



THE PRESIDENCY
REPUBLIC OF SOUTH AFRICA

National Youth Policy 2015 – 2020

We are generation2020.

We don't want a hand-out,
we want a hand up!

#NYP2020



CONTENTS

1. BACKGROUND	2
2. INTRODUCTION	2
3. RATIONALE	2
3.1. Impact of the previous policy and general government policies	3
4. CONTEXT AND LEGISLATION	4
4.1. Vision	5
4.2. Goal	5
4.3. Objectives	5
4.4. Desired policy outcome	5
4.5. Legislative and policy frameworks	5
4.6. Values and principles	8
4.7. Youth development institutions	9
5. DEFINING AND PROFILING SOUTH AFRICA'S YOUTH	10
6. SITUATION ANALYSES AND CHALLENGES	10
6.1. Unemployment and joblessness	10
6.2. High drop-out rates and inadequate skills development	11
6.3. Inadequate framework for youth work	12
6.4. Poor health, high HIV/AIDS prevalence, and high rates of violence and substance abuse	13
6.5. Lack of access to sporting and cultural opportunities	14
6.6. Lack of social cohesion and volunteerism	14
6.7. Disability and exclusion	15
6.8. Policy priorities	16
7. POLICY PROPOSALS	16
7.1. Economic participation and transformation	16
7.2. Education, skills and second chances	21
7.3. Health care and combating substance abuse	24
7.4. Nation-building and social cohesion	25
7.5. Effective and responsive youth development institutions	28
8. CONCLUSION	30

1. BACKGROUND

The National Youth Policy (NYP) for 2015–2020 (NYP 2020) is developed for all young people in South Africa, with a focus on redressing the wrongs of the past and addressing the specific challenges and immediate needs of the country's youth.

The NYP 2020 builds on South Africa's first NYP, which covered the period 2009–2014. It improves upon and updates the previous policy by speaking to the new challenges that South Africa's youth face, while acknowledging that there is more to be done to address the challenges identified in the previous NYP.

The NYP 2020 seeks to create an environment that enables the young people of South Africa to reach their potential. The policies, mindful of the global economic challenges that affect South Africa, identifies the mechanisms and interventions that will act as catalysts to help clear critical blockages and achieve this positive environment.

The policy outlines interventions to enable the optimal development of young people, both as individuals and as members of South African society, enhancing their capabilities to transform the economy and the country. The integrated development strategy, which will articulate in detail how the implementation of the interventions should be carried out, will be developed in the months following government's adoption of the policy. For the goals of the policy to be realised, government will need to partner with all sections of society, including the private sector.

2. INTRODUCTION

The policy is informed by the South African Constitution, the United Nations World Programme of Action for Youth to the Year 2000 and Beyond (1995), the African Youth Charter (2006), the National Development Plan (NDP) (2012) and various other policies. The NDP is anchored on the Constitution's vision of a prosperous, democratic, non-sexist, non-racist and equal society. By 2030, the plan seeks to create an inclusive society that builds the capability of its active citizenry.

The NYP 2020 shares this vision, built on the belief that South Africa has the potential and capacity to eliminate poverty and reduce inequality over the next two decades. This requires a new approach – one that moves away from passive citizenry towards a socially and economically included society in which people are active champions of their own development, supported by an effective government.

Young people are a major human resource for development, often acting as key agents for social change, economic expansion and innovation. Their imagination, ideals, energy and vision are essential for the continuous development of society. The NYP 2020, in recognition of the vital role young people play in building South Africa, seeks to ensure that there are processes and opportunities that allow young people to develop and realise their potential. The policy avoids quick fixes that divert attention from the complex institutional and systematic issues that need to be addressed. Instead, it seeks to develop capabilities as part of a long-term solution, which will open opportunities for the youth to participate in and take advantage of what South Africa has to offer.

3. RATIONALE

Youth-targeted interventions are needed to enable young South Africans to actively participate and engage in society and the economy.

The marginalisation of young people is primarily manifested in high youth unemployment. In a job-scarce environment, joining the world of work is particularly difficult for young people. This is not just a local problem – in 2013 the International Labour Organisation (ILO) estimated that, at a global level, 73.4 million young people who want to work and are actively looking for a job cannot find one. About one out of every two young people (52.9 percent) is unemployed or a discouraged work-seeker, and not enrolled at an educational institution (ILO 2013). The same ILO report states that the world is facing a worsening youth employment crisis, where young people are three times more likely to be unemployed than adults.

South Africa is not immune to this global trend. According to the South African June 2014 labour force survey, 36.1 percent of young people between the ages of 15 and 35 are unemployed, which is almost double the 15.6 percent of adults aged between 35 and 64 who are unemployed. The labour absorption rate for adults is 57.8 percent, almost twice that of young people, at 30.8 percent. Young women face even higher levels of unemployment – 34.5 percent of young women are neither employed nor at school, including further and higher education, compared to 29.9 percent of young men. Although young people are less likely to be employed than older people, they typically have more years of schooling. Those with a tertiary degree have a significantly better chance of finding employment.

A youth-specific policy that focuses on increasing employment chances for young people is needed to prevent the profound personal and social effects of unemployment. Young people who cannot earn their own living find it difficult to move out of their parents' homes and be self-sustainable. They are often marginalised by their communities, unable to find a way to engage meaningfully with society. Young people generally do not qualify for the Unemployment Insurance Fund because it only covers those who have previously held a job.

There are many young people who drive community and youth development initiatives and are committed to transforming the lives of others. However, it is also true that young people are both the victims and perpetrators of crime. Research by the Institute for Security Studies (2003) indicates that the 12 to 21 age group has the largest number of offenders and victims compared to other age groups in South Africa. Young people's risky behaviour leads to high morbidity and mortality rates – they face the highest HIV/AIDS infection rates. HIV prevalence peaks in women aged between 30 and 34 years (36.8 percent). In 2013, 2 515 of the total 5 698 transport-related deaths in South Africa were young people. Similarly, 69 percent of deaths due to assault and 59 percent due to intentional self-harm occurred among those aged between 15 and 34 years.

According to Statistics South Africa (2014), young people constitute 37 percent of the country's population. This presents a powerful resource for the country, provided the youth are supported and able to become active members of society. The NDP states that: "Having a relatively young population can be advantageous, provided the majority of working-age individuals are gainfully employed... The challenge is to convert this into a demographic dividend. This will only be possible if the number of working-age individuals can be employed in productive activities" (2012: 98). Yet social norms continue to sideline young South Africans, treating political and economic participation as the prerogative of older people, which is why there is a continued need for policies and implementation frameworks that pay deliberate attention to youth concerns.

3.1. Impact of the previous policy and general government policies

The NYP 2020 takes into account the progress made since 1994, builds on the successes of previous policies and further articulates the NDP's youth-specific proposals. It strengthens existing interventions, introduces new ones and sheds those that have not worked. The policy aims to enhance the quality of the services rendered, extend coverage and increase impact, attempting to tackle the gaps and stubborn challenges through new approaches.

The NYP 2009–2014 played an important role in orientating government's thinking on youth development. The policy provided a compass for state organs to direct their planning and contribution to this important area. It also created a coordination platform for the National Youth Development Agency (NYDA) and gave impetus to coordination structures like the inter-departmental committee on youth development to facilitate the participation of state organs.

In general, the socio-economic situation of young people has improved over the past five years. While these improvements may not necessarily be attributable to the NYP 2009–2014, the policy provided a framework and space for other policies to contribute to youth development.

Despite this progress, there is much more to be done. Access to education and skills development has improved, but the quality of education and educational outcomes remains a challenge. The country still has an unacceptably high number of young people who are not in education, employment or training. While some progress has been made in getting state

organs involved in youth development, very little has been done to bring the private sector on board. This could be partly attributed to the demise of the Youth Development Forum, which coordinated the private sector's involvement in this area. Mainstreaming and integrating youth development into the work of state organs and the private sector has not been optimal. Civil society has also played a limited role in youth development, largely due to lack of funding and loss of leadership to government and sectors that remunerate better.

Economic participation (through entrepreneurship and participation in the labour market) is an area that still needs serious attention. Various interventions to improve the opportunities and skills of young people lack impact. Youth health and well-being has improved in the areas of teenage pregnancy, youth mortality and access to health facilities, but more needs to be done to reduce HIV prevalence and infection rates, substance abuse, violence and risky behaviour, and to improve nutrition and encourage healthy living.

In the area of social cohesion, young people are participating in sport and community organisations. However, youth participation in efforts to improve race relations and civic engagement (such as voting) needs attention. The National Youth Service, an anchor programme for youth development, has had positive results, but is limited by the current coordination mechanism. The programme has no dedicated funding, which means that its implementation depends on the goodwill of the implementers. In addition, the structure tasked with coordination has limited capacity.

One of the factors that contributed to the lacklustre impact of the NYP 2009–2014 is the fact that the Integrated Youth Development Strategy was never finalised. The strategy was supposed to provide a blueprint for the public sector, civil society and the private sector to implement youth development programmes to deal with the NYP's objectives. There was also limited work done to lobby and advocate for the development of programmes that would respond to the policy objectives.

The National Youth Development Agency Act (2008) is a Section 75 bill, which means that it does not affect provinces. This limits the ability of organisations and departments to effectively lobby and coordinate youth development at a provincial level. The absence of a regulatory framework for youth work has played a major role in limiting the policy's implementation.

The NYP 2020 proposes strategic policy interventions that will fill the gaps and failings of the previous policy and address the needs of the youth. It will:

- Define new interventions
- Consolidate the mainstreaming of youth development in programmes run by key role players, particularly those in government
- Map the process through which progress on policy implementation will be assessed
- Specify the monitoring and evaluation mechanism for accountability and continuous improvement of interventions.

4. CONTEXT AND LEGISLATION

South Africa's concept of youth development is influenced by the historical conditions that have shaped the country and its democratic goals. It is based on the principles of social and economic justice, human rights, empowerment, participation, active citizenship, the promotion of public benefit, and distributive and liberal values. Youth development determines South Africa's future and should be at the core of its development agenda.

This policy responds to the social and economic forces that shape global and regional development in the 21st Century, in particular the aftermath of the global financial crisis. It seeks to align the development of young people with government's approach to addressing poverty and underdevelopment, as diagnosed in the NDP.

Disadvantaged youth must be empowered through effective institutions and policies to overcome conditions that disadvantage them. In the same manner, marginalised youth and those that have fallen out of the educational, social and

economic mainstream must be re-integrated through second-chance measures and other supportive actions. This will require a multi-sectoral approach, involving stakeholders in the public sector, civil society and the private sector, with everyone working together to promote youth development and provide youth services.

4.1. Vision

The vision of the NYP 2020 remains consistent with that of the National Youth Development Policy Framework (2002: 8):

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

4.2. Goal

The goal of the NYP 2020 is to consolidate youth initiatives that enhance the capabilities of young people to transform the economy and society. This will be achieved by addressing their needs; promoting positive outcomes, opportunities, choices and relationships; and providing the support necessary to develop all young people, particularly those outside the social, political and economic mainstream. This policy emphasises the need for various youth development efforts and interventions that holistically respond to all aspects or spheres of young people’s lives.

4.3. Objectives

The objectives of the NYP 2020 are to:

- Consolidate and integrate youth development into the mainstream of government policies, programmes and the national budget.
- Strengthen the capacity of key youth development institutions and ensure integration and coordination in the delivery of youth services.
- Build the capacity of young people to enable them to take charge of their own well-being by building their assets and realising their potential.
- Strengthen a culture of patriotic citizenship among young people and to help them become responsible adults who care for their families and communities.
- Foster a sense of national cohesion, while acknowledging the country’s diversity, and inculcate a spirit of patriotism by encouraging visible and active participation in different youth initiatives, projects and nation-building activities.

4.4. Desired policy outcome

The desired outcome is empowered young people who are able to realise their full potential and understand their roles and responsibilities in making a meaningful contribution to the development of a non-racial, equal, democratic and prosperous South Africa.

4.5. Legislative and policy frameworks

The NYP 2020 is part of a rich legislative and policy framework that is defined by the South African Constitution (1996) and guided by an internationally informed rights-based approach to growth and development. The policy is informed by, and interacts with, various pieces of legislation and policies in an integrated manner. The most influential of these are discussed below.

The Constitution of the Republic of South Africa entrenches specific rights, responsibilities and principles that all South Africans must uphold. It lays the foundation for youth economic empowerment and, in the Bill of Rights, enshrines the rights of people (including the youth) and affirms the values of human dignity, equality and freedom.

The National Development Plan provides an aspirational vision of South Africa in 2030 and the context within which all youth-oriented programmes should be located. Through its “youth lens”, the NDP highlights the following proposals:

- Provide nutrition intervention for pregnant women and young children, ensure universal access to two years of early childhood development and improve the school system, including increasing the number of students achieving above 50 percent in literacy and mathematics, increasing learner retention rates to 90 percent and bolstering teacher training.
- Strengthen youth service programmes and introduce new community-based programmes to offer young people life-skills training, entrepreneurship training and opportunities to participate in community development programmes.
- Strengthen and expand the number of further education and training (FET) colleges to increase the participation ratio to 25 percent, increase the graduation rate of FET colleges to 75 percent, provide full funding assistance to students from poor families and develop community safety centres to prevent crime.
- Create a tax incentive for employers to reduce the initial cost of hiring young labour-market entrants, provide a subsidy to the placement sector to identify, prepare and place matric graduates into work; expand learnerships and make training vouchers directly available to job-seekers; introduce a formalised graduate recruitment scheme for the public service to attract highly skilled people; and expand the role of state-owned enterprises in training artisans and technical professionals.
- Capacitate school and community sports and recreation and encourage healthy and active lifestyles.

The New Growth Path (2011) emphasises the need for the state to create jobs through direct employment schemes, targeted subsidies and an expansionary macro-economic package; supporting labour-absorbing activities, particularly in agriculture, light manufacturing and services, to generate large-scale employment, while creating a set of incentives and support mechanisms to encourage the private sector to invest in new ventures and extend existing operations and concentrating resources in areas that yield the most jobs will ensure the greatest impact. The main indicators of success are jobs (the number and quality of jobs created), growth (the rate, labour intensity and composition of economic growth), equity (lower income inequality and poverty) and environmental outcomes.

The Department of Trade and Industry's Industrial Policy Action Plan identifies priority sectors in which industrial and infrastructural development opportunities can be exploited. Both the Industrial Policy Action Plan and the New Growth Path acknowledge the importance of prioritising youth in job creation and strengthening entrepreneurship. A new marketplace is needed – one in which innovative and profitable business models are developed and incubated to become major industrial and manufacturing players and employers of the future. This will create supply chains that provide further employment opportunities for the previously disadvantaged and procurement opportunities for micro and small businesses.

The Youth Employment Accord (2013) and the Skills Accord (2011), signed by business, government, labour, civil society and nongovernmental organisations (NGOs), aim to improve the equipping and placement of young people in jobs, and generally make the economy sensitive to the employment needs of young people.

The NYDA Act (2008) mandates the NYDA to develop an Integrated Youth Development Strategy for South Africa and initiate, design, coordinate, evaluate and monitor all programmes that aim to integrate the youth into the economy and society in general. The act instructs the agency to promote a uniform approach to youth development by all organs of state, the private sector and NGOs.

The National Youth Service Development Policy Framework (2002) prioritises the participation of youth in voluntarism as a mechanism to build patriotism and social cohesion. The ultimate aim is a nation with a shared future.

The Broad-Based Black Economic Empowerment Act (2003) mandates all spheres of government and the private sector to promote the constitutional right to equality, increase broad-based and effective participation of black people in the economy, increase employment and promote more equitable income distribution. It also mandates the establishment of a national policy on broad-based black economic empowerment (BBBEE) to promote the economic unity of the nation, protect the common market, and promote equal opportunity and equal access to government services. The revised codes, published in the Government Gazette (Notice 800, 2012) for public comment, include enhanced recognition of “black people with disabilities, black youth, black people living in rural areas and black unemployed people”.

International frameworks that inform the NYP 2020 are discussed below.

The African Youth Charter (2006) is a political and legal document that serves as a strategic framework that gives direction to youth empowerment and development at continental, regional and national levels. The charter was adopted in May 2006 and endorsed by African Union heads of state in July 2006, including South Africa. It has identified the following priorities: education, skills and competence development, employment and sustainable livelihoods, youth leadership and participation, health and welfare, peace and security, environmental protection, and cultural and moral values.

The African Youth Charter is consistent with the South African Constitution and almost all its provisions are in line with the country’s current and envisaged socio-economic programmes. The NYP 2020 shares the charter’s aim to holistically develop young people by supporting actions and processes that bring the youth into the mainstream of the economy and society.

The NYP is also informed by the following Millennium Development Goals (MDGs):

- Eradicating poverty and hunger (MDG1)
- Achieving universal primary education (MDG2)
- Reducing child mortality (MDG4)
- Improving maternal health (MDG5).

The NYP 2020 is located within the United Nations World Programme of Action for the Youth to the Year 2000 and Beyond (United Nations Department of Public Information 1997) and the United Nations World Programme of Action for the Youth to the Year (United Nations Department of Public Information 2005). The United Nations has identified 15 priorities to address challenges faced by the youth, including education, employment, hunger and poverty, health, the environment, drug abuse, juvenile delinquency, leisure, girls and young women, participation, globalisation, information and communication technologies, HIV/AIDS, youth and conflict, and intergenerational relationships. Each of these priority areas are presented in terms of principal issues, specific objectives and the actions proposed to be taken by various actors to achieve those objectives.

The Programme of Action focuses in particular on measures to strengthen capacity and increase the quality and quantity of opportunities available to young people for full, effective and constructive participation in society. It is drawn from numerous international instruments, providing a cross-sector standard relating to both policy-making and programme design and delivery.

The Commonwealth Youth Charter (2005) provides the parameters within which youth policies in all Commonwealth countries should be developed. It aims to empower young people to develop their creativity, skills and potential as productive and dynamic members of society. The charter highlights the importance of full participation of young women and men at every level of decision-making and development. It identifies the following principles and values for youth development: gender inclusivity, empowerment and social equity, human rights, and sustainability and integration or mainstreaming of youth issues across all levels of government.

4.6. Values and principles

Youth development in South Africa has been shaped by the long history of struggle against apartheid. Throughout our history, young people have acted as a collective conscience and drivers of transformation, actively participating in the development of a socially inclusive and economically empowered society. Youth development is guided by the vision of a non-racial and non-sexist democracy that is being built through transformation, reconstruction and development. This has shaped the following values and principles that underpin the NYP 2020.

Values

The policy promotes the following values:

- The inherent worth and dignity of youth. The provision of services should reflect respect for the worth and dignity of young people. They should be supported to develop their inherent strengths and potential.
- Youth empowerment. Interventions should empower young people as assets for national development, raising their confidence so that they can contribute meaningfully to their own development and that of broader society.
- Young people are instruments and agents of their own development. Young people should be considered as agents of change, not passive recipients of government services. The shaping of young people as active and productive citizens is critical for reaping the benefits of the demographic dividend – an increase in economic growth due to a rising share of working-age people in a population.
- Young people are social, belonging to family and community networks that are essential to their development. It is critical that these support systems are strengthened and interventions are intentionally youth-focused to address their needs effectively.
- The promotion of moral and spiritual regeneration in line with the values of *Ubuntu*.

Principles

The policy is underpinned by the following principles:

- Accessibility. Young women and men of diverse backgrounds should have access to resources and services crucial to their total development.
- Responsiveness. All youth development service providers should respond to the needs and concerns of young people and act in their best interests.
- Holistic. Youth development initiatives should encompass all aspects of a young person's life and respond to their physical, psychological, social, economic and spiritual needs within the socio-political environment, ensuring that they gain the necessary knowledge, skills and experience required to ensure a smooth transition into adult life.
- Integration. Various role players, such as government, civil society and the private sector, need to coordinate their efforts to ensure greater impact in developing young people.
- Diversity. Interventions must recognise and acknowledge the diverse backgrounds from which young people come and celebrate the roles played by different agents of socialisation, tradition, culture and spirituality in the development of young women and men.
- Non-discriminatory. Youth development initiatives should not discriminate against young people on the basis of age, gender, race, sexual orientation, disability or any other form of discrimination as enshrined in the Constitution.
- Sustainable development. Young people's assets, potential, capacity and capability must be maximised so that they can respond effectively and efficiently to challenges, without compromising the ability of future generations to meet their own needs.
- Transparency. Institutions and organisations involved in youth development should operate in a transparent and accountable manner.
- Participation and inclusion. Service providers must design policies, strategies and programmes for and with young people by sharing information, creating opportunities and involving them in decision-making as active participants in

their own development. Young people should own the outcomes of the development process and view human rights as fundamental to development. Government will provide the enabling environment.

- Social cohesion. Youth development interventions should promote the inclusion of young people as a significant part of societal structures by involving them in democratic and nation-building activities.
- Youth service. Young people should be involved in meaningful activities which benefit communities, while developing their sense of patriotism and their abilities through learning and service.
- Redress. It is important to recognise the different ways in which young people have been affected by the injustices of the past and address these injustices through equitable policies, programmes and resource allocation.

4.7. Youth development institutions

South African Youth Council

The South African Youth Council (SAYC) is a voluntary civil society youth council that represents the interests and aspirations of its various affiliated organisations. It aims to mobilise youth organisations to ensure their participation in the broader societal affairs of the country. Its affiliates are drawn from political youth organisations and issue-based organisations. Its diverse membership gives it a competitive advantage in serving as the “voice of the youth” and unifying divergent views into a common agenda for youth development.

National Youth Development Agency

The promulgation of the NYDA Act established the National Youth Development Agency through a merger of the National Youth Commission and the Umsobomvu Youth Fund. The agency aims to:

- Initiate, design, coordinate, evaluate and monitor all programmes working to integrate young people into the economy and society in general.
- Promote a uniform approach by all organs of state, private sector and NGOs to youth development.
- Establish annual national priority programmes for youth development.
- Promote the interest of the youth, particularly young people with disabilities.
- Guide efforts and facilitate economic participation and empowerment, and the achievement of excellence in education and training.

The NYDA Act is designated to Section 75, which means it is unable to execute the above-mentioned mandate at a provincial level. This leaves the youth directorates in premiers’ offices with the mandate of lobbying, advocacy, coordination, monitoring and evaluation, with minimal liaising with NYDA offices. Changing the NYDA Act’s designation to Section 76 would help resolve the fragmentation of youth development programmes and give the agency presence in provinces.

A brief assessment of the successes, challenges and failures of youth development institutions

There is a general perception that the existing youth development institutions have failed young people. This perception is formed against the backdrop of continued high rates of youth unemployment and unimpressive graduate employability, the continued HIV/AIDS infection rates among young people, the continued high rates of drop-outs at schools and higher-learning institutions, high rates of violent crimes committed by young people, teen pregnancy, and the general poverty experienced by young people, including those with jobs.

Reasons for this lacklustre performance among youth development institutions include:

- Lack of clear mandates and fragmentation, resulting in duplicated responsibilities and focus areas. Integration without coordination also leads to messy and time-wasting duplication of efforts. There appears to be considerable overlap between the mandates of the National Youth Council and the Youth Directorate in The Presidency, which appears to have continued between the NYDA and the Youth Directorate.

- Lack of coherent coordination of existing programmes and the implications of this for accountability, monitoring, evaluation and assessment of implemented programmes.
- Lack of capacity. The NYDA was set up to be the main driver of youth programmes, but it does not have enough capacity. The programmes it runs are not optimally visible or accessible and its high salary bill affects the money available for programmes. Many of the NYDA offices are not fully operative (in August 2014, only 44 percent of the offices were functioning at capacity). In addition, the agency's reputation is yet to recover from its poor organisation of the 17th World Youth Festival in 2010, which it administered on behalf of The Presidency.

5. DEFINING AND PROFILING SOUTH AFRICA'S YOUTH

Based on the mandate of the National Youth Commission Act (1996) and the National Youth Development Policy Framework (2002), the NYP 2020 defines young people as those falling within the age group of 14 to 35 years. Although much has changed for young people since the advent of democracy in 1994, the motivation for the age limit of 35 years has not yet changed because historical imbalances in the country are yet to be fully addressed. This is also consistent with the definition of youth contained in the African Youth Charter, which defines youth as those between the ages of 15 and 35 years.

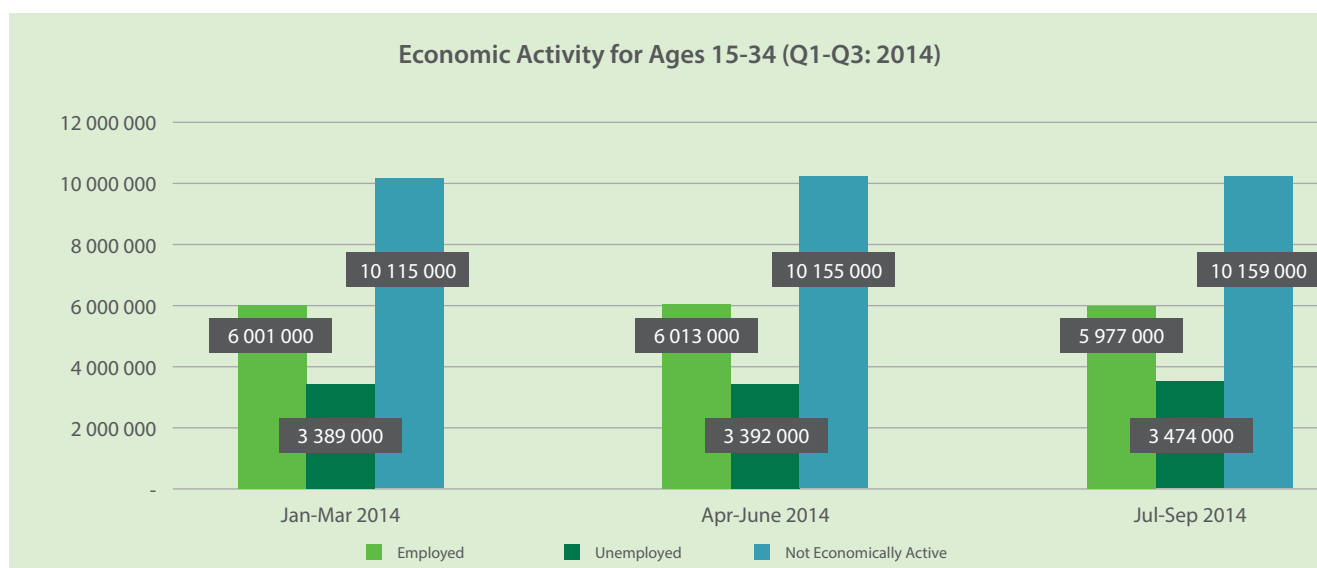
The NYP, recognising that young people are not a homogenous group, has adopted a differentiated approach, targeting its interventions according to age cohorts and specific groups within its broad definition of "youth" to address their specific situations and needs.

This differentiated approach makes it possible for the NYP to take other definitions stipulated in relevant legislation and policies into account, such as the proposal of 15–28 years as the age range for youth in the National Youth Development Policy Framework (National Youth Commission, 2002), the definition of a child as a person up to the age of 18 years in the Children's Act (2005), and the criminal justice system's reference to young offenders as those between the ages of 14 and 25 years, as well as its distinction between a child and an "adult youth". The latter is not considered a specialised group in need of special rehabilitative programmes.

6. SITUATION ANALYSES AND CHALLENGES

6.1. Unemployment and joblessness

Figure 1: Employed, unemployed, not economically active



Source: Stats SA labour force surveys

As figure one shows whether a narrow or broad definition of unemployment is used, youth unemployment is high and has stubbornly persisted, even when the country's economy has grown. Globally, the ILO (2013) warns of a "scarred" generation of young workers, with a dangerous mix of high unemployment, increased inactivity and precarious work in developed countries, as well as persistently high working poverty in the developing world.

According to the New Growth Path, the main challenges hampering young people from meaningfully participating in the mainstream economy are joblessness, poverty and inequality. If not addressed, the socio-economic effects of this situation will be dire, including increased crime, a poorly performing economy, extreme joblessness and poverty, and increased potential for political instability. Against this backdrop, the NYP 2020 places employment creation at the centre of all youth development interventions.

6.2. High drop-out rates and inadequate skills development

Increasing the skills levels of young people will increase their chances of being gainfully employed. The main reasons for low skills levels among South African youth are discussed below.

Weak pipeline for human capital development

Improved rates of participation in schooling are offset by the poor quality of education at all levels of the system. The skills pipeline is riddled with obstacles that undermine equitable access to opportunities in the labour market:

- Literacy and numeracy skills at primary school level are well below the international average. Low uptake and pass rates for mathematics and science at Grade 12 level inhibit growth in higher education, particularly in engineering, science and technology.
- About 47 percent of 22 to 25-year-olds in the country have completed Grade 12, compared to 70 percent in most developing countries. The national pass rate for the National Senior Certificate examination increased from 70.2 percent in 2011 to 73.9 percent in 2012. However, in three provinces (Eastern Cape, KwaZulu-Natal and the Northern Cape), the pass rate decreased over this period.
- Poor-quality results in primary school lead to weak participation in other school levels. Large numbers of learners are dropping out of secondary schools without getting a National Senior Certificate or Grade 12, or an FET or adult basic education and training qualification. About 1 million young people exit the schooling system annually, of whom 65 percent leave without achieving a Grade 12 certificate. Half of those who exit the schooling system do so after Grade 11, either because they do not enrol in Grade 12 or they fail Grade 11.
- While participation rates in FET institutions have grown significantly, they are still insufficient in number and quality to meet the intermediate skills needs of the economy. Only a small number of those who leave the schooling system enrol in technical vocational education and training (TVET) colleges or have access to any post-school training. In 2011, only 115 000 people enrolled in general vocational programmes at FET colleges.

Poor throughput in higher education affects the supply of high-level, skilled graduates. Access to post-school education and training is limited for school leavers, and those who do access these opportunities are often not sufficiently prepared for the workplace due to the poor quality of education and training provided. The challenge facing post-school education is to find ways to assist the vast majority of school-leavers who do not qualify for direct entry into higher education or employment to gain skills.

Low skills

South Africa's high rate of youth unemployment is largely attributed to the skills shortage in this age group. In 2011, only 31 percent of young people completed their matric (Grade 12) education. The 2013 General Household Survey estimates that 983 698 students were enrolled at higher education institutions (universities and universities of technology) in 2013. Almost two-thirds (66.4 percent) of these students were black, 22.3 percent were white; 6.7 percent were coloured and 4.7 percent were Indian or Asian.

Even though most students were black, the student participation rate of this population group remained proportionally low in comparison with the Indian, Asian and white population groups. About 4.3 percent of 18 to 29-year-olds were enrolled at a higher education institution in the country in 2013 – up from 4 percent in 2002. An estimated 18.7 percent of white individuals in this age group and 9.2 percent of Indian or Asian individuals were enrolled at a higher education institution compared with 3.1 percent and 3.2 percent of the coloured and black population groups respectively. The percentage of individuals aged 20 years and older who have attained Grade 12 has been growing since 2002, increasing from 21.9 percent in 2002 to 27.7 percent in 2013. Over the same period, the percentage of individuals with some post-school education increased from 9.3 percent to 12.8 percent. The percentage of individuals without any schooling decreased from 10.6 percent in 2002 to 5.6 percent in 2013. This indicates that access to schooling is increasing, but not enough young people in the post-school phase are gaining training in the different skills needed to participate in the knowledge economy.

Large numbers of young people exited the education system prematurely and possess no professional or technical skills, making them effectively unemployable. About 60 percent of unemployed youth aged below 35 years have never worked. Without a targeted intervention, they will remain excluded from the economy. A multi-faceted approach is needed to strengthen basic education and reduce drop-out rates for current students. It has to create viable pathways for school-leavers to access post-school learning opportunities, while directly addressing the lack of skills and work experience among out-of-school youth.

6.3. Inadequate framework for youth work

Youth work is primarily focused on challenging the view that young people are an impediment to national progress. Youth Work is a field of practice that focuses on the holistic development of a young person. In South Africa, the process of professionalising youth work started in the late 1980s. The Youth Practitioners Advocacy Group, established in 1994, which became the South African Youth Workers Association in 2008, produced the Hunter Rest Declaration and a draft youth-work policy, which was presented to the inter-ministerial committee on youth at risk. The South African Youth Workers Association consulted and collaborated with the Professional Development of Youth Work Consortium to facilitate the professionalisation process. As a result, youth work was included in the NYP 2009–2014.

For youth work to thrive, the following needs to be in place:

- Legislative framework on youth work
- Unit standards
- Database of youth workers
- Qualifications offered in institutions of higher learning.

The NYDA and the South African Youth Workers Association developed a draft code of ethics for youth workers, which was adopted during a national summit in 2013. One of the summit's major resolutions was that South Africa should legislate the professionalisation of youth workers. The NYDA developed the draft bill for Youth Work Profession during 2013/14, and it will continue this work in line with the development of the NYP 2020.

6.4. Poor health, high HIV/AIDS prevalence, and high rates of violence and substance abuse

South Africa's health challenges are more than medical – risky behaviour and unhealthy lifestyles also play an important role in ill health. Although chronic diseases, especially those associated with an unhealthy lifestyle, are relatively uncommon in young people, many of the behaviours that place individuals at increased risk of developing these conditions in later life are adopted during adolescence.

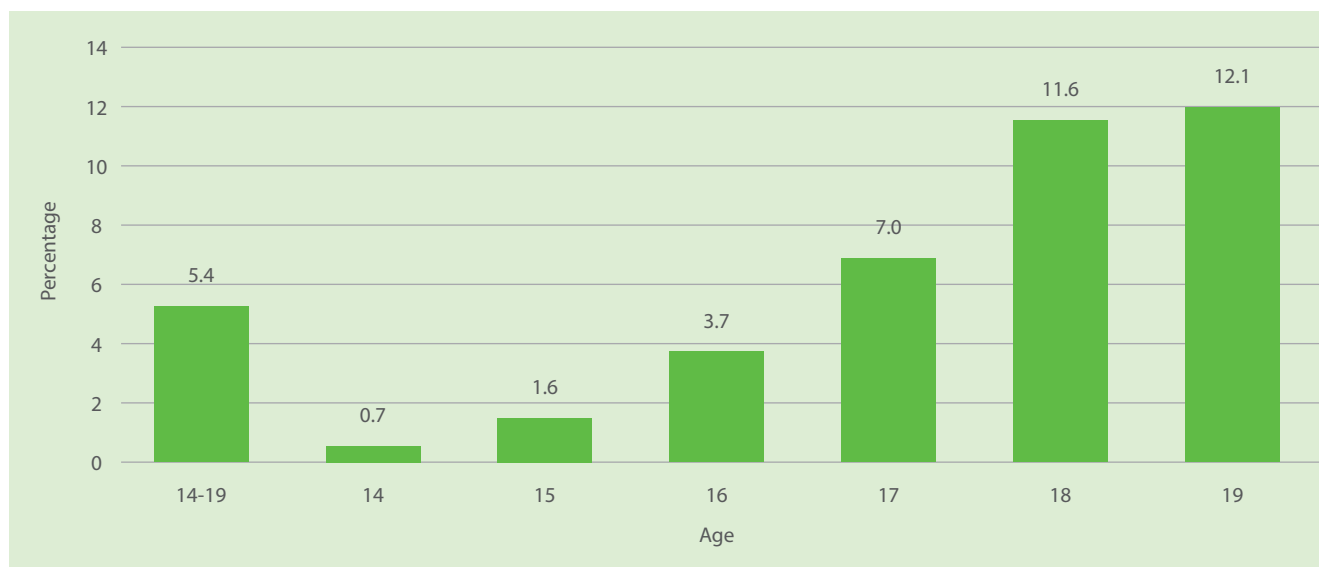
One of the biggest challenges for young people in South Africa is the issue of sexual and reproductive health. In 2011/12, the third Youth Risk Behaviour Surveillance was conducted by the Medical Research Council in collaboration with the departments of Health and Education. The study, with samples of grades 8, 9, 10 and 11 learners selected from public schools in the nine provinces, found that 36 percent of learners reported having had sex and 12 percent reported their age of initiation of sexual activity as being under 14 years. Among the learners that had ever had sex, 47 percent had two or more sexual partners in their lifetime, 18 percent had sex after consuming alcohol, 13 percent had sex after taking drugs, 33 percent practised consistent condom use, and 18 percent had been pregnant or made someone pregnant. One in seven learners reported having received HIV/AIDS education at school.

Lack of access to quality health facilities results in high maternal death rates, high fertility rates (particularly teenage pregnancies) and a high prevalence of HIV. The Saving Mothers report (the National Committee on Confidential Enquiries into Maternal Deaths, 2011–2013) indicates that the five major causes of maternal deaths are:

- Non-pregnancy related infections – mainly AIDS (34.7 percent)
- Complications of obstetric haemorrhage and hypertension (30.4 percent)
- Obstetric haemorrhage (ante-partum and post-partum haemorrhage) (12.4 percent)
- Pregnancy-related sepsis (9.0 percent)
- Pre-existing maternal disease (11.4 percent).

The same report states that 60 percent of these deaths could have been avoided – they were caused by poor quality of care during the antenatal, intrapartum and postnatal periods. Some of the weaknesses identified included poor clinical assessment, delays in referral, not following standard protocols and not responding to abnormalities during the monitoring of patients. The lack of appropriately trained doctors and nurses resulted in 15.6 percent and 8.8 percent of maternal deaths respectively. The prevalence of pregnancy has increased with age, rising from 0.7 percent for 14-year-olds to 12.1 percent for 19-year-olds.

Figure 2: Percentage of females aged 14–19 who were pregnant during the year preceding the survey, 2013



Source: Stats SA General Household Survey, 2013

About 4.5 percent of teenage girls between the ages of 13 and 19 were reported pregnant in 2013. Accompanied by this factor is a high rate of maternal deaths, at 410 per 100 000 live births, and the prevalence of HIV/AIDS. About 15.9 percent of South Africans between the ages of 15 and 49 are living with HIV, more than half (8.5 percent) of which are between the ages of 15 and 24. These factors play a central role in determining the future of South Africa's youth.

Substance abuse has become a serious health problem in South Africa. Alcohol abuse in particular is directly linked to high levels of violence and motor vehicle accidents. The Western Cape has the highest percentage of alcohol consumers at 46.15 percent, followed by the Northern Cape at 37.3 percent, Gauteng at 34 percent, North West at 28 percent, the Eastern Cape at 24.1 percent and the Free State at 20.8 percent. Young people in particular are increasingly experimenting with drugs and alcohol.

The 2011/12 Youth Risk Behaviour Surveillance study found that a third of the interviewed learners (33 percent) reported that in the past month they had been driven by someone who had been drinking alcohol and 13 percent reported that they had walked alongside a road after drinking alcohol. About 28 percent of the learners reported ever having smoked cigarettes. Of the learners who had never smoked cigarettes, 43 percent reported having been exposed to passive smoking in the past week and 20 percent had a parent or guardian who smoked. About 32 percent reported having drunk alcohol in the month preceding the survey, and 25 percent reported having engaged in binge drinking in the past month. About 13 percent of the learners have smoked dagga, 12 percent have used inhalants, 5 percent have used cocaine, 6 percent have taken crystal meth (tik) and 5 percent have used Mandrax.

Of the total number of deaths occurring among youth in 2013, 72 percent were due to natural causes and 28 percent due to non-natural causes. There was a notable difference in gender: 43 percent of male deaths were due to non-natural causes, while only 10 percent of females died of non-natural causes. In 2013, a total of 5 698 deaths were due to transport accidents. Of these deaths, 2 515 were young people, indicating that 44 percent of all traffic accident deaths in the country occurred among the youth. Similarly, 69 percent of the total number of deaths due to assault and 59 percent due to intentional self-harm occurred among those aged 15–34 years.

The six leading natural causes of death for the 15 to 34 age group in 2013 were tuberculosis (accounting for 14 percent of all deaths in this age group), HIV (10 percent), other viral diseases (6 percent), influenza and pneumonia (5 percent), certain disorders involving the immune mechanism (3 percent), and intestinal infectious diseases (3 percent). These six causes combined contributed to 40 percent of all deaths occurring among youth in South Africa in 2013.

South Africa has a number of characteristics that place young people at risk of mental health problems, such as widespread poverty, familial disruptions, high levels of violent crime and death in the family as a result of HIV/AIDS. The abuse of alcohol, tobacco and drugs also contributes to mental health problems among young people.

6.5. Lack of access to sporting and cultural opportunities

Sport and cultural activities can create healthy, active citizens, instil a sense of national pride and contribute to social and economic change.

A shift in focus is needed to derive the maximum benefit from existing and planned sport and recreation and arts and culture programmes and initiatives. Both sectors have the potential to contribute to economic growth in South Africa and they are particularly appealing to the South African youth. Consequently, these sectors have the potential to develop and grow skills, provide employment and entrepreneurship opportunities and contribute to nation-building among young people. The Department of Arts and Culture and the Department of Science and Technology have the capability to play a bigger role in creating employment over the next five years. The sport and creative sectors should focus on mass participation and target the needs of the youth, particularly in education and skills development, creating employment opportunities and promoting health throughout the country.

6.6. Lack of social cohesion and volunteerism

According to the HSRC Voter Participation Survey 2014, most South Africans are patriotic – 86 percent would rather be a citizen of South Africa than any other country. The public clearly recognises the importance of a range of core democratic principles, including free and fair elections, the right of assembly and demonstration, deliberative democracy, electoral accountability, freedom of expression, and political tolerance. Free and fair elections remain the highest rated democratic ideal. But young people feel excluded, largely due to high unemployment rates and their inability to participate economically.

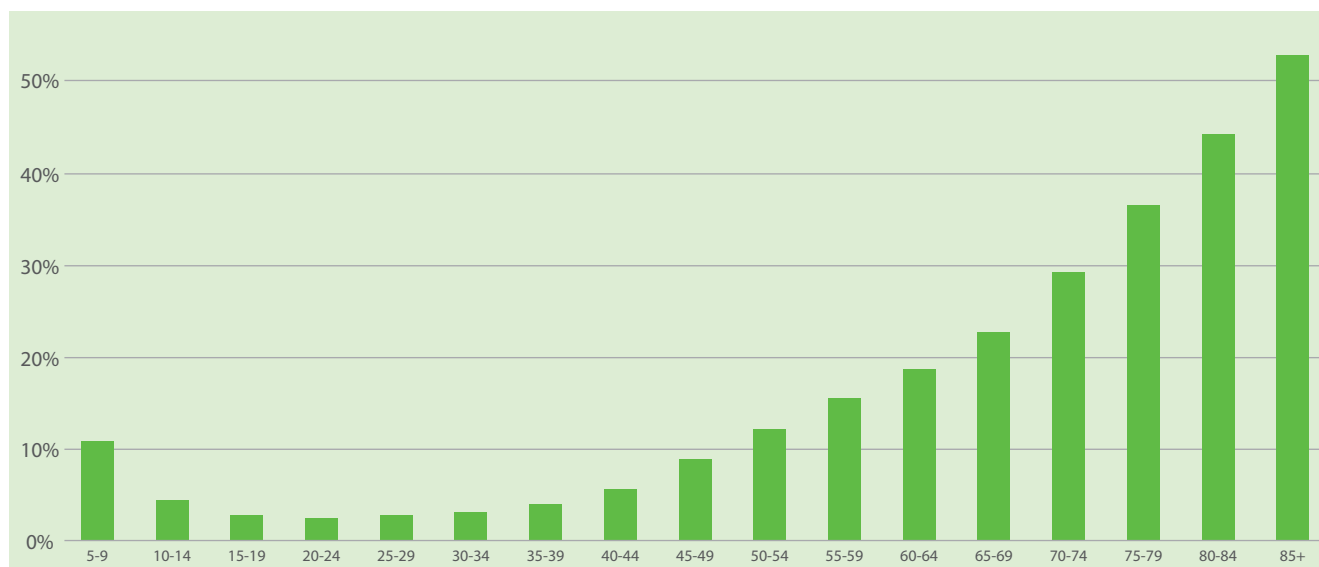
According to the survey, democratic performance is rated as falling considerably short of the ideal in relation to accountability (politicians listening to the people before making decisions) and electoral punishment (parties being punished in elections when they perform poorly). Corruption is a public concern, mentioned by 25 percent in 2013 compared to only 9 percent in 2003. Service delivery has also become a pressing concern, cited by 24 percent as a major concern in 2013, relative to 12 percent in 2003. Two-thirds or more were content with water and sanitation, electricity, education and social grants.

Trust in the political system continues to decline. Trust in the national government has fallen from 61 percent in 2009 to 44 percent in 2013. Only 44 percent trust their provincial government, barely a third (34 percent) trust their local government, while less than a quarter trust political parties or politicians. Trust in the Independent Electoral Commission improved slightly between 2012 and 2013 (from 60 percent to 63 percent). This remains one of the country's most trusted institutions, although levels of confidence are still below the high of 72 percent in 2009. Nearly three-quarters (73 percent) were not aware that South Africans can register to vote when they are 16 years old. Although those aged 16 to 19 were more inclined than the average person to know this, the majority within this age group were still unaware of the registration age. This is an area of potential focus for the Independent Electoral Commission's voter education in future. Two-thirds of those aged 16 years and older (68 percent) were in favour of retaining the minimum voting age at 18 years. Less than a fifth (17 percent) believed that the voting age should be lowered, while only 11 percent argued for raising the eligibility criterion for voting.

6.7. Disability and young people

About 7.5 percent of South Africa's population (2 870 130 people) have a disability of some kind with disability prevalence lowest amongst young people.

Figure 3: Disability prevalence by age group



Source: Disability Monograph, Stats SA, Census 2011

It is a constitutional imperative that all policies are inclusive and that they progressively equalise opportunities for all South Africans.

6.8. Policy priorities

The NYP 2020 focuses on the challenges that affect young people in particular. The situation analyses suggest that the policy should enable economic participation and transformation, develop skills, promote less risky behaviour and improve health, and boost trust among the different races and classes. Trust is an essential element of healing and nation-building, and it is also necessary to construct the long-term compacts required to deal with the underlying causes of inequality and exclusion. Thus the policy's final priority is nation building and social cohesion.

7. POLICY PROPOSALS

7.1. Economic participation and transformation

Reducing South Africa's high levels of youth unemployment requires the economy to be on a labour-absorbing growth path. This depends on a successful reorientation of the economy to raise labour demand, with matching improvements on the supply side. Reindustrialisation and economic diversification are also necessary to boost job creation, and these factors are at the heart of the NDP, the New Growth Path (jobs drivers) and the Industrial Policy Action Plan (sector strategies and other programmes to support economic transformation).

Measures undertaken by the public sector, such as investment in infrastructure, have boosted youth employment in construction. The Expanded Public Works Programme has expanded the intake and participation of young people. The recently launched employment tax incentive should encourage private-sector employment of new entrants to the labour market. The 2015 Budget Review (page 27) reports that the incentive had supported the creation of 216 000 young workers in December 2014. The same publication reported that the Jobs Fund had created 30 701 permanent jobs as of the beginning of 2014. At least 30 000 young people benefited from internships and learnerships in the public service since the decision to systematically implement this programme in 2009. Admittedly, the numbers lag behind the Youth Accord target of 5 percent of the total establishment, and absorption into permanent employment is still patchy.

Higher education and further education intake has improved in particular. There is visible progress in enrolment in technical and mid-level skills programmes such as artisanship.

The Industrial Development Corporation and the Small Enterprise Finance Agency have committed a combined R2.7 billion to finance youth-owned enterprises. The NYDA has also supported a range of youth-owned enterprises and cooperatives. Many youth-owned enterprises have benefited from procurement and enterprise development programmes of the state and the private sector.

The signing of the Youth Employment Accord in 2013 was an important milestone. The accord sets a framework for cooperation between social partners to address the problem of youth unemployment and to support youth-owned enterprises.

Proposed interventions

Support youth absorption into employment

Measures should be implemented in two phases to support youth absorption into employment. In the short term, decisive interventions will provide unemployed and poor young people with incomes and opportunities for community service and engagement. In the medium to long term, economic measures will be used to encourage growth in sustainable employment for young people.

- a) Government needs to implement improved public employment schemes that provide better exiting possibilities.
- Youth Brigades, in conjunction with the National Youth Service, should engage at least 1 million young people over a period of two years as per the New Growth Path.
 - The youth target in the Expanded Public Works Programme, which aims to provide income relief through temporary, socially useful work for the unemployed, should gradually increase to above 50 percent. This will ensure that the majority of opportunities go to young people and that young people are mobilised to help communities, while earning an income and gaining valuable work experience. This short-term opportunity can open doors through better access to information.

Growing young entrepreneurs

A group of Expanded Public Works Programme beneficiaries formed a producer cooperative involved in gardening. The cooperative has partnered with the Department of Agriculture on a gardening project and has also received sponsorships for lunches for the team from the local Pick n Pay.

- The Community Work Project, which provides employment for two days a week as well as an opportunity for public participation in selecting and shaping projects, should be opened for young people to enable greater access to information regarding existing opportunities. It should also encourage youth activism in deciding priorities and methods of delivery, and determine which young people can be targeted. The National Youth Service should be reconfigured to incorporate the revised targets for youth in the Community Work Programme, to highlight the contribution of programmes such as the community health workers programme in absorbing more young people, and to develop a national youth volunteer programme focused on engaging out-of-school youth in volunteering.
- b) The Economic Development Department should engage with business to implement the accords effectively. This process should be informed by the lessons learnt implementing the Youth Employment Accord. Business should be required to create jobs for young people. The Youth Employment Accord outlines employment targets for the green economy, infrastructure and construction. Business process services should be monitored and presented to Cabinet. The departments of Trade and Industry, Economic Development, Public Works, Cooperative Governance and Traditional Affairs, and Energy and the National Treasury should develop measures to realise the youth employment targets and determine how the private sector and state-owned companies should be mobilised to complement government interventions.
- c) While this will have an effect in the medium to long term, sectors with the highest potential to absorb young people must be identified within the overall New Growth Path's programme of jobs drivers, the Industrial Policy Action Plan and the Agriculture Policy Action Plan. Measures to support industries that create jobs and a monitoring and evaluation framework must be developed. Furthermore, economic departments should work with the energy and environmental departments to develop a strategy for youth participation in the green economy.
- d) A youth in information and communications technology (ICT) strategy must be developed by the economic departments led by the Department of Telecommunication and Postal Services. Barriers to entry to the information technology sector are low because it is a new sector that does not suffer from legacy problems. Nationally, according to the General Household Survey of 2013, only 5 percent of households do not have access to either landlines or mobile phones. This makes the ICT sector relatively accessible to young people. The Independent Communication Authority of South Africa should be lobbied to issue regulations that make specific public-benefit apps, websites and services that are accessible on mobile phones zero-rated by networks. Network operators could recoup these costs through their ICT code (social development obligations to the Universal Services and Access Fund).
- e) The Economic Development Department, working with the departments of Arts and Culture, Sports and Recreation, and Tourism, should develop strategies for youth participation in the creative industries, tourism and sports and recreation. These could be built on existing strategies such as the Mzansi Golden Economy.
- f) An impact study should be undertaken by the National Treasury, the NYDA and the Economic Development Department to examine the effectiveness of the employment tax incentive in stimulating job creation for first-time jobseekers. The scheme should then be refined and ramped up based on the outcome of the impact study.

- g) The skills that learners require to prepare for the world of work need to be identified. The departments of Education and Economic Development should engage with business on how to prepare youth for the workplace. Employers must also be consulted to understand their views and needs.
- h) Ex-offenders face the double challenge of general unemployment and criminal records as a consequence of their conviction. Inadequate support is given to them to enable their absorption into the labour market and this often leads to re-offending behaviour, thus undermining the rehabilitation efforts of the Department of Correctional Services. Ex-offenders need to be re-integrated into communities and enabled to participate fully in the economy and labour market. The soon-to-be revived Youth Development Forum – a structure bringing together social partners (business, organised labour and community structures) to enhance partnerships for driving the youth development agenda – should prioritise finding ways in which rehabilitated ex-offenders could be supported.

Provide work exposure for youth

Lack of work experience constrains young people from finding jobs. There are a variety of public- and private-sector initiatives to match jobseekers to available jobs, including the Department of Labour, the NYDA and Harambee. These interventions have been successful in recording jobseekers and opportunities, placing jobseekers and providing pre-employment services, and thus need to be expanded.

Anecdotal evidence suggests that employers, especially small firms, are reluctant to make an effort to train new job entrants. Small and medium enterprises do face several constraints, but with the right support and favourable economic conditions, they could contribute significantly to creating employment. The Department of Higher Education needs to develop a strategy to support these small firms to train and hire young people.

Pre-employment services minimise the transaction costs of hiring new workers for firms and prepare potential employees for the workplace. But in a depressed labour market these interventions tamper with the queue by placing beneficiaries ahead of the line. They also have a high proportion of jobseekers recorded on the database relative to placement and as such raise expectations that cannot be met. However, because of the huge challenges and exclusions from the economy, all efforts count.

Youth should have adequate exposure to work opportunities, on-the-job training, and internship and volunteer opportunities.

- a) The public service internship programme must be scaled up even beyond the commitments of the Youth Accord to create 60 000 internship opportunities or reach 5 percent of total employment. Government departments, provinces and municipalities should be required to link the internship programme to their human resource development strategies to create a talent pool from which to recruit when vacancies are available. Municipalities and state-owned companies or agencies should also develop internships and graduate programmes as part of their overall youth empowerment strategies.
- b) The Department of Labour, working with the Department of Higher Education and Training and the Economic Development Department, should review its employment services to assess impact and reach. Currently, a large number of people are registered on the system compared to the number of people who are actually placed, largely because a large proportion of jobseekers registered on the database have no matric qualification and/or inadequate skills, and are thus difficult to place in jobs.
- c) The Department of Labour, working with the Economic Development Department and the Department of Higher Education and Training, should spearhead a national job-fairs drive. It should also convene an indaba on work placement services to examine what works and ensure integration and coordination of public- and private-sector work placement services.
- d) Large companies should be engaged to set clear commitments in terms of opening the workplace for young people who require internships, apprenticeships and work-integrated learning opportunities. The Skills Education Training Authorities (SETAs) will also be engaged to determine how they can provide funding for this large-scale programme.

- e) A national campaign coordinated by the Department of Higher Education and Training should be initiated to place university students and graduates who need work experience in state-owned companies. The current target set in the National Skills Accord should be revised and post-school institutions should publicise their rate of placing their students.
- f) Career guidance and life-skills training should be reviewed to determine what does and does not work so as to produce better targeted and more effective career guidance and life skills training programmes. This process must be led by the departments of Higher Education and Training, Basic Education and Labour and the NYDA.
- g) One of the concerns raised by young people during the consultation process was the lack of exit strategies in many of the initiatives such as internships and public employment programmes. The NYDA and the relevant government departments should review the extent of this challenge and offer solutions to the “revolving door” syndrome whereby the youth jump from initiative to initiative or fall through the cracks once the opportunity lapses.
- h) The mining industry needs to do more to enable more equity participation of black people, support youth-owned businesses through procurement and enterprise development, explore beneficiation as a tool for creating future industrialists, and use the employment equity legislative requirements to develop and mentor youth to strategic positions within mining companies and to create the required skills for successful careers in the industry.

Develop and support existing youth enterprises and cooperatives

Many young people have started their own business or cooperative. However, the number of youth-owned and controlled businesses in South Africa is not well known due to poor reporting. For example, black ownership is not broken down by age or gender in the procurement or supply-chain processes.

Initiatives are being implemented to support youth-owned companies in terms of finance, business skills and market linkages across the public and private sector.

Supporting youth-owned businesses

The Industrial Development Corporation and the Small Enterprise Finance Agency have set aside R2.7 billion to finance youth-owned companies.

The Department of Trade and Industry and the Department of Small Business Development launched a Youth Enterprise Development Strategy to promote mass youth enterprise development by, for example, providing collateral grant funding to youth-owned companies. The NYDA has implemented programmes to support youth enterprises with finance, training and market linkages, while many government departments and municipalities implement enterprise development programmes in their own space. These various interventions are fragmented, poorly coordinated and are not properly linked to government strategies to, for example, reindustrialise South Africa, and support rural development and black economic empowerment. Substantial amounts of money are spent by different agencies on youth enterprise development; but the impact is unclear.

Programmes to support young entrepreneurs should focus on enterprise education and training; business development, mentoring and incubation; funding and finance, and access to markets and affordable, well-located premises to conduct business.

- a) The Department of Small Business Development and the Economic Development Department should conduct a comprehensive survey of existing youth enterprise support programmes in the public and private sector. An annual report should be developed to assess the type of programmes and their impact on promoting youth entrepreneurship, highlight the challenges faced by young entrepreneurs and profile success stories.
- b) A mass youth enterprise creation programme should be developed by the Department of Small Business Development in partnership with other departments and agencies. The programme should:
 - Connect youth enterprises to the funding opportunities provided by the state and private sector by accelerating the take-up rate of the funds established to support youth enterprises and cooperatives.
 - Adopt a sectoral approach to connect young entrepreneurs to opportunities in different sectors of the economy and various programmes, such as the infrastructure building programme and general public procurement. Special attention should be paid to youth in rural areas and sector-based incubators should be explored and developed.

- Catalyse market linkages to promote demand for products produced by young entrepreneurs. In this vein, a proposal on leveraging public and private procurement to support youth-owned businesses should be developed. The Department of Public Enterprises should coordinate efforts to open opportunities for enterprise development for young people in state-owned companies. The Department of Higher Education and Training should include business skills development in TVET colleges, university curriculums and training programmes offered by public agencies such as the Small Enterprise Development Agency. The private sector could tap into those modules.
- Hold national road shows to provide information to young people on opportunities available for enterprise development. The road shows should also connect government agencies and the private sector with young people. The youth desk in The Presidency should be responsible for holding these road shows, bringing government and nongovernment together.
- Review the process of registering cooperatives and youth enterprises to remove blockages and reduce red tape.

The NDP calls for the creation of an enabling environment for small businesses and entrepreneurs to thrive by instilling the spirit of entrepreneurship in schools, lowering the cost of doing business in the economy and reducing barriers to entry in various value chains. The alignment of all legislation, codes and charters that flow from the BBBEE Act (2003) will ensure that the state procurement lever is used more effectively to advance socio-economic targets in certain geographies and industries.

The NDP's recommendations for the implementation of BBBEE need to be expanded and further analysed to address the needs of young people.

The NDP also calls for the introduction of mandatory targets for socio-economic development and job creation for all tenders above R10 million. There should be a statutory body to regulate BBBEE verification, and the Department of Trade and Industry should be empowered to revoke the accreditation status of accredited verification agencies that deviate from officially defined processes of accreditation. The National Empowerment Fund must be adequately resourced and strengthened to execute its mandate. The fund should strengthen its support to small and medium-sized black enterprises, and expand the provision of finance and other support to new black industrialists and entrepreneurs. Besides providing financial support, it should also enable market access and remove administrative and regulatory burdens on small businesses. Transforming ownership of the economy is the core mandate of the National Empowerment Fund, which is enabled by the contributions that private entities make to the fund's Enterprise Development Fund. The state, led by the Department of Mineral Resources, should craft a model that enables South Africa to optimise returns from its natural resources. Rent collected from mining companies should be used to drive an accelerated development agenda that has skills development and sustainable job creation at its core (NDP, 2012).

Rural development and land reform for young people

Young people living in rural areas often struggle to participate in the economy due to a lack of access to or availability of land, and poor economic and social infrastructure. They are also confronted with dualism in the rural economy – food security at a national level is controlled by white-dominated, large-scale commercial farming, and subsistence farming is largely black-dominated and smaller scale. As a result, a traditional approach to rural development and improving farm incomes, by supporting forms of agro-processing, cannot be undertaken, because the country has a highly centralised, vertically integrated, agro-processing sector in relation to every key staple, and these value chains tend to exclude small/new/black producers. Rural development strategies also need to take into account the lack of homogeneity in rural areas throughout the country.

Interventions to promote and support youth participation in the agricultural sector should address issues such as access to land, implements and inputs, business skills, access to information, opportunities and markets.

- a) Young people should be enabled to participate in decision-making institutions of traditional authorities.
- b) The NYDA, working with the Department of Small and Medium Enterprises, needs to facilitate the creation of ecotourism facilities in rural areas owned by young people.
- c) The Department of Land Reform should help young people access land.

- d) The Department of Agriculture and the Department of Rural Development should focus on improving small-scale and commercial agriculture through expanding irrigated agriculture, providing extension officers and farming implements to young people, and helping them identify and grow products that are labour-intensive and have high potential and market linkages, such as table and dried grapes, pecan nuts and oilseeds. These young farmers must be linked to a programme for farmer-to-farmer skills transfer, agricultural extension and training by the state in partnership with the industry.
- e) Young people should participate in a programme led by provincial departments of land reform whereby district municipalities with commercial farming land identify 20 percent of the commercial agricultural land in the district to be used for commercial activities (land already in the market, land where the farmer is under severe financial pressure, land held by an absentee landlord willing to exit and land in a deceased estate). Government should buy this land at 50 percent of its commercial value; this is closer to its productive value. The shortfall will be made up by cash or in-kind contributions from the commercial farmers in the district who volunteer to participate. A stepped programme of financing should be created including the National Treasury, the Land Bank and established white farmers. New financial instruments will be designed, for instance, 40-year mortgages at preferential rates for new entrants into the markets, as well as land bonds that white farmers and others could invest in.
- f) Training young people in skills relevant to agriculture and the agricultural value chain will also help to attract young people to the sector and promote agriculture and agro-processing.

7.2. Education, skills and second chances

“The single most important investment any country can make is in its people. No country has successfully made the transition from developing to developed without an educated population” (NDP 2012). Education should allow young people to build capabilities and reach their potential. The NDP outlines South Africa’s education vision that by 2030 South Africans should have access to education and training of the highest quality possible, producing significantly improved learning outcomes. The performance of South African learners in international standardised tests should be comparable to the performance of learners from countries of a similar level of development. The education system should cater for different groups and produce highly skilled individuals. The graduates of South Africa’s universities and colleges should have the skills and knowledge to meet the present and future needs of the country. Innovation is critical to solving South Africa’s pressing challenges, introducing new products into the market and producing goods and services more efficiently. Research and development should be significantly expanded to support innovation and competitiveness. The education system will play a greater role in building an inclusive society, providing equal opportunities and nurturing all South Africans to realise their full potential, in particular those previously disadvantaged by apartheid policies, namely black people, women and people with disabilities. Targets set for this vision include a TVET sector covering about 25 percent of the age-relevant youth, implying an increase from about 300 000 currently to 1.25 million by 2030.

South Africa needs a skilled labour force to increase economic growth. These skills include engineers, health professionals in different occupational classes to deliver quality health care, researchers and innovators to play a critical role in creating new products and new ways of producing existing products cheaply and more efficiently, including the delivery of public services. Research institutions and the national science and innovation system must be coordinated and collaborative. To realise these objectives, the post-school education and training sector should improve equity in access and quality of outcomes.

Proposed interventions

Ensure school environment and curricula supports holistic youth development

Schools should meet minimum norms and standards and should improve retention rates and learner achievement by utilising inclusive, engaging, technology-based teaching methods and curricula that foster the development of values, skills, and self-esteem. The school system should produce people who are able to solve challenges.

- a) By 2020 learner retention rates should have increased to 90 percent. This will require improving the quality of teaching and ensuring that schools are adequately resourced, school infrastructure meets minimum standards and school premises are secure. The Department of Basic Education should have interventions in place to support struggling learners. Learners should also develop the ability and willingness to learn with the support of families, communities and a society that shows an active interest in education.
- b) The Department of Basic Education should audit teaching materials to ensure that they do not contain latent sexism or racism. All schools should be encouraged to have an anti-racism policy that supports even small freedoms such as allowing African children to wear natural Afros to school.
- c) All South African learners must learn an indigenous language. Government should develop the resources required to support indigenous-language learning. Sign language should be progressively introduced in all schools
- d) Schools should provide the resources and support necessary for learners with disabilities to participate in all elements of school life and learning
- e) Most learners should achieve above 50 percent in all learning areas, especially literacy and mathematics.
- f) Gaps in teachers' knowledge should be closed, and where necessary teachers should be retrained in modern, technology-based teaching methods
- g) Basic computer literacy should be included in the school curriculum.
- h) The departments of Social Development, Basic Education, and Arts and Culture, should, in partnership with civil society and faith-based organisations, design early intervention programmes that target children and the youth to foster a sense of rights and responsibilities, while nurturing self-respect. These programmes should be delivered through sustained after-school programmes that improve academic performance and combat substance abuse by keeping children occupied with constructive activities like education and personal development. Many after-school programmes can be given by young people who have left school, often on a voluntary basis. Activities offered could include tutoring, life skills and leadership programmes, career guidance and expos, and sports and recreation.
- i) Rapid changes to the curriculum at basic education level should be avoided. To support the current curriculum, practical subjects such as entrepreneurship, technical skills and handwork (art) need to be progressively introduced to help those who are not inclined to proceed to higher education institutions. Schools in rural areas should be able to use local farming land for practical or experiential learning in agriculture. Local farmers can mentor learners.
- j) Existing incentives to attract young people to the teaching profession should continue until at least 2020. Teachers' salaries should be competitive.

Support, guidance and second chances

Provide youth with career information and guidance, second chances to complete education, alternative pathways to attain training and skills, and the support necessary to transition to higher education.

- a) The Department of Basic Education, in partnership with private providers, should support learners who need a second chance to pass matric. Matric rewrite projects should be supported and publicised so that young people are aware that they can obtain qualifications through community colleges and adult education training centres. The Department of Higher Education and Training should provide young people who have left school with the opportunity to complete their education to enable them to compete in the open labour market.
- b) Government departments, and in particular the Department of Basic Education, must ensure that all learners have access to quality career information and adequate career guidance. Career exhibitions should provide information on training opportunities. Career guidance should start early so that young people are able to make correct subject choices linked to their chosen career. The Departments of Labour and Higher Education and Training should also provide career guidance and information on available training opportunities to young people who are not at school. Career guidance should include training in soft skills needed in the workplace.
- c) The Department of Higher Education should have a policy in place to ensure there is articulation between schools, adult education and training centres, community colleges, TVET colleges, universities and other providers of education and training. This will allow for different, non-traditional pathways for attaining training. The implementation of this policy

should be monitored and where it is not implemented remedial action should be taken. Articulation should also be between institutions, thus allowing learners to carry credits between institutions without having to repeat courses already passed.

- d) The number of TVET colleges should be expanded to increase the participation rate to 25 percent and the graduation rate 75 percent by 2030. Work should begin now. A campaign to alter the negative perceptions of TVET colleges must be undertaken by the Department of Higher Education as soon as possible. The department must also ensure that the quality of both the courses and lecturers is high in order to inspire confidence in the ability of graduates of TVET colleges. A relationship between colleges and business must be built to ensure an effective transition for students moving from a learning institution to the workplace. Every TVET college should be required to develop partnerships with the industries linked to each course they teach.
- e) All post-school institutions should be inclusive, making sure learners with disabilities are catered for. TVET colleges in particular should be made accessible to people with disabilities. Reading material in post-school institutions should cater for visually impaired students, including library material. The Department of Basic Education should accelerate implementation of the White Paper on Special Needs Education to ensure equal and sustained access to education for youth with disabilities.
- f) The role of state-owned enterprises in training artisans and technical professionals must be expanded. The Skills Accord should be implemented, ensuring that the private sector provides training in the workplace. Implementation of this accord should be monitored and enforced to ensure industry benefits from having the skills it needs to grow its productivity.
- g) The Department of Higher Education and Training needs to urgently implement the community colleges strategy designed to cater for youth who did not complete their schooling or who never attended school and thus do not qualify to study at TVET colleges or universities (White Paper for Post-school Education and Training). Functioning community colleges will offer tailor-made qualifications to meet the needs of the youth, for example, the National Senior Certificate for Adults, and occupational programmes offered through SETAs will make it possible to enter formalised training. Community colleges will link with programmes such as the Expanded Public Works Programme and the Community Work Programme to provide experience.
- h) Government should progressively introduce free education for poor learners until undergraduate level and increase the funding options available to support students at post-secondary level who are academically successful, but who are unable to complete their study programmes due to financial hardships. The Department of Higher Education must provide full funding assistance covering tuition, books, accommodation and living allowance to students from poor families at TVET colleges and universities. The National Student Financial Aid Scheme criteria for qualifying for funds should be strengthened to ensure only deserving students are funded. The financial aid scheme should ensure reasonable accommodation for deserving students living with disabilities. To continue increasing funds available, a more efficient model to recoup National Student Financial Aid Scheme funding from the employed using existing institutions such as the South African Revenue Service must be explored. Government should also explore how to use levy-collecting institutions to support free education up to graduate level for deserving students.
- i) Information on funding opportunities should be available to students across all institutions. This should include formerly disadvantaged institutions and students from rural areas. Funding for students should cover the entire period of study of the qualification on condition of successful completion of an academic year. To be successful, the National Student Financial Aid Scheme needs to overcome administrative delays, be effective as a funder and ensure that students also have access to psycho-social support.
- j) The Department of Higher Education and Training must ensure that all higher education institutions introduce foundation programmes for learners in transition from the basic to higher education learning environment. These foundation courses should include soft skills development to help students cope with university demands. Every qualification at university should be coupled with an experiential component to ensure graduates have experience when they qualify. This will require universities to partner with the private sector, ensuring they produce skills the private sector needs. All government departments including municipalities should have internship programmes, which should be monitored in terms of numbers and quality.
- k) Government research grants should be used to uplift historically disadvantaged institutions to address past imbalances.

- l) Research and development should be expanded to contribute towards building an inclusive society and providing equal opportunities for young people. Funding of tertiary education as a percentage of the gross domestic product should be increased to be on par with the African average percentage. The African average percentage is 1 percent.
- m) The education and economic departments should engage with business on how to prepare youth for the workplace. Employers should also be consulted to understand their views and needs.

7.3. Health care and combating substance abuse

To ensure universal access to quality health care, government will establish a publicly funded and administered National Health Insurance (NHI) fund to drive the roll-out of the NHI programme. The country's NHI funding model will give effect to the three key principles of the NHI: universal provision of quality health care, social solidarity through cross-subsidisation, and equity. For this to happen, government will pass the NHI Act in the next five years, finalise the funding model for the NHI fund (including budget reallocation for the district primary health care and personal health services) and create the fund by 2016/17. Quality of provision will be ensured through 100 percent compliance with the National Core Standards, which aim to ensure that the facilities are clean, safe and secure and that patients are respected and their rights upheld.

Proposed interventions

Support healthy lifestyles

The general health of youth should be supported to combat disease and encourage healthy lifestyles.

- a) Physical education should be compulsory in every school, university and prison to combat lifestyle diseases such as diabetes and hypertension. Furthermore, communities should have recreational facilities, including gyms and sporting facilities. This will be the responsibility of the Department of Education and municipalities respectively. Green spaces and sporting and recreation facilities should be prioritised in integrated development plans.
- b) The number of social workers needs to be increased. For example, the Department of Social Development provides a scholarship for people studying to become social workers.
- c) The Department of Sport and Recreation, together with the Department of Cooperative Governance and Traditional Affairs, should provide a plan on how sport and recreation facilities will be established maintained and protected from vandals.
- d) The Department of Basic Education, together with parents, should promote interpersonal and coping skills through better implementation of the National Life-Skills programme, as part of the school curriculum.
- e) The Department of Social Development should implement the White Paper on Families (2013) to strengthen families.

7.3.2 Promote sexual and reproductive health and rights

The sexual and reproductive health and rights of youth should be supported by both schools and the family to enable youth to have access to necessary information, to seek health care when necessary, and to practice positive behaviours.

- a) Values void of gender stereotyping and prejudices should be instilled in young people to foster a sense of inner-belief, self-respect and mutual respect, along with a deepened understanding people's sexuality. People need to be taught to be assertive when making decisions about sexual and reproductive health and rights, and to report violations of these rights. This is a core responsibility of schools and families.
- b) Access to services and information related to sexual and reproductive health and rights needs to be expanded. People should be able to make their own decisions about their health care guided by non-judgmental and empathetic health, social and community workers.
- c) Barriers (self-imposed and contextual) should be broken down to allow people to seek health care, including through innovative campaigns to get youth to test for HIV and take an interest in personal health.

- d) People need to be protected from sexual and gender-based violence, sexually transmitted infections, substance abuse and unplanned pregnancies. Illegal cultural practices that abuse human rights need to be better policed and social determinants of health should be addressed; interventions that provide information and challenge taboos, myths, misperceptions, stereotyping and discrimination related to sexuality should be implemented.
- e) The skills and capacity of families and communities should be built so they can talk to adolescents about sexual and reproductive health freely and confidently using their home language.

Combating substance abuse among youth

To deal with the challenge of substance abuse and related illnesses affecting South Africans, including the youth, information on the effects of substance abuse should be made available, and appropriate government departments should implement effective substance abuse prevention programmes.

- a) The Departments of Cooperative Governance and Traditional Affairs; Sport and Recreation and Public Works should develop recreational facilities and diversion programmes that prevent people from becoming substance abusers.
- b) The South African Police Service should prioritise reducing the availability of illegal drugs. Alcohol should not be sold in proximity to schools and other facilities frequented by young people. Young people should monitor supplier trends and expose corruption in partnership with local police stations.
- c) Information on the adverse effects of substance use and risks of addiction should accompany alcohol adverts on television.
- d) The Department of Health should develop and implement protocols and practices for integrated diagnosis and treatment of substance dependence and co-occurring disorders.
- e) Laws and policies to facilitate effective governance of alcohol and drug supply chain need to be harmonised and enforced.
- f) Municipality by-laws dealing with restricting access to alcohol should be strictly enforced.
- g) Jobs relating to combating substance abuse should be created.

The departments of Health and Social Development, coordinated by the youth desk, should lead the implementation of this section of the youth policy.

7.4. Nation-building and social cohesion

The NDP predicts that in 2030 South Africans will live in a more cohesive society that cuts across the divisions of race, gender, space and class, and is more accepting of peoples' multiple identities. Nation-building and social cohesion create unity of purpose, which is needed to overcome the obstacles preventing prosperity and equity. Young people must take the lead in realising the constitutional dream of a united, non-sexist, non-racial, democratic, prosperous and equal society.

Proposed interventions

Foster constitutional values

The Constitution is the starting point for building unity. Values contained therein include dignity, non-sexism, non-racialism and the rule of law. These values provide the basis for a new South African identity, in which South Africa can overcome its history and build a society based on equality, freedom and dignity.

National symbols such as the flag, coat of arms and national flower help provide a common identity and as such should be known by young people. "National symbols often do not only represent the general concept of nation; but also condense the knowledge, values, history and memories associated with one's nation" (Butz 2007). Former President Mbeki summarised the role and meaning of South Africa's coat of arms at its launch in 2000. "It is both South African and African...It serves to evoke our distant past, our living present and our future as it unfolds before us...By inscribing these words on our Coat of Arms – !ke e: //xarra //ke [diverse people unite] – we make a commitment to value life, to respect all languages and cultures and to oppose racism, sexism, chauvinism and genocide".

Youth should be exposed to positive constitutional values that promote a South African identity based on unity, freedom and equality.

- a) All young people should familiarise themselves with the Constitution and live the values contained in it. Together with the Constitution, young people should live the Bill of Responsibilities, which outlines the responsibilities that come with the rights outlined in the Constitution. The Bill of Responsibilities urges young people to “accept the call to responsibility that comes with the many rights and freedoms that they have been privileged to inherit from the sacrifice and suffering of those who came before”.
- b) Student representative councils should push for transformation in schools and institutions of higher learning and ensure that their institutions develop and implement strategies to build a non-racial and inclusive culture, ethos and curriculum.
- c) Young people should learn and internalise the preamble to the Constitution, as it embodies what it means to be South African. The proposal of the NDP that the preamble to the Constitution be recited at all school gatherings, followed by the singing of the national anthem should be put forward by young people.
- d) Young people working in the media should lobby for the media to promote the non-racial, non-sexist and democratic values of the Constitution.
- e) The Department of Arts and Culture should continue to make national symbols readily available in schools and institutions of learning. National symbols should also be prominently displayed in government buildings. The private sector should consider displaying the symbols in their reception areas.

Confront discrimination and systemic racism and contribute to nation-building, dialogue and healing

Racial prejudice, a breakdown in values, inequality of opportunity and massive poverty, as well as competition for scarce resources help to fuel racism and xenophobia. Discrimination on the grounds of sexuality and homophobic violence is also a major problem.

South Africa needs to confront systemic racism within society.

- a) Campaigns focusing on raising awareness and changing attitudes and behaviour in relation to racist and xenophobic tendencies should be implemented. Social media provides an excellent opportunity to reach many young people and to sustain the campaign. This social media campaign should be led by the NYDA, supported by the Department of Justice, the Department of Arts and Culture, NGOs and community-based organisations. Other media such as radio, television and film can also be used to showcase what it means to be a South African living the values enshrined in the Constitution.
- b) Young people should educate each other by producing stories that facilitate healing, nation-building and dialogue. The media and the public broadcaster must give these productions airtime. In addition, commercial distribution networks must be incentivised to distribute and/or host art produced by young people that contributes to nation-building, dialogue and healing. The arts could be promoted by government (Department of Arts and Culture and the Department of Trade and Industry) and business by:
 - Providing financial and ICT support to young artists to enable them to create work that expresses nation-building and creates platforms for debates.
 - Creating incentives for commercial distribution networks to distribute art and host artistic events.
 - Developing and implementing practical interventions to support the arts and culture curriculum in schools.

Fostering leadership and active citizenry

Youth leadership development needs to be actively supported. All members of society should be responsible for creating an environment that is conducive to the development of the next generation of leaders.

To lay the foundation for a young generation able to make the right choices, all citizens need to practice strong leadership.

- a) All South Africans should practice leadership qualities, including:
- The ability to lead by example and to follow rules that apply to everyone.
 - Honesty, integrity and trustworthiness.
 - The ability to agitate for transformation.
 - The capacity to innovate, manage change and build enough support to drive an essential and not necessarily popular agenda.
 - The ability to listen, especially to those with a different opinion, perspective or priorities.
 - The ability to create conditions that allow everyone to communicate in open dialogue. This requires tolerance, patience and openness to giving and receiving criticism.
 - The ability to promote meaningful inclusion by helping to overcome barriers associated with class, ethnicity, gender, disability and other factors of exclusion.
 - The drive to empower the otherwise powerless by building bridges to other sectors of society, including business, civil society and faith-based organisations (NDP, 2012).
- b) All South Africans, and the media in particular, should create opportunities for young people to do more than hear stories of great leadership or participate in skills development activities. Our nation should create contexts and relationships that allow young people to help form an equal society. Campaigns to encourage young people to belong to charitable organisations and actively participate in acts of solidarity should be held.

Government, business and non-profit organisations should help young people play authentic and meaningful leadership roles and remove barriers that prevent youth from having leadership roles.

Better implementation of the National Youth Service

The NYDA should ensure that the National Youth Service is implemented across race and class.

The National Youth Service aims to reconstruct South African society by developing the abilities of young people through service and learning. The National Youth Service builds character and enables young people to give back to society. In addition, it addresses past racial segregation by enabling young people to share common space such that they recognise in each other common humanity.

Broadening sports and recreation

Sport teaches discipline, is an integral component of a healthy lifestyle and enables South Africans to share common space. The NDP vision for sports in 2030 is that:

- Participation in each sporting code begins to approximate the demographics of the country.
- South Africa's sporting results are of a middle-income country with a population of about 50 million and with historical excellence in a number of sporting codes.

For the vision to be realised, school sports should be compulsory and adequately resourced.

- a) Government should ensure that there are adequate, well-maintained sports facilities for the majority of the population.
- b) The youth should organise themselves into community clubs so that they can continue to play sports. This will make it easier for sport federations and government to help with equipment where necessary.

Responsibility of young people

Young people are capable citizens who will not only demand services and resources from government and society but shall contribute to the transformation of the country and communities in which they live through always striving to better themselves and achieving their potential; working hard and honestly; performing acts of kindness; love of family and commitment to community peace and safety: If at school they must study and learn; if at work they must be professional and go the extra mile. Young people commit to taking advantage of the chances for youth development unveiled by government and its social partners.

Young people shall contribute to the building of the social fabric and fostering moral consciousness and responsibility by:

- Taking the initiative to develop themselves and those around them.
- Showing love, respect and care to themselves and others in particular the elderly, orphans, people with disabilities and other vulnerable groups such as women and children.
- Saying no to racism, sexism, xenophobia and other related intolerances
- Participating in the social compact initiatives of government and civil society that promote voluntarism, African values, traditions and heritage;
- Promoting values of tribal, racial and religious tolerance in their use of social networks and in the communities they live, play and work
- Protecting, maintaining and preserving environmental resources, public properties, symbols, signs and institutions
- Participating in decision-making processes such as voting and assuming roles of leadership in community structures
- Promoting and defending democracy, its values and institutions
- Participating in forums dealing with HIV and AIDS and other illnesses affecting society,
- Acting as guardians of community peace by participating in efforts to curb violence and criminality in their communities
- Being role-models to other youth if in leadership positions within community and other structures such as learning institution.

7.5. Effective and responsive youth development institutions

South Africa's approach to youth development is two-pronged: it aims to mainstream youth development across various sectors and provide dedicated youth development platforms.

This will require a collaborative and coordinated effort from key role players in youth development. The following institutions are essential to the implementation of this policy.

The youth presidential working group will provide political support for the implementation of the NYP 2020 and its integrated youth development strategy. The presidential working group will promote and get buy-in for youth empowerment and development, identify appropriate partner organisations and involve them in the process of planning, implementing, monitoring and evaluating the youth development policy and strategy.

The Parliamentary Portfolio Committee on Public Service and Administration as well as the Department of Planning, Monitoring and Evaluation must continue to hold the executive, including the NYDA, accountable for youth empowerment.

The effective implementation of this policy depends on optimising intergovernmental relations between national, provincial and local government. All spheres of government need to work alongside the youth to involve them in planning and decision-making; build connections between the youth, national priorities and local communities; challenge stereotypes depicting youth as a "social problem"; channel the energy, leadership and fresh perspectives of the population into social, economic, cultural and environmental renewal; and promote young people as active citizens who are able to tackle social problems and act on opportunities.

Government departments at national, provincial and local levels established youth desks on the basis of these five goals. These youth desks provide youth development services. However, even with the creation of youth desks, many challenges remain. Some departments do not have these structures in place and where they do exist, many of them do not have competent and/or adequate personnel. These challenges negatively affect the quality of service delivery and contribute to people's dissatisfaction with the services provided to the youth, evidenced by poor mainstreaming of youth development services.

To address these challenges, youth desks at national, provincial and local levels must be established where they do not exist. Adequate and capable personnel who meet minimum competency requirements for doing youth work should run these youth desks. In addition, personnel will be expected to continually improve their skills and ways in which they work with young people. The youth desks should be allocated sufficient funds to design and implement youth interventions in line with the provision of the NDP of building a capable developmental state and the government's priority of professionalising the public service.

To ensure better coordination and seamless integration, the youth desk in The Presidency will continue to be the custodian of the Youth Policy. At provincial level, this concurrent function will be performed by the youth desks in the offices of the premiers. These structures will ensure the implementation of the policy and the integrated development strategy, which will be founded on best practice. They will also ensure that the Youth Policy is integrated with government's implementation programme as articulated in the Medium Term Strategic Framework. This will ensure better monitoring and measurement of progress or lack thereof.

The NYDA was established through the National Youth Development Agency Act (2008). In terms of this act, the agency is mandated to initiate, design, coordinate, evaluate and monitor all programmes aimed at integrating the youth into the economy and society in general; promote a uniform approach by all organs of state, the private sector and non-governmental organisations to matters relating to or involving youth development; establish annual national priority programmes in respect of youth development; endeavour to promote the interest generally of the youth, particularly young people with disabilities; guide efforts and facilitate economic participation and empowerment; and facilitate the achievement of excellence in education and training.

The NYDA's mandate is broad and difficult to implement, particularly given the resource constraints. Therefore, this policy advocates that youth development should be the responsibility of the agency and the identified stakeholders, whose roles need to be clearly specified. The NYDA Act needs to be amended to determine the feasible role of the agency. The youth desk in The Presidency should champion the amendment process.

Nongovernmental and citizen-based organisations operate independently of government and deliver direct and indirect youth development services. They operate internationally, nationally and locally and may be youth-led and/or youth serving. This policy acknowledges that many of these organisations play a critical role in providing youth development services.

The youth affairs divisions of multilateral organisations also play an important role, including the African Union, the Commonwealth and the Southern African Development Community, which approved that every member state should have a national youth council made up of youth organisations and young people to serve as a representative body. The SAYC – an umbrella organisation that represents the interests and aspirations of young people – was established in South Africa in 1997 for that purpose. The SAYC has a wide range of member organisations and performs an important role unifying different views into a common youth development agenda. One of its focus areas is ensuring that youth organisations participate in broader social issues.

Of relevance to this policy is that even though the SAYC's role of being a "voice for the youth" is acknowledged, this organisation is not formally recognised and continues to face challenges, including lack of financial and human resources. These problems are pressing because they most directly affect the mobilisation of the youth sector. It is therefore imperative to have the

SAYC formally recognised as an apex body for young people in South Africa. Its human and financial resources must also be strengthened to enable it to discharge effectively on its mandate. The SAYC will in turn be expected to strengthen the capacity of its member organisations.

The commitment of the private sector to youth development remains crucial, especially because youth employment is a key challenge for the sector. The private sector should prioritise the economic inclusion of youth by, for example, ensuring responsiveness of BBBEE codes to youth.

Joint planning and service provision with the private sector is also important. The youth desk in The Presidency should revive the functioning of a youth development forum – a coordinating structure for youth development made up of private sector, public sector and civil society stakeholders.

8. CONCLUSION

The NYP 2020 aims to have youth development programmes in place that respond to the challenges faced by the youth of South Africa and enable young people to have agency and take charge of their future.

Informed by the previous youth policy and research on the state of young people, the following areas were prioritised: economic participation; education, skills, and making the correct behavioural changes; and instilling a sense of solidarity and love of self and country in the youth.

To enhance economic participation, the NYP 2020's suggested measures include industrial policy interventions to improve labour absorption in the economy; work exposure measures to provide young people with opportunities to gain on-the-job experience; linking young jobseekers to employers; interventions to support entrepreneurship; facilitating access to opportunities, business training and markets for youth-owned companies and cooperatives; and improved public employment schemes. Inequality of opportunity will be reduced through the implementation of redress measures such as BBBEE and land reform, as well as through the radical economic transformation agenda driven by government.

The suggested interventions for improving access and quality of education and skills development include improving the quality of basic education through teacher training and introducing after-school care programmes, strengthening the curriculum and gradually introducing free basic education for poor learners until undergraduate level. Special attention will be given to providing unskilled and uneducated youth with second-chance opportunities.

Suggested health interventions include encouraging behavioural changes so that young people develop a good self-image, developing the skills needed to be assertive in making decisions about sexual and reproductive health and using laws, policies and recreational facilities to deal with the challenge of substance abuse and related illnesses, particularly among the youth.

The NYP 2020 calls for the fostering of leadership, active citizenry and the living of values outlined in the Constitution to address social cohesion and active citizenry.

The youth development machinery will also be optimised to effectively implement and monitor the policy and strategy.

To ensure this policy is executed, an implementation strategy will be developed with clear targets that will be negotiated with the different stakeholders. An implementation evaluation will be conducted two years after the strategy is promulgated. It will be followed by an impact evaluation in 2019 in preparation for its review. The implementation evaluation will show whether the policy is being implemented as planned and where improvements are needed. To ensure a good evaluation study is conducted in 2019, the NYDA will work with the Department of Planning, Monitoring and Evaluation to ensure data requirements are mapped and their collection is set immediately after the gazetting of this policy. Frequent progress reports

on the implementation of the policy will be presented to Cabinet, including reports required by the multilateral organisations of which South Africa is a signatory to ensure departments and the private sector implement this policy.

Implementing these interventions in the next five years will bring us closer to a South Africa in which young people and organisations achieve their full potential in the social, economic and political spheres of life, and recognise and develop their responsibilities to build a better life for all.

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ACRONYMS

AIDS	Acquired immune deficiency syndrome
BBBEE	Broad-based black economic empowerment
FET	Further education and training
HIV	Human immunodeficiency virus
ICT	Information and communications technology
ILO	International Labour Organisation
NDP	National Development Plan
NEF	National Empowerment Fund
NGO	Nongovernmental organisation
NHI	National Health Insurance
NYDA	National Youth Development Agency
NYP	National Youth Policy
SAYC	South African Youth Council
TVET	Technical vocational education and training

LEGISLATION AND POLICY FRAMEWORKS

African Youth Charter, 2006
Broad-Based Black Economic Empowerment Act, 2003
Children's Act, 2005
Commonwealth Youth Charter, 2005
Constitution of the Republic of South Africa, 1996
Correctional Services Amendment Act, 1994
Correctional Services Second Amendment Act, 1996
Draft National Disability Policy Framework, 2008
Industrial Policy Action Plan
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