this does become difficult and creates limitations to the extent of reporting since the majority of services directed at youth in South Africa, with the exception of education, do not break down services for age cohorts within "youth".

### **3.4 Choice, development and implementation of the interview**

Local and provincial key government institutions closely linked to the needs of youth were chosen for in-depth interviews. Since the research looked broadly at how policies are implemented, the interviews were conducted over a broad range of government stakeholders. The majority of interviews took place with eThekweni Municipality managers. Where appropriate, provincial representatives from KwaZulu-Natal (KZN) and other government stakeholders were interviewed. In most of the cases face-to-face interviews were conducted. In two cases the interview was conducted with a few respondents from one unit. Additionally, in one case there was interaction through a brief telephone interview with a respondent; and in another, a face-to-face interview was cut short and finished via email exchanges.

Fourteen interviews were completed over a two-month time frame. The participants were managers or department heads of relevant government institutions. Table 6 highlights the units in eThekweni Municipality and other government related departments interviewed in this study. The table also gives a brief description of each department/unit.

**Table 6 List of interviewed departments with a brief explanation**

<b>eThekwini Municipality Departments/Units</b>	
<b>Business Support Unit (BSU)</b>	The BSU provides support to existing and potential Small, Medium and Micro-sized Enterprises (SMME) linked to increasing their income potential. Support is given on project-by-project basis by facilitating access to finance, skills, markets, provision and maintenance structure, and broad based black economic empowerment (BBBEE) standards.
<b>Community Participation and Action Support Unit (CPU): Youth Desk</b>	The CPU's role is to ensure that policies and systems are put in place to ensure citizens participation in programmes of the Municipality. The CPU is the hose of the city's Youth Desk and from here is to advocate for youth throughout the EMA.
<b>Economic Development Unit (EDU): Policy Strategy, Information and Research</b>	EDU is made of four key areas: Policy, Strategy, Information and Research Office; the Durban Film Office; Local Economic Development; and the Durban Investment Promotion Agency. The Policy, Strategy, Information and Research office provides research and data for projects throughout the municipality.
<b>eThekwini Municipality's Expanded Public Works Programme (EPWP): Infrastructure, Environmental and Economic</b>	The National EPWP was launched in April 2004 to promote economic growth and create sustainable development through skills development and job creation. There are four priority sectors: social, environmental, infrastructure, and economic. Since it is a national initiative the municipality, has used it as leverage to push relevant units to adopt an EPWP approach in what they do. In 2007 the municipality created its own EPWP policy with the following objectives: <ul style="list-style-type: none"> <li>▪ Establish the eThekwini's EPWP as an approved socio-economic developmental and poverty alleviation programme with sustainable exit strategies that maximise SMME development, employment creation and skills development.</li> <li>▪ Entrench the EPWP methodology within the IDP – a methodology that expands the current service delivery models of goods and services to ensure shared economic growth.</li> <li>▪ Ensure developmental integration across all sectors and re-engineer how to plan, design and implement projects/ programmes within the existing municipal operational and capital budgets.</li> </ul>
<b>EPWP: Social Sector</b>	
<b>Future Leaders</b>	Future Leaders is a BSU initiated and funded programme that is located in the city of Durban to empower youth through employment and entrepreneurship training programmes and services.
<b>iTrump Area Based Management*</b>	In 2003, the eThekwini Municipality embarked on a 5-year Area Based Management (ABM) and Development programme with the intention of enhancing service delivery, addressing spatial and social inequalities as well as a deepening of local democracy in five strategic geographically defined areas of the city: <ul style="list-style-type: none"> <li>▪ <i>South Durban Basin</i></li> <li>▪ <i>Inner City Regeneration (iTrump)*</i></li> <li>▪ <i>Inanda, Ntuzuma and KwaMashu (INK)</i></li> <li>▪ <i>Cato Manor</i></li> <li>▪ <i>Rural and Traditional areas*</i></li> </ul>
<b>Rural Area Based Management*</b>	These ABM programmes are focused on driving developmental strategies in an interdisciplinary way through innovations. The management teams bring together line function departments to add value to the work they are doing in each area.

<b>Skills Development Unit (SDU)</b>	SDU's mission is to develop human capital and empower citizens through skills intervention in order for people to be promoted, employed, or self-employed. The unit does this through internal training of municipal employees as well as external skills training of EMA citizens.
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<b>Other Government Departments</b>	
<b>Agricultural Sector Education Training Authority (AgriSETA)</b>	AgriSETA creates and promotes opportunities for social, economic and employment growth for agri-enterprises, in conjunction with other stakeholders in agriculture, through relevant education, training and development in both primary and secondary agriculture.
<b>Human Science Research Council (HSRC) – Youth Policy Initiative</b>	The Human Sciences Research Council (HSRC) conducts large-scale, policy-relevant, social-scientific projects for public-sector users, non-governmental organisations and international development agencies. The HSRC aims to serve as a knowledge hub to bridge the gap between research, policy and action; thus increasing the impact of research. The HSRC has a Youth Policy Unit that provides research around South African youth and has provided a platform for different government and non-government organizations to discuss and debate the future of youth policy and programmes in South Africa.
<b>KZN Department of Education (DOE): Teaching and Learning Services</b>	KZN DOE provides teaching and learning support in each district. Through these services every school is provided with curriculum and teaching support.
<b>KZN Department of Labour (DOL): Employment Skills Development Services (ESDS)</b>	Main function of ESDS within the DOL is to assist programmes that are focused on employment creation through targeting the under- or un-employed. The provincial office provides support to the local DOL labour centres and ESDS is implemented at each centre.
<b>KZN Provincial Umsobomvu Youth Fund (UYF)</b>	National government created the Umsobomvu Youth Fund (UYF) in January 2001, and gave it the task of promoting entrepreneurship, job creation, skills development and skills transfer among South Africans between the ages of 18 and 35.

The questionnaire was created from findings within the literature and relevant policies. However the interview process was dynamic and research questions were re-evaluated throughout the interview process. All of the interviews were semi-structured around main themes and similar questions. Questions were also tailored and developed based upon the type of government department interviewed (see Appendix 2 for a generic interview script). Some of the interviewees were asked follow-up questions that were delivered either over the phone or through email for further clarification of certain areas.

Each interview was digitally recorded and transcribed with additional notes and observations made during the interview. The interviews ranged between 30 minutes and one hour. All interviewees were given a brief explanation of the study's aims and objectives and asked to sign a consent form allowing for the use of the information

from the interview. The consent reiterated that all questions were asked of the respondent as a representative of his/her department or organisation. The consent and information read to the interviewee made clear that I was happy to take personal views but asked that they help me understand what was personal and what was organisational. In addition, it was discussed that the respondent was free to stop the interview at any point, that their participation in the study was entirely voluntary, and that they could refuse to answer a question or withdraw at any time. Respondents were told that they would never be quoted personally and their name would never be used other than to reference their organisation. The respondent signed the confidentiality form having understood that the interview would be kept strictly confidential and that excerpts from the interview would be made part of the final research report. It was agreed that a copy of the report would be provided to them after the research was finalized and completed (see Appendix 3 for example of consent and confidentiality form).

Occasionally I had difficulty trying to schedule some government department interviews. The bulk of my struggles came with finding relevant contacts within provincial government offices. However, once I had found the correct contacts and begun the interviews everyone seemed very happy to participate and give their views. Contrary to the provincial government appointments, I was pleasantly surprised at the efficiency and accommodating response I received from the municipality.

All interviews were conducted in the offices of the interviewee and I made every effort to promote a relaxed and open interview style. The majority of interviews that seemed rushed in the beginning ended up lasting well over the average interview time. This suggests that the interviewees were comfortable within the interview context. Since similar questions were being asked of several different departments I was able to crosscheck references and contexts and have noted this as needed throughout the research. As well, different interpretations of the same issue or context were valuable for the study and assisted in providing an un-biased report.

A content analysis was done of the transcribed interviews. Themes were generated from the conceptual framework developed in Chapter 2 and based upon the research

questions guiding the study. Themes were analysed based upon the specific policies broken down in these contexts to provide analysis of interventions at a local level. In classifying and restructuring the data into themes and categories, a great deal of time and care was taken in being honest to the data and ensuring that context was not lost.

Appendix 1 provides further information regarding the interviews, including location, date and time of interviews. Participants are not identified by name throughout the study but by a code. This code was given to each interview and can be found in the appendix. Throughout the paper excerpts from interviews are presented by italics and the correlating interview code.



## **CHAPTER 4**

### **NATIONAL POLICY ANALYSIS**

Youth development cannot be left to the young alone. We must all play a role – the young and the old. We are challenged to recognise the contribution we must all make to developing our young women and men. If we are to call ourselves a just and caring society, then we must recognise the duty we have to the vulnerable, the young and the disadvantaged (Nelson Mandela, Preface of the National Youth Policy, 1997).

In this chapter, specific South African youth-related national policies are reviewed that lead to initiatives that would prepare for or provide employment. The first section in this chapter provides the context to the development of youth policy and concurrent employment policies that have affected youth. Both are evaluated within the context that suggests that policies cannot be developed in a vacuum. They must take into account the environment and history in which they are being developed. Thus, several policies may not have been explicitly youth-focused but have had an effect on employment and, subsequently, youth development over the last 30 years.

The second section analyses the policy outcomes and intended implications of the National Youth Policy (NYP) 1997 and the National Youth Development Policy Framework (NYDPF) 2002-2007 and breaks these into themes of supply or demand related mechanisms to influence and facilitate youth employment and empowerment within South Africa. This forms the framework to analyse national and provincial policies and their implementation at the local level. Despite the consensus, even by the National Youth Commission (NYC), that national youth policies were not successful in their implementation, this institutional analysis will evaluate the outcomes suggested by policy. And finally, the third section will summarize and briefly discuss the findings of this vertical analysis.

#### **4.1 History of youth and employment policy in South Africa (1976 – 2008)**

Country context analysis is important because policy reform does not take place in an historical vacuum but takes place in a particular context. Understanding country context better means investigating the inherited and evolving mix of political, economic and social variables that influence policy agendas and change. (Holland 2007, 33)

Policies cannot be analysed before first understanding the context in which they were formed. Therefore, this section will review a history of youth policy and the context of employment measures at a national level over the last 30 years.

Youth employment as a crucial development issue for South Africa is not new. In 1993 Chisholm stated “...youth unemployment in South Africa is becoming critical” (Chisholm 1993, 461). Chisholm highlights the progression of South African policies leading up to the democratic transition. The programme strategies that were implemented from 1976 up until democracy were created to “deal” with the youth protests. The 1980s were best understood “as part of a hegemonic project to reassert control and legitimacy in the context of the national insurrection (1984-86) in which youth played a prominent part (Chisholm 1993, 461). Government-instituted programmes were developed to regain control of youth following the 1976 youth uprisings in Soweto, which saw hundreds of youth refusing to attend school and protesting against the enforcement of Afrikaans and English as the medium for instruction for all black schools. The 1976 protests triggered a violent response from the apartheid government. These protests have been noted as the turning point in the liberation struggle. During this time the state’s approach to youth unemployment was “outright repression” (ibid).

At that time the national government’s tactics to keep youth occupied and under control and to deal with the rising unemployment included expanding secondary schooling and technical education, providing training for the unemployed in regional training centres, and creating a special employment creation programme (SECP). “Underpinning these efforts was a commitment to the free market and an orderly society in which the rule of law prevailed” (Chisholm 1993, 462).

The regional training centres were established in 1975 and provided market-driven vocational training that did not require prior educational qualifications for course entry. The aim of the centres was to provide skills training to workers and the unemployed. Although the centres were privatised, they were financially supported by both private and public sectors with the aim that the Department of Manpower would only provide support as necessary (Chisholm 1993, 464). Training of the unemployed

peaked between 1986 and 1988 with the assistance of the new SECP funding made available by the Department of Manpower in 1985. The projects were mainly labour-intensive projects by both the public and private sectors and provided short-term work. Funding for SECP also included one to three weeks of training for the unemployed, which was completed in the regional training centre. The greatest criticism of the regional training centres and SECP was that the training of the unemployed did not lead to a substantial increase in employment. Only 15% of those trained for the labour market were employed and only 20% of those trained for the informal sector were able to earn a livelihood (Chisholm 1993, 470). By 1992, job creation programmes were suspended and training programmes were reviewed in an attempt to provide better outcomes.

In 1987 the President's council report on youth called for a "multi-faceted approach included for youth organisations" that among other things required rehabilitation centres for "intimidators and politically motivated juvenile delinquents" (Chisholm 1993, 463). The report also advocated for a reform strategy of political accommodation especially amongst young people, and a comprehensive youth strategy to be developed and directed by the Department of National Education. This was the beginning of what would become the movement for youth policy after the democratic transition in 1994.

Prior to the democratic transition the youth agenda was driven by the apartheid government and characterized by a "market-driven, authoritarian approach." During the transition to democracy it was driven by civil society and characterized by the "emphasis on democratic participation and national reconstruction" (Chisholm 1993, 478). As South Africa came into a democratic dispensation in the early 1990s, there was overwhelming concern and attention placed on the "lost generation" and specifically around young black men labelled as "out of control". It is important to note that before the democratic transition education was biased to accommodate white school children. "The upward mobility of whites in general (and white Afrikaners in particular) was backed by the skewed distribution of massive amounts of state capital and other resources to the benefit of a relatively small minority of the country's citizens" (Sonn 2008, 187). At the time of the transition, and even a decade after, the

majority of young black people were at a great disadvantage due to apartheid's control.

During the early 1990s the South African Council of Churches and the South African Catholic Bishops' Conference formed the Joint Enrichment Project (JEP) as a project to address youth marginalisation in Soweto and advocate for youth. The JEP initiated research through Community Agency for Social Enquiry (CASE) to look at whether there was a "lost generation". The research revealed that young people were heavily marginalized. Based up on this evidence, civil society pushed for an agenda for young people, to show that young people were not lost but marginalized. This was a time of lobbying for youth but at the same time there became discontent amongst the youth sector. Unfortunately, unlike the women's sector that came together across issues and delivered a comprehensive policy to address women's issues, the youth sector was fighting amongst itself and could not agree to what the youth policy should include. During this same time the National Youth Development Forum (NYDF) was founded as an implementing body for coordinating and implementing interventions in the youth sector. "Control over the process of determining the future of unemployed youth was thus effectively wrested from the state" (Chisholm 1993, 464). The non-partisan NYDF was to focus on three tasks: design and pilot innovative youth programmes; move the youth agenda from its fractured political state to a developmental focus; and continue advocating positively for youth. According to Everatt (2000, 8), not one of these tasks was accomplished.

By 1994 the newly elected African National Congress (ANC) government was faced with a nation rife with extreme inequality and poverty, and it embarked on a vision to rectify the racial disparities. After extensive work throughout out all sectors of government, the Reconstruction and Development Programme (RDP) was presented as a socio-economic policy document that was geared to right the social and economic injustices of apartheid through specific policies that would encourage democratic nation building. It was suggested that the programmes initiated by the policy would increase employment both directly and indirectly through initiatives that would provide much needed basic provisions such as housing, electricity, and water.

During the development of the RDP there was great debate amongst civil society and government as how to incorporate an integrated approach to youth development throughout all government sectors. The argument was whether a Youth Ministry should be formed or to allocate desk officers in key ministry positions. It was argued that a Youth Ministry would be too singularly focused and not be able to reach all ministries. However when the RDP was released, youth development hardly surfaced within the 147-page document. Under Human Resource Development, “Youth Development” was allotted a half of a page and youth were given some space under “Arts and Culture” as well as “Sports and Recreation”. The only actual policy suggestion within the document was a national youth service. Out of all the internal and political debates neither a Youth Ministry nor youth desk officers were proposed or addressed in the RDP (Everatt 2000, 11).

However, soon after, in 1996, the RDP was replaced by the Growth, Employment and Redistribution (GEAR) framework. Aliber suggests that GEAR was “a conventional neoclassical macroeconomic recipe for economic growth” (2003, 475). In this approach, priority was not given to directly addressing unemployment and poverty, but instead to reducing the fiscal deficit with hopes of a “trickle down” result.

During this same year the National Youth Commission Act (1996) was instituted by President Mandela on 16 June (the 20<sup>th</sup> anniversary of the youth uprisings in Soweto and inaugurated as National Youth Day) and it was from this that the country’s first cabinet-level ministry for youth, the National Youth Commission (NYC) was created. Since it was not a youth ministry nor seated within one department, the NYC was positioned under the Presidency. Within this position it was to create effective youth policies. It was not resourced or mandated to provide the actual implementation of policies, but was to hold departments accountable to prioritize and include youth. The NYP 1997 was presented to President Mandela by the NYC in December 1997 with a purpose to “ensure all young women and men are given meaningful opportunities to reach their full potential, both as individuals and as active participants in society” (NYP 1997). Yet it was never adopted as policy. A very similar document was presented a few years later as the NYP 2000 but this too was never adopted as policy. These documents did, however, finally lead to the NYDPF 2002-2007, which was adopted by parliament. According to the NYC, previous national policy documents

were still used as internal government documents that were referenced and used to guide the NYC.

The combination of two new government initiated policies, GEAR and the NYC, in the same year promised greater opportunities for employment for youth and growth of the aggregate economy. Yet both policies have been riddled with criticisms since 1996. The initial optimism over GEAR waned as the economy grew at rates below 3% and unemployment continued to rise. The global instability caused by the Asian financial crisis of 1997, increasing competition by international competitors in the local market (made possible by GEAR), and lack of domestic fixed investment have been suggested as a few main reasons for the poor growth and unemployment within the country (Robbins and Hobbs 2009, 7). In 2000, GDP reached a four-year high while formal sector unemployment accelerated (Aliber 2003, 476).

The NYC was criticized almost immediately after its creation for its top salary packages as well as for its poorly drafted policy, “rushed to be put together for the June 16<sup>th</sup> deadline” (Everatt 2000, 14). It was not only accused of failing to be a strong voice for youth development during policy negotiations, but it also failed to oversee implementation of any youth programme in its first five years. The NYC was criticized for the lack of experienced staff as it seemingly only hired youth – some argue that the idea of youth participation went too far, especially in such a new and fragile environment (Everatt 2000).

In 2001, as a response to rising unemployment amongst youth, the NYC formed the Umsobomvu Youth Fund (UYF). The UYF began as a pilot project to focus on job creation and skills development amongst young South Africans ages 18 to 35. According to an interview with an HSRC respondent, there was a lot of overlap between NYC and UYF. While UYF has been unsuccessful partly because they did not deliver, they were also incredibly under-funded at provincial levels, limiting their success to deliver to a greater number of youth.

Despite the criticisms, GEAR was not a complete failure. Initiatives that came out of the policy included the upgrading of the Unemployment Insurance Fund and the implementation of minimum wages in different employment fields. In addition, there

was an initiative to increase funding to municipalities for infrastructure, housing and service improvements and expansions (Robbins and Hobbs 2009, 7). The infrastructure initiatives were coupled with the evolution of the national Expanded Public Works Programme (EPWP), which used publicly funded projects to create training and job opportunities, similar in model to the SECP of the 1980s. The national government took on the initiative in 2003 at the Growth and Development Summit when it discussed employment with a focus on young people. The Summit led to the amendment of the Skills Development Act and the EPWP programme. In 2003 the EPWP was formally announced by President Thabo Mbeki in his State of the Nation Address and adopted by cabinet that same year as one of the government's responses to addressing unemployment.

The EPWP was created as a short- to medium-term programme in the government's response to the severe problem of unemployment. According to EPWP it "will not solve the structural unemployment problem. It is merely one element within a broader government strategy to reduce poverty through the alleviation and reduction of unemployment" (EPWP 2008). It is a programme that is to provide job opportunities and training during the time it takes for the government to "increase economic growth so that the number of net new jobs being created starts to exceed the number of new entrants into the labour market; and secondly, to improve the education system such that the workforce is able to take up the largely skilled work opportunities which economic growth will generate" (ibid).

In July 2005, President Mbeki appointed a high-level government task team to identify constraints in the economy and to propose interventions to increase the capacity for growth to 6% per year in the long term and address challenges emerging within the informal economy. Following this task team the Accelerated and Shared Growth-South Africa (Asgisa) was launched in February 2006 and has since replaced GEAR. Asgisa's policy framework document was developed and set objectives to halve the unemployment rate, reduce poverty from one-third to one-sixth of the population, and increase the annual growth rate to 6% by 2014. Out of Asgisa, the Joint Initiative on Priority Skills Acquisition (Jipsa) was launched on 27 March 2006 by the Deputy President and was to be housed in the Presidency to identify solutions to the major skills shortages. This was to be a short-term policy strategy that would

develop inter-departmental strategies fast-tracking skills development to promote economic growth and increase labour absorption.

Ten years after its creation, on 16 May 2006, a public statement by the NYC discussed the “shortcomings of the current state of youth development.” The statement highlighted the lack of implementation of policy and the lack of provision for the NYC to take action in the case that agencies failed to comply with the NYP. For such reasons, and based on the findings of the Ten Year Review Report of Government, a youth development agency was proposed to replace the NYC and be a “one-stop-shop” as a response for better implementation of policy focused on youth. In addition, it was mentioned that an Integrated Sustainable Youth Development Strategy would be developed during the National Youth Convention in June 2006.

It wasn't until the end of 2007 that the South African policy landscape for youth finally began to shift. It was time to develop a new policy as the NYDPF came to the end of its timeframe. According to the HSRC, South African youth policy has been lauded as one of the most comprehensive in the world. Potgieter, in her analysis for the HSRC, suggests that while the youth policy did a great job at consulting young people it failed to consult government departments who would be responsible for implementing the policy (Potgieter 2007).

From extensive international research around youth (Transitions to Adulthood – Growing up Global 2005, World Development Report 2007) the HSRC had the expertise and evidence to give direction to the new youth policy. In 2007, working with the NYC and other youth civil society organisation, the HSRC held six roundtable discussions that involved government, civil society, academia, and youth. These roundtable discussions began to develop evidence-based strategies for youth interventions. From these workshops the national government asked the HSRC to get involved in the development a new youth policy. However, the HSRC was not involved in the final outcome of the new policy.

With national elections around the corner, in late 2008 a decision was taken by the ANC government to collapse the UYF and the NYC into one agency called the National Youth Development Agency (NYDA) effective 1 June 2009 (NYDA 2008).



Doing away with the NYC and UYF these offices will be under the new NYDA initiative. While the name is changing, the UYF programmes are not to be done away with but are to be enhanced through greater funding and infrastructural support. The NYDA has now become an implementing body and no longer a policy developing body.

#### **4.2 Vertical analysis of youth policies in South Africa**

Several different current policies could be addressed with regards to any national youth policy initiative, since youth policies were meant to cut across departments and be implemented at different government levels. No tools were established to monitor and evaluate the extent and reach of the NYC strategies for youth within the different national government departments. This was one of the many documented weaknesses of the NYC. To provide an analysis of all departments and their youth initiatives would take extensive desktop and investigative research over a longer period of time than this dissertation could address and accommodate. Since the NYDA is a recent event no relevant active strategies or policies have had time to develop from the initiative. Therefore, an analysis of the draft National Youth Policy 1997<sup>6</sup> and the National Youth Development Policy Framework 2002-2007<sup>7</sup>, which were developed by the NYC, will be discussed in this section.

The choice for these two policies is that the National Youth Policy 1997 was the first policy placed before the President and Parliament after the National Youth Commission was established in 1996. The NYP addressed issues that were relevant to the time and according to an HSRC respondent the policy was evidence-based. Even though it was not passed by parliament this policy provides a guide for youth development. Complemented with the NYDPF, which was approved by parliament, the two policies provide an approach to what and how policy should be addressing key youth issues. For this study, analysis will focus on the primary strategies addressed within these policies for education and employment empowerment for youth.

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<sup>6</sup> Referred to as NYP from here forward

<sup>7</sup> Referred to as NYDPF from here forward

The NYP highlights education, training and economic participation for youth and provides a framework for partnerships with government structures across national, provincial and local lines. Among the NYDPF goals the policy aims to “locate youth development in a holistic strategy that encompasses political, economic and social dimensions; build an integrated and sustainable approach to youth development and youth development initiatives based on multi-sectoral interventions and creating enabling environments; identify priority areas and sectors of possible intervention in terms of the existing cluster system...” The NYDPF proposed to reach these goals through interventions within the “broad cluster approach of government.” The proposed strategies and interventions are linked to areas focused on prevention, promotion and development of youth.

All approaches and strategies within the NYP identify youth as young women and men between the ages of 14 and 35. The NYDPF deviates from the national definition of youth as those between the ages of 15 and 28. The policy suggests that this smaller cohort will better assist government to focus planning and interventions on youth and that “this would also bring the lower end of the definition in line with the upper limit of compulsory schooling and the minimum age for recruitment into the armed forces” (NYDPF 2002, 8). The policy framework suggests that the segmentation of youth “can only enhance and focus interventions in addressing particular issues and concerns related to age groups.” The policy provides suggestions for breaking age groups down even further to include a 15 to 19 range with a focus on education and training; a 20 to 24 range focusing on the transition from school to work; and a 25 to 28 range with a focus on training and learnerships, and self- and direct-employment creation. The NYDPF provides a strong argument to segment age groups and lower the youth age, however, the new 2008 National Youth Development Agency (NYDA) does not follow the same guidelines suggested in the NYDPF and instead resumes a position of a general youth group of 14 to 35.

### *Education*

The NYP recognised “the importance of education...not simply because young people are often connected to the education system, but because it is through education and training that young women and men can be better prepared for life”. The NYDPF called for “a comprehensive and coordinated approach to address issues

of access to education including financial assistance, specific challenges faced by young people in rural areas, learner participation in structures of governance and the mobilisation for examinations and scarce subjects... and broadening the involvement and capacity of communities, the private sector and other stakeholders in learning and education.”

Formal education in South Africa is categorised according to three levels: General Education and Training (GET), Further Education and Training (FET) and Higher Education (HE). GET is considered Grades R-9 and FET is considered Grades 10-12 (or the National Qualifications Framework equivalent of levels 2-4). HE, also considered tertiary education, consists of a range of degrees, diplomas, certificates and post-doctoral degrees.

In 1999 a DOE policy divided schooling into two main components: GET and a FET. According to a DOE Respondent the plan was to convert schools to GET or FET schools and colleges. There would be two groupings of education; basic compulsory education was to be the GET band and FET was to be an optional band. Instead, however, FET continues within a secondary school format and also is provided through FET colleges, available to young people after the completion of Grade 9 who wish to follow a vocational technical career-path. In effect, previous technical schools were merged and renamed FET colleges. These colleges provide the same qualifications equivalent to NQF levels 2-4. Instead of running in cooperation with GET and FET bands in schools FET colleges run *quite independently (L)*. The local DOE district does not have jurisdiction over the colleges – FET colleges report to the provincial DOE.

According to DOE’s original strategy, FET colleges should be drawing students from GET Grade 9. The FET college stream should be an alternate stream for students working towards a skilled vocation. The general schooling system receives only one certificate at the completion of Grade 12. FET colleges are different in that students receive certificates at each level they complete. The goal of the FET college is to produce employable young people that have a skill and certificate that will enable them to enter the labour force without necessarily having to go into university or further training. Therefore, staying within the general school system to matriculate

would focus students on an “academic stream” and the FET college would provide a “vocational stream”.

A DOE Respondent suggested that directing students from Grade 9 into FET College is not working:

*Because every Grade 9 that passes wants to go into the academic stream – the ones who want to go to the colleges are the ones that can’t cope in the academic stream, who are the dropouts and the failures. And it’s putting a lot of pressure on that band. Can you imagine, their programmes are intensive, they are not easy, and you want people who have an inclination for those careers to be there (L).*

In essence, FET colleges are becoming an alternative for out-of-school youth. This was not what these colleges were intended to be. Another source of students that are now attending are students who finish school and then go back to FET colleges because they want a career in a technical skill.

*It’s a waste. They finish, many pass [Grade 12] and the pass gets them nowhere...doesn’t get them admission into university and it doesn’t give them a job because there is no job training. So they have no real job skill. They start here [FET college] all over at what is equivalent to Grade 10 again (L).*

In 2006, the Minister of Education called for FET colleges to become institutions of first choice by creating FET curriculum that would focus on 13 critical sectors identified by Asgisa. One of the four models proposed to accomplish well-designed FET colleges was through strengthening relations between DOL and FET colleges in the rollout of learnerships (Sonn 2008, 191-2). Within the National Skills Development Strategy II the DOL argues that FET colleges are central to delivering sector-skills and they must be the preferred providers for delivery of skills (Akoojee and McGrath 2008, 199).

FET college enrolment remains low. Colleges comprise less than 25% of all post-school education and training enrolment in South Africa (Akoojee and McGrath 2008, 205). “There is an expectation that as more and more youth understand that the skills developed in these institutions can lead to employment (or self-employment), this can be improved” (ibid).

Whose role is it to educate young people, especially Grade 9 learners, about opportunities within the FET colleges? According to DOE it is the schools themselves. *But it is problematic (L)*. The colleges do advertise their services in circular notices, billboards, and information is provided to the schools as well as facilitated in school visits. The Minister of Education stated, “The FET colleges have taken a central place in the skills development terrain, and we will be expanding our marketing drive to encourage more students to consider college education” (Akoojee and McGrath 2008, 210).

This leads to a very important question: is career guidance, then, being done in school to educate students of their options? The NYDPF makes no mention of school-based career guidance. The NYP, however, called for career information to be “built into educational curriculum so that students are able to make career and study choices based on a clear understanding of the labour market and emerging job opportunities.” The NYP suggests that self-employment should also be presented to young people whilst still in school as a career option: “Self-employment should be recognised as a legitimate and meaningful career option and not just as an option of last resort.” Accordingly, the DOE was to improve its career guidance to students in schools and higher education institutions “so that students have relevant and meaningful information on which they can base decisions relating to further education, training and employment” (NYP 1997).

The revised DOE’s National Curriculum Statement Policy (2002) requires career guidance under the Life Orientation class taken by Grades 1-9 every year. The course covers life skills and, according to the DOE, this class also sets students up for career options in school.

DuToit criticizes the career guidance provided in school since Life Orientation is focused on getting to know oneself as well as the world of work. There is no formal comprehensive labour market information system available that provides information on occupations and training opportunities (2003, 16). According to DuToit the DOL used to distribute a highly valued publication called “My Career” that included information on occupations; however, the publication was stopped in 1998. A few

private career information systems have been developed and are available but are usually very expensive and not accessible to most of the disadvantaged schools. A crucial lack of information on the demand for certain skills or occupation is also experienced in schools (ibid).

When asked if relevant labour market information is provided to teachers to inform students, a DOE Respondent reconfirmed DuToit's criticism:

*No, the majority of schools just teach awareness of different types of jobs and the skills needed to do that (L).*

The HSRC's 2003 Status of the Youth Report (SYR) found that only 56% of young people had received career guidance from their schools. Within this group there were clear racial difference in the provision and type of career guidance. Less than 50% of black respondents received career guidance compared to 90% of white respondents, 80% of Indian respondents and 67% of coloured respondents (Richter et al 2005, 86).

The NYP required that the DOL work with the DOE to find ways to provide updated labour market information to be included in school curriculums (NYP 1997). However, the NYDPF was not as explicit and called only for "a comprehensive and coordinated approach to address issues of access to education." It did, however, state that strategies should "explore linking all mechanisms and processes that provide labour market, employment opportunity and education and training information to enhance a balanced distribution of learners between Further and Higher Education institutions." In addition, it states that youth information services should include information on issues such as employment support programmes, and unemployment support services.

The NYDPF makes reference to provide better access to education for children and youth. However, there is widespread agreement that access to education in South Africa has increased substantially since 1994. Yet there is widespread agreement and evidence that finds the quality of schooling below par (Carter 2008, 22). If the quality of education is lacking then the lack of career guidance in schools is only one of the many shortfalls of the system.

A recent international study comparing countries and their students in numeracy and literacy revealed that South Africa “under-performs substantially.” South Africa’s results are comparative to the Seychelles and Mauritius. The study concluded that students demonstrate very low levels of numeracy and literacy and that many pupils only achieve at lower levels. This study reveals a lack of quality of education in South Africa and spotlights a worrisome future with multitudes of young people leaving the education systems with poor competency (Carter 2008, 24-25).

Carter (2008) explores different studies that reveal influences on school performance and education quality. Management at school is crucial to the learning environment and influences the performance of students. The student-teacher ratio also has an impact on performance. It was found that in-service training is very important for teachers in increasing the quality of education within a school: “mentoring teachers improves the quality of their teaching substantially (Sylva et al 2003 cited in Carter 2008, 27).

*One of our big problems is quality of teaching. Obviously if you don't have teachers appropriately qualified you are not going to get far for a very long time. That is the problem with the bulk of our schools. Their learner performance is not up to speed. Matric results dominate newspapers – there is nothing new about how bad our children are doing. It's obvious that the quality of teaching has something to do with it. There are other issues.... but by and large it's the quality of teaching (L).*

What is being done to encourage quality education within schools? At the district level of DOE there are various components that provide support to schools. One aspect of this support includes teaching and learning services. This support service is located at a district level within the DOE. The goal of these services is to ensure teachers are getting support in order to provide better teacher and student performance. A DOE respondent pointed out the limitations to supporting teachers.

*To a large extent you have many people [teachers] not qualified. Our department is not trained, doesn't have the time, even if it wanted to do teacher education. We do teacher support. They should already come in qualified (L).*

But they aren't qualified and this provides major challenges to providing quality education to young people. Going to visit a teacher a few times a year for support is not going to help a teacher who is not qualified. This is a great challenge within DOE.

According to the DOE Respondent there is such a teacher shortage that there is little that can be done in the short-term. There are many initiatives attempting to correct the poor quality of teachers, but the shortage is overwhelming.

Regardless of history, the challenges that are plaguing the DOE seem like a self-induced destructive cycle. The DOE is allowing poor standards in higher education, which in turn produces poorly trained teachers and then allows these teachers to teach in schools. If a child decides to be a teacher but is taught by poor teachers, given a poor education and not properly informed of the correct courses to take in order to prepare her for higher education, is this child not going to become a poorly trained teacher? If this young person is never encouraged to take Maths and Science then why would she think these subjects are important to be a teacher? The DOE seems to be creating many of the problems that it is currently fighting.

In a local context it is apparent that the DOE services do filter down to the local level. But the relationship with the local municipality is important to developing and enhancing relevant programmes in local schools. According to the DOE respondent the DOE is not represented in the EM in any formal way. *For programs and projects there is no formal representation (L).*

According to the HSRC, 70% of young people are not making it through the school system. It is concerning then that neither the NYP nor the NYDPF address young people who fail their Senior Certificate Exam (also known as Matric).

*From our side the preparation of school leavers is not as good as it should be. Last year only 62% passed Matric. That means that 38% actually failed – how employable will they be? When already the 62% that passed will have a hard enough time (L).*

In 2003, DuToit's research revealed that a national register does not exist of school-leavers, and no official record is kept of those who leave school and try to enter the labour market (2003, 17). However, the Learner Unit Record Information Tracking System (LURITS) was announced in 2008 by the DOE minister as a national database that would be continually updated to show the progression of a child through 12 years of schooling and beyond. In 2008 LURITS was being piloted but since then there has been very little discussion as to a timeframe for the roll out of such a database to all schools.



### *Economic Empowerment*

The NYP places an emphasis on two categories for economic participation: youth employment and youth enterprise. The NYDPF calls for a comprehensive economic empowerment strategy for young people; a youth training programme to be accommodated within the institutional framework of learnerships within established SETAs; and coordinated internship programmes to address the lack of skills.

The National Skills Development Strategy (NSDS), launched in February 2001, was developed to try and address discrimination in access to education and training along racial and gender lines and also to address the growing numbers of unemployed. The most important objective of the NSDS is to assist new entrants into employment with national targets benefiting blacks, females and people with disabilities.

The Skills Development Act (1998) and Skills Development Levy Act (1999) formed the National Skills Authority and 25 Sector Education and Training Authorities (SETA) – the latter created the levy grant in which companies that have an annual budget over R500,000 pay 1% skills levy. From this fund 80% goes to SETAs and 20% goes to the National Skills Fund (NSF), which was created by the National Skills Act. This 20% assists in the national priorities in skills development for un- or under employed individuals. The majority of this funding goes toward the provision of learnerships. Two types of learnerships were created, one for the furthering of skills for the employed and the other providing unemployed young people with experience and skills in order to enter the labour market. Learnerships target historically disadvantaged groups, and the ratios for any learnership programme must include 85% black individuals, 54% women, and 4% individuals with disabilities.

The DOL at provincial level runs the Employment Skills Development Services (ESDS). The main function of ESDS is to facilitate employment creation for un- or underemployed individuals. The KZN DOL respondent claimed that even though youth are not specifically targeted they form the majority of the beneficiaries of learnerships. In 2003 when the NSDS was in its second year of implementation it had 38,000 learners but only 20% were unemployed youth (DuToit 2003, 18). However, according to an HSRC report youth representation in learnerships did shift over the

next four years. From 2001 to 2007, 243,729 South Africans had registered for learnership programmes; and of these, 51% were women, 81% were black learners, and 75% were youth. Nearly two out of three participants registered in learnerships were unemployed at the time of enrolment (HSRC 2008).

*The challenges of creating a new skills development system based on the old fragmented and unequal system of “man power” training are vast. In practice, the learnership system is increasingly prioritising an employment-creation function, focused on providing skills development for young black participants (M).*

Local municipalities and other departments approach the DOL’s provincial ESDS for partnerships when local recruitment is needed. According to the DOL respondent the department works with eThekweni Municipality’s EPWP and Skills Development Unit (SDU). The DOL ESDS Department does not provide funding.

*We piggyback. If it is funded and meets our criteria we partner. The limitation is that we have not been initiating our own [projects]. We cannot give funding for projects we just provide skills to beneficiaries (N).*

The department provides the recruitment and selection around learnerships and employment but does not provide direct funding. Unfortunately, there are conflicting views regarding the helpfulness of the DOL in recruitment assistance. The municipality’s EPWP has tried connecting with DOL training projects but have had very little success:

*We have been trying to link training with the DOL. They have no clue on what they are doing in Natal. If you submit projects for approval for training it will just go from one approval committee to the next and nothing gets done. We were allocated 11 million [Rand] on one project but only got 1.8 because of their total mess up (H).*

In 2008 the Skills Development Act was amended to include a new initiative by the department: Employment Services of South Africa (ESSA). The ESSA is to provide one central national database for skills and employment for the country in order to consolidate the many different databases in various government departments. Not only would this database provide linkages for employment opportunities to those looking for employment, it would also allow DOL to monitor what employment

opportunities are not being filled and then provide pro-active training to channel individuals into programmes for these areas.

### *Support Services*

The NYP called for the establishment of community-based youth career guidance centres specifically for young people who are not students and who are unemployed. It mandated the DOL to investigate the feasibility of a national strategy for these centres and to provide a local level approach to similar guidance centres for youth. “Preparation for employment” programmes are advocated by the NYP to be established for young unemployed women and men. The programmes would cover both “soft” (i.e.: life skills) and “hard” (i.e. vocational) skills and should acknowledge the wide range of needs young people face and include structured and experiential training (e.g. on-the-job training and work experience). The NYDPF does not mention any such support service initiatives.

The DOL does not have youth career guidance centres; but it does, however, have local labour centres available to all unemployed individuals. Within EMA there are four labour centres and these centres support and coordinate the ESDS programs. The DOL provides a database<sup>8</sup> for the unemployed to register their skills, education and experience in order to be connected with job or skills training opportunities.

Prior to 1998 career counselling within labour centres was part of DOL; but after the NSDF was put in place it was taken from DOL and placed under DOE. In early 2009 DOL brought back career counselling under its portfolio. This counselling is different to career guidance done in schools – DOL career counsellors provide individuals with assessments and information regarding skills programmes and job opportunities for the unemployed and for those who have been retrenched. Career counselling is mainly provided in the DOL labour centres and is also provided at exhibitions and large events.

While the use of the DOL database is helpful, it does not seem efficient that ESDS mainly provides support by providing beneficiaries for skills development projects. It would seem with the number of unemployed persons looking for job opportunities

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<sup>8</sup> At the time of the interview this was not the ESSA database.

finding suitable candidates for the majority of learnerships and skills training would not be difficult for any institution. Finding funding, however, for the number of training programmes needed for unemployment does seem more of a priority.

The Umsobomvu Youth Fund (UYF) also provides support services to youth. Each of the UYF provincial and local “branches” are called youth advisory centres. The role of the centre is to advise youth of job opportunities and support entrepreneurship. UYF has created a database of unemployed young people seeking employment and tries to link them to job opportunities in their area. The UYF office does basic assessments of needs of young people and then refers them to appropriate services where they can.

The UYF has provided support to young people through career guidance and entrepreneurial assistance, but relationships at a local level have been lacking. According to a UYF Respondent, the lack of funding has restrained UYF services to reach out to more local areas. For instance, in KZN the UYF has one main office that sits in Durban. Young people that are directly within the Durban area have access to the many services of the UYF but those outside of Durban are not being reached by the UYF on a regular basis. However, KZN UYF does partner with additional local municipalities to establish Youth Advisory Centre Points. These are smaller offices with two or three people that can provide information to young people. In 2009 there were 15 of these points in KZN.

UYF provides career guidance through its KZN branch in Durban. They employ one career guidance counsellor in partnership with the FET College’s to support young people with career guidance with what UYF believes to be relevant.

*We provide where we think the industry out there needs people with specific learning areas (B).*

The UYF goes to schools and works with Grade 10s and higher. Working in partnership with the Department of Education and FET colleges they target specific schools. According to the representative from KZN UYF,

*It's better to start earlier – maybe with lower grades but at the moment we are focused on people who are already deciding what they are going to do after Matric (B).*

The UYF does not currently work with the Skills Development Unit or the Economic Development Unit. So recommendations to young people are based on where they ‘think’ the local labour market is in need of learners and skills. There is a very obvious missing link between a nationally funded project and policy such as UYF and municipal departments. It is interesting to note, however, that national programmes such as FET colleges are working in partnership with UYF.

#### *Entrepreneurship*

The NYDPF suggests that in the area of developing youth business the UYF must be strengthened through sustainable funding streams and the broadening of funding and “grant making avenues”. The NYDPF also emphasizes the roles of both public and private partners in defining how procurement and outsourcing “can be best utilised to create a base for SMME and cooperatives development for young people. These partnerships can also assist with a strategy for making micro finance accessible for the establishment of SMMEs and cooperatives of young people” (NYC 2002).

The majority of services offered by the UYF provide either funding or non-financial support for youth entrepreneurship. The SYR survey found that only 6% of South African young people are involved in entrepreneurial activities (Richter et al 2005, 254). According to a HSRC respondent entrepreneurship for young people has become a “fall back option.” HSRC research reveals a distinction between survivalist and job creating entrepreneurship. Most young people turn to entrepreneurship as survivalist mechanism because they lack social capital or finances to support it.

*Entrepreneurship is not going to be the panacea to youth unemployment – it should be part of a whole strategy (M).*

The SYR suggests that “while self-employment and entrepreneurship have an important role to play in the economy, finding first work and gaining work experience may be more important for many young people before they can think of becoming entrepreneurs” (Richter et al 2005, 254). The UYF is the only organisation that provides funding and non-financial support specifically for youth entrepreneurship.

### 4.3 Summary

This chapter has highlighted the involvement of national policies upon local institutions and youth beneficiaries. The DOE has the greatest responsibility to develop education that provides youth with relevant information that will enhance their ability to choose a career path. Yet the lack of capacity and the ability to provide quality education to the majority of students, especially within historically disadvantaged schools, keeps young people disadvantaged throughout the youth transition and often leads to poor employment options or prolonged unemployment.

According to both the DOL and DOE respondents, there is very little linkage between education and relevant market information. At a local level, Chapter 5 will explore how the municipality is battling to inform the DOE of the local labour market necessary for young people to make appropriate career decisions. If schools were unable to provide this type of relevant information, the next best opportunity to learn of relevant market information would be through youth support services.

The DOL has just recently reverted to providing career guidance in their labour centres. However, this is not reaching young people within the critical timeframe that career decisions are made. By simply providing better information about career paths to all students at an early age many of the labour market issues faced by skills gaps could be sidelined. Better information to young people of the benefits and opportunities of already existing FET Colleges is necessary. This simply requires a public awareness campaign by the DOE and DOL and does not require extensive training. Further market-driven career guidance is needed and should be required in all schools as part of Life Orientation. This could even be facilitated and funded by the DOL to provide career guidance specialists for all local districts and ensuring that every school is reached every year.

The DOL is making great strides to reach young people through learnerships. These seemingly are one of the most effective ways to provide both skills and experience for young people. In addition, the idea of centralizing a database to provide national information and alleviate the many job databases is important.

The chapter has shown that the DOL and DOE have the greatest responsibility when it comes to implementing youth-related employment services. However, results and progress to specifically target youth in order to prepare them for the local labour market is greatly lacking.

## CHAPTER 5

### HORIZONTAL ANALYSIS OF eTHEKWINI MUNICIPALITY'S YOUTH POLICY

#### 5.1 eThekwini Municipality's Youth Policy

The NYC's policies never provided a youth policy framework for the local level. According to the national network of South African youth development organizations, the Youth Development Network (YDN), due to the lack of local policy municipal initiatives towards youth employment, tended to be "ad hoc, unstructured and short-term" (YDN 2004). However, the NYP 2000 did recognise local government as the "most direct level of government affecting young men and women" and acknowledged the integral role of local government and traditional leaders in rural areas when pursuing youth development objectives (NYP 2000). The NYP 1997 had a list of requirements that were to be fulfilled by local governments. Local responsibilities included electing a Councillor and a senior staff member to take responsibility for overseeing Council's youth development policies and activities; identifying priority needs and opportunities facing young women and men and their development; identifying any specific target groups of young women and men which require particular attention; and identifying the roles Council can play in addressing the needs, opportunities and target groups identified. Thus, while the specific roles and requirements were placed in draft policies, they were never made clear nor provided with a framework for their function, and municipalities were not held accountable to these requirements. Despite the lack of coordinated local framework for youth employment, different municipalities throughout South Africa have created their own initiatives and strategies for youth employment.

In 2006 the eThekwini Municipality developed its own youth policy to, *inter alia*, "highlight the importance of youth development to building and sustaining a productive, democratic and equitable City of Durban" (eThekwini Municipality 2006). The policy was also created to "ensure that government authorities work in a co-operative, harmonious and co-coordinated manner when designing and delivering programmes and services which address youth development needs and opportunities" (ibid). It recognizes that "young men and women are active contributors to the nature



of society today and not merely as a major resource and inheritors of a future society. As such, local government places their needs and aspirations as a central part of the development of the City” (ibid).

The municipality has subscribed to the age category provided by the National Youth Commission Act from 14 years to 35 years of age. However, the EMA further divides the age cohort for targeting purposes into the following age ranges: 14 to 19, 20-24, 25 to 30, and 30 to 35. Within these groups the municipality then highlights what the focus of programme policy should be for each youth group. Table 7 shows the age breakdowns and the focus for each group.

**Table 7: eThekweni Municipality youth groups and focus**

Age group	Focus
14-19 years	<ul style="list-style-type: none"> <li>▪ Education and Training (schooling)</li> <li>▪ Safety in home, school, community</li> <li>▪ Advancing their Social Welfare</li> <li>▪ Promoting Moral Regeneration</li> <li>▪ Building Patriotism</li> <li>▪ Encouraging participation in school, community and City affairs</li> </ul>
20-24 years	<ul style="list-style-type: none"> <li>▪ Transition from school to work</li> <li>▪ Learnerships</li> <li>▪ Further Education and training</li> <li>▪ Parenting</li> <li>▪ Participation in community and City affairs</li> <li>▪ Building patriotism</li> <li>▪ Seeking employment</li> </ul>
25-30 years	<ul style="list-style-type: none"> <li>▪ Job stability</li> <li>▪ Career enhancement</li> <li>▪ Participation in community and City affairs</li> <li>▪ Consolidating patriotism</li> <li>▪ Safety and Security</li> <li>▪ Family planning</li> <li>▪ Learnerships</li> <li>▪ Self employment</li> </ul>
30-35 years	<ul style="list-style-type: none"> <li>▪ Job Stability</li> <li>▪ Career achievement</li> <li>▪ Home ownership</li> <li>▪ Wealth creation</li> <li>▪ Social investment</li> <li>▪ Self employment</li> </ul>

Source: eThekweni Municipality 2006

This table is a thought-provoking tool to assess the priorities youth have within certain age groups according to the municipality. The municipality is strategic in placing youth in smaller age groups to address common needs and issues at different life stages. However, within such short time segments and such different focuses within each – which include many moral assumptions – this seems both overly ambitious and perhaps patronizing in its moral expectations within the youth life cycle. For example, why is it that youth 20 to 24 years of age would need to focus on parenting and then worry about family planning from ages 25 to 30 years? It is understandable that in a country where 30% of young girls have their first child before the age of 19 that parenting would make sense within the 20 to 24 bracket. However, it would then seem important to focus on family planning from at least 14 to 19 years and not just from 25 to 30. But these are moral assumptions. It may be considered generally acceptable to focus strategies for 14 to 19 year olds on schooling and safety, but what is “advancing their social welfare” and “promoting moral regeneration”? These are moral issues that the municipality is trying to address next to strategies for schooling and skills development. Is this the role of the municipality? And upon what grounds were these focus areas developed? These are not made clear in the Youth Policy.

The methodology portion of the policy states that there were time constraints when developing the policy and thus public discussion and consultation was not extensive. What was the rush in developing a quality policy that would target youth? This seems to be a theme within youth policy development at both the national and local levels – both policies were rushed in their development. It would seem that a leading document such as one for a crucial sector of the population would require in-depth research and discussion. While the policy does state that it held public hearings and focus groups, the above table highlights extremely disparate focus points. If the municipality’s role is to influence the capacity of the local community through meeting the needs of the poor and assisting in the growth of the local economy by providing a conducive atmosphere for development, it would seem that focuses around safety, schooling and economic opportunities would be the main points of a youth policy. Moral regeneration and patriotism do not seem to fall under their mandate.

In addition to the breakdown of youth by age, the municipality targets priority groups within the EMA. These include: young women, unemployed men and women, out-of-school young men and women, rural young men and women, young men and women at risk (pregnancy, sexual assault, abuse, substance abuse, emotionally disturbed), young men and women with a disability, young people living and working on the street, young men and women living with HIV/AIDS, and youth in conflict with the law.

This chapter reviews the eThekweni Municipality's Youth Policy requirements within three of the nine strategic interventions: governance, education and job related skills training, and the economic unleashing of youth. Before providing this analysis the following section will highlight the priority of youth in the municipality's IDP. Following this discussion the remaining sections within the chapter will provide an institutional analysis of what has been reported as being accomplished with regards to the Youth Policy and its priority areas according to local government officials.

## **5.2 eThekweni Municipality's Integrated Development Plan**

The IDP is considered as the "single most strategic document that drives other related processes" in the municipality (eThekweni Municipality 2008b, 100). The city creates its budget based upon the priorities, programmes and projects of the IDP. All of the municipal respondents pointed to the IDP as the document that guides their priorities and interventions. Therefore if a policy is developed but it is not included within the IDP it is unlikely to be implemented. The IDP drives the budget; and without budget for projects a policy is seemingly useless. For instance, the Rural ABM has struggled to have rural programmes included within the IDP until recently. The only way to get other departments involved and focused on including the rural population within their programmes required that the IDP include rural approaches. The outlining of these approaches in the IDP will then require units and projects to focus more strategically on reaching rural individuals and areas. The same can be said of youth. The implementation of youth policy is futile without its incorporation into the IDP. Therefore it is concerning that the 2008/09 IDP mentions the word youth only nine times in its 91-page document.

The first section in which youth are targeted falls under the strategic focus area “Support and Grow New and Existing Businesses: Programme 12 Promote and stimulate entrepreneurship”. Directly following information about the Business Development Support Programme it is suggested that “a great deal of emphasis will be placed on the Youth Entrepreneurship Programme again with strong linkages to the SETAs that provide many referrals from their training programmes... Assistance is provided in many ways, inter alia, preferential procurement and the establishment of joint ventures” (eThekweni Municipality 2008b).

Within the municipality the Business Support Unit provides support to existing and potential SMMEs linked to increasing their income potential. The BSU supports small business on a project-by-project basis by facilitating access to finance, skills, markets, provision and maintenance structure. Youth are not targeted directly. The 2008/09 current initiative by the BSU is for women empowerment in business. Some of these women are under the age of 35, but supporting young women (18 to 35) in this initiative is not the focus of the project.

In 2005 a local businesswoman approached BSU to assist in the start up of a youth entrepreneurship centre, Future Leaders. The unit assisted by finding facilities for the project and in registering it as a Section 21 company. From this, Future Leaders developed its programmes in the Warwick Junction area of Durban for youth ages 16 to 35. The organisation is an information hub for youth. It provides a number of services to young people; most importantly, they provide “societies” or groups for young people to participate on a regular basis. These societies allow young people to gather around similar interests and request training and skills with regards to these interests. Future Leaders facilitates the training and skills programmes for these groups. Future Leaders is also well known amongst government departments for its annual youth event at Currie’s Fountain in Durban, which provides information for thousands of youth about careers, skills opportunities and entrepreneurship. In addition, Future Leaders provides a “Work-Readiness Programme” for young people who graduate but may not have the right skills when they graduate – these are primarily soft skills that help young people excel in a professional environment. Future Leaders acts as an information hub and works on a referral basis for young

people that come in needing assistance or information. Thus, the BSU does not directly provide for youth entrepreneurship support unless a young person has an already functioning SMME. They have, however, developed and supported Future Leaders, an innovative youth entrepreneurship initiative.

The eThekweni Municipality's Skills Development Unit (SDU) also provides support in partnership with different SETAs to facilitate skills training programmes for youth. But the majority of the training that SDU provides is linked to demands from the public and private sectors and not necessarily to encourage entrepreneurship.

Within the IDP, under the strategic focus area "Promoting the Safety of Citizens," youth find a place under the social crime prevention section: "...an important aspect of this work is the School to Work Project that aims to reduce unemployment in the category of youth at risk." The majority of school-to-work projects found in the EMA are those under the SDU and Future Leaders, and these do not necessarily provide employment but training and work readiness programmes. EPWP also provides programmes that would facilitate work, but these are not directed at youth specifically.

Two other interventions for youth are mentioned in the IDP's Safety focus area. The first mentions the need to educate pedestrian and road users, "especially youth, to change the culture of road users to promote safe, considerate road use." And lastly, they are mentioned as a vulnerable group in need of security from exploitation. The solution to this according to the municipality is the adoption of youth and gender policy. This is important because the IDP is calling for the adoption of youth policies. Even though the IDP gives very little space for youth, it at least prioritises the need for youth policy.

It is not until Plan 5: Programme 2 of the IDP that youth are targeted calling to improve employability of the youth of the City.

Rather than viewing young people as problematic, eThekweni Municipality sees them as assets, as resources that need access to opportunities to enable them to learn and mature. With this understanding, work-experience initiatives like learnerships, in-service training programmes and internship opportunities

have been established to provide young people with exposure to the world of work to assist them in securing jobs in their respective careers (eThekweni Municipality 2008b, 69).

This study found that these types of initiatives mentioned in the IDP are taking place in innovative ways throughout the City mainly through the SDU. Again, however, the SDU is not necessarily targeting youth, but young people are the main beneficiaries due to the types of services offered. It is also interesting to note that SDU programmes are not driven by the Youth Policy, but instead by a demand for specific skills and is directed at unemployed individuals.

These few focus areas are the only ones mentioned where youth are incorporated. Thus the call in the Youth Policy for youth priority to be integrated into every department and area is barely touched within the 2008/09 IDP. Under the scope of the IDP, youth development does not highlight as a municipal-wide priority. The history of the youth desk would explain the lack of representation within the IDP. There is renewed hope that with a newly functioning youth desk the youth group will be provided greater space and focus within the IDP. However, at the time of writing this institutional analysis, the lack of youth representation in the IDP alongside the lack of a coordinating youth desk and budget are significant signals that the Youth Policy has not been appropriately implemented within local government.

### **5.3 Governance**

The Youth Policy requires that all governance structures must include youth. This is to be facilitated through the institutionalisation of youth development, which includes a budget for youth development. The Youth Policy also requires that a research unit and mechanisms should be developed to compile youth statistics. Among other policy outcomes, two important priorities mentioned include factoring in youth development into the municipality's Integrated Development Plan (IDP) and the creation of a youth desk in specific area managers' offices.

The eThekweni Municipality's youth desk is located within the Community Participation Unit and has been in existence since 2004. However, several municipality respondents felt it has not functioned within its role, especially prior to the 2006 Youth Policy.

*The people who were employed as youth coordinators before didn't have a platform to work from. They didn't know what to do and ended up not doing anything... seriously nothing (I).*

The development of the policy provides a guide for the youth desk and youth development goals for programmatic interventions. When discussing the youth desk with different municipality managers the majority interviewed seemed unaware that the youth desk was actually functioning. Those who were aware of the youth desk were not aware of its functions or any outcomes.

*I am still waiting to see if that will function...if they are going to be able to lead us in the youth issues (A).*

This was the point of the youth desk: to advocate and lead relevant youth issues throughout the different municipality departments. But for all intents and purposes this has not yet happened.

The local eThekweni Municipality Area Based Management (ABM) programmes, such as iTrump and Rural, play a very important role of coordinating different spheres of government and local departments within specific areas of EMA. They were designed to develop pilot projects and foster sustainable partnerships between government, civil society and businesses. The Rural ABM is the advocate for rural youth, but neither it nor iTrump have a youth desk. They do advocate for youth-related issues and promote programmes for youth in their mandated areas amongst other municipal departments.

With regards to coordinating with national and provincial youth desks, eThekweni's youth desk, much like the rest of the municipal units, works autonomously from national mandates.

*It's not like we are linked. We are independent but we work in collaboration with the national or provincial youth. We do not take instruction from them, as we are independent with our own budget; we do our own things. If they have programs they want to do here they have to come to us, work together and inform us... But we do not report to the – we report to the head of municipality (I).*

For 2008/09 a youth budget was put in place; but according to the youth desk coordinator, the budget and business plan were not carried out. This was because the new coordinator only came into his role in early 2009. Prior to 2009 the youth desk had high staff turnover with no consistent person running the desk. Very little support exists for the current set-up of the coordinator.

*I am supposed to deal with 100 wards. Can you imagine 100 wards and maybe each ward has a population of 50,000? And I have to deal with each ward all by myself. Other departments are supposed to be giving me support – but they are doing their own things (I).*

There is little capacity and time for the one coordinator to actually implement functioning programmes. However, at the time of the interview the new coordinator had only been in his role for two months. It would certainly seem an overwhelming task to come into a role with such large expectations, and one with previously little support or successful outcomes.

According to the new coordinator, the role of the youth desk is not to provide funding to young people or departments but to make resources available to empower young people. The four main programs that the youth desk is to facilitate include reviving local youth forums in each ward, wellbeing programmes, education and training, and justice and safety. Each EMA ward is to have a local youth forum that relates directly to the youth desk. These forums are to present areas of need and concern by youth for youth to the municipality. However, they were never properly implemented in the different wards and one of the tasks of the new coordinator will be to revive these local youth forums.

The lack of a coordinating person in the youth desk up until 2009, three years after the policy was developed, and the placing of all youth development upon just one person with no administrative support to guide and implement the entire municipality's efforts is very concerning for youth development within EMA. The research unit and mechanisms for youth statistics has not yet been developed as required by the policy. The Youth Policy may have shown proactive interest in developing youth focused programmes, but the lag in its implementation actually displays a lack of commitment in placing youth as a priority within the municipality.



#### **5.4 Education and job related skills training**

The Youth Policy implies a comprehensive and coordinated approach to address issues of access to education, specific challenges faced by young people in rural areas, learner participation in structures of governance. In addition, it seeks to ensure that school-going youth are fully preoccupied with education and training and maintain good pass rates and a lower dropout rate, as well as early identification of at-risk-youth as part of a programme for all young people who are illiterate and/or under-qualified. A few key policy outcomes that are realized in the policy include the development of a comprehensive plan and implementation strategy for the educational and training component required primarily for economic development within the EMA; establish systems and mechanisms to ensure that youth below the ages of 19 are in educational and training institutions within the EMA; learnerships; training; and support towards enrolling in the science and engineering sectors of education.

The Economic Development Unit's (EDU) Policy, Strategy, Information and Research office provides updated and relevant economic information for different stakeholders throughout the EMA. The EDU has highlighted some key markets that make *the Durban economy tick (E)*: the harbour, logistic infrastructure, and the north-south corridor that leads to Richards Bay and the east-west corridor that leads to Gauteng. The EDU has found that these areas are in need of skilled or "tertiary areas" of the economy.

*The truth of the matter is the majority of our population is not skilled ... we need to focus on industry in order to soak up the unemployment challenge (E).*

The EDU is currently working on plans to further develop industrial areas since it has quantified the unemployment problem in EMA: *we need 4,200 hectares of industrial/commercial land (E)*. An industrial park is considered the best option for the majority of low to unskilled workers located within EMA and will have the fastest results for employment.

When it comes to industrial development, EDU has realized that education is key to industrial/commercial growth. The unit has assessed the capacity of tertiary institutions in its ability to service the population in Durban and KZN. What they have discovered is that of the nine provinces, KZN ranks extremely low in terms of the capacity of the provincial tertiary institutions to produce graduates. According to the unit, for every 1,000 people, KZN produces 0.76 graduates; compared to Gauteng and the Western Cape where they produce approximately 1.8 graduates per 1,000 people (E). The Eastern Cape has the ability to produce more graduates than KZN. The reality is that KZN tertiary institutions provide fewer graduates despite greater economic opportunities in KZN. These findings have encouraged the EDU to place youth development at the forefront of growing the EMA economy. However, the EDU has many barriers to overcome in order to institute appropriate programmes in education and skills training.

*Tertiary education shortcomings are a result of your secondary education shortcomings. The problem is that secondary education is a provincial mandate and it's autonomous. Tertiary education is a national mandate and it's autonomous. We as economic development practitioners are dealing with economic development at a local level and we must now try and lobby provincial and tertiary of any implications of short-comings their programs have in terms of local economic development. So you can see the gap (E).*

In March 2009 the EDU released the Executive Summary for a larger regional economic strategy research project coordinated by Durban, Richards Bay, and Pietermaritzburg (three of the five municipalities in KZN that have the most economic capacity). The report will be used to lobby for specific skills and a change in school curriculum to correspond with specific economic sectors. The plan by EDU is to present the report to the four University Councils in KZN. In advocating for change in tertiary education, the executive summary states: “The issue is so critical to the future economic potential of the three cities that the three municipalities together with provincial government need to provide resources for a strenuous lobbying of national government to urgently address the deficiency in public higher education in the province” (eThekweni Municipality 2009, 22). The reality is that changing tertiary institutions could take years.

*The Department of Education is a very huge highly structured institution that turns like a ship (A).*

The eThekweni Municipality can only do so much in terms of advocating for changes at the tertiary level since it is a national competence of the DOE. Recommendations can be made to tertiary educations, but governance is strictly regulated by university councils and the national department. A respondent from SDU provided his personal view of the efforts that must be put into young people that graduate local tertiary institutions:

*I think tertiary institutions are creating for us a problem not a solution... because the people they are producing are not in line with labour market demands. And for us there is a double dipping, because we produce a university graduate who is unemployable and he has to be re-skilled by people like us to give that person a chance at employment (A).*

The EDU lobbies for appropriate youth development in education and skills at a tertiary level. The EDU has responded to tertiary education by attempting to provide relevant information to guide universities. The EDU has focused on a few key areas that need career and curriculum development in their report. In Durban, logistics is clearly important, specifically because of the harbour and the commercial airport. However, there are no logistic courses offered by universities in KZN. Logistics is only offered at a post-graduate level or through distance learning at UNISA.

*If we are saying this city is being built on logistics we should say what are we doing to be efficient in logistics. But we don't have the curriculum to develop that sector (E).*

Agriculture is also important in KZN. Only one university deals with agriculture in all of KZN.

*A major section of the KZN economy deals with agriculture and forestry and we only have one real institution with credibility that deals with that (E).*

Another area of importance to both eThekweni and KZN is Information and Communication Technology (ICT). According to a SDU Respondent there are at least four large IT companies in Durban and the surrounding area constantly looking for specialists in either business or IT and they are not able to fill the positions.

*The failure of especially tertiary education (which is a national government competence) to perform and yield desired results has to be addressed by whatever means local government can muster, if cities are going to have any hope of growing prosperous economies into the future (E).*

The municipality is taking steps to address some of these issues. eThekweni Municipality is represented on the four university councils. As well SDU has been forging relationships with the tertiary institutions around EMA to provide relevant market information.

*[Universities] should move more to where their research capabilities are.... They should actually be informing each and every year which areas to focus. That research should be researching the labour market demands closely... It shouldn't be informed by supply; it should be informed by how many employers in the next three years will be needing these skills for training today. I think they have the capacity of huge research departments; I don't know when they are going to start using them to inform what they deliver (A).*

Besides lobbying at a tertiary level, the municipality is also lobbying the provincial DOE to influence curriculum within schools and provide appropriate career guidance in order to produce graduates who have made informed decisions based upon the economic environment. The SDU has been forging relationships with the DOE on different levels trying to inform local schools of relevant market information for the EMA. While there is progress at an individual school level there remains much “red tape” to encouraging important interventions within the schools.

*We have a MOU that we are hoping to sign very soon with the provincial department, but right now we work with the district's people because it's easier to work with them. They don't have as much of the red tape (A).*

The Youth Policy implies that the eThekweni Municipality has the ability to ensure that youth below 19 are in educational and training institutions. But as was discussed in Chapter 4, education is a provincial mandate. Therefore, anything that the municipality does in and around schools is, as a DOE respondent suggested, *an add-on (L).*

*Of course they are trying to do something as an add-on. They can't do what we do because we have much larger funding to do what needs to be done in education. But of course we have other problems and we can do with extra help (L).*

In addition, support systems within community centres and libraries in communities can provide support to keep young people engaged in learning. The eThekweni Municipality has made great efforts to provide and support this type of educational

infrastructure, specifically in establishing community libraries. The Rural ABM has been actively assisting and supporting libraries in rural areas that need the most educational support.

*The city does a lot – the city is desperate. They need people and they don't have them. Not a lot of people are coming out of school with the qualifications the city requires (L).*

The municipality can only continue to lobby DOE and encourage individual schools through add-on programmes. One of the ways that the city complements DOE national curriculum is by sponsoring Maths and Science education through symposiums. Realising the need for greater number of engineers and specialists in the area, through its Outreach Department the SDU has been running a support programme to schools in the area for Maths and Science. The programme began with an awareness component and covered 50,000 learners in schools educating them about skills development and opportunities within and around EMA. All of the schools (1,500) in the EMA, sponsored by several departments within the municipality (SDU, Special Projects Unit, ABMs) were provided with a Maths and Science resource kit. In 2009, the SDU is rolling out support for the learners and teachers to ensure that every school within the municipality has the infrastructural resources required for better learning. In addition, Maths and Science symposiums are held around the EMA to give opportunities for students to work in science labs and use other types of technology. These symposiums are not necessarily held in schools but are available to all schools. The Rural ABM has had a part in advocating that these symposiums be brought to central areas within the rural areas for easier access by students and schools.

But what is the municipality doing for youth who are not in school and not in training institutions? Have they made any provisions for these vulnerable youth? Very little has been done for them. iTrump AMB acknowledged the lack of opportunities for unemployed young people, especially those who end up on the streets. Currently iTrump is working with local NGOs and businesses to set up a space that would host employment and social development initiatives. The eThekweni Municipality also provides outreach workers and a reception centre for youth living on the streets and

under the age of 18. However, very little support is given to ensure that young people living on the streets have access to education or skills training.

As discussed in Chapter 4, the DOE does not currently have a database or system that tracks learners. Without a tool to monitor learners how can the municipality ensure that young people are fully preoccupied with education and training? This problem is one that is not easily solved. Yet an appropriately rolled out education database would begin to evaluate the progress of students and track young people through the schooling system, allowing districts and municipalities to monitor schools and students more carefully. The municipality is unable to accomplish the goal of ensuring that youth below 19 are in educational and training institutions without close coordination and communication with such government departments as the DOE and DOL. This is not currently happening. The coordination between the different spheres of government creates barriers to integrating successful programmes and policies such as connecting municipalities to the education of its young people.

#### *Learnerships and training*

The SDU provides educational support programmes through learnerships and apprenticeships, in-service and internship training, experiential learning for scholars, and Maths, Science and Technology programmes in schools. According to a SDU respondent the development of the unit *demonstrates the foresight of the municipality (A)*. In 2001, the municipality held a two-day strategic planning seminar that resulted in its Long-Term Development Framework. The framework projected development goals and strategies until 2020 and explored three strategic focus areas: meeting the basic needs of all citizens, strengthening the economy, and skills development and ICT.

*No one was talking skills much those days – but this municipality already had a foresight. And it then put it in practice (A).*

Prior to 2001 the SDU was a small training department for staff of the municipality. In 2003-2004 the SDU was restructured and formulated to focus on internal as well external services. The internal focus provides training interventions for the municipality's civil servants. And the external focuses services targeted at unemployed individuals and small businesses to provide training that is demand driven by a business or organisation requesting specific skills.

An SDU respondent discussed the need for better planning of skills programmes to complement the needs of businesses and the economy. He suggested the need for *manpower planning (A)* similar to that used over 20 years ago for better economic planning. Companies within the private sector used this type of planning to be able to forecast staffing needs. They would be able to tell how many staff would be lost through natural attrition and death and would be able to inform the market and relevant sectors of what types of training requirements needed to be done at present in order to ensure that particular sector would be filled in the future. SDU suggested that this type of information is lacking and it causes a great challenge.

*To get that demand you don't need it to be thumb suck. You need it to be based on some scientific quantitative approach that has been done (A).*

Despite the lack of these types of plans, the SDU relies on eThekweni Municipality's own sector skills plan as a reference document to drive programmes and works closely with the EDU in order to appropriately determine the demand in the labour market.

*We have a local economic development unit in the municipality. What it needs to do for me is very simple: it must be able to say to me these are the growth sectors we've identified in the economic development sector and we need to support them... They put together a business plan for those sectors. And that business plan includes the skills component required to stimulate that sector, or required for growth of that sector, which then gives me a good sight of what kind of skills I need to produce for that sector. So that when it's [the sector] growing it has the requisite basic skills for the people to enter that sector (A).*

Each year the SDU facilitates 700 to 1,000 learnerships<sup>9</sup>. SDU learnerships focus on providing opportunities for individuals who are faced with barriers that restrict them from finding employment. SDU's role is to organize the service provider that will facilitate the qualification. SDU then project manages the supply chain issues: recruitment, management, and paying of learners as well as managing the quality assurance of the programme, monitoring and contracting with service providers. While learnerships do not guarantee jobs, the SDU says that their programmes are *driven by demand (A)*, and over 70% on average are employed after training.

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<sup>9</sup> Learnerships are vocational education and training programmes that provide structured learning that combines theory and practice. These were initiated by SETA in 2004.

*Learnerships are important to give youth experience in a protected environment (D).*

Learnerships provided through the SDU vary between 12 and 18 months. Learners receive a stipend during the training. The DOL provides the database of unemployed individuals that SDU utilizes for training opportunities with specific requirements. Learnerships are project-led but adhere to employment equity standards so that each project should attempt to have: 84% black, 67% youth (18-35), 60% women, 4% disabled (A). The SDU works closely with the Rural ABM to include rural groups in skills training and mentorships.

In July 2009, 240 law enforcement offers will be signed with jobs through the department. All of these officers are under the age of 35 and 30% are women. Currently, the majority of the demand for specific skills comes internally from the municipality. In 2008, law enforcement, internal auditors, tourism, and fire fighting were the major learnerships provided, and these were driven by need within the municipality.

The SDU has won a national award for finding innovative ways for women to participate in formerly male dominated jobs. For example, the first woman fire-fighter learnership was offered in EMA. The SDU training did not drop the physical fitness standard but instead gave them two extra months of training in a physical fitness arena and assessed them prior to recruitment. In addition, they dealt with the ablution facilities and issues that are often not taken into account in male dominated jobs.

*We managed to remove barriers to ensure young women get employed. Unfortunately most of those women have been stolen by private sector (A).*

The Social Sector EPWP provides training in two main areas: Early Childhood Development (ECD) and Home Based Care (HBC). The ECD programme identifies young people who have at least Grade 10 and trains them as ECD practitioners for work in a community crèche or for Grade 0. The programme identifies unemployed people with a minimum Grade 10 for training in HBC. There are approximately 1,000 Home Based Care givers in EMA (C). The infrastructure EPWP also provides their



own learnership programme through the Vukaphile Learnership for emerging building contractors. From 2006 to 2009 the programme has trained 24 contractors and 133 engineers. Not as many young people have been reached through the learnerships in infrastructure since they target already established engineers and contractors.

## **5.5 Economic empowerment**

*25% of the population is subsidizing 75% of the population in terms of payment for rates and services... That is not sustainable (E).*

As one of the nine strategic youth policy interventions, “the economic unleashing of youth” is considered instrumental to the development of the EMA economy. The municipality’s Youth Policy suggests that to realize the economic potential of young people there are three main policy implications: development of a comprehensive economic empowerment strategy for young people; a youth training programme to be accommodated within the institutional framework of learnerships within established SETAs; and coordinated internship programmes to address the lack of skills through the involvement of government, communities, parastatals, development financial institutions, and NGOs.

A comprehensive economic empowerment strategy specifically for young people has not been developed. However, the EDU has pulled together a comprehensive document to highlight the economic opportunities within the EMA and surrounding municipalities and highlights the importance of youth development in career guidance, adequate tertiary education and skills development in specific sectors. Youth have not been targeted specifically in municipality’s economic strategy, but the EDU has incorporated them as an integral part of the whole and provided important areas of focus for their empowerment. While not an intentional response to the Youth Policy, the EDU has provided an economic empowerment strategy for youth. The IDP also mentions the importance of economic empowerment of youth specifically through entrepreneurship opportunities. A youth training programme by way of learnerships has been discussed extensively and can be considered a successful policy implication for the Youth Policy.

*Internships and Work Experience*

Aside from learnerships, the SDU provides in-service, internship and experiential learning opportunities to students currently studying to enhance their chances of employment within their pre-selected discipline or in order to provide experience for self-employment. SDU works with universities to direct local students who need experience to internship and mentorship relationships within companies and within the municipality. But a SDU Respondent suggested that finding suitable mentors with long-term experience and the patience to teach and mentor is a challenge.

The KZN UYF also connects young people with mentors. These mentors are volunteers in local businesses. Specifically, young entrepreneurs are placed with a mentor when provided with finance through UYF. Future Leaders also provides links for experience by approaching private companies for internships for young people to gain experience. Future Leaders will screen young people and then connect them with private companies for internships.

In addition, SETAs such as the AgriSETA fund employers to take young people on as interns.

*AgriSETA will fund employers to take the risk for young people without experience in order to build their CV (F).*

This type of programme has had incredible retention rates due to the investment of time and training put into a young person by the company. SETAs also assist in Work Place Experience for young people that are in need of work exposure in order to receive or get into a qualification. In 2008 AgriSETA placed 111 unemployed learners in KZN into internships and 64 unemployed learners into “Work Place Experience” programmes.

### *Entrepreneurship*

Entrepreneurship has been discussed in many different policies throughout this study, both local and national, as a way to empower young people. The BSU provides business support for SMMEs and individuals beginning businesses. Often when a young person comes to BSU they are referred to UYF. The UYF provides financial support to young people and women starting or developing their own business.

*We are trying to provide an alternative employment because the economy cannot employ everyone (B).*

Within the KZN/Durban branch micro -finance loans from R1,000 to R100,000 are provided. Development capital funds, or medium loans, from R100,000 to R8 million are applied for at the KZN branch but referred to the head office for approvals. UYF not only provides financial support; it also provides business vouchers for young people trying to start up small businesses. After interviewing a young entrepreneur requesting assistance, a business voucher is often provided by UYF to the young person. This voucher provides free access to a local service provider that assists with such areas as a business plan or marketing assistance. These services are similar and complementary to those offered by BSU through Future Leaders.

The BSU Respondent supports the development of “incubators” for youth in business.

*This is a good way to ensure youth development and business development – like helping a baby grow and sustain to adulthood (D).*

An incubator is a protected environment where government provides support services. For instance, at Future Leaders there is a construction incubator supporting young people in business with offices, computers, desk, resources, skills development programmes, and assistance to access tenders and file proposals. It is a very coordinated support structure.

Future Leaders also helps young people start their own business by educating them about what it entails and then linking them to the right resources. Young people are then linked to SEDA or Umsobomvu and then Future Leaders will monitor their progress. In 2009 Future Leaders had approximately 300 entrepreneurs working very successfully.

## **5.6 Rural youth**

It has been noted that the National Youth Policy (2000) recognised the integral role of local government and traditional leaders in rural areas when pursuing youth development objectives (NYP 2000). Had it not been for the Rural ABM, youth in the rural areas of EMA may have been forgotten. The Rural ABM is avidly advocating on

behalf of the rural youth. Rural ABM is making strides for youth development but the ABM has struggled to establish a presence within the IDP.

The policy mentioned above discusses the role of traditional leaders in rural areas. The municipality makes no mention of the role of traditional leaders. This is an important issue in a municipality where over 30% of its spatial geography is rural. Within the EMA, of the 100 wards, 28 are in the rural areas and 17 have traditional authorities. The Rural ABM has been actively reaching out to traditional leaders. One of the three core outcomes of the Rural ABM is institutional development – working with councillors and traditional leaders to create roles for both groups so that there is synergy rather than competition. The role of the traditional leader is important for rural youth. The Youth Desk respondent did mention that his role is to facilitate the ward youth forums. Youth are elected into these positions by local leaders – both ward councillors and traditional. If these forums were able to function more effectively, traditional leaders would be able to play a vital part in supporting youth development within their communities. This is an issue of empowerment of local traditional leaders and of rural youth. According to a Rural ABM Respondent,

*The rural areas have not yet been fully incorporated into the bigger plans of the metro – that's a huge issue. At times you can look at our business plan and compare it with the IDP. You may find that only 10% of our business plan finds its way to the IDP. And then the municipality budgets according to the IDP. These plans are good but in order to be positive they need more support from council (G).*

Rural areas are not optimally exploited as an economic opportunity. More infrastructure and support is needed in EMA's rural areas in order to sell the message that a young person can stay and be successful in a rural setting. For now, young people will either stay unproductive in rural areas or migrate to cities. The Rural ABM is taking steps to curb urbanization and match job seekers with employers through its new Opportunity's Database that will be hosted at different community centres around the rural areas. It is also taking initiatives to create agriculture projects for employment. One such project is mushroom growing, which uses a more high-tech process for farming.

*We are trying to attract youth who have passed Matric and beyond and trying to present agriculture as a more sophisticated sector, as opposed to going out and wearing your gumboots... We are trying to engage youth into the sector because rural youth are the most unemployed (G).*

Also, agriculture is beginning to be taken as a serious economic opportunity for both EMA and its surrounding areas. More efforts are being placed into developing infrastructure that supports agriculture. The municipality's EPWP has been recently begun focusing on agriculture for job creation, and not just subsistence farming. There are currently 428 community gardens that are assisted by EPWP, and the agriculture management team will be surveying and evaluating the gardens to see where they can assist. The EPWP's Agricultural Hub, in the rural area of Umbumbulu, will be piloted in August 2009 to provide support for these farmers to take their gardens from subsistence and ready them for commercial farming.

Rural ABM mentioned that their goal is having more young people staying in rural areas and becoming productive individuals able to earn a livelihood. For that to happen, strong education interventions need to be implemented – not just in formal education, but in other interventions as well.

*The litmus test for social EDU in rural areas is when you have more young people remaining in rural areas productively... A message that says you can stay here and earn a living here, have a family and be successful here. We need a strong message. If we don't do that we stand the chance of equipping young people to out-migrate. We can't have programmes that empower them and they out-migrate. Do we want a whole group of young people to come out of rural and go to urban? We must sell the physical environment to young people... (G).*

EPWP has also taken to the schools in an effort to raise awareness about opportunities in agriculture in rural areas. EPWP has been going into rural schools and performing educational street theatres.

*The script is very important explaining EPWP and opportunities to children for their folks (H).*

Another street theatre that is performed has an *agriculture flavour*. The focus is to educate young people that agriculture is a form of entrepreneurship and educate how to move from subsistence farming to commercial.

*Our biggest concern was lack of interest by youth in the agriculture – hence this programme in the schools. We try and illustrate that you can even have marketing and use that in agriculture (H).*

## **5.7 Summary**

Coming to the end of this horizontal analysis it must be asked: are youth a priority in eThekweni? The answer is not a resounding yes or no. Youth are recognised in the eThekweni's Youth Policy; but have the municipality's actions backed this up since 2006?

The issue of lack of coordination in a youth desk and little support for that desk provides insight into the priority of youth in the municipality. The SDU, however, has made great efforts to fill the Youth Desk gap and advocate for youth within schools and higher education. It is the one unit that seems to stand out as doing more for youth empowerment than any other in the municipality. The lack of youth representation in the IDP is another concern that may highlight a lack of youth priority.

## CHAPTER 6

### FURTHER ANALYSIS AND CONCLUSION

The eThekweni Municipality can be seen to be taking quite innovative steps for empowering individuals towards employment opportunities. However, several barriers remain. The most obvious is the distinct lack of relationship between national services and coordinated local policies. It seems that the municipality is reaching out to national departments for support but is often sidelined due to bureaucracy and red tape. And thus, the eThekweni Municipality must find other ways to accomplish tasks that would be much easier in partnership with other departments, such as its relationship with DOL and DOE.

#### *Mapping synergies and gaps*

The eThekweni Municipality Youth Policy indicates that partnerships must be facilitated in order to implement youth empowerment. Figure 7 maps and highlights important links and gaps found in this study between national and local institutions as well as within the municipality.

There is an obvious gap between national programmes and their connection to municipality departments and programmes. For instance, the UYF has recognised the need to develop partnerships with local stakeholders but has not done so.

*Internally we have been an institution that struggled to work with other partners. And other government departments saw us as a stand-alone. But now being an active institution it's going to assist us to be able to work closely (B).*

UYF is, however, working with the DOE at a provincial level with FET colleges and has tried to connect with districts to create awareness within schools. Meanwhile, the DOL has discussed that they will work with anyone that has skills development programmes. But the local EPWP programme in the EMA has decided to not seek support from the DOL because of past inefficiencies in a partnership where millions of Rand were lost. Furthermore, the local labour centres seem to run autonomously to other local municipality programmes. This study also spent a lot of time discussing

the breakdown between the DOE and the local municipality. This is apparent in the mapping exercise.

The mapping illustrates that partnerships between certain eThekweni Municipality departments that benefit youth seem to function fairly well. The SDU, BSU and EDU work closely together to inform programmes that affect youth. However, the largest gap within the municipality is the lack of a coordinating youth desk.

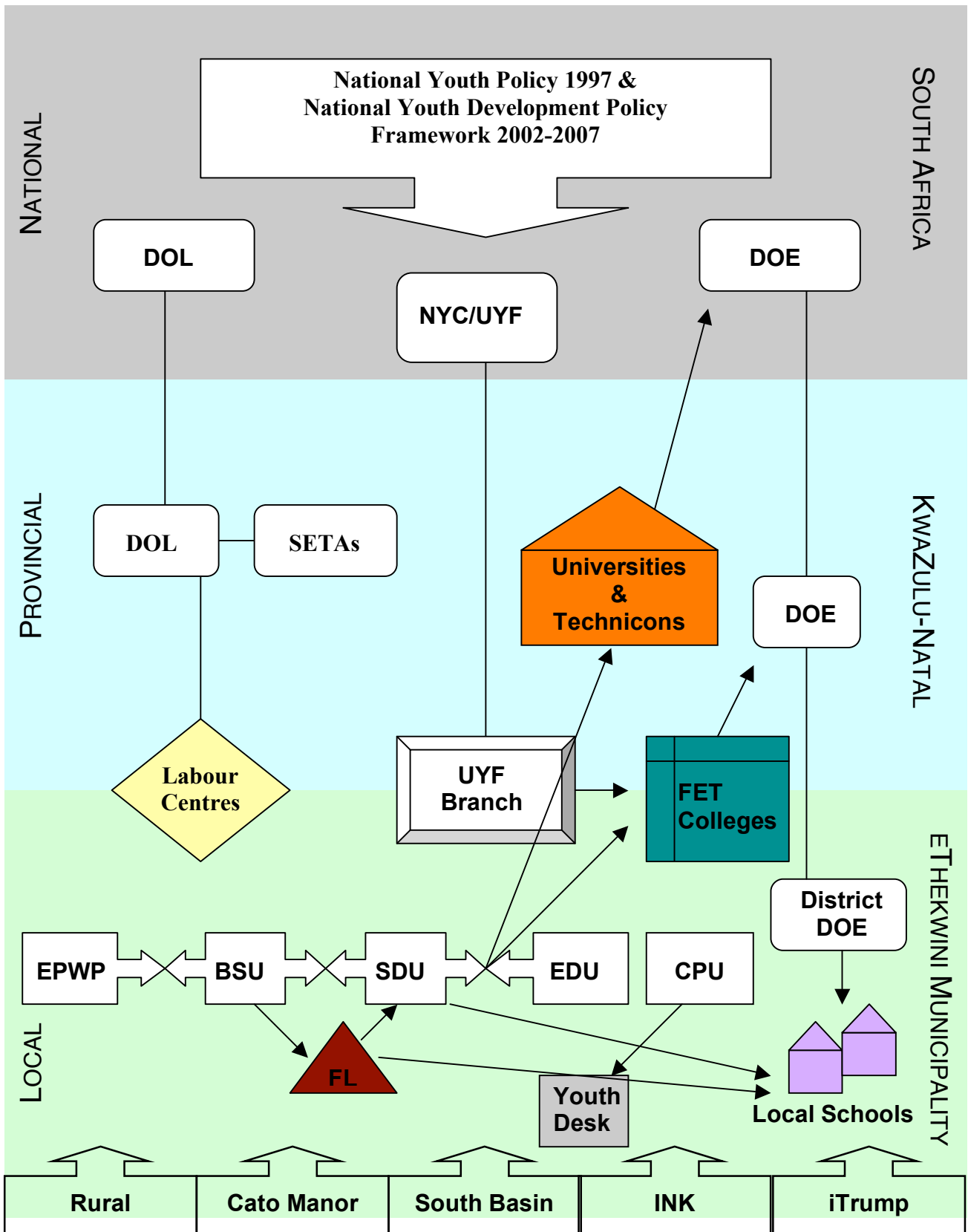
It is apparent from this study that the municipality is making efforts to make guided decisions based on demand in the economy. They have immediate influence within the local government structure and progress is being made to influence youth with regards to job opportunities and skills. But areas operated by national departments (i.e.: DOL and DOE) are more difficult to influence. The priority of youth services does seem a priority within policy in the municipality; but within the structure and implementation specifically, targeted strategies are lacking. The mere fact that a youth desk sat empty for two years following the Youth Policy highlights the lack of priority. In addition, the lack of support currently provided to the youth desk is cause for concern.

#### *Informed career guidance*

Local and relevant market driven career guidance is of critical importance for youth to make informed decisions. This type of information needs to be happening early in school. The Life Orientation class is an important course that has the potential to provide this information. But teachers must be informed and thus the DOE needs to be able to provide this information. The EDU in eThekweni has this information available, and a logical step would be to link municipalities much more closely with the district levels of DOE. For instance, in the EMA teachers that train Life Orientation could attend an annual seminar provided by the EDU.



Figure 7: Institutional Map



The greatest complaint of many municipality departments was that resources are limited. For instance, SDU's greatest challenge is manpower with only 10 full-time staff supporting the hundreds of skills training programmes.

*Every day we realize that our work is basically growing instead of slowing down... Things fall into the cracks because of our capacity issues (A).*

The greatest challenge to the municipality's EPWP is also capacity with a very small staff complement to make all of the projects happen.

*The problem is we don't have enough people in council to do all this. Skills Development Unit is just too small. Our whole PMU organogram is being redone. EPWP could have their own Skills Development Unit (H).*

The UYF also becomes a centre that tries to tackle several different types of services to young people. Because of the lack of funds and staff the UYF cannot respond to every need for those young people who come to the branch. More offices and human resources are needed to be able to reach out further than just Durban City area – rural areas are not being reached.

One way around capacity issues is through partnerships with other departments as well as the private sector.

*The power of partnership augments the resource constraints... share the costs and share the success (A).*

The power of working together is important and not something to be overlooked. This study provides a glimpse at many gaps found in not partnering together. Capacity constraints can be overcome in many circumstances, not by greater funding, but by better partnerships within government institutions.

### *Conclusion*

This study reveals a gap between policy and implementation for youth empowerment and employment. Several reasons have been discussed and understood as to why this is the case. But overall, national government – and specifically the NYC – has failed to empower departments to roll out good ideas for youth. The national government

should be giving good ideas to enhance youth employment. According to the HSRC respondent, the national government does not need to work out the nuts and bolts of implementation; instead, they need to make sure that good ideas are filtered down. This requires that there are appropriate reporting mechanisms and that there are resources attached to those mechanisms. Instead of this happening, the eThekweni Municipality has had to create its own youth policy and develop its own way of providing youth services.

Furthermore, since youth development is cross-sectoral and departmental, initiatives such as EPWP and learnerships have all had some level of impact on youth. Yet, on the whole, the HSRC argues that the level of impact of any youth related policy is very small.

*There have been too many pilot projects that have not been taken to scale. These are all good – but they must be scaled up (M).*

The change from the NYC to the new National Youth Development Agency (2008) has put pressure on the agency to be an implementation body. However, while the previous NYC was only to provide policy the new NYDA is tasked with only implementation. Furthermore, the new NYDA was developed around the same time the international economic crisis was heightening – a time when structures should have already been in place to provide support for youth.

The new youth strategy was further complicated after the new ANC president, Jacob Zuma, created several new ministries after the April 2009 elections, including a ministry to focus on women, youth and children, and people with disabilities.

*We didn't know a ministry would be formed that has a youth element. Will government departments hold their responsibility or shift it to the Children, Youth, Disabled Ministry? (M)*

Furthermore, an additional education ministry was created to guide higher education. Amongst other education mandates of FET colleges and tertiary institutions, the new ministry is beginning to take over many of the skills development components held under the DOL. This could be a positive change for education. But at a time when the

economy can offer very little in terms of employment, will the government be able to come together to provide coherent strategies that reach youth?

*It's good to shift, to change – but I just hope it doesn't take us another two years before we have institutional stability, before we can have service delivery. That will take us backwards (M).*

Only time will be able to tell if this change in structure will now bring about functioning youth strategies throughout the country or create more confusion amongst the youth sector.

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**Appendix 1**  
**Table of interviews**

<b>Code</b>	<b>Department/Organisation</b>	<b>Location</b>	<b>Date</b>
A	eThekwini Municipality Skills Development Unit	Durban, SDU Office	26-Mar-09
B	KZN Umsobomvu Youth Fund	Durban, KZN Branch	26-Mar-09
C	eThekwini Municipality EPWP: Social Sector	Pinetown, EPWP office	26-Mar-09
D	eThekwini Municipality Business Support Unit	Durban, BSU Office	30-Mar-09
E	eThekwini Municipality Economic Development Unit: Policy, Strategy, Information and Research	Durban, EDU Office	14-Apr-09
F	AgriSETA	Telephone Interview	17-Apr-09
G	eThekwini Municipality Rural Area Based Management	Cato Manor, Rural ABM Office	23-Apr-09
H	eThekwini Municipality EPWP: Infrastructure, Environmental and Economic	Pinetown, EPWP/Infrastructure Office	23-Apr-09
I	eThekwini Municipality Community Participation - Youth Desk	Pinetown, Community Participation Office	24-Apr-09
J	Future Leaders	Durban, Future Leaders Office	24-Apr-09
K	eThekwini Municipality iTrump Area Based Management	Durban, iTrump Office	30-Apr-09
L	KZN Department of Education - Teaching and Learning Services	Durban, KZN DOE Office	11-May-09
M	Human Science Research Centre - Youth Policy Initiative	Cato Manor, HSRC Office	19-May-09
N	KZN Department of Labour - Employment Skills Development Services	Durban, DOL Office	20-May-09

**Appendix 2**  
**Example Interview Script**

**YOUTH & UNEMPLOYMENT IN ETHEKWINI MUNICIPALITY**  
**QUESTIONNAIRE**

**DATE:** \_\_\_\_\_

**NAME:** \_\_\_\_\_

**TITLE/DEPARTMENT:** \_\_\_\_\_

**CONTACT INFO:** \_\_\_\_\_

**PROGRAMME/SERVICE SPECIFIC INFO**

- 1) What is the mission and aim of the department/organisation?
- 2) What types of services are rendered and to whom are these directed?
  - 2a) How/why were certain populations targeted or provided for?
- 3) Are youth specifically targeted in any of these services?
  - 3a) If YES, can you outline these services/programmes?
  - 3b) If NO, please explain why this is.
- 4) Can you identify services that would directly or indirectly reach younger youth, 15-25 year olds? Please identify which services are direct or indirect.
- 5) Are any programmes focused on historically disadvantaged individuals? Please describe these.
  - 5a) Are youth HDIs targeted within these programmes?

- 6) Are any programmes targeted at young women? Please describe these.
- 7) What programmes are available for youth in rural areas?
  - 7a) How are these facilitated and managed?
- 8) How are potential youth candidates chosen for any of the mentioned services?
- 9) Please describe any types of jobs that are provided through this service or programme. Are these all formal sector jobs?

#### **DEVELOPING AND PLANNING**

- 10) How were the services/programmes mentioned developed?
- 11) Have any specific policies influenced or guided the development of any specific services?
- 12) What type of information or research guided the development of specific services or programmes?
- 13) What planning and programmes has your organisation adopted for the next 5 years?
- 14) What type of information, research or experience has guided your organisation to plan for these specific services or activities?
- 15) What challenges have you identified in developing services/ programmes targeted at youth?
- 16) Have you been able to accommodate or respond to these in your services or in planning for future services?
- 17) What services do you perceive as lacking for youth?
- 18) Can you discuss specific 'success stories' that have led to long-term job creation for youth that have come about from any of these services or programmes in the last 2 years?
- 19) What do you consider as having been challenges or difficulties in any programmes/services focused on youth over the past 2 years?

## **PARTNERSHIPS AND NETWORKS**

- 20) What other types of government departments or institutions at local, regional and national level is this department working with?
- 21) Do you know of other government departments that include youth?
- 22) Outside of government institutions, what other types of services leading to employment are available for youth within eThekweni?
- 23) Is there one specific government institution that is designated as the coordinating body for job creation and skills training services for youth specifically for eThekweni?

**Appendix 3**  
**Example of Consent & Confidentiality Form**

**RESEARCH PROJECT: YOUTH & UNEMPLOYMENT IN ETHEKWINI**

**INTERVIEWER: CHRISTY MCCONNELL**

**CONSENT & CONFIDENTIALITY**

These questions are being asked to you as a representative of your department or organisation. There may be some issues in which your department/organisation has no view. We are happy to take personal views but would ask you to help the interviewer distinguish between what is personal and what is organizational. In addition, you are free to stop the interview at any point. Please note that your participation is entirely voluntary, you are free to refuse to answer any question, and you are free to withdraw at any time.

You will never be quoted personally and your name will never be used other than to reference that a “representative from department/organisation commented”. Your department/organisation however will be mentioned. If you prefer for a comment or information to remain completely anonymous or for your department/organisation to remain anonymous at any time please let me know.

The interview will be kept strictly confidential. Excerpts from the interview will be made part of the final research report. A copy of the report will be provided to you.

I understand the information read to me and provided above. I understand that at anytime I can request any information I provide to remain anonymous. I agree to this interview.

\_\_\_\_\_  
Signed

\_\_\_\_\_  
Date

\_\_\_\_\_  
Print Name