**Western Cape Government**

Social Development

BETTER TOGETHER.

# A Draft Youth Development Strategy for the Western Cape Department of Social Development
# Youth of the Western Cape Meeting the challenges of the 21st Century

**September 2013**

## CONTENT LIST

**ANNEXURES**

This document introduces in draft form a Youth Development Strategy (hereafter referred to as 'The Strategy') for the Department of Social Development, Western Cape.

*MEC Albert Fritz*

It was compiled by the office of the MEC for Social Development, Mr Albert Fritz and articulates a strategic vision for how the Ministry and Department of Social Development can, together with other role-players-including the youth of the province themselves-contribute towards the creation of an enabling environment in which the young people of the Province can thrive.

*'Helping young people to develop socially, cognitively, and physically is probably the most valuable investment that governments can make to drive social inclusion and reduce poverty' –*

*MEC Albert Fritz, DSD, Foreword to Annual Performance Plan, 2012-2013.*

The commitment of Social Development MEC Albert Fritz to the wellbeing of the young people of the province is well-known and a matter of public record. The draft strategy is therefore a translation into action of this passion and commitment - the long term and strategic importance of which he succinctly articulates in the quote above.

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MEC ALBERT FRITZ                                    DATE
SOCIAL DEVELOPMENT

## 1. INTRODUCTION

What is the role of government in youth development?  If, as we argue in this document, youth development is a 'natural' process that unfolds in most young people with very little active intervention, influence or input by government, why is it then necessary for a government department like DSD to have a 'youth development' strategy? Does this not make our argument redundant and contradictory? Should government then not simply back off and allow this 'natural' process to unfold on its own volition?

As we make clear later in this document, the notion of youth development as a natural process is not in any way an argument against the role of the state in youth development. In fact it's an argument for a more reflective, well managed and outcomes driven role by government. The role of government must be more than simply the dispensing of funding and the management and tracking of bureaucratic and technical reporting requirements that goes with this. The role of government in youth development, as in all other areas of service delivery that involves human development processes, is to ensure that the funding it dispenses meets its developmental objectives and outcomes. A youth development strategy is therefore a critical tool in this regard because it sets out what the government expects to achieve with the

**A youth development strategy is not the same as a youth development policy although the two are often confused, conflated and collapsed into the same thing.**

A policy is a broad and general guide to thinking and action for those responsible for making decisions while a strategy is a planning tool that spells out how the organisation's vision, goals, plans and objectives are achieved in a rational, planned, coherent, coordinated and well-managed way. While it is useful for a policy and strategy to exist together, the development of a strategy is not contingent on the existence of a policy- a strategy can quite happily exist without an overall policy. However, a strategy will often identify key policy issues that will require addressing in its implementation and is therefore also an encouragement for the development of such policy if it is so required.

In chief, a strategy is required to answer the following questions:

- Where we are now?(Context, internal and external environments)

- Where we want to get to?(Vision, Goals, Objectives, Outcomes- the destination)

- How we will get there; (conceptual framework, strategies, implementation plans, timeframes, outcomes,  indicators, the 'road map'), and,

- How will we know when we have got there?(Evaluation outcomes, measuring tools, the signboards of success)

## 2. WHY DOES DSD NEED A YOUTH DEVELOPMENT STRATEGY

### 2.1 Bringing departmental predictability and certainty

The DSD and the Provincial Government as a whole does not have an overall youth development strategy or policy. A strategy is necessary to guide and inform DSD youth development priorities – in a situation where it currently occupies a somewhat unclear departmental mandate because of this lacuna. The strategy will therefore bring a strong measure of institutional and programmatic predictability and certainty in a context where the opposite currently obtains. While a strategy and policy are different things- the strategy will also, in the absence of an overall Provincial Government youth development policy, make certain proposals that will hopefully inform the future development of such a policy.

This is a strategy document to guide and direct all youth development related processes and programming in DSD. It therefore covers all DSD youth development and youth – targeted programming and is not applicable to the entire Provincial Government Youth or its individual entities and departments. However, as the Youth Development Provincial Lead Department, we would hope that the ideas contained herein and in the final strategy document (Once approved by Cabinet) would form the basis for a broader Provincial Government discussion and exchange around youth development perspectives and priorities for the entire Province.

As the Provincial Government department most closely associated with dealing with the social context of development and the social wellbeing of the people of the Province, the DSD has a commitment and mandate to develop and implement policies, strategies and programmes that speak to the needs of a major section of that population- in this case the young people of the     Province. This strategy is therefore a therefore a critical planning tool that aims to spell out in some detail how this will happen.

The DSD Annual Performance Plan (APP) describes its mission as that of  ensuring 'the provision of a comprehensive network of social development services that enables and empowers the poor, the vulnerable and those with special needs' (DSD; APP: 2012-2013).

### 2.2 Facilitating integration, cooperation and rational use of scarce resources

The absence of a departmental youth strategy does not mean that 'nothing is happening' around youth development. A cursory survey across the various programmes and sub-programmes of the DSD and in the districts show there is much going on that carries a 'youth' tag.  However, many of these activities do not necessarily have an explicit 'youth development' focus and they do not fall under the management or influence of the youth development programme. An important rationale for the strategy

therefore is the identification of mechanisms that promote much closer levels of synergy, cooperation and coordination between all youth-related programming in the department, and at a transversal level.

There are a number of issues to be dealt with in this regard. At a departmental level, there is a need for clarity around the most appropriate institution allocation of youth development. At the moment youth development is located within the Community Development Directorate. Also, a PSO 8 Youth Work Group has been established via the DOTP and is aimed at developing and implementing a transversal youth development agenda across the Provincial Government. This strategy is therefore an important input into this process. As part its responsibilities of spearheading the implementation of PSO 8 objectives, DSD also heads up the PSO 8 Youth Work Group.

The department also funds many NGOs and NPOs that deliver 'youth development' focussed programmes and projects that speak to the statutory obligations of the department towards youth and children. Some of these statutory programmes are located and delivered within institutions that are managed by DSD, while others are managed and run by private delivery agencies. The strategy needs to create links between itself and the various DSD funded youth care facilities and other statutory youth programmes. There are also many DSD funded organisations delivering community-based youth development programming across a very wide range of foci. These programmes target young people that are not part of the statutory programmes and cover a wide range of programmatic focus areas. The DSD funds registered NPOs/NGOs that have passed due diligence tests to deliver youth development programmes according terms of reference and requirements usually determined by the department. These organisations are paid in accordance with contractual arrangements and deliverables set out in Transfer Payment Agreements (TPAs).

## 2.3 A unifying conceptual framework for delivery of youth development programming

An important challenge for the strategy in this regard is the elaboration of a clearly delineated conceptual framework that guides the identification, conceptualisation, design, delivery, impact evaluation and sustainability of all DSD- funded youth development programming- across statutory and non-statutory delivery contexts. As we explain in greater detail later in this document, there is a need for mechanisms to ensure that there is far greater focus on outcomes, rather than the current situation where there is far too much emphasis on the delivery of outputs. There is an unhealthy situation obtaining currently where programme outputs and outcomes are conflated and collapsed into each other- resulting in outputs being portrayed as outcomes. The movement towards an outcomes based approach to programming is very clearly articulated in the DSD APP and Annual Report as a DSD priority and the strategy fully endorses this emphasis.

## 2.4 Making a compelling business case for investing in youth

A youth strategy is also required to enable the MEC and the current youth programme to make a 'strong and compelling' business case for the prioritisation of youth development in the face of a number of competing and no doubt equally compelling claims to priority by other programmes. The use of the term 'investment' by MEC Fritz in the above quote is not a narrow reference to the amount of funding allocated to youth development but more importantly alludes to the importance the MEC attaches to youth development in relation to the long –term future of the Province. There are numerous research reports available on the Internet that provides strong evidence why investing in young people makes long –term economic sense. In other words, the DSD and the Provincial government more broadly needs to 'invest' in our young people because their wellbeing is central to ensuring the long –term development of the Province, and the country as a whole.  This requires that youth development is 'mainstreamed' as a priority DSD and PGWC programme.

Because we believe that youth development should indeed be a priority programme of DSD, we are cognisant of the need to argue its merits on the basis of a convincing business case. If we expect DSD to ramp up investment in youth development by increasing funding and by mainstreaming it departmentally, we need to justify this in terms of the returns on the investment. This means that youth development must provide the bang for the buck. At the moment there is simply very little systemic motivation for ramping up investment in youth because it has been unable to demonstrate that its hard-earned tax payer's money well spent. The strategy must put in place a turn-around strategy to correct this. A strong business case for increased youth investment must address the imperatives of: Outcomes- what are the 'developmental outcomes' we want to achieve- in the short, medium and long term?; Economics- what is the economic case for prioritising youth development- as it is, the Provincial government already invests a considerable sum of money in youth development- if we factor in expenditure in terms of education, health, job creation and economic development and sport the government spend comes to billions per annum. But all of this money is spent on young people by the state in terms of its normal statutory and legislative powers, delegations and obligations. While conventional thinking would not include such expenditure as funding of 'youth development' per se, in terms of our framework for youth development it is. However, for our purposes we are referring to processes that run parallel to the normal socialising institutions and happen during the off–time of young people – after school, over weekends, during school holidays and at night. It is this component of the youth development process that needs a strong motivating business case.

An equally important part of the business case must be to situate youth development in terms of the attainment of the overall Provincial Objectives, particularly PSO8, and other related Provincial development objectives, and more critically even, in terms of the DSD strategic objectives and mandate. It is also needed to concretise the exhortations of MEC Fritz for things to be done differently in order that we maximise impact within the context of limited resources and the massive need and demand for the services and programmes

of the Department. Finally, the business case must also include a clear vision, goal, objective (s) and outcomes for youth development in the department. We believe that we have done this in this strategy document.

## 2.5 Meeting the challenge of the youth bulge

The second set of reasons regarding the importance of a youth strategy is related to the need for it to provide strategic guidance to a challenge that looms as the proverbial 'elephant in the room- that of the fact that young people between 0-34 years make up 3,6m of a total Provincial population of 5,8m people.

If DSD is to make any impact on addressing the twin challenges of PSO 8- related challenges of reducing poverty and promoting social inclusion, the youth development strategy needs to demonstrate how what it proposes will contribute towards this effort. We believe that a case based on the demographic numbers alone makes a business case all on its own. We live in a province, country and continent where young people below 20 years make up the majority of the population and the median age of our youth is getting younger. As we move further into the second decade of the 21$^{st}$ century, the youth and the challenges they face are effectively being 'mainstreamed' by sheer dint of numbers. The global 15-24 age cohort stands at 1.2 billion and is calculated to rise to 1, 5 billion by 2035! While the Western Cape only shares 1,1m of this global total, the proportionate share of this in relation to the provincial total of 5,8 m people tells us that a more concerted and imaginative strategy is needed to address the challenge of this 'youth bulge'.

This means that a youth development strategy must clearly demonstrate how it speaks to this long –term developmental challenge- it can either contribute towards translating this youth bulge into a positive 'demographic dividend' or becomes an accomplice in it becoming a negative demographic dividend with the consequent implications of the ever-increasing drain on scarce developmental resources.

## 2.6 Focus on outcomes

However, while a youth strategy can be as comprehensive as possible, it cannot be everything to everybody. This means it has to conceive itself in broader terms than narrowly defined departmental and programmatic parameters. The SDS is not the only department in PGWC that targets youth, in the same way that the Youth Programme in DSD is not the only programme that has youth as its clients. There is also a huge world of 'youth development' out there, represented in a multiplicity of initiatives, projects, programmes, processes and ideas, all aimed at 'developing the youth'. A strategy must demonstrate how it 'connects the dots' creatively, thereby facilitating processes that ensures youth development begins to make an impact at scale.

A youth strategy, no matter how ideational and idealistic will inevitably have to contend with the 'real world' of limited budgets and resource constraints. Thus while we must always aim to make an impact at scale- to reach as many young people as possible- this takes place within the context of very real budgetary and other resource limitations. Realistically speaking, there is no objective possibility of youth programming ever reaching

all young people in the Province. It is therefore critical that we ensure that the young people we do reach have access to programming of the highest quality. This also means the quality of programmes and programme outcomes must improve drastically. A key challenge of the new way of doing things and of making a business case for 'mainstreaming' youth development in DSD and transversally must entail ensuring that the quality of the outcomes match the extent of the investments made. The strategy will provide a detailed and uniform set of standards which will apply to all DSD funded youth development programming and which will set the  measures and evaluation standards that will guide the development of quality outcomes-based, cost effective and impactful programming.

While the DSD, the PGWC and the Western Cape as a whole already has a wide range of services, resources and opportunities available to contribute to supporting young people, a key objective is to ensure that these resources are released and applied in a way that obtains the greatest results and generates the most optimal outcomes towards improving the life chances of all the young people of the Province.

## 3.  HOW DOES THE STRATEGY ALIGN WITH OTHER YOUTH DEVELOPMENT PLANS, POLICIES AND STRATEGIES?

The conceptual basis of the strategy draws from and gives concrete expression to the 'whole of society' approach that informs the strategic outlook of the provincial government. It also draws inspiration from the exhortation of the National Development Plan (NDP) that all government programmes and processes are conceived and implemented though a 'youth lens' ((NDP Report: 2012: 106).

The Provincial Governments Draft Strategic Plan describes the 'whole of society' approach as being premised on the establishment and strengthening of strategic partnerships through the mobilisation of the  ideas, energy and recourses of citizens, organised civil society, the private sector, parastatals and all three spheres of government.

Critically, such an approach means that 'youth development' is not what government does on its own but that it needs to become owned by the whole of society – especially by young people themselves- via partnerships that occur at all levels of society and involves a multiplicity of actors and participants. It also means that for government itself, there is a need to do things differently by it working across traditional boundaries (PGWC Strategic Plan; 2012).  We want to repeat this in another way- 'Youth Development' is not about what we as government, or others, do to or for young people, but rather about how we use our strategic location as government to ensure that young people get the necessary services, support and opportunities that will enable them to thrive.

We believe that notion of government applying a 'youth lens' to its policies and programmes strongly compliments the 'whole of society approach'. The strategic importance of this approach is underlined by what the statistics tell us. The contextual

section of this strategy documents shows that youth between 0-34 years make up 3,6m out of a total provincial population of 5,8m – meaning that government having to do what is does through a 'youth lens' is almost axiomatic. As we argue elsewhere in this document, the fact that young people make up the majority of the provincial population is in itself an argument for the for prioritisation of youth development as well as being a strong argument for the involvement of the broadest layers of society and stakeholders in this enterprise. In other words, working through a 'youth lens' and adopting a 'whole of society' approach is the only feasible way of ensuring that we reach the broadest layers of young people, wherever they are to be found.

It also implies the need for a long –term approach to youth development. By this we mean that a core outcome of 'youth development' is the ordered, productive and stable transition of young people into adulthood. This process doesn't happen overnight and it doesn't happen via isolated and disconnected interventions that go by the name of 'youth development'. It happens over many years and involves our young people getting the services, support and opportunities that enable them to better engage with their external and internal environments, thereby exponentially increasing the odds that they will become ordered, productive and stable adults.

This approach is also a critical factor in addressing the imperatives of the Provincial development outcomes as captured in PSO8 – that of reducing Poverty and promoting social inclusion. We therefore have located the strategy firmly within the DSD perspectives around PSO8 as contained within the document entitled 'Operational Framework for Strategic Directive: Provincial Strategic Objective 8: Promoting Social Inclusion and Reducing Poverty; DSD, November, 2011. This is an operational framework that aims 'To investigate and develop an appropriate transversal multi-functional programme plan to give effect to the Provincial Strategic Objective of Promoting social inclusion and reducing poverty in support of the Provincial Government goal of creating an open opportunity society for all in the Western Cape' (Purpose statement, Pg. 7). This framework document was approved by Cabinet in December 2011 and we therefore use it an important DSD and Provincial Government framework document regarding the transversal implementation of PSO8.

The Strategy also takes into account a raft of broader policy frameworks and laws that are either explicitly aimed at young people or that impact on young people in various ways: These include:

- The Constitution of the Republic of South Africa
- The UN Millennium Development Goals;
- National Youth Development Policy Framework and National Youth Policy
- White paper for Social Welfare
- Draft Western Cape Strategic Plan
- White Paper Population Policy for South Africa
- The amended Children's Act
- The Child Justice Act

- The Probation Services Act

Lastly, the Strategy also takes into account many other youth development plans, policies and strategies while focussing on the specifics of the youth of the Western Cape. The Strategy also resonates with much of the strategic outlook contained in the Draft Provincial Strategic Plan and the National Development Plan of the National Planning Commission (NPC).

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## SECTION B:  WALKING THE PATH TO EARLY ADULTHOOD

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# 4.  INTRODUCTORY REMARKS

The purpose of this part of the document is to unpack the social context within which the strategy will unfold.  We do this by 'imagining' the general life trajectories over the next decade or so of a group of young people from the Western Cape currently aged between 13-15 years.

In this section we imagine their lives over the next 10-12 years as they grow into early adulthood. We will sketch their general situational life contexts, make linkages between their different lived realities, unpack the key contextual factors that shape their worlds as they move into early adulthood, and identify the drivers that will inform the conceptual framework and programmatic priorities of the strategy.

## 4.1    Who are the youth of the Province?

According to the 2011 census, young people between 15- 24 constitute almost 1,1m of the total provincial population of 5,8m. That means that about 1 in every 5 people in this province are aged between 15- 24. If we factor in the 1,4m young people aged between 0-14 years the number of young people under 24 years in the Western Cape is an astounding 2,5m. If we stretched our age –based youth demographic to 34 years and added the 1m-plus young people in this age cohort, we then reach an equally staggering figure of 3,5m!

Our group form part of this astounding demographic and is made up of males and females and represent (without being representative of) a provincial cross section of the entire spectrum of young people of this age. They come from a diverse array of economic, social, socio-economic, class, ethnic, political, cultural and religious backgrounds.

For purposes of the strategy we suggest that for them early adulthood would be about 25 years, give or take a few years on either side. We are very cognisant that their individual life experiences thus far and  going forward will force some of them to deal with the issues, responsibilities and challenges of adulthood at a much earlier stage than others. This is because youth transitions to adulthood is not age –centric but is shaped by

a multiplicity of life contexts and experiences – with some factors such as culture playing a greater determining role than others.

Some of our young people would have reached their teenage years already having overcome some stark challenges. If we go by statistics alone, a few of them should never have reached their 5th birthday- with those born in informal settlements to poorly educated mothers,  those born prematurely and malnourished and born with health problems associated to HIV/AIDS – having  grown to this age with a 50% chance of dying before their 5th birthday. Others would have been born in households where hunger, malnutrition, Foetal Alcohol Syndrome, unemployed adults, family violence, various kinds of abuse and chronic overcrowding would have been an ever-present since birth. Given the historically –derived socio-economic and other challenges facing the Province, it would not be surprising that issues of poverty[1]and social exclusion are some of the key factors that would impact on the lives of many of the group going forward.

## 4.2   Making it though the early years

Long before they reach 25 years, many of the major processes, decisions, choices and catalysing moments that would shape the rest of their lives would have happened, or would be in the making. To be sure, there are many events and moments that will still unfold after that, but, for most of them much of their life's template would pretty much have been set out[2]. The National Development Plan (NDP) refers to these processes as 'life chances' and as we travel with them on this imagined 12 year journey what we understand by the term will become clearer.

These young people don't know each other. In fact, they are totally oblivious of their individual existences having never met and they are highly unlikely to meet in the course of their lifetimes. However, it is possible that that some of them may connect in different ways via the myriad social media applications they are so comfortable and familiar with nowadays.

We start the journey via a brief statistical and contextual look at the lives of our young people.  On statistical average 31, 7% of them would have been born into single parent families (with their birth mothers in all likelihood being the sole parent) where they will never know or have any kind of contact with their biological fathers, 28, 4% would have been born into households living in income poverty- where the monthly per capita income for the household is less than R 522, 13,6% would still be living in a household

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[1]Our definition of poverty understands it as being more than a state of existence- its constitutive of multiple dimensions and complexities characterized by deprivation, vulnerability and powerlessness that fundamentally impair people's sense of well-being. For purposes of this strategy we pay particular attention to notions of intergenerational poverty – a situation where succeeding generations in families and communities become trapped in conditions of poverty from which they seemingly cannot escape

[2]For example, research tells us that low skilled, poorly educated youth who are still jobless at age 25 are likely to remain part of the structurally unemployed for the rest of their lives, surviving on piecemeal, temporary work and sporadic, irregular access to an income. As they grow older their life chances will incrementally diminish.

where all or most of the adults are unemployed and have been for as long as they are old- these young people are therefore growing up not having had a working adult in households their entire lives.

Statistics and research also tells us that if this situation continues to their 25th year, they are also likely to remain permanently unemployed- more than that, the situation of having no working adults in their family will influence many of them to accept this situation as 'natural' and therefore, discouraging them from making any serious attempts to find employment, upgrade their employable skills base or to engage in activities that involves serious entrepreneurialism.   They are likely to become permanently dependent on the state social security system. If this situation becomes exponentially systemic over the next 30 years, the current potential positive youth bulge will have turned into a negative dividend, with yet another generation of unemployed and 'unemployable' adults reproducing the intergenerational cycles so familiar to their families and communities and with an new generation of young people already following in their footsteps.

Add to this statistics that point to almost 10% of them living in households where chronic hunger has been an ever-present from birth, or, if they are born in some of the rural, farming areas of the province, the chances are high that they may suffer from foetal alcohol syndrome, a condition that not only impacts on their early learning capabilities but also massively impacts on their overall early and later development. While most of our young people will spend their early years with sufficient access to food and those nutritional supports necessary to assist growing children, some of them will be malnourished from birth. They will have grown into their teenage years with hunger as a constant and daily companion and will have gone through their entire school years thus far having their learning and general developmental trajectories massively compromised by these conditions.

While all of them would have attended ECD and primary school, with some of them now either having completed or being in the last 1-2 years of primary school- their experience of this critical and character-forming stage of development would be vastly different- depending on their contextual circumstances. That is not to say that only those that come from poor backgrounds would have experienced this stage of their lives negatively. Some of them  would have their lives disrupted and disturbed by various developments within their families that would shape their development in a fundamental way- divorce, living with a step-parent, sexual, physical and emotional abuse – are part of an array of factors that will impact their young lives.

Above all their lives up to this point will be primarily shaped by their experiences and guidance received within their family unit and within their community. For many of our young people, their family unit would not necessarily conform to the conventional nuclear family model. Some of them would have been raised by a single mother (sometimes in tandem with a boyfriend or stepfather), others by a grandmother or aunt, others still be relatives and yet others by older siblings. Many of our young people will

grow to this age where their primary experience of 'family' would be what they are exposed to in the community.

For those growing up in dysfunctional communities, many of them will, despite the most horrendous of circumstances, develop sufficient pools of resilience to withstand most of the pressures and challenges daily live will put in their path. These young people will reach their teen years with very little affirmation, encouragement or support for having made it thus far, against tremendous odds. For these young people a complex amalgam of factors, barely understood by social science, will contribute towards them being able to survive the challenges of growing up in such traumatised and toxic environments. What is critical however is the support they derive from their environments to supplement and complement their internal levels of resolve and determination. A youth development strategy must identify ways in which these reserves of resilience are strengthened, supported and affirmed positively.

## 4.3 The 'Born Frees and the 'Youth Bulge'

The group forms part of the so-called 'born free generation'- those young South Africans born after 1994. The country and the Province they live in today are very different to that they or their parents before them were born into but it's also very similar in many respects. This is because of a situation where fundamental changes to the political and legislative landscape has not been matched by similar levels of change in the base socio-economic and social conditions of the majority of the Province's 5,8m people. Young people under 34 years make up 3.6m of this total and many of them face the same economic and social conditions as that of their parents two to three decades earlier, as did their parents and family generations before that. The academic literature refers to this as intergenerational cycles- putting in place processes that can contribute towards assisting these young people to break out of this cycle of despair and hopelessness is a key constitute a key challenge to the strategy going forward.

The fact that our young people form part of a broader 'youth bulge 'that constitutes the majority of the overall provincial and national population could either be construed as a 'demographic dividend' or 'demographic time-bomb' depending on the 'lens' thorough which it is examined. This means, as the NDP succinctly puts it, that the Province and the country as a whole will for the for the next decade have a highly favourable age distribution profile due to there being a large youth and working-age population with proportionally fewer very old and very young people. The extent to which our young people will be a 'demographic dividend' or a 'threat to social stability' will depend on the extent to which their current rather limited life chances are optimised via the developmental processes they will go through. Given their young ages at current, the process that unfolds in their lives over the next decade is as important as the anticipated outcomes and results of this process of development. What is put in place now will largely determine what follows in a decade.

The urgency and gravity of the challenge lies in the numbers. This group is part of the largest age cohort in the history of human society. Add to this, research findings that show, that the Provincial median age is 22 years and that over time it will get even younger. This situation is not unique to the Province or the country as research shows that populations across the developing world are getting younger- with 14-25 year olds constituting the majority population cohorts. This means that while our young people will over the next decade all reach working-age, many of them will still be in situations of relatively high dependency because of their unemployed status or lack of a regular income. If they remain unemployed as they grow older, their dependency of various forms of social protection measures to survive will becomes relatively permanent thereby reproducing the conditions of intergenerational poverty. These constitute very important economic reasons why investment in youth development is such a critical long term priority for government.

## 4.4 The impact of contextual circumstances

The 'economic underperformance and deeply entrenched patters of historic privilege and deprivation' (NDP: 2012) means that our young group do not all face the future on a level playing field. Not all of them will face the same challenges in their 'development' into adulthood. Their 'developmental progress' will be fundamentally shaped, challenged, aided or even halted by their social and socio-economic circumstances. Research tells us that those young people coming from relatively privileged and asset-rich contextual circumstances will by and large not face the same major socio-economic and social challenges as those that don't. They will face a different set of challenges but as young people will also require services, support and opportunities.

While longitudinal studies and academic research from across the globe provides compelling empirical evidence that the developmental progress of many of our group will be almost pre-determined by their environments, some of them will prosper and thrive despite these contextual challenges. But, they will for the main be the exception rather than the rule- most will be so constrained and stymied by their toxic environments that it will be difficult for them to realise their latent potential- many will be 'swallowed' by their environments- they will move into adulthood with no major hiccups but will be unable to rise above the constraints of their environment unless they get the necessary services, support and opportunities. This has led some leading youth development practitioners to coin the phrase 'Problem free is not well prepared[3]' – meaning that simply preventing young people from getting into 'trouble' or keeping them free of pathologies, is not an adequate measure of their preparedness for the challenges of being a productive adult.

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[3]This phrase captures the argument of Karen Pittman, and others that 'preventing' problems in young people is an important but inadequate measure of their developmental progress into adulthood

## 4.5   Life Chances, social mobility and intergenerational change

Over time most of our young people will live out their lives in a variety of spatially – defined, socio-economically determined and socially constructed communities. That's academic language for the fact that most of them will remain part of the same socio-economically determined class or social strata as they are now and as their parents were before them. Of course all of this is largely dependent on how their life chances unfold and how they manage to take up the opportunities that emerge through this to effect socio-economic mobility and movement. Research tells us that the route to breaking long standing intergenerational poverty at a household and community level is through the processes that promote and accelerate socio-economic mobility. In other words, the key to young people graduating out of the poor or deprived socio-economic status and conditions of their parents/households/families and communities is changes in the economic sphere of life that will enable them to enter the middle class over time by improvements in their economic status. Research and common sense tells us that the key factors that will catalyse this process of socio-economic progression and mobility, is a solid education/skills base and a permanent, well paid job with prospects for graduation and improvement over time. While job creation and education/employability and skills development is not the core business of DSD, a youth development strategy cannot afford to downplay or minimise the critical importance of these elements in the development of young people.  However, provision of services and support and the identification of opportunities is not enough- the strategy needs to put in place measures that are sustained on an on-going basis.

## 4.6   Discovery, sense of self and belonging - formative years

For most of our group these are pretty much still their formative years. They are beginning to discover and assert their sense of independence, individuality, identify and belonging in many different ways. After all, this is a very normal part of 'growing up' in any society. This is the stuff of normal 'youth development', of young people growing up in and interacting with their worlds in a 'natural' and largely 'normal' manner. Because these are still their formative years, the relationships they have with their peers, parents, siblings and, in certain cases, mentors- or those adults they trust, respect and whose guidance they value- is critical. Many of our young people will grow into early adulthood still very dependent on these relationships and the measure of certainty, belonging and reliability they provide. For those of them that will still be unemployed by age 25, their relationships with the older adults in their households will be pretty much entrenched- part of an on-going cycle of dependency and co-dependency that most of them will find very difficult to break. Those that join the ranks of the permanently unemployed – or who have very low paying jobs- will remain in  their parent household on an almost permanent basis- often in tandem with other siblings and their dependents. At a household level these conditions lay the basis for the cross-generational and intergenerational circumstances become virtually impossible to break

down. It is at this level that an integrated youth development strategy must do its work if it is to succeed in creating conditions for generational change.

Their value systems, belief frameworks, world views and sense of place are beginning to take shape. For now, for most of them, the world is a small place that does not extend beyond their self, immediate and extended family, friendship circles, school and church. Amazingly, research shows that most of them will grow up largely ignorant of the broader social, spatial and geo-spatial diversities, nuances and complexities of their region, town or City. Many of the young people will go through their teenage years and into adulthood seemingly trapped by and into their local, lived everyday realities. This will be reflected in their relative lack of knowledge or interest in the broader geo-political and spatial-political landscapes. For now this means that most of them will show no interest in broader political, community and civic participation, except where its' benefits to their immediate needs and situations can be demonstrated, often in terms of short-term material and subjective needs and desires. This too, contrary to popular belief, is the normal stuff of youth development. Our young people will be displaying characteristics and attitudes that typify young people of their age all over the globe and across all cultures and social formations. The widespread belief that South African youth are blessed by history with higher levels of political consciousness, civic mindedness and voluntarism than their peers across the globe is simply not supported by empirical evidence. This is a critical contextual factor that must be borne in mind when developing the youth strategy. In other words, the chances of our young people becoming engaged and active citizens, as proposed by the NDP, is not very promising and the strategy will have to develop really creative and 'new school' ways of encouraging this. At the same time, a critical catalysing factor in their own development will be their exposure to and connection with the wider world, be it through their social media, networks and most importantly, through processes that can be facilitated through an extensive and expansive strategy that encourages and facilitates new and creative ways of connecting young people to the wider world.

They are entering a phase of their development that is new, exciting, difficult, challenging, confusing and in some cases, dangerous. At this stage most of them still live the relatively carefree lives so typical of young people their age. While the general lives of most of our young people are relatively stable and predictable (they would of course call it 'boring'), for others their contextual circumstances are already causing them significant stress and difficulties. In all likelihood these stressors would not be recent but would have accompanied them from a very early age. Over the years some of them would have developed an array of coping mechanisms to deal with this, while others would struggle to cope. The battle to create internal reserves of resilience would at this stage already be a constant feature of some of their lives and it is a critical factor that must be addressed by a youth development strategy.

## 4.7   Moving beyond young people as broken things needing to be repaired

Many of our young group will over the next few years of their lives be seen as 'broken' young people or as being in danger of becoming "broken." This perception of young people as being in a state of perpetual strife and angst underlies the emergence of notions such as 'rebel without a cause', the 'lost generation' thesis and other sociological and social theories and explanations of youth behaviour. It also underpins a very popular approach to youth development that argues that its main function is that of 'prevention' – in other words, stopping young people from becoming 'broken'.  It is based on a conception of youth development that assumes that all young people are susceptible to 'problem behaviour' and 'delinquency' and that certain category of young people are more susceptible than others.

Our young people will over the next decade have their behaviours, actions, decisions, choices and movements analysed and dissected via bewilderingly wide and often contradictory and opposing sets of lenses. They will receive advice, guidance and assistance, attend programmes, make choice and decisions- all based on where they are 'placed' in the compendium of assessment categories reserved for youth of their age cohort. Often these assessments will be made on a whim, by people not qualified to do so, or whose view of young people are fatally compromised by their view of young people as 'problems' or 'potential problems' to be managed and kept under control. In the world of those with this outlook, youth development is about keeping young people out of trouble, controlling and managing them so that their latent 'delinquencies' are kept in check. Youth development programmes that are ostensibly based on 'prevention' principles are transmogrified into programmes that are purely designed to keep young people in check, often with 'life skills' thrown in for good measure.

## 4.8    Fixing those that need fixing- reducing risk and enhancing protection simultaneously

Of course some will find themselves in situations directly related to the actions, decisions, choices and behaviours that do derive from problems they have and they will require very specific forms of services, support and opportunities to deal with such problems. But if the addressing of these 'problems' are seen as ends in themselves and are addressed as such, the 'developmental' outcomes or results will be limited. We should not downplay in any way the reality that many of our young people will indeed be exposed to all kinds of risks that could fundamentally impact on their life chances over the next decade. These risks primarily emanate from their environment and life contexts and a youth strategy cannot ignore or downplay these factors. The literature around best practice youth development programming tells us of the need to reduce the 'risk' factors while increasing the 'protective' factors. In others words, as our young people move deeper into their teenage years many of them will become embroiled in a number of behavioural patterns linked to drug and substance abuse, risky sexual

behaviour, crime and criminality, gang affiliation and so on. Added to this would be general social and socio-economic conditions like poverty, low skill levels, unemployment, dysfunctional family and communities –all making up the context that will drive the lives of the group over the next decade.

Indeed, as a result of these 'risk factors' a few of our young people will most probably come into contact with 'youth development' programmes of various kinds. The manner in which they make this contact will be extremely varied, some of them will do so via their religious institution, others via their school and yet others via the sports club and codes they are affiliated to. Others will become involved via the legal system, having been sent to places of safety, while others will do so because they are orphans or are at foster homes. For others, the route into these programmes are via NGOs, NPOs and community based organisations wanting to 'do something' about crime, violence and other 'social ills and pathologies' that lay so many of the young people's home communities under siege. Yet others will enter these programmes because they have specific problems that need addressing, most of the times these problems are related to substance, drug and alcohol abuse that have led to a downward spiral in their lives. Other will be in youth development programmes as a result of them being identified as 'youth as risk', ostensibly because it being assumed that they need special programmes to reduce the risks they pose to society, themselves, their family and the community at large. Many of the programmes on offer will also be initiated by government departments, at all three levels of government.

## 5. YOUNG PEOPLE AND YOUTH DEVELOPMENT

### 5.1 What happens when young people come across youth development programmes?

So, while the chances are that some of our young people will at some point in the next 10 years or so come into contact or hear about the array of 'youth development' programmes available to them, limited research and anecdotal evidence tells us that most of them are unlikely to come into any kind of contact with such programmes. A combination of factors ranging from the huge youth population demographics to the lack of reach of most of these programmes will give rise to this situation. It also tells us that for those young people that do participate in youth development programmes; the outcomes in terms of their developmental progress will be extremely mixed. Many of them will not stay in these programmes for very long, unless they form part of a 'captive audience' in the form of programmes that make their participation obligatory or are based at or in institutions where regular attendance is a precondition. For most of them however, participation will be optional, unforced and non-compulsory and many of our young people will 'vote with their feet' in deciding on the usefulness and developmental benefits of these programmes. The reasons why most of our young people will not be in such programmes are varied and range from a personal lack of intrinsic motivation ('this programme does nothing for me and it can't help me with my problems'), lack of

interest and commitment to the programme ('the adults are too strict and this programme is boring'). Others reasons has to do with the sustainability, quality, standards and nature of the programmes themselves.

Either way, research shows that most of our young people will not stay in or with these programmes for very long and will vote with their feet by simply staying away or absconding. However, that is not to say these programmes will not be of benefit to any of them- research and statistics show that some of them will derive great benefit from the programmes and for many such participation will be a life –changing process. Many will reach their early adulthood with increased life chances because of their participation in these programmes- the challenge is however making sure that such outcomes are widened and broadened- that such positive outcomes becomes the norm for the many, instead of the current exception for the few.   Research from youth development programming across the globe also show that the older young people get, the less attraction 'youth development' programmes hold for them. Conventional, programme based youth development processes struggle with issues of scale, retention, rapid turnovers of participants and there is a great likelihood that those of our young people that may be part of a local 'youth development programme' at age 14may no longer participate by age 18. By the time they reach 20 years the greater the challenge will be to a youth development programme to attract and keep them interested and involved for a sustained period of time. It is one of the reasons why many youth development programming approaches focus on early and middle adolescents, the older young people, those entering early adulthood are deemed too difficult to handle or are notoriously poor programme participants.

Even though many of young people will have difficult and fraught personal relationships with either one or both their parents, ttheir relationships with adults and more specifically with their parents are critical to their 'development' or lack thereof.  They will in the main choose friends that reflect their own developing core values as learned from their parents or primary caregivers or will move in that direction over a period of time.  This points to the central role that parents and caring adults play in the lives of our young people. However, as we will argue later in this document- the fact that adults play a critical role in the lives of young people should not be interpreted to mean that young people do not have the capacity to direct and shape their own development- that this is best left to adults. Adults and programmes do not 'develop' young people- they do this by themselves with the necessary support, opportunities and services from parents, caregivers, mentors, the community and other role-players including government and NGOs.

## 5.2   Youth Development is a normal part of 'growing up'

While the majority of the group will face a large number of challenges in their ascent to early adulthood- some of them so serious to be life –changing- most of these challenges will be astoundingly normal, mundane, normative and mainstream. This presents a major

challenge to our strategy in understanding how the services, support and opportunities it proposes must meet the needs of those most in need as well as those young people for whom the services, support and opportunities must simply buttress and complement what will otherwise be a very normal growth to adulthood.

**But, it's more challenging for some young people…..**
Despite their relatively young age, many of our young people would already be taking on responsibilities beyond their years- like those heading up households with no living adults, or in the case of 'latchkey' kids, or where they are forced to leave school to augment their family income, or where they are on the streets to make money to support the family- often sent by a parent. For these young people the gap and stages between early, middle and late adolescence and early adulthood will be purely academic because their lived experiences will force them to deal with 'adult' issues and responsibilities from very early on. Some of them would be confronting this reality now already, in a variety of ways and contexts. Others will be shielded from this for a while longer while yet others will have domestic, personal and environmental conditions where they will only have to deal with 'adult issues' when the time is right- at most, the most serious 'adult' issue they would face is that of early sexual debuts.

Generally speaking, as could be expected of young people growing up at the beginning of the 21st century, there are many, many choices and decisions they will make. Some of these decisions are the normal, mundane decisions that most young people of their age make every day- encouraged and driven by a highly consumerist and materialistic cultural milieu. At another level, their decisions will be heavily influenced by factors they will often feel they have no control or influence over- the state of the economy, government policies and regulations, dysfunctional and unresponsive government departments and officials, prejudice, discrimination, racism and socially exclusive practices.

## 5.3    School, education –the battle to finish school is tough but critical to the chances of life

One factor common to our entire group is that they are all currently at school. Most of them would be currently in high-schools or secondary schools, with a small percentage of them still being in the final year of primary school. If we use statistics as a guide, we can anticipate that most of the group will stay at school until their 16th year- with some of them dropping out before then for various reasons, even though the South African School Act compels them to stay at school until the age of 16. Statistics also tell us that at least 40% of this group are unlikely to complete high school, with African and Coloured members of the group making up the overwhelming percentage of this.  The 2011 census results tell us that up to 50% of our group who are starting their high school career in 2012, are likely to drop out of school before Grade 12! That is an astounding statistic and points towards a critical overall development red flag at a provincial strategy level- never mind a youth development strategy.

**There are those that will finish school…**
Some will go on to succeed educationally despite the most horrendous and difficult circumstances- like having to study by candlelight in a shack located in the middle of a sea of poverty, deprivation and social dysfunction.  Most of our young people understand, almost intuitively so, the critical role that a good educational grounding will play in expanding their range of life chances. They have seen evidence of this in their families, communities, all around them, where those that have a skills or educational base tend to be more successful and productive in life than those that don't.

For our many of young people the big challenge for the next 5 years- up to the age of 18- will be to complete Grade 12. For some the assumption of academic success at high school is axiomatic – it is expected that they will complete school, go on to some form of tertiary education and then a chosen career. They will receive the necessary services, support, opportunities they need from a range of sources within their resource-rich environments. Research tells us that these young people will be able to draw on and access family and environmental networks that will greatly assist them in moving on seamlessly into a chosen career.

For others, none of this can be assumed as axiomatic. Not having access to networks derived from a resource –rich environment, most of them will struggle simply to remain at school up Grade 9. They will receive very little in the way of services, support and opportunities from within their environments. Where these do exist, the chances of them accessing them are not good. The latest statistics regarding school completion ratios, point towards the possibility that, as many as 50% of them will not complete schooling to Grade 12. If we generalise this statistic it means that in 2012 only 50% of those young people that started their schooling 12 years ago actually reached matric! It's somewhat of a mystery as to what happens to those young people that drop out along the way- but we do know that most of them join the ranks of the NEETS (Not employed, education or training). The strategy therefore needs to focus on the NEETS as a strategic departmental priority.

These and other statistics point towards a particular challenge facing these young people in general and the strategy in particular. Even though some of our young people would be dismissive of exhortations to complete their schooling, evidence from South Africa and around the globe show a clear correlation between education levels and the quality of work, levels of income and future career prospects. Some of them will drop out of school by or during Grade 9 in the hope of finding a job in the formal economy. In 2012, young people between the ages of 15-24 years make up 25,6% of the working age population. But this bare statistic does not give any indication of just how difficult it is for a young people of this age to find a job in the formal economy. If this young person has dropped out of school early the difficulty ratio becomes even more acute. Add to this mixture factors such as race, limited further education prospects, family and personal dysfunction then the odds against them emerging into adulthood with a more than even chance of success is immense. These statistics are also mediated by issues of race

where young people of particular demographic backgrounds (Coloured and African) will find it even more difficult to find gainful employment. However, the rapid political and social changes in the country and the Province means that this statistic will change over time, resulting in white youth becoming more and more susceptible to the realities of joblessness and unemployment, particularly those coming from poor working class families. The statistical incidence of this phenomenon amongst the white members of our group is small compared to that of the Coloured and African members but this will change over time.

**… And those that won't…**
The reasons why most of our young people are unlikely to complete their schooling is complex and is in many cases driven by individual and personal contexts and circumstances. Research indicates that a lack of intrinsic motivation, inadequate or non-existent parental interest or guidance, personal and family economic pressures and the dysfunctionality of many schools would be amongst the main factors in this regard.

In the coming years, those young people that do drop out of school before matric will find their employment chances growing less and less. Statistics also tell us that that the overwhelming majority of young people who drop out of school by Grade 9 do not return to school. Their expectations of the material advancements and changes that entering the world of work will bring to their lives and those of their dependents will often hit up against the hard and unyielding wall of reality. They will discover very early that their lack of educational qualifications drastically curtails their incomes levels and career advancement chances and choices. Yet, research conducted by the Centre for Development Enterprise (CDE: 2012) shows an alarmingly high proportion of early school dropouts prefer to remain unemployed rather than take on jobs they regard as menial and poorly paid. The reasons for this is complex but a key factor seems to be a strong culture of entitlement ('the government must give me a job')coupled with intergenerational poverty and joblessness within the households that induces a strong sense of hopelessness in the prospects of ever finding a 'good' job.

The irony is that most of our young people will be more educated than their parent and they will have access to a far wider range of educational opportunities than their parents or even their older siblings. Yet, despite this situation many of our young people will purposely not take advantage of this improved context or will be forced by circumstance not to. If by age 25, any of them would have not yet acquired the basic educational qualifications or on the job skills base necessary for them to progress in given career, the chances are almost 80% that they never will. Some of them will be lucky enough to find employment that provides internal skills development and job – based skills enhancement that they will use to further their education and strengthen their skills base. For those of our young people that will drop out of school early and will not have a job of any consequence between then and age 25, the chances are almost 90% that their minimal life chances will be pretty much entrenched by then.

For those of our group that will decide to drop out during this period a combination of factors will work against them ever returning to school. The challenge is thus to keep them at school. But that is a challenge that a Departmental Youth Development Strategy cannot meet on its own. It requires the 'whole of society' to participate in this effort and it needs to focus on the entire life cycle of the young people- it cannot start at the cusp of late adolescence. It also requires an integrated, transversal, multi-stakeholder approach that must involve the private sector as committed partners. It is not the core business of governments to create job– that is the role of the private sector- but the private sector requires educated, trained and qualified young people and therefore such an integrated Youth Development Strategy must prioritise 'second chance to learn' strategies that doesn't focus solely on getting those that drop out to return to formal education though the schooling system.  The strategy has to find ways of complementing and supporting initiatives in the schooling system aimed at keeping young people at school as first prize. In the light of the relatively weak success rates of existing school retention measures, the strategy must devise complementary incentive programmes that encourage young people and their families to grasp the nettle of remaining in education and or training.

## 5.4     Those that will find that even finishing school are not enough to get a decent job….

To be sure, some of our group of young people will over the next 12 years harshly learn the connection between educational attainment and completion and its impact on their career and employment prospects. By the time they get to age 20, many of them would possibly have never been introduced to the world of permanent employment or regular income based work.  They will already at that age from part of the 'structurally unemployed' (CHEC: 2012) If, by the time they get to 25, they are still in the same situation, the NDP says this will become a permanent feature of their lives. By the time they get to 30 years the long –term connection between education attainment and income level and employment would have been a feature of their lives for almost a decade. The lessons learned at this late stage will be brutal and harsh.

To be sure, the simple attainment of paid employment and the earning of a regular and relatively secure income will bring about immediate and major improvements to the lives of our young people and those dependent on them. Many research studies have shown that impact of a regular income on the daily lives of families and households where previously this has been absent, often for many years, is immense. However, where this income is derived from work and not from within the state social security system, and where the work process is accompanied by improved chances of income and career/work mobility, the life chances of the entire household is drastically improved and the variables mitigating in favour of shifting negative patterns of generational household poverty, despair and hopelessness is exponentially improved.

However, for those of them that do finish school and even for the few that go on to attain a tertiary qualification- they will find that such qualifications are no guarantors of work and regular or permanent employment. The difficulty of finding gainful employment despite such qualifications will be particularly felt by the male African and Coloured members of the group, with African and Coloured females being slightly more successful in this regards, at least statistically so. The chances are high that many of our young people will remain jobless and unemployed for a long time despite having tertiary qualifications. The reasons for this state of affairs is complex and is subject to many contending and differing academic and political opinions, particularly in the Western Cape. While there is no doubt that issues such as the generally depressed state of the economy, structural unemployment, race and the poor state of the education system contributes towards this, a key reason can also be found in the educational and career choices our young people will make. It then becomes critical that our young people are given the correct advice and guidance about career and study choices. Most of them will not receive such advice in and via the formal education system and will seek it elsewhere.

The youth strategy therefore critically has to ensure that its services, support systems and opportunities provide such advice to the broadest layers of young people. Research shows however, that despite such advice being advice being freely available to young people, the percentage of them accessing it remains very small. The strategy must ensure that the lessons learned in this regard are incorporated into the future design of such services and programmes. It should avoid reinventing the wheel.

## 6. YOUNG PEOPLE AND WORKLIFE

### 6.1 School to work transition….one of many

Many of them are undergoing various kinds of transitions that will determine the content of their lives from here on. Some of these transitions involve their home, family and community environments, other transitions involve their sexualities, yet others involve various kinds of relationships while yet others involve having to deal with the complex challenges their social environments presents to them on a daily basis. For some of these young people, dealing with and negotiating these transitions will be relatively mundane, uneventful, easy and painless. For others it will be extremely traumatic, difficult and fraught with all kinds of dangers and hazards. If we understand 'development' as the outcome of the process of engagement between humans and their social ecologies, their 'development' will depend on how they negotiate these transitions over time.

The school to work transition will herald a critical period in the lives of our young people. All of our young people are looking forward in various ways to the commencement of this time in their lives. It's an exciting period to look forward to most of them primarily because to them it is a signifier of their economic independence and with that a passport to them being able to acquire the material and other possessions that play

such an important part in their lives. To others the transition is driven by a deepened sense of responsibility towards their families, both nuclear and extended.

For those coming from poor backgrounds the transition is largely driven by need and necessity, not choice. They have to work to support themselves and others- in some cases the 'others' could include those that will become teenage parents. The young people that fall into this group will in all likelihood not complete high school and they are equally unlikely to acquire any kind of tertiary qualification in the short –term. Their entry into the world of work will be traumatic, difficult and very discouraging. They will discover very soon after their search for work begins that the prospects for first time job seekers like them are very slim. Many simply give up the search. The deadly combination of their unskilled and unqualified status, high rates of unemployment for their age cohort coupled with the generally poor state of the local and global economy makes their chances of success as first time job seekers extremely slim. The challenge of the Strategy is to find ways of providing that prioritising programmes that facilitate the school to work transition. For others this transition will be seamless, exciting and will signify their ascent to adulthood and some of the responsibilities and realities that go with it. The transition from school to work will differ massively across the entire group.

## 6.2   The key is creating conditions to break long term intergenerational cycles

The lesson our young people will have to learn from their parents and older siblings in this regard is stark and brutal- the weaker their education base the weaker the chances of them finding any meaningful employment. This is the basis of structural unemployment and is what is passed on from generation to generation and our young people have a greater chance of breaking such inter- generational cycles because statistics tell us that the educational completion ratio for their cohort is greater than what it was for the equivalent cohort of their parent's generation- but they will find it very difficult to break this cycle on their own- they will need the support and opportunities created through the strategy.

This situation may be different for those that improve their qualifications while working, thus allowing them to migrate to better paid and different jobs and careers over time. For them the route to improved income streams and class mobility over time is significantly raised by this process and will over time contribute significantly towards one of the key long –term objectives of the strategy- which is about breaking the patterns of intergenerational transmission and reproduction of poverty and deprivation.

## 6.3   The transition to work is a marker of 'growing up'

In general, the transition from school to work will signify the beginning of one of the most important transitions in their lives. For those lucky to find a job it means a measure of economic and financial independence from their parents and families. For some this independence will be accompanied by responsibilities that could include supporting

their parents and siblings. This is particularly the case for those that will be the first others, particularly those that come from more affluent backgrounds, it means that they will become financially independent without these kinds of responsibilities- the money they make through their work will be their own- with their expenses being largely shaped by their narrow personal needs and wants.

This sub-cohort of young people will be bombarded by massive amount of brand – related information and messages because their potential numbers and consumer power represents a critical market segment to business. For those that leave school with no little prospects of finding work, the transition is much more difficult and traumatic. It will entrench their dependence on their families, parents, siblings, peers and friends. It will also possibly set in motion a new intergenerational cycle in the household.

## 6.4   Why 'skills development' is not enough

Many of our young people, both those that complete their schooling and those that don't-  will  access and participate in various skills development and 'employment enhancement' activities, offered by a range of state agencies and departments, the private sector and civil society organisations. These activities will be specifically aimed at those who have dropped out of school, who are deemed 'at risk', who are unemployed, those with disabilities and those wanting to learn the skills of a particular trade. For those of our young people who are fortunate enough to gain entrance to these initiatives, the 'exit' opportunities linked to completion will often is non-existent or at best tenuous. This means that very few of these programmes will be linked to real work opportunities, with most of them offering at best temporary jobs linked to various state-initiated job creation and employment programmes.

Many of the 'graduates' of these programmes will find the experience gained in these programmes to be very helpful in the short –term but most of them will end up without permanent work when the programmes come to an end or when they have to vacate the programmes to make space for new recruits.  Many of these 'skills development' programmes, because they fall under the rubric of 'youth development' focus on soft skills deemed critical to 'behaviour change' and  'prevention' and contribute very little to increasing the employable skills base of young people.

# 7. YOUTH OPPORTUNITY CREATION

## 7.1   Prioritising the NEETS

Those in our group of youth that can probably be described as the most vulnerable in this regard are those that will move into their early adulthood neither employed, nor having attended any education or training institution since leaving school. They are referred to as 'NEETS' in the literature dealing with the subject of youth unemployment.

At least 60% of this group would have dropped out of school before Grade 12 and would enter their early adulthood never having worked since leaving school- except for piecemeal, temporary work. Apart from the social impact of such large numbers of young people moving into early adulthood with very little prospects or hope of improving their situations, research also tells us that they will be exponentially more at risk to bouts of depression, buttressed by feelings of hopelessness and fatalism- with the concomitant involvement in high risk behaviour entailing unsafe sexual practices, drug and alcohol abuse and criminal activity.

## 7.2 Establishing services, providing support and creating opportunities for rural youth

For those of our young people who live in rural communities the situation is particularly bleak, although not for all of them. The youth unemployment levels that they will have to contend with is close to 80% in some communities with the prospects of the local economies improving to bring this joblessness ratio down being very slim. For those of our young people who decide to leave school early, the chances of finding work is almost non-existent and where they do find work, it will be largely in the retail, agricultural and service industries.

Some of them live on farms with sizeable populations of young people. For many the farm is the only place of residence they have known their entire lives. They are there by virtue of their parents being farmworkers. Many of them attended primary schools that almost exclusively serve the surrounding farming community, and, in the few cases where they have gone onto to high school, this is either in the nearest town with a high school, or a school to which they have to commute by bus every day. Life is far from idyllic for these young people and they live very different lives from their white contemporaries who tend to be the children of white farm owners and managers. While they haven't known abject poverty and hunger, some of them, their siblings and many of their community members are victims of foetal alcohol syndrome. Alcoholism, abuse and social distance is rife in these farming communities. However, some of them have grown up in poorly constructed and ventilated houses where the threat of eviction and removal has been with them their entire lives. While their social and economic wellbeing is still almost entirely dependent on their farmworker parents, and while these conditions haven't changed much over the course of their short lifetimes, in many cases there have been significant changes over the last 13 years, often for the better. Even then, the percentage of our young people on farms that will indeed complete high school and move on to tertiary education is very small. Most of them are determined at this stage to leave the farm they live on and to move to bigger towns in the region or to the Cape Metro when they finish school.

However, in many rural towns of the Western Cape there is also a very new group of young people emerging. Many of these young people are new arrivals, particularly from the Eastern Cape and other parts of the country and the African continent. These young

people do not necessarily have a historical or family connection or relationships with the community they stay in or with the farming/rural areas of the Western Cape, although in many cases their decision to settle there would have possibly been at the behest of encouragement of relatives and family members. The outlook for these young people are particularly bleak because of the massive rate of joblessness very limited work and income generating opportunities in these areas. There would be a very high level of frustration and hopelessness in them, fuelled by the overall lack of opportunities and life chances. It is therefore no surprise that many of these young people would be active and enthusiastic participants in the protests and unrest that periodically breaks out in specific rural areas of the Province. While there would be merit in the argument that much of these protests are politically motivated the challenges still lies with the strategy to develop the services, support and opportunities for all young people in these and other rural communities.

**The life chances for many rural young people are fraught with different challenges…**
These young people are fully cognisant even at this early age that life on the farms hold very little positives for them in terms of their life chances. Their options for progress on the farms are very limited indeed with most of them being doomed to simply follow in the footsteps of their parents, thereby reproducing the intergenerational characteristics so typical of these farming communities. Despite their intrinsic motivation has been eroded by this knowledge and by the harsh realities of life on these farming communities, they still harbour great ambitions to succeed in life. The Strategy must identify ways of providing the necessary services, support and opportunities that can assist these young people in fulfilling their potential.

## 7.3   Fostering hope in the pools of despair

The socio-economic differences between the white, coloured and African members our group in these rural settings are stark and apparent. They live as young people in communities in which the spatial, economic and social disparities of the past haven't changed in any real way. The political realities have changed but have had little if any impact on the lived realities of our young people. In some of these rural communities the unemployment ratio in the 15-24 age cohorts is more than 80%. Some of the young people feel trapped in a web of hopelessness and despair which tends to spiral out of control over weekends when the chronic lack of recreational and social facilities are especially apparent. The demographics of rural communities are also rapidly changing. Many of the communities that serve the farms consist of recent arrivals to the Western Cape and most of them have no historical ties with the broader farming community. Farms and the agricultural sector is simply the source of possible employment and the young people in these communities do not have any of the bonds, attachments and loyalties to the farms that older people may have. This adds to the overwhelming sense of dislocation and despair because the young people do not have the same certainties regarding employment on the farms that their parents had. Therefore, it does not take

much to encourage them to vent these frustrations and feelings of despair and hopelessness in all kinds of way, including violent protests.

Another way of dealing with this despair and hopelessness is for some of them to engage in drugs, underage and unsafe sexual activities and increasingly, participation in gangs. While there are NGOs, religious organisations and sports clubs as well as government departments that run programmes in some of these communities, these programmes are generally unfocussed, ineffective, inconsistent, unsustained and reach very few of the young people they are aimed at. Part of the reason for this lack of effectiveness of these programmes can be found in the young people themselves who display a singular lack of interest and commitment to it. It is as if they have resigned themselves to their fate.

## 8. YOUTH AND PATHOLOGIES

### 8.1 So, let's not pretend that the pathologies don't exist…. They do

Many of the challenges and difficulties the young people will encounter over the next decade have its origins in the communities they live in. The contextual differences facing young people in the variety of communities they come from are stark. The settled, stable and well-resourced middle and upper class communities some of them come from means the environmental and contextual challenges they face are significantly different to the challenges faced by those of our young people that come from poor, unstable and poorly resourced communities.

### 8.2 Gangsterism…..young, male, black, and poor……mostly

A key environmental feature many of our young people will face is that of gangsterism. In all of the poorer communities across the entire province gangsterism has become endemic. It's something that has been around for generations and that is reproduced across generations. While some of the communities that house our young people will experience gangsterism in harsher and more brutal terms than others, it is a feature of daily life that has penetrated almost all working class and poor communities across the province. A significant modern feature is the emergence of gangsterism in communities where it has previously not been a strong feature, including many rural and farming communities. While there is a commonly-held but factually inaccurate perception that gangsterism is endemic to coloured communities only, the last decade has seen an exponential rise in gang membership and activities amongst young people aged 15-25 in many communities where African people are the majority of residents.

**….but not overwhelmingly so….**
Statistics and research shows that particularly young males in the 15-25 age cohort make up the overwhelming majority of youth involved in crime, drug and substance abuse, violent crimes and other social pathologies. While statistics indicate that young

people living in communities that are resource –poor are more susceptible to being impacted in various ways by these prevalent environmental conditions, it equally shows that certain kinds of pathologies like drug addiction impact young people across the board.  However, statistics also show that the overwhelming majority of young people in this age cohort do not get involved in any way in these kinds of activities, despite the negative environmental conditions they face in the community, home, school and life in general. This has an implication for the youth development strategy. What are the services, support and opportunities that can address their needs too?

While the reasons why young males of this age cohort are particularly susceptible to being involved in or being recruited by gangs are complex, the 'risk' lies not in gang membership per se or active involvement in youth crime and violence, but in the myriad impacts that this toxic environmental conditions have on their life chances, psyches, intrinsic motivation levels, confidence in the future and internal sources of resilience. It is these factors that a youth development strategy must address creatively.

It would appear that despite the best efforts of the various provincial government departments, national government, civil society and communities themselves, there is little evidence that the problem of youth gang violence at the schools many of our young people attend and in the different communities they live in is being effectively addressed.  Statistics indicate that the levels of youth crime and violence in the province are the highest in the country. The reasons for this and the solutions to this challenge are the subject of massive debates across the board. The reasons are to be found in a complex  combination of factors, including that of the persistently high levels of economic inequality in the Province across different communities, the generally poor socio-economic status of the majority of young people below 25, the generally dysfunctional character of their home communities and domestic environments, the lack of educational attainment and qualifications of most young people, a 'culture' of risk –taking and violent behaviour amongst young people and so on. In many of the communities the presence of gangs and the influence of gangs, gangsterism and a gang culture are important and critical contributory risk factors.

We need to add to this that our young people that fall under and live in communities where the majority of the population are classified Coloured and African, the risk factors and the potential for their susceptibility to these significantly higher than for their peers and contemporaries from other ethnic/cultural groups. The list of the 'so-called 'risk factors' are long and makes for depressing reading but it is important to emphasise that research shows  that only a small minority of our young people will become actively involved in gangs and gangsterism. Research further shows that a family history of gang membership, support and activities will greatly enhance their chances of also going that route. Research also shows that the nature of their environmental conditions in their early adolescent years and even earlier- in their late childhood, is a good predictor of the chances of gang involvement of different kinds in later years. Interestingly, there are some research reports that show that for some of our young people, a history of family involvement in gangs and a general community culture of tolerance and acceptance

of gangs will play a critical role in ensuring that they develop a deep rooted determination not to become involved in gangs and gangsterism.

## 8.3   Family and community breakdown, gangsterism, crime……the connections

Most of our young people will reach their early adulthood without any significant difficulties and glitches. We know that given the poor reach and impact of most youth development programmes, they will reach this stage of their lives having absolutely no contact with or participation in these youth development programmes. This is not a comment on the quality or impact of these programmes but simply as assertion of fact, confirmed by research, that most youth development programmes, whether originated and delivered by and through government or NGOs and others simply do not make an impact at scale. In other words, they reach few young people and often it is unclear exactly which young people they do reach, when this happens. Therefore, the reasons for most of our young people reaching early adulthood with no influence of 'youth development programmes' must lie elsewhere. These reasons are found in the presence in their lives of these young people of that the literature refers to as 'protective' factors. Much of these protective factors are to be found in the 'normal, normative and socialising institutions and structures of a society.

## 8.4   The family is the key

If we accept that the family (in particular the parents, primary caregivers, and in the case of males, particularly the father), the education system, church, community and generally accepted common sense rules and norms of society is critical to the development of our young people, then it could be argued that 'youth development' as an arena of engagement exists because of the failure of these socialising institutions to effectively carry out their role in society. This view of the 'socialising and normative role and purpose of youth development underpins much of what is known as 'positive youth development' paradigms but we will not engage in this debate for purposes of this document. However, the family remains the key protective factor in any society, regardless of its ideological, economic, social, cultural and political slant. Here we refer to the notion of family in context of its applicability across a variety of cultural contexts, not necessarily being restricted to the narrow nuclear family definition.

Research shows that the dysfunctionality, breakdown and in some cases complete absence of a reliable and secure family environment plays a critical role in determining the life trajectories of young people from birth through to early adulthood and even beyond. It follows therefore that the converse holds as well, that the existence of strong, secure, reliable and nurturing family environments will greatly assist the development of our young people. Unfortunately the statistics tell us that many of our young people face a difficult future in this regard. Some of the factors indicated by statistics include that, depending on associated environmental conditions, 66% of those under 17 will be in households with unemployed adults, only 36% of their fathers would be playing an

active, nurturing role in their lives, up to 50% of the males in the group are growing up believing that violence as a means of settling disagreements is acceptable and that in particular violence against women is justified. Quite clearly, a focus on the family is a critical area of engagement for the youth strategy.

## 8.5   Engaging around youth health

Health is a key risk factor in terms of the development of our young group. For purposes of brevity we take health to include sex and sexuality, drug and alcohol abuse and the general exposure of our young group to crime and violence.  A study of Youth Risk Behaviour conducted for the Education Department in 2011- the results of which was released in 2012, makes for frightening reading. It reveals the statistical likelihood that many of our young group would already be experimenting with sex. In fact, general statistics show that up to 55% of our group will have sex before the age of 15 years. The 2012 Youth Risk Behaviour Study conducted amongst school learners shows that up to 31% of them will already be involved  in sexual relationships of some kind, with up to 60% of this percentile having had unprotected sex on at least one occasion. This statistic needs to be understood in the context of research that shows that up to 36% of young people are engaging in regular sexual activities without the use of condoms. The biggest challenge many of our young people will be forced to deal with is the pressure associated with their debut sexual experience. Given that for up to 95% of young people this decision will be taken without the knowledge or advice of a trusted adult and given that in the case of young females the first sexual experience is often 'forced' by circumstance of emotion and other related pressures, many of our young people are currently going through very traumatic developments processes.

Of course together with sexual experimentation and the health consequences that accompany these activities HIV/AIDs looms largely as a major threat to the well-being of our young group. Sexual debut is a crucial factor in the vulnerly of youth to HIV infection with early sexual debut linked to a lower likelihood of contraceptive use and resulting unplanned pregnancies. Another factor linked to early sexual debut is the sexual abuse of girls with evidence suggesting that girls experiencing sexual abuse are much more likely to contract HIV/AIDS. Although research suggests that HIV epidemic in the Western Cape is less prevalent amongst 14-25 year olds in the Western Cape than in the rest of the country, it still represents a significant short and long term health risk to our young people and means that a number of our group may not live to see their 25th year.

## 8.6   Drug and substance abuse is a youth health issue too

Out of all the health issues they will face drug and alcohol abuse will be greatest threat across the entire group. Apart from the fact that research from across the globe shows that young people their age are the most prone to experimentation with drugs and alcohol, the penetration of schooling system of drugs syndicates that target the school

going population is a major problem in the Western Cape. This is not a problem only facing youth of a particular socio-economic class- it is known that drug usage is also a problem amongst the more affluent youth. The 2012 Youth Health Risk survey indicates that 40% of our group will already be regular cigarette with 46% of them going on to be lifetime users, 66% of our group will go on to be lifetime users of alcohol with 10% of them already being in a state of drunkenness on a weekly basis that 25% of them will be lifetime cannabis users with around 10% already using it on a regular basis. While the statistics for other more serious and life threatening drugs indicate lower use percentages there is nevertheless a chance that at least 2% of our group will go on to be lifetime Methamphetamine users, 2,1% will be lifetime Mandrax users, that 1% of them will be lifetime Cocaine and Heroin users.  For those that would go on to be addicted to drugs the statistics show that for 45% , cannabis would be the primary drug of abuse for 45% of patients while they are under  20 years, followed by methamphetamine (33%) and heroin (8%).

For many of our youth the starting point would be cigarettes smoking and experimentation with alcohol. Research shows that peer group pressure, group dynamics and personal control factors feature much stronger when it comes to teenagers and binge drinking. Over the next few years many of our young people will find themselves in situations where the situation in relation to binge drinking will spiral out of control. Some of them, with females, being most susceptible, will find themselves in situations that pose a major threat to their health because of this- with reports indicating that incidences of sexual assault, rape and other forms of sexual abuse among teenagers, perpetrated by young males on their female counterparts often being directly associated with bouts of binge drinking.

## 8.7   So is violence

Our group will also develop under the threat of violence of different kinds. Research shows that while most of our young people will not themselves be direct perpetrators of violent, criminal actions, many of them will be currently in a social environment in which violent crime is a permanent accompaniment to their lived experiences. This toxic environment will manifest itself in many aspects of their daily lives, often simultaneously. Some of them may be in a house where violence, abuse and calamity have been an ever-present phenomenon from early childhood. While much of this violence may not have been directed at them they would have grown into their teenage years believing this to be a 'normal' thing. In other cases the domestic violence would be quite specific and would involve an abusive and violent father- or- in many cases, stepfather. The young person would then have reached his/her teenage years in which the violent and abusive behaviour would be directed at all in the house. This young person would have grown up having had to develop a number of defences against this- and in many cases would also end up reproducing similar behaviour in their personal lives- in the case of males. However, research also shows that the experience of such abusive domestic violence also plays a significant role in enabling that same young people to develop the

necessary pools of resilience and coping mechanisms to handle this kind of environment and will grow into their adult years with a deep revulsion towards any forms of violence – and in particular those aimed at women and children.

The second area in which our young people will be subject to extremely violent environments will be in the community, particularly those with high levels of gangsterism and gang-related violence. In many of these communities the violence has become endemic and has been around for decades, with the sole differentiating factor being that its intensity tends to operate in cycles consisting of periods of relative calm interspersed with and interrupted by periods of heightened activity. Some of our young people have grown to their teenage years with the knowledge that while the threat of being a victim of gang –related violence is an ever present in their lives, they are particularly vulnerable during the periods of heightened violence, when the contending gangs wage war against each other. So they've learned how to protect themselves during such periods and these defences have held them in good stead over the years.

One of the defences they've learned is not to be involved in or associated with gangs or gangsterism in any way. They know of some of their peers who have died simply by virtue of being associated with membership of a gang- despite this not being true. They have grown up where they have seen how their peers venerate and almost hero–worship gangs- because gang membership brings with it a level of respect and fear amongst their peers that is hard to ignore. Some of them may end up joining a gang because they find in it the respect, sense of belonging, camaraderie and excitement they don't find anywhere else. They have grown into their teen years in search of a sense of belonging and having not found it in their family, friends and other social institutions; they've found it in gangs. The gang is the one social institution that have welcomed them and provided them with place of belonging in a way not found elsewhere. The gang also gives them access to resources- money, cars, food, clothes, sex, drugs and many other things they would not find anywhere else. They become sucked into this world because the alternatives on offer simply do not seem to be much of an alternative. This is the terrain that the Strategy must pay particular attention to.

Much of the programmes that are aimed at young people involved in gangs are simply inadequate and do not pose a viable alternative to the attractions offered by gangs. Put another way, an ill- conceived, poorly implemented and unsustained 'youth development programme' held in a hall somewhere in the community simply does not offer an alternative to what gang membership brings with it. If we understand gangs as social institutions then we need to understand that they offer to young people what the conventional social institutions do not and unless these conventional social institutions can offer viable alternatives, gangs will continue to proliferate. It means that the youth development strategy must ensure that there is much more research that is conducted into this matter and, in particular, it needs to ensure that there is a realistic and viable concept of 'prevention' that is developed. Quite simply, most of the programmes that are done under the rubric of prevention programmes do anything but- they keep some

young people busy, they have activities, but what they 'prevent' is often unclear and almost immeasurable.

# 9. YOUTH AND LIFESKILLS

## 9.1 Life Skills Programmes…. for those at risk

Some of our young people, particularly those unfortunate enough to be tagged as 'youth at risk', will be drawn into youth development programmes that involves something called 'life skills'. They will enter these programmes via a multiplicity of entry points- some of it via sports, arts and culture based programmes which often is the activities that draw them to these programmes. Others will participate in such programmes at school or through their schools. Yet others will participate in such programmes because they are in secure facilities that hold those of them in various manners of conflict with the law. Yet others would participate in 'life skills' programmes as part of a substance abuse and drug rehabilitation programme. Yet others would be in programmes called 'skills development', an aspect of which would be called 'Life Skills'.

## 9.2 What exactly are Life Skills… and what are the skills it teaches?

Many of our young people will indeed benefit from these 'life skills' programmes because in some cases it will speak to a particular need they have. Others will participate because this is a precondition for their continued participation in the activities that actually interests them- the sport, sports, arts, culture and other programmes that attracted them in the first place. For the very small percentage of our young people that will in fact participate in such programmes over the next 12 years, the developmental progress they make and the developmental benefits they receive from such participation will be mixed and very vague. Most of them will not participate in such programmes  for very long and many of them will in fact stop attending once it comes clear that the 'life skills' component is mandatory for participation in the programme as a whole. The main reasons for the minimal impact of these 'life skills' programmes have to do with poor programme conceptualisation, design and delivery. The 'Life Skills' education/curriculum will be  often conceived and designed as an 'add – on' component because of funding, reporting and other imperatives, will be delivered in a number of different ways- often as speeches, monologues and talks delivered by adults to inattentive, fidgety, distracted and largely disinterested groups of young participants. Some of the better resourced and capacitated NGOs and service providers will have programmes that are more sophisticated and better conceptualised than others and they will also most likely have presenters and facilitators that are more experienced and well versed in requirements of the task at hand. However, often, and this is the case in many programmes delivered by 'interns', trainees and less experienced presenters, the emphasis will be on 'getting the job done and 'delivering

the activity' because that is what is required for reporting purposes. These programmes are designed with good intent but we will have to ask hard questions as to whether they have any impact on the 'development' of our young people.

Where it indeed succeeds in achieving some of these, it will only be so in relation to a very small number of those that participates. The overwhelming majority of our young people will 'develop' and reach the age of 25 years despite these interventions- those of them that even come into contact with them.

The third area in which abuse and violence has a direct impact on the developmental progress of our young people is the schooling system. Some of them will be unable to learn effectively because of the way the violence affects them personally, others will simply refuse to attend school because they see no point in continuing.  It is common knowledge that many high schools throughout the province operate in a state of virtual siege and this means that many of our young people spend up to 8 hours a day in an incredibly negative, hostile and educationally detrimental environment. Many of our young people will also be exposed to drugs and drug usage for the first time, at their schools. This is not a problem restricted to the poorer schools, many of those attending the more affluent schools will also be exposed to drugs that are freely available, either at the school itself, or via dealers that work through pupil proxies at the school. Some of our young people see that every day and will have the internal resilience pools to resist it; others will not be able to do so and will start off on a journey that will cause great harm and distress to them, their health, their family and the community at large. This too is the terrain that a Strategy must address.

Some of our young people may, during the course of their becoming teenagers, end up in conflict with the law. Many times they will not be a sudden occurrence in the sense that for those of them that do, there will be a relatively long history of infractions that started in their early pre-adolescence.  Those under 18 years will, if found guilty and sentenced, will find themselves in secure facilities for youth under18 years while those over 18 will be sent to conventional correctional facilities. The offences committed by those that end up in the euphemistically –termed 'secure facilities' range from murder, sexual assaults of various kinds, various forms of theft and stealing, assault and so on. While these facilities are designed to ensure that those under 18 are protected from often dire conditions in the prisons and correctional facilities reserved for adults, many of them in fact are de-facto prisons and largely operate as such. Our young people that will spend their time at such facilities will not find it a pleasant experience and many of them will not leave with fond memories.

Much of this has to do with the poor quality of the facilities themselves, the nature and quality of the 'development' 'learning' and 'life skills' programmes offered at these facilities and the qualifications, competency and commitment of the staff. A key challenge for the Strategy is to find ways of addressing these issues, but more importantly putting in place measures that addresses the situations of the young people when they are released into the care of their families and communities at the end of

their sentences. Addressing the issue of recidivism is therefore a key challenge for the strategy.

One of the most important challenges out young people will engage with their entire lives is that thing called 'youth culture'. While they are in their teen years- as they are now and even as they move towards 25 and beyond, it will be one of the issues that defines them in many different ways. They will deal with 'youth culture' in many different ways and their manner of engagement with it will be a determining marker in their lives going forward. Much of what they understand as their core cultural markers will be shaped in their pre-teen years by a combination of influences in which their family, religious institutions, their social and cultural environment and the mass popular media will be the dominant force. So most of them will inherit what they understand to be their defining cultural traits from these sources. But culture is not a static thing and it changes with time and when in contestation with the environment within which it operates.

As their parents would have discovered before them and the generations before that, their cultural identity will play a significantly major role in shaping their own personal identity. For many of our young people grappling and coming to understand how this influences their lives will be something that will only become apparent much later in life. But for now, in this phase of their life their cultural identity is dominated by factors relating to their age (We are the youth), their ethnicity/'race', religion and in some cases, their sexuality, although for most of them it's too early for sexuality to be a defining cultural marker.  However, some of them – particularly those who are already manifesting a different sexuality- will find that they are being 'othered' because of this and that this "othering" will over time become be defined in cultural times.

For many of our young people this 'othering' will have as an outcome their social exclusion. This process of social exclusion basis of othering will take many forms, will have many points of entry and will have many consequences for the lives of our young people. It is important to also recognise that many of our young people will be both victims and perpetrators of a range of othering- those based on skin colour, texture of hair, 'race/culture/ethnicity, language, social and economic status, class, community of origin, national origin- the list is endless. Because our young people will encounter this othering both as victims and as perpetrator, the way they deal with the consequences will play a major role in shaping their lives as young adults. For some the process of social exclusion based on othering will stay with them for a long time- in some cases, for those that will spend their time as 'street people', this process could start in their early pre-teen years and continue far beyond their early adulthood.  For others the process will start at different times, largely depending on their personal circumstances and their innate pools of resilience.

For many of our young people one of the experiences and processes that will differ to that of their parent's generation will be the extent of their cross-cultural interactions with their peers. At a broader societal level the changes wrought over the last two decades has resulted in young people of today having many more opportunities for cross- cultural

engagement with their peers. The schooling system, sport, culture and particularly social media have greatly opened up these opportunities. Despite this and despite a situation where the social and political landscape no longer illegalises cross cultural interaction, research shows that most of our young people still tend to interact on a daily basis with members of the particular group they most identify with ethnically and culturally. As they move on in life this pattern will repeat and reproduce itself in a myriad of ways. Research conducted show that on the whole- but not exclusively so- their particularly their personal and intimate relationships – including  marriage and friendship circles - will be predominantly with those they most identify with ethnically and culturally.

As much as our group are part of the 'born- free generation', they are also part of the globally fabled "Y-Generation"- the most networked and connected generation in history. Our young people can now communicate and connect with their counterparts in India or the US as easily as they can with people in the next room or house!

The other thing these young people have in common is that of being teenagers. Despite the gulf that separates them in terms of their life experiences, they are united by an almost universal obsession with the latest mobile technology, Facebook, BBM (for those that use a particular mobile phone Brand), U Tube, elevated clothing brand consciousness. Mobile technology in particular enables young people such as themselves to communicate, access information, network, develop relationships and engage with their peers anywhere in the world at an instant. The exponential development of social media technology and innovation represents the most realistic, cost effective and accessible means of reaching the millions of young people across the Province that will require the services, support and opportunities of a youth development strategy.

As our young people enter their early adult years in 12-13 years' time their world may possibly be very different to the one they are living in now. Research around global meta-trends over the next 25 years tell us that the totalising impact of globalisation will be such that issues such as the economic dominance of China and India (overtaking the US as the global economic powerhouse), massive innovations in the digital and technology field (primarily the impact of innovations in cellphone and internet technology on consumption),  a permanently resource constrained world- with its attendant implications for prices and patterns of inclusion and exclusion and an era of systematic risk and uncertainty due to climate change will all impact in numerous ways on their lives and those of their children.

This means that the extent to which they are able to handle these challenges as productive and active adults and citizens will largely depend on what happens now. As our young people enter their early adulthood in the next decade, the basic elements of what's needed for them to prosper and thrive as adults need to be in place. We deal in greater detail with this in Section 3 of this document.

# 10. CONCLUSION

In the next section of this document we identify the key drivers of youth development in the external contextual environment over the next decade and beyond. The drivers tell us what the major contextual challenges are must be taken into account in the development of the key strategy components.

The drivers are set out in SECTION C can be summarised as follows:

- Demographic Change and the youth bulge;
- Education and NEETS;
- Youth unemployment and intergenerational poverty;
- Youth Crime and Violence;
- Substance, Alcohol Abuse and Health;
- Youth Culture; and,
- Communities and family units.

**What do the drivers tell us about what our young people require of a youth development strategy?**

The drivers point to the contextual trends that will dominate the lives of most of the youth of province over the next decade and beyond. What the trends tell us is that the life chances of the youth will largely be shaped by how these drivers intersect with their lives. For example, while statistics tell us that a young person leaving school before Grade 12, is highly unlikely to find a job, never mind a permanent or relatively well-paid one- the trend analysis tell us that the high drop-out rates at schools are likely to continue for the duration of the movement of our young people into early adulthood. The trend analysis also tells us that at least 50% of our group of 30 are likely to drop out of school early. Similarly, statistics tell us that young people growing up in highly toxic community and home environments will in all likely have their life chances severely limited by these factors. We are thus able to take each of the drivers and develop a set of trends that gives us a relatively informed idea of what the future holds for most of the youth of the province, unless things are turned around. It also therefore points to what the strategic priorities of the strategy should be. Quite clearly, a strategy that does not seek to incorporate these contextual drivers into its strategic thinking and programmatic development will simply miss the boat and not address the key concerns and challenges of the overwhelming majority of youth in the province.

However, because we are dealing with the real, lived lives of our young people we also understand that not all of the drivers will impact equally across the group. This is an important point because the strategy is one that addresses the challenges of young people as a whole- it does not focus on ' particular youth strata and is driven by the need to provide services, support and opportunities for young people across the board, for all young people.

For the contextual drivers to make sense we need to ask: What will be the key and non-negotiables that our young people will need in order that they thrive by age 25? In other words, if we accept that 'youth development' is about preparing young people for the responsibilities and challenges of adulthood, what are the key developmental prerequisites that a strategy must put in place now?

We deal with these issues comprehensively in Section 3 of this document

| Driver | Key Trends | Implications for Strategy | High Level Outcomes |
|---|---|---|---|
| **Demographic Change and the youth bulge** | • The 14-29 year youth bulge will grow exponentially.<br>• Continuation of current youth –led in migration to the WC - putting more pressure on the competition for scarce jobs and social infrastructure and resources<br>• The provincial median age will decrease- Province is getting younger with more than 1.3m young people aged 15-24 years<br>• Youth led and dominated social protests will become the norm<br>• The impact of high levels of unemployment and joblessness will continue to drive youth social exclusion, poverty and social distance- cascading into communities and social institutions | • Promote and encourage investment in proven and effective YD programming that delivers at scale<br>• Focus on youth development infrastructure and programmes at community levels<br>• Transversal coordination and broader societal input is critical success factors<br>• Youth development must be for all young people<br>• Strategy must advocate movement beyond pathology –driven, prevention- centred approaches- to a focus on holistic YD | • % increases over 3 years of young people able to access necessary services, support and opportunities<br>• Positive long term changes in key youth development indices<br>• All deliverers of YD programming inside and outside of DSD have a common strategic approach<br>• Longitudinal tracking will indicate positive trends in youth bulge<br>• |
| **Education and NEETS** | • No significant decrease in the high school drop- out ratios<br>• FET education will increasingly become an important source of<br> post-school skills development for the 16-25 age NEET cohort<br>• Unemployment and NEETS will remain a 'young problem'<br>• NEETS will be at the heart of youth social exclusion, poverty and social distance- at community and local levels<br>• The weak economic conditions, driven by lows rates of job creation means that skills acquisition, education and training will increasingly become a minimum requirement for economic participation – skills and education no guarantor of jobs<br>• Research indicates an on-going disconnect between youth aspiration, expectations outcomes – particularly with regards to that of finding a job, permanent unemployment, quality of jobs, remuneration. | • Develop a comprehensive NEET strategy that:<br>  o Creates transversal linkages with school retention strategies<br>  o Create linkages between YD Programming and FET Sector around industry appropriate and relevant skills development strategies<br>  o Ensures that 'Life Skills' education is driven by the NEET strategy and is no longer conceptualised as an end in itself<br>  o Promotes access to social networks that link young people to services, support and opportunities | • NEETS will become strategic focus of DSD and transversal policy development and programmes implementation over next decade<br>• Incremental targets based on lower in school dropout rates over 5 years<br>• % increases in youth skills base due to FET and post school skills strategy<br>• % decreases in NEET ratios over 5 years<br>• Significant increases youth work experience opportunities<br>• Significant decreases in levels of social dislocation and youth distance |
| **Youth Unemployment and intergenerational poverty** | • Economic opportunities for young people will largely be driven by challenges of structural unemployment and household poverty<br>• Rural youth employment and poverty will escalate because of drastic changes in the rural economy- driven by youth led social unrest- with a multiplier effect on many rural communities<br>• Projected economic growth rates have little impact on formal youth unemployment- more young people will join long-term jobless<br>• Most current youth unemployment schemes make no impact | • Support, initiate processes focussing on wage –based work experiences and opportunities<br>• Strategy must address intergenerational challenges of PSO8<br>• All anti-poverty, job creation programmes must address challenge of scale and sustainability<br>• Rural youth poverty must be priority programme<br>• Programmes must link short-term imperatives with long term developmental outcomes focussing on services, support and | • Ratio of young people per community that are able to access work experience opportunities over 5 years- linked into long term intergenerational anti-poverty strategy<br>• % increases in households with working early adults<br>• % Improvement in rural youth employment ratios |

| | | | |
|---|---|---|---|
| | at scale and are unsustainable<br>• On-going tension between short –term need and long term dev. | opportunities | |
| **Youth Crime and Violence** | • While young people between 15-25 are main perpetrators of crime and violence – youth victims outnumber the perpetrators<br>• Youth crime and violence extends to most poor communities across rural and urban contexts<br>• Current ratios of youth gang membership will remain constant but social impact of gangsterism will escalate<br>• Gang membership will increase in African communities<br>• Current youth crime and violence programmes are ineffective and ineffectual- they make no impact at all levels<br>• The lack of transversal efforts- coupled with lack of genuine multi-stakeholder and community will continue to be a major challenge<br>• Youth in criminal justice system is an on-going challenge | • The strategy must prioritise on resilience based programming at individual, family and community levels<br>• A comprehensive review of all current anti-youth crime and violence strategies is critical<br>• Develop a grounded transversal and community based YD strategy that focuses on best practice models that are proven to work at scale<br>• All programming must be outcomes based, research led and evidence based<br>• Specific focus on youth in CJS | • % decrease in youth crime and violence ratios because of multi-stakeholder youth crime prevention strategies at local levels<br>• Greatly increased levels of transversal coordination and cooperation<br>• Measurable increase in governments capacity to measure success and impact of its funded and supported programming<br>• Integrated implementation is the norm |
| **Substance, Alcohol Abuse and Health** | • Substance abuse impacts all socio-economic categories of youth<br>• Continuation of high levels of youth substance and alcohol abuse -of particular concern is the spike in teenage binge drinking<br>• HIV/AIDS and unsafe sexual practice is an on-going concern<br>• The school and community remains the main access point for drugs<br>• The linkages between substance abuse, dysfunctional family life, multi-generational poverty will in all likelihood be endemicised<br>• The impact of substance abuse in rural contexts will increase exponentially as rural youth social disconnection increase | • Develop and strengthen the concept of youth wellness as a key component of YD<br>• Develop strong transversal linkages with the Provincial anti-substance abuse programme<br>• Best practice research into sports, arts and culture based anti-substance abuse programming<br>• Short –term family/community strengthening strategies integrated into long –term intergenerational change | • Integration of youth wellness into YDS approach<br>• Higher levels of synergy and integration between YDS and PASAS.<br>• Development and implementation of sports-based anti-substance abuse programming<br>• Measurement of success ratios of sports-based anti-abuse programmes |
| **Youth Culture** | • Youth culture will be driven by rapid technological innovations<br>• Youth culture will continue to be a fluid and contextually – driven process that fundamentally influences our understanding of and ability to reach out to and engage with young people<br>• On-going tension between youth bulge and youth cultural trends | • More research is required around notion of youth culture and its provincial contextual specificities<br>• Invest and support in innovative strategies that use technology as means of reaching and engaging youth | • Much greater utilisation of technology to reach and engage young people in YD programming<br>• A nuanced, variegated and informed perspective of youth culture and YDS |
| **Communities and family units** | • Community and family units will continue to be placed under tremendous pressures- exacerbated by poverty, unemployment, social degradation and low levels of intrinsic motivation<br>• Youth, family and community dysfunction will be endemicised- the outcomes of YD processes are greatly | • Much greater focus and investment in transversal, integrated family and community strengthening and support programmes<br>• Short –term family/community strengthening strategies integrated into long –term intergenerational change | • Greatly improved levels of transversal coordination due to work of PSO 8 work group<br>• Measurable long –term increases in the levels of family and community solidarity, support and resilience |

influenced by the quality of family life – particularly in poor households and communities.

## 11.    INTERNAL DEPARTMENTAL ENVIRONMENT

This section of the strategy document looks briefly at the internal (Departmental) environment within which youth development operates. We start off by locating the current departmental location of the YD Programme and we conclude with general comments that are important in relation to the programmatic unpacking of the strategy. We start off with a very brief overview of the DSD and its core functions and strategic goals as set out in the 2012-2013 Annual Performance Plan.

The APP identifies the following as the core functions of the DSD:

- A **Welfare Service** to the poor and vulnerable in partnership with stakeholders and civil society Organisations; and,
- A **Community Development Service** that provides sustainable development programmes, which facilitate empowerment of communities

The APP furthermore describes the Departmental strategic goals as:

- **Strategic Goal 1**: Improve Governance and Modernisation of service delivery
- **Strategic Goal 2**: Create opportunities through community development services
- **Strategic Goal 3**: Create a caring society through developmental social welfare services

The core functions and the strategic goals are addressed and implemented via 3 overarching programme areas –each with a number of related sub-programmes. The overarching programme areas are:

- **Programme 1**: Administration
- **Programme 2**: Social welfare Services
- **Programme 3:** Development and Research

### 11.1    How is youth programming currently delivered in DSD?

The current institutional location of the Youth Development sub- programme is within Programme 3 in the Community Development Directorate. The Youth Development Programme in DSD is organisationally located within the Chief Directorate Community and Partnership Development and is located for purposes of the Budget Structure in the Research, Population and Knowledge Management Directorate of Programme 3.

In this document we distinguish between youth development programming and youth-related and targeted programming. While this distinction has validity for reasons of sub-programme conception, location, budget reporting and management, it is ultimately a problematic distinction at a conceptual level. By this we mean that there is a substantial amount of programming across three programme areas of DSD and especially at a sub-programme level that that involve and target young people- while not carrying an explicit 'youth development' tag'. We have captured in Table 2 below the essence all the sub-programmes in DSD that target young people in some way. As we can see in the table, most of the DSD sub-programmes have young people as a client, target, and intervention objective in some way or the other. However, there is very little conceptual clarity across DSD as to how what is offered in these sub-programmes contributes towards 'youth development'. The direct consequence of this situation is the disparate and uncoordinated way in which youth –targeted programming is delivered in the department. At the same time, there is very little debate as to the need for a more coordinated and departmentally integrationist approach to this matter. As we set out later in this document, there are very strong financial, programmatic and institutional reasons as to why this is important.

A brief **synopsis** of youth related and targeted **programming** DSD reveals that:

All sub-programmes deliver services across 4 services categories, namely:
- Awareness
- Early Intervention
- Statutory
- Re-integration

Furthermore, **Table 1** shows:

- Programming delivered in terms of the direct auspices of the **Youth Development** sub-programme **( Sub-Programme 3.2** in the Programme 3: Community Development Directorate)
- **Departmental sub- programmes target** and focus on young people as part of a broader thematic focus;
- Youth-targeted programming is **delivered** through **statutory** obligation- by government and non-government **delivery agents**;
- Youth programming is also delivered as part of **regional** programme agendas;
- Programming delivered by **delivery agents funded** by DSD ; and,
- Youth development -focussed programming identified and driven by **the Ministry** and those delivered in **partnership** with other departments and organisations
- **Ad-hoc** and '**special** occasion' programming - Youth Day, National DSD youth –focussed programming

Finally, as seen in Annexure 1, there is also significant funding of youth-targeted programming across most Provincial Government Departments.

Moving on from there, we identify in Figure 1the key internal DSD youth development drivers. The drivers were identified by looking at the various ways in which youth programming is delivered- a synopsis of which is contained in Table 2- and by identifying the key internal challenges regarding current youth development praxis in DSD.

## 11.2 Youth Related programming in DSD

*Table 1: DSD-Youth –related programming*

| PROGRAMME 2: social welfare | | |
|---|---|---|
| *The programme interventions below are categorised into awareness, early intervention, statutory and reintegration services* | | |
| **Sub Programme** | **Description and High Level Programme Focus** | **Youth Focus- Low or High** |
| **Sub-Programme 2.2. Substance Abuse, Prevention and Rehabilitation** | | |
| **Integrated prevention, treatment and rehabilitation. Focuses on Awareness, early intervention, statutory services and aftercare support** | | - High - emphasis on 'youth at risk |
| **Sub-Programme 2.4. Crime Prevention and Support** | | |
| **Social crime prevention programmes, probation services targeting children, youth and adult offenders and victims in the criminal justice process. Programme mandate   underpinned by National and Provincial legislative and policy prerogatives** | | High - targeting children and youth- up to 18 years-  in criminal justice process- High levels of statutory obligations |
| **Sub-Programme 2.5. Services to the Persons with Disabilities** | | |
| **Integrated programmes - services facilitate promotion of well-being, socio economic empowerment of persons with disabilities.** | | - Moderate - targeting youth with disabilities empowerment and support programmes |
| **Sub-Programme 2.6. Child Care and Protection Services** | | |
| **Design and implement integrated programmes and services that provide for the development, care and protection of the rights of children. Guided by the Children's Act** | | - Very high - youth 12-18 years- High statutory obligations |
| **Sub-Programme 2.7. Victim Empowerment** | | |
| **Integrated programmes and services to support care and empower victims of violence and crime in particular women and children. Focus on  victims and perpetrators of violence and crime, Families, forums, capacity building, rural areas** | | - Relatively high - includes victims and perpetrators |
| **Sub-Programme 2.8. HIV/Aids** | | |
| **Integrated community based care programmes and services aimed at mitigating the social impact of HIV and Aids.** | | - Relatively high youth focus |
| **Sub-Programme 2.9. Social Relief** | | |
| **Emergency needs in communities affected by disasters and other social conditions resulting in undue hardship.** | | - Moderate youth focus – but could include child/youth headed households |
| **Sub-Programme 2.10. Care and Support Services to Families** | | |
| **Programmes and services to promote functional families and to prevent vulnerability in families. Focus on building resilience for families, through family preservation services.** | | - Focus on families – A core focus is on young parents and children  born to mothers U18 |
| **PROGRAMME 3: Community Development** | | |
| **Programme 3.2. Youth Development** | | |
| **Design and implement programmes that promote social inclusion of youth, youth empowerment and development. Focus on design of interventions promoting inclusion and impacting on social challenges of youth poverty in the Province.** | | - Very high- focus is exclusively youth -15-24 years |
| **Sub-Programme 3.3. Sustainable Livelihood** | | |
| **Design and implement integrated development programmes aimed at the social relief of children and their caregivers in need of nutritional support. Focus onHunger and malnutrition, as a result of poverty and social exclusion.** | | - No specific youth focus- focus on children and care givers |

| Sub-Programme 3.4. Institutional Capacity Building and Support (ICB) | | |
|---|---|---|
| To facilitate the development of institutional capacity for NPOs and other emerging organisations. Focus on growing a dynamic, sustainable, healthy and effective NPOs | - | No specific youth focus – could target youth NPOs |
| Sub-Programme 3.5. Research and Demography | | |
| Facilitate, conduct and manage population development and social development<br>Research, in support of policy and programme development in Province and national Population Policy and other DSD programmes. Focus on trend analysis reports | - | No specific youth focus - could conduct youth-related research |
| Sub–Programme 3.6. Population capacity development and advocacy | | |
| Capacity building within the social development sector and other government departments to integrate population development policies and trends into the planning of services. Focus on promoting population capacity building for all government planners in the Province. | - | No specific youth focus but could assist with youth demographic related programmes |

### 11.3   Unpacking the dynamics of Youth Development inside DSD

By unpacking the implications for strategy development from the point of the internal analysis of youth –related and targeted programming in DSD we propose the following as key issues that a strategy development process must take into account:

- The contextual trend analyses indicates that addressing youth wellbeing is central to meeting  the long – term development objectives of the Province- with specific focus on PSO8 -reducing poverty and promoting social inclusion;

- Youth development is not currently a core DSD priority programme - but youth – targeted sub- programmes are important components of most DSD programmes and are a central element of the regional programmes. At the same time youth development within DSD, PGWC and more broadly is an amalgam of approaches, programmes, processes, initiatives, and projects. It currently exists in a variety of different places, forms, guises, organisation, and projects under all sorts of different names.

- Youth –related programming in DSD are delivered via the following delivery  models:
- Statutorily mandated programming focussing on youth in conflict with the law  and in secure facilities;
- Programming managed via the existing Youth Programme;
- Programming delivered by NGOs/NPOS funded by DSD –  statutory and community –based programming;
- Programming delivered by DSD in partnership with other PGWC departments; and,
- Ad-hoc programming based on priorities identified by MEC
- Current  youth development programming inside and outside of DSD tend to be fragmented, uncoordinated, episodic, unsustained and output - driven with no M&E

systems in place to measure impact–the collection of NFD does not provide information to measure impact.

- The lack of a clear M&E system means there is no system in place that measures the quality, standards, impact and outcomes of youth –targeted programming. While it is accepted that each sub-programme that has youth targeted activities may have their own indicators and impact measurement processes, it is critical that the youth programme develops a more rigorous and standardised system of M&E that ensures that programmes are measured for quality, standards, impact and outcomes as opposed to the current emphasis on collecting non-financial data (NFD. These tie into the argument of an integral relationship between programme conception, design, implementation and its monitoring and evaluation. As Fred Coalter points out, too many 'youth development' programmes and initiatives are characterised by poor, vague and ill-defined outcomes, which have little relation to programme processes, mechanisms and content[4]'

- There are significant funding, activity and objective overlaps, duplications and repetitions in the youth –related programmes across DSD at sub-programme level. Many do the same things and have the same target groups

- Current youth programming is driven by prevention-focussed, deficit-reduction, pathology-centric approaches that see young people as 'problems to be managed'- while the Provincial context demands that we focus on all young people, inclusively

- Current youth programming inside and outside of government reach very few young people. In a situation where 3.6 million young people out of a provincial population total of 5.8m are under 34 year it is incumbent on DSD to ensure that DSD youth development programming make an impact at scale. Our programmes have to reach more young people with services, support and opportunities- with due regard for ensuring no slips in standards and quality. There is currently little evidence- beyond the anecdotal- that the current programmes that do reach the youth have any developmental impact beyond vague notions of a focus on 'prevention' and 'life skills' programmes that serve as add-ons to meet deliverables set out in TPAs. The outputs driven focus means these programme elements are virtually impossible to measure for impact.

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[4]Fred Coalter, Sport for Development Impact Study, 2010

- The current Youth Programme is understaffed and there is an on-going tension`between meeting 'dashboard 'deliverables within the context of limited resources and capacity
- There is no overarching DSD approach and conception of Youth Development and outcomes driven programming- therefore the impact of programming in terms of developmental outcomes are assessed via largely anecdotal and number –based project completion reports that are  rarely if ever verified In relation to developmental outcomes-as opposed to the collection of NFD data.
- There is insufficient integration and coordination between central Youth Programme priority programmes and what is delivered in the regions and by service delivery agents funded by DSD
- There is often a mismatch between broad anticipated outcomes and single issue programmatic interventions- with no linkages  between objectives / activities/ outputs  and outcomes- this results  in programming  that often are ends in themselves
- Youth Development programming operates from a very low evidence base – with little research outputs that inform programme development
- There is no overall Provincial Youth Policy Framework that applies transversally-across all Provincial Government departments. This means that youth –targeted programme funding is not making maximal impact

## 11.4    Key Institutional Proposals

**Table 2** below contains the key institutional proposals of the strategy. These proposals flow out of the previous section that deals with the internal DSD youth development environment and must be read together with and in conjunction with the programmatic proposals in Section 3. The first part of the next section briefly describes the process that will be followed to arrive at a Final Youth Development Strategy. This is an important process because it involves an internal DSD consultation Process that will involve all DSD directorates and regions, and an external, transversal consultation process that will involve all PGWC departments that fund and support youth –targeted programmes, projects and initiatives.

| Strategy Area | Strategy Proposals | Process Indicators | Timeline | Anticipated Outcomes |
|---|---|---|---|---|
| **Internal and External Consultation Process** | • To guide the Draft Youth Development Strategy through an external transversal and internal DSD consultation process<br>• To incorporate the proposed changes (only those accepted) into the final YDS<br>• To commence with the institutional incorporation of the YDS | • Submission of Draft Strategy to MEC for approval and release for broader consultation<br>• Conduct external consultation process via PSO 8 Youth Work Group- convened by SD Ministry<br>• Hold 2 day internal DSD Consultation Process<br>• Incorporate accepted changes and finalise strategy document for sign off by MEC | • End Jan 2013<br><br><br><br>• Call Work Group Meeting for first week of Feb 2013<br><br>• Beginning March 2013<br><br><br>• 2nd week of March 2013<br>• Sign off my MEC end March 2013 | • MEC releases Draft for consultation<br><br><br><br>• Inputs of Work Group is incorporated into Draft<br><br><br><br>• Support of DSD departments- incorporation of inputs<br><br><br><br>• YDS becomes DSD strategy – Incorporation into APP |

| Strategy Area | Strategy Proposals | Process Indicators | Timeline | Anticipated Outcomes |
|---|---|---|---|---|
| **Make Youth Development a Core DSD Programme** | • Establish a common vision and outcomes for DSD Youth Development Programming<br>• Create Institutional and Programmatic certainty around the location of Youth Development Programming<br>• Create a DSD Youth Development Directorate- with appropriately qualified and experienced staff to manage and implement complex transversal and multi-stakeholder processes<br>• Realign DSD resources to support the strategy implementation<br>• Prioritise programmatic integration and coordination | • Submit Draft Strategy to MEC for approval and release for broader consultation<br>• Prepare Exec Summary, PP and 5 page versions on Draft YDS<br>• Commence and finalise transversal and internal DSD consultation process<br>• Finalise institutional location of YD in DSD<br>• Complete DSD YD Resourcing/Budgetary plan<br>• Establish DSD YD coordination and integration mechanism | • Approval of Draft Strategy by MEC by end of January 2013<br>• Consultation process and final strategy document completed by end of February 2013<br>• Internal location issues finalised and coordination and integration mechanisms established- March 2013 | • MEC approves Draft Strategy for purposes of internal DSD Consultation<br>• Youth Directorate is established with necessary staffing and programme management expertise<br>• Final Strategy document with DSD inputs for submission to Cabinet<br>• DSD YDS forms basis of Provincial YDS<br>• Cabinet approves DSD YDS Approval and implementation of YD coordination and integration structure in DSD |
| **Improve the quality of programme design, delivery and implementation by establishing outcomes – based YD best practice benchmarks** | • Set uniform best practice standards for outcomes based Youth Development Programming across DSD<br>• Promote focus on outcomes based programming<br>• Ensure that all TPAs and programme funding are aligned with outcomes based programming objectives<br>• Build internal (DSD) and external (NGO, Service Providers) capacity | • Complete International Best Practice study of outcomes-based YD programme design, delivery and implementation<br>• Finalisation of core YD outcomes –based benchmark guidelines<br>• Programme managers capacitated to manage outcomes based processes inside and outside of DSD (Design of TPAs, quality management, M&E) | • First Draft completed by April 2013<br>• Finalisation by March 2013<br><br>- | • Application of best practice standards and benchmarks in all DSD YD Programming<br>• Application of core outcomes across all DSD youth development programming |
| **Promote research driven and evidence** | • Ensure the establishment of internal DSD capacity to measure impact and outcomes<br>• Establish partnerships with key YD | • Identification of possible partners by end of March 2013<br>• Research needs identified based on final youth strategy | • Pilot partnership by April 2013 | • Youth Directorate is able to measure and report on impact on funded projects and programmes |

| | | | |
|---|---|---|---|
| **led programming** | • research and evidence led programming specialists<br>• Identify the core research needs of YD based on finalised strategy<br>• Develop framework for evidence led programming | by end of April 2013 | | • Qualitative improvements in all aspects of programme delivery based on research results and outcomes |
| **Put in place outcomes based M&E systems** | • Develop M&E framework based on principles of the YD Strategy | • Consult M&E Sub-directorate<br>• Develop Draft M&E Framework | • First M&E Draft Framework by end of April 2013 | • Incorporation and integration of M&E into all DSD YD Programming |
| **Align YDS with DSD Service Delivery Improvement Plan** | • Integrate YD strategy with DSD **Service Delivery Improvement Plan with reference to** role of regions, Programme Managers and NGOS in programme delivery<br>• Ensure that Regional offices align their YD strategy with DSD YDS<br>• Ensure that NGOS and service Providers align overall DSD YD Strategy and Ensure that Regional offices align their YD strategy with overall DSD YD Strategy<br>• Establish YD Priorities per region based on overall strategy. | • Consult with regions<br>• Align Regional YD Strategies with overall DSD YDS<br>• Development and approval of Regional YDS | • Set up, conduct and finalise regional consultations by end of March 2013<br>• Regional YDS aligned with DSD YDS by end of April 2013<br>• Approval by End of May 2013<br>• Implementation commences in April 2013 | • Commencement of Regional YDS implementation |

## SECTION E:  MULTIPLE PATHWAYS TO YOUTH DEVELOPMENT - CONCEPTUAL FRAMEWORK

**12. INTRODUCTION**

This section of the document **introduces** the core elements of
the overall **Conceptual Framework** that underpins the strategy.
The conceptual framework is **informed** by:

- The **drivers** identified in the **internal** and **external** contextual analysis;
- **International Best Practice** research on Youth Development approaches, theory and practice and,
- Reflections on **current youth development practice** in DSD and **civil society** more generally

The Conceptual Framework includes the following:

- An overall description of the Vision, Goals, Objectives, Youth Development Principles, High Level Outcomes and Core Thematic Programme Areas –these are captured in the graphic below;
- A Theory of Change graphic that explains how the youth development outcomes will be achieved, both in the short and long term.
- A brief text -based explanation of the overall logic of the Conceptual Framework

**Figure 1: Conceptual Framework**

**Drivers of Youth Development**

| Demographic Change and the youth bulge | Education and NEETS | Youth Unemployment and intergenerational poverty | Youth Crime and Violence | Substance, Alcohol Abuse and Health | Youth Culture | Communities and family units |
|---|---|---|---|---|---|---|

**'Youth of the Province equipped to confidently, positively and purposefully meet the challenges of the 21st Century'**
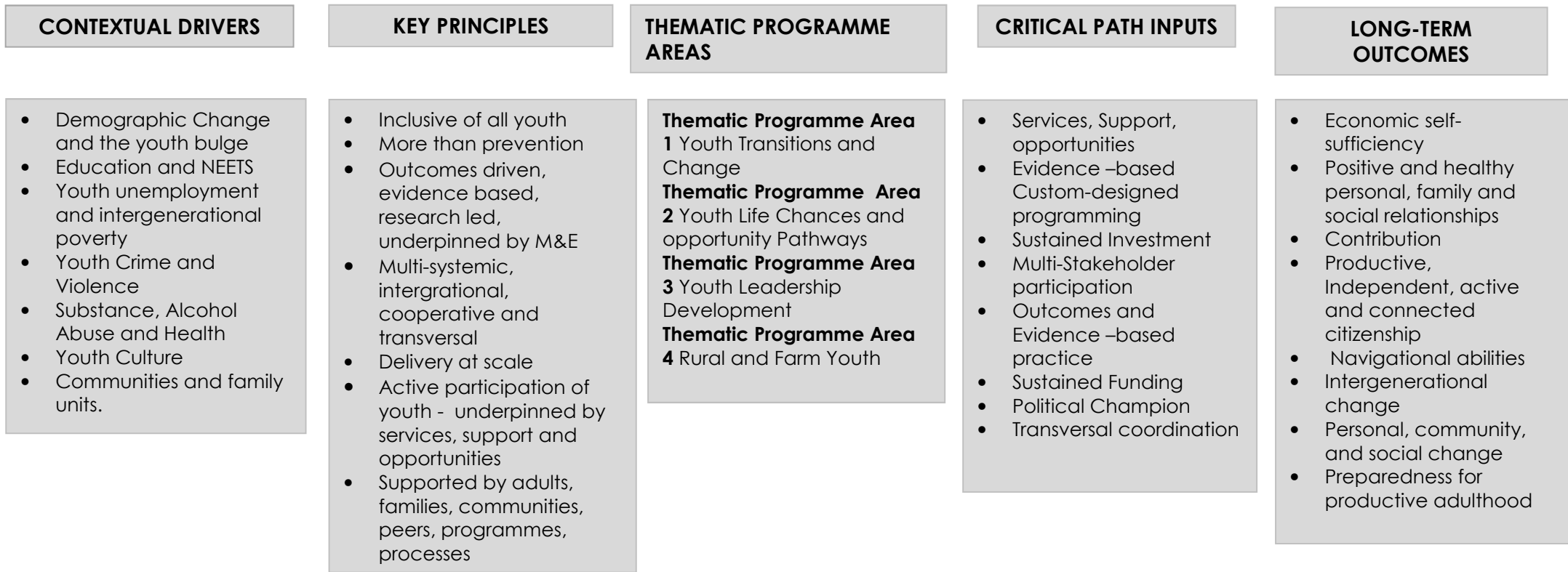
**By age 25 all young people of the Province should be economically self –sufficient, independent, healthy, with positive family, personal and social relationships, and should be actively involved in their community**

| Implementing PS08 by ensuring that all young people of the province get the necessary services, support and opportunities in their growth into productive, positive, independent and active citizens of the Province and the country as a whole | Involve all of Western Cape society in pursuit of our strategic vision for Youth Development | Put in place the necessary transversal and interdepartmental arrangements, partnership agreements and coordination processes in and out of government | Drive the shift to outcome based youth development programming in the Province, inside and outside of government |
|---|---|---|---|

| Services | Support | Opportunities |
|---|---|---|

| **Programmatic Theme Area 1** Youth Transitions and Change | **Programmatic Theme Area 2**: Youth Life Chances and opportunity Pathways | **Programmatic Theme Area 3**: Youth Leadership Development | **Programmatic Theme Area 4**: Rural and Farm Youth |
|---|---|---|---|

**Long Term Developmental Outcomes**

Economic self-sufficiency; Positive and healthy personal, family and social relationships; Contribution; Productive, Independent, active and connected citizenship; Navigational abilities; Intergenerational change; Personal, community and social change; Preparedness for productive adulthood

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# 13. CONCEPTUAL FRAMEWORK- AN OVERVIEW

**Figure 1** above sets out the relationship between the contextual drivers, vision, overall goal, strategic objectives, and youth development approach, Programmatic Theme Areas and long term developmental outcomes of the strategy and should be read together with **Figure 2** below that explains the overall Theory of Change.

The Draft Vision Statement is:

> 'Youth of the Province equipped to confidently, positively and purposefully meet the challenges of the 21st Century'

If we insert the meaning of the Draft Vision Statement into a set of long –term outcomes for the youth of the Province, it means that the strategy aims to improve the long-term life chances of all the young people of the Province so that by the time they reach adulthood they will:

- Be economically self-sufficient and independent;
- Be healthy and have good family and social relationships, and,
- Contribute to civic affairs and the life of their community.

If we translate our basic vision into a consolidated aim it would be the following:

> **Overall Aim**
> By age 25 all young people of the Province should be economically self –sufficient and independent, healthy, with positive family, personal and social relationships, and should be active in their community.

> **Specific Goals**
> - Contribute towards meeting PS08 by:
>   - Ensuring that all young people of the province get the necessary services, support and opportunities in their growth t into productive, positive, independent and active citizens of the Province and the country as a whole
>   - Mobilise all of Western Cape society in pursuit of the above objective
>   - To put in place the necessary transversal and interdepartmental arrangements , partnership agreements and coordination processes in and out of government
>   - To drive the shift from output-based to outcome based youth development programming in the Province, inside and outside of government

**FIGURE 2**

**Youth of the Western Cape Meeting the challenges of the 21st Century- Our Theory of Change**

| CONTEXTUAL DRIVERS | KEY PRINCIPLES | THEMATIC PROGRAMME AREAS | CRITICAL PATH INPUTS | LONG-TERM OUTCOMES |
|---|---|---|---|---|
| • Demographic Change and the youth bulge<br>• Education and NEETS<br>• Youth unemployment and intergenerational poverty<br>• Youth Crime and Violence<br>• Substance, Alcohol Abuse and Health<br>• Youth Culture<br>• Communities and family units. | • Inclusive of all youth<br>• More than prevention<br>• Outcomes driven, evidence based, research led, underpinned by M&E<br>• Multi-systemic, intergrational, cooperative and transversal<br>• Delivery at scale<br>• Active participation of youth - underpinned by services, support and opportunities<br>• Supported by adults, families, communities, peers, programmes, processes | **Thematic Programme Area 1** Youth Transitions and Change<br>**Thematic Programme Area 2** Youth Life Chances and opportunity Pathways<br>**Thematic Programme Area 3** Youth Leadership Development<br>**Thematic Programme Area 4** Rural and Farm Youth | • Services, Support, opportunities<br>• Evidence –based Custom-designed programming<br>• Sustained Investment<br>• Multi-Stakeholder participation<br>• Outcomes and Evidence –based practice<br>• Sustained Funding<br>• Political Champion<br>• Transversal coordination | • Economic self-sufficiency<br>• Positive and healthy personal, family and social relationships<br>• Contribution<br>• Productive, Independent, active and connected citizenship<br>• Navigational abilities<br>• Intergenerational change<br>• Personal, community, and social change<br>• Preparedness for productive adulthood |

**Best Practice Youth Development:** have high aspirations for, and expectations of, young people; are well planned, deliberately designed and competently delivered through high quality activities delivered by skilled, confident and empathetic staff who build trusting relationships with young people; have a 'deliberate learning environment' for staff and participants; maximises opportunities for learning and growth and meaningfully involve young people in choosing and designing activities; have increasing opportunities for young people to make decisions and to take on leadership roles as they mature and gain more expertise; have structure that is developmentally, culturally and environmentally appropriate; have clear expectations for behaviour; provide emotional and moral support; provide physical and psychological safety; have strong links between young people, their families, communities and broader community resources.

**Overall Goal:** By age 25 all young people of the Province should be: economically self –sufficient; independent; healthy, with positive family, personal and social relationships, and should be actively involved in their community

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**Vision:** Youth of the Province equipped to confidently, positively and purposefully meet the challenges of the 21st Century.

## 14.1    hat is a Theory of Chance and why is it important for our strategy?

Figure 2 above outlines the Theory of Change underpinning the strategy. What is a Theory of Change? Why it is a critical component of the youth development strategy, what purpose does it serve and, what is the Theory of Change underpinning the Strategy?

We place our Theory of Change (TOC) at the centre of the framework because we believe that change is the central catalysing force in youth development processes.

Although there are many different approaches to it, we understand a Theory of Change (TOC) as s a broad conceptual roadmap that; articulates the underlying beliefs and assumptions about change processes, provides a guide around the why and how of such change processes, its intended short, medium and long development outcomes and the relationship between them in the delivery of services.

So why are we placing so much emphasis on a theory of change? Why is it an important component of our conceptual framework and how does it assist us in clarifying what we hope to achieve with this strategy?

A Theory of change asks the question- how we know that what we do in the name of youth development actually results in is important because it enables us to ground our youth development approach by unmasking the assumptions that underpin it. Much of what passes for youth development approaches is based on a set of untested assumptions about the results of youth development processes. The key assumption in this regard is the one that almost takes for granted that what is done in the name of youth development actually results in the development of young people. These assumptions tend to revolve a

A TOC is a critical element of our strategy because change is a critical component of Youth Development. Without personal change young people cannot 'develop' and without changes in their environmental, contextual circumstances and conditions any success in individual change is likely to be short-lived, difficult to

sustain, temporary with high rates of recidivism. A theory of change therefore serves the purpose of explaining the connection between the doing part of the strategy (Programmes, projects, events, outputs, activities)and the developmental part (how the doing results in changes that results in outcomes that are measurable as developmental growth. This approach draws on the formulation of Karen Pittman that 'Problem Free is not Well Prepared'. In other words, it cannot be assumed that the act of doing by and in itself leads to developmental outcomes. It may lead to short-term behavioural changes but there is no evidence that it will result in any meaningful developmental outcomes. As will be seen later in this section, a key outcome of this strategy is the attainments by young people of the Province of a set of competencies that will enable them function optimally as young people and later, by age 25 as young adults. The underlying assumption therefore is that the young people of the Province will, through the implementation of this strategy, develop these basic competencies that will make this outcome possible. It is therefore incumbent on the strategy to explain how what it proposes conceptually and programmatically, will lead to these developmental outcomes and results. If it is unable to do that, the strategy will be nothing more than a 'basket' of services made up of an amalgam of programmes and activities with unclear no clear explanation of how this leads to the developmental results and outcomes referred to.

### 13.2   What is Our Theory of Change and how does it inform our conceptual framework?

Our theory of change and our conceptual framework is based on the following assumptions:

- ***Youth Development is a complex, natural, simultaneous, intentional and continuous process***-its complex because it is multi-dimensional, is mediated through a multiplicity of simultaneous relationships and by a constant struggle around issues of identity, value formation, moral codes and behaviour, and above all, is heavily shaped by context. It entails individual, contextual and community change and growth in physical, cognitive, social, emotional and moral spheres and covers movement from  childhood to early adolescence, middle adolescence, late adolescence, and into early adulthood  and beyond. It's a natural process because

it forms an integral element of the overall process of human development and entails an element of human biological development and everyday engagement of young people with and upon their environments and contexts through the 'normal', socialising institutions of society (Family, education, religious, economy, community, peers, media etc). Young people don't start to develop in their adolescent years only. There is a common conception of youth development as something that is only relevant to adolescents and that their 'developmental' process only commences at this stage of their lives. The truth is that evidence tells us that the life processes of many young people are largely set by the time they reach adolescence   In this sense, most young people 'develop' without any interaction with or participation in 'youth development programmes'.. It's a process because it unfolds over time, does not unfold in a straight line and is heavily mediated by environmental context. It is simultaneous because young people 'develop' naturally within and across a variety of domains via these socialising institutions and it is intentional in that these institutions and youth development programming are aimed at deliberately and intentionally capacitating of young people to lead healthy, satisfying, and productive lives, as youth and later as adults – through the development over time of the necessary competencies needed for this - earning a living, engaging in meaningful and positive social and personal relationships, engaging with their environments etc. While we distinguish for purposes of conceptual clarity and accuracy between the youth development process as it unfolds though the everyday socialising institutions and as it unfolds through 'youth development programmes' – we assert though that 'youth development' happens everywhere and all the time. It is therefore incumbent for a strategy to understand the connections between all of these loci of youth development.

- *Youth development comprises of:*

**Principles**– That captures the basic and fundamental assumptions, values, philosophy and goals of youth development. Principles are the basis of the conception, design, implementation and evaluation of youth development practices, programmes and its intended outcomes.  Youth development principles are a guide to youth development practice.

**Practices-** where the basic youth development principles are applied in the extremely varied and multifaceted programmes, organisations, initiatives, projects, processes and environmental settings in which the 'development' of young people unfold . Youth development practice seeks to apply particular developmental principles to address identified challenges and to meet identified outcomes. While youth development practice emphasises the intentioned, deliberate, organisational and programmatic side of the process, youth practice also occurs in and through individual actions, families, communities, organisations, faith- based bodies, educational institutions, and a multitude of other places- including nowadays, cyberspace.

- ***Youth Development involves individual and contextual change***- in which the interaction of young people with parents, family members, peers, teachers, coaches, employers, adults and other relationships play a central role in their development- influenced by cultural, environmental and contextual factors. Young people 'develop' in families, organisations, communities and cultures.  Youth Development programmes take up a very small % of their development time and space; Young people develop via their interaction with the places in which they live, learn, work, play and engage.  <u>All</u> of these settings contribute to their development and life chances Young people develop via their  interaction with the places in which  they live, learn, work, play and engage.  <u>All</u> of these settings contribute to their development and life chances. Many youth development programmes often focus almost exclusively on the need for individual changes in youth behaviour and behavioural patterns as being the key driver of their 'development'. In other words, the assumption is that changes in the attitudes, actions, behaviours and practices of young people will automatically result in developmental progress. This approach is not incorrect- because changes at an individual level are a critical element of developmental progress. However, its key weakness is when changes at an individual level is emphasised without commensurate and proportionate emphasis on the need for contextual and environmental changes. Therefore a key driver of  our Theory of Change is the following assumption:
    - Both the person (individual) and the context are important in youth development. They should not exist in isolation of each other

- Youth development is about change at individual and contextual/environmental levels. Changes in context change young people and exponentially enhance their life chances and developmental progress. Changes at both these levels are fundamental prerequisites for youth development and must therefore be a central element of youth development programmes and processes.

- *Young People must take charge of their own development*– Young people do not 'develop' by having things done for them by others. Participation and youth agency is a critical element of youth development. By 'participation and youth agency' we mean a process where young people actively, consciously and purposively engage in a multiplicity of simultaneous processes that all contribute towards their own development.  In the end, young people are the drivers of their own development. A youth development strategy/ programme simply create an enabling environment for this process. Therefore, the second key driver of our Theory of change is the following assumption:

- Youth development is not about 'doing' things for young people but about creating the enabling environments where young people take charge of their own development.  Such an enabling environment includes the measured, judicious, effective and rational provision of services, support and opportunities for young people.  Adults, peers, families, communities, social institutions are also an essential element of this but in the end young people must 'do it for and by themselves

- Triggered by and sustained by active participation, contribution and exposure to new ideas, experiences and influences; and, Triggered by and sustained by active participation, contribution and exposure to new ideas, experiences and influences

- *Youth Development takes place in a multiplicity of contexts-* About youth, adults, people,  policies, communities,  programmes, institutions, systems and organisations working together to create an enabling environment  in which young people can thrive About youth, adults, people,  policies, communities,  programmes, institutions, systems and organisations working together to create an enabling environment  in which young people can thrive . Youth do not

'develop' in a single organisation or programme but across a multiplicity of processes, with widely differing varieties of complexity and levels. How young people engage with and through the family, community, schools/ university, training institutions, the workplace and their peers. However, while each of these environments exerts a different amount of influence over individual young people, the family is the most powerful at all stages of adolescent development. As young people grow into late adolescence and early adulthood , other influences like peer and kinship groups and associations, their ' communities of interest and influence' and the workplace begins to exert a much greater influence. Youth development cannot and should not be confined to single-programme 'interventions'.  Youth development happens across a variety of contexts and involves the development of a number of domains. Young people do not 'develop' in programmes alone but in their families, communities, social institutions and situational and personal contexts. Therefore, the Third key driver of our Theory of change is the following assumption: Youth development programme conceptualisation, design and implementation must take into account the multiplicity of contexts within which youth development happens.

- ***The family and community are central assets for youth development-*** While youth development involves changes in the cognitive and other domain- such changes happen in a context of engagement with the family and community. These two loci (aside from the school) are the arenas in which young people spend most of their time- much more than what they spend in 'youth development' programmes. Therefore, the Fourth key driver of our Theory of change is the following assumption:
- The family and community are 'non-negotiable' loci of youth development in that they are the primary day to day arenas of youth engagement and activities. Youth development therefore involves the growth and development of the family and community as critical assets for youth evelopment.

- ***Services support and opportunities are critical inputs -*** for outcomes based youth development but its provision is not a sufficient precondition for success. In other words, it is often assumed that the mere accessing of services by young

people leads to certain developmental outcomes- for example: preventing a young person from joining a gang, or rehabilitating somebody with a history of drug abuse is in and for itself developmental. But in reality often all that these kinds of interventions do is reduce risks, they do not really enhance the protective factors that are an essential ingredient for development. Therefore the provision of services, support and opportunities must move beyond the perfunctory provision of 'baskets of services' and interventions. Youth development programming is often reduced to 'interventions', 'prevention programmes', and even 'treatment programmes'- all essentially shaped around negative and deficit –reduction conceptions of young people and youth development programming.  Young people are seen as repositories and carriers of a number of pathologies- some of such magnitude that these young people pose all kinds of threats to the very stability and cohesion of society. Young people are commonly referred to as 'delinquents' and their behaviour patterns are described as being akin to delinquency[5].

In summary then, our conceptual framework is one in which we move away from a deficit- centred approach in which youth development is primarily about 'fixing problematic young people to one that sees young people as assets in the making – with their 'development' dependent on a range of supports and opportunities coming from family, community and the  other institutions that they engage with on a regular basis. When services, supports and opportunities are plentiful, young people can and do thrive; when these are deficient or depleted, youth fail to grow and progress.

We now move on to describing in broad brush strokes the key characteristics of Effective Youth Development Processes.

### 13.3    The key characteristics of Effective Youth Development Programmes

International Best Practice tells us that the most effective youth development programmes are those that:

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[5] In the widespread youth unrest that swept through many English towns in 2010, the young people were referred to as a 'feral' underclass' – this despite many of them being of middle class background.

- Use of competence- rather than a deficit-based paradigm- young people are viewed as being 'at potential' rather than 'at risk' or as problems to be fixed
- Takes a holistic view of young people
- Take an ecological view: recognising the influence of the different environments or settings that young people exist in
- Takes a dual focus of enhancing young people's protective factors AND building their capacity to resist risk factors: ie, take a dual promotion and prevention focus.
- Have high aspirations for, and expectations of, young people
- Are well planned, with activities deliberately designed to progressively build on existing skills and competencies
- Have high quality activities delivered by skilled and confident staff
- Have skilled and empathetic staff who stay long enough to build trusting relationships with young people and who interact with young people in a way that maximises opportunities for learning and growth
- Have a 'deliberate learning environment'
- meaningfully involve young people in choosing and designing activities
- have increasing opportunities for young people to make decisions and to take on leadership roles as they mature and gain more expertise
- Structure that is developmentally, culturally and environmentally appropriate
- Have clear expectations for behaviour
- Provide emotional and moral support
- Provide physical and psychological safety
- Have strong links between families, schools, and broader community resources.

### 13.3.1 Overall Goal

The most important long-term outcome of this strategy is to create the necessary enabling, facilitating and supportive environment for all youth people of the Province in their development to early adulthood and beyond. We aim to do this by putting in place the necessary services, support and opportunities that young people can access in their development process.

### 13.3.2  Specific Outcomes

We understand the following as the key outcomes that will serve as a marker of the developmental progress of the young people of the Province. These outcomes are of a long – term nature and can only be measured over periods of time but are incrementally implemented and realised within the context of the live experiences and environments of the youth.

**By the time young people reach the age of 25 they should be:**

- **Productive and economically self-sufficient – they should be** able to support themselves and their families as adults. They should have a decent job and the education or access to enough education to improve or change jobs.

- **Connected**- to adults in their families and community, to their peers in positive and supportive ways and to something larger than themselves, be it religious or civic.

- **Able to navigate** – changing conditions in their multiple worlds – their peer groups, families, schools, social groups and neighbourhoods, each of which may require different ways of behaving and, in some cases, even different languages. They must learn to navigate the developmental transitions from being taken care of to taking care of others, and from just learning about their world to assuming responsibility for their role in it. They must find ways to navigate around the lures of unhealthy and dangerous behaviours (premature sexual activity, substance use and other high-risk activities) and experiences of unfair treatment, rejection and failure – challenges that all youth face but are much more prevalent for children living in economically disadvantaged circumstances.

They should also have a strong grounding in the following domains:

- **Social/emotional** development and engagement — they should be able to respond to and cope with positive and adverse situations (Resilience), engage and reflect on their emotions and surroundings, engage in leisure and fun and sustain caring friendships and relationships with others.

- **Moral/spiritual** development and engagement — they should be able to assert their assumptions, beliefs, and values in an on-going process of understanding how they relate to others and to the larger world and will be involved in an on-going process of developing a sense of purpose and meaning in life.

- **Civic** development and engagement — they should be involved in meaningful ways – to themselves, their families, peers, and community- in civic affairs with a growing recognition of their impact on their surroundings and with a sense of responsibility to others, as well as the ability and opportunity to work collaboratively with others towards common goals.

- **Vocational** development and engagement — they should have acquired the basic skills, qualifications, competencies and abilities skills necessary for employment, including an understanding of careers and options and pathways to reach these goals.

- **Physical** development and engagement — biological maturation and the developing ability to act in ways that best ensure current and future physical health for self and others.

- **Cognitive** development and engagement — they should have the ability to use critical thinking, creativity, problem solving independent thought.

- **Personal/cultural** development and engagement — they should have an increasing awareness of their own identity, including an awareness of the differences between and among individuals with different backgrounds, interests and traditions.

If by 25 years, our young people have the above basic qualities we believe that it will put them in good stead to meet the challenges of adulthood. They may not have all of these qualities in equal amounts but in different combinations. If they have these basic qualities by 25 the chances are good that they will be able to meet the challenges of adulthood 'fully prepared'- if not, they are likely to find many aspects of adulthood difficult to deal with.

Having spelt out the theory of change and its underlying assumptions we now move on to briefly outline the core principles that will drive the strategy. These principles are:

- Inclusive of all youth
- More than prevention
- Outcomes driven, evidence based, research led, underpinned by M&E
- Multi-systemic, intergrational, cooperative and transversal
- Delivery at scale
- Active participation of youth - underpinned by services, support and opportunities
- Supported by adults, families, communities, peers, programmes, processes
- Happens everywhere - on-going, continuous process extending into early adulthood and beyond

## SECTION F: THEMATIC PROGRAMME AREAS

### 14. PROPOSES PROGRAMMES AND PROJECTS

This section provides high level overviews of the macro programmatic theme areas of the strategy as well as the accompanying sub-programmes. For purpose of this document the Programmatic Theme Areas are contextually derived macro themes that speak to what we believe are the key challenges facing the youth of the province as they move into adulthood and beyond. The macro programme areas are the following:

**Thematic Programme Area 1**: Youth Transitions and Change

**Thematic Programme Area 2**: Youth Life Chances and opportunity Pathways

**Thematic Programme Area 3**: Youth Leadership Development

**Thematic Programme Area 4**: Rural and Farm Youth

| Thematic Programme Area 1: Youth Transitions and Change | | | |
|---|---|---|---|
| **Thematic Description:**  Youth is a period of constant transition and change, is age directed rather than age-dependent, is increasingly unfolding over longer timespans and is strongly influenced by context and culture. Young people have to contend with a range of complex, difficult, disruptive and often simultaneous transitions, often lack the support needed and are also deemed 'at risk' when they fail to cope with these processes 'adequately'. This thematic programmatic area involves the conception, design, implementation, replication, evaluation and intensification at scale of programmes that provide services, support and opportunities for young people undergoing various processes of transition and change. | | | |
| **Programmatic Linkages:** | To make maximum impact this thematic **programme area** will require  departmental, transversal and multi-actor cooperation and coordination | | |
| **High Level Aim:** | To ensure the provision of the necessary **services, support and opportunities** that are critical enablers for young people facing the challenges of transitions and change | | |
| **High Level Objectives** | **High Level Outcomes** | **Critical Path Dependencies** | **First 15 month Deliverables (Cont)** |
| <ul><li>To provide a conceptual point of reference for the custom design, implementation and impact measurement of all DSD and transversal youth transition programmatic interventions</li><li>To promote conceptual and programmatic innovation and best practice inside and outside of government around youth transition programming.</li><li>To establish transversal partnerships and linkages with other youth transition programmes</li><li>To ensure promote research, design and development of tools that measures the impact, effectiveness and utility of youth transition programming inside and outside of government</li><li>To pilot 1 High Impact replicable and scalable programme in each region with a view to ensuring that increasingly higher number of young people are reached</li><li>To put in place the basic architecture of a long- term approach to youth transition - based on youth transitions</li></ul> | <ul><li>All youth targeted transition programmes have a clear conceptual and programmatic framework</li><li>All young people of the province have equitable access to services, support programmes and opportunities that will support them in their specific transition processes.</li><li>All youth transition programmes are custom designed, cost effective, outcomes based  and measurable</li><li>Improvement in the overall quality of the design and implementation of youth transition programming in DSD and at a transversal level</li><li>Young people of the Province undergoing various transitions will receive improved levels of services, support and opportunities</li><li>Measureable improvements in the levels of coordination, cooperation and rational use of programme resources at all levels of youth transition programming</li><li>All young people of the Province would have benefit of access to youth transition programming by age 25</li><li>Impact assessments are conducted regularly</li></ul> | <ul><li>Support of key political principals</li><li>Departmental/transversal support</li><li>Finalisation of detailed conceptual framework and programme support and guideline documents</li><li>Completion and approval of funding model</li><li>Development of Thematic Programme Area Business Plan (Programme Elements, Funding, Management, Implementation)</li><li>Identification of  strategic partners</li><li>Phased Scaling up of implementation processes</li><li>Internal DSD capacity to evaluate impact</li></ul> | <ul><li>1500 young people per region participating in youth transition programmes</li><li>1000 young people assigned mentors</li><li>100 young people participating in social entrepreneurial  programmes</li><li>Establish 3 transversal partnership programmes via PS08 WG</li><li>Identify and implement 2 (Urban and Rural) Ministerial Priority Youth Transition Programmes- focus on partnerships and delivery at scale</li><li>A comprehensive evaluation impact evaluation report – recommendations considered and implemented</li></ul> |

| | | First 15 month Deliverables | Sub-Programme Linkages |
|---|---|---|---|
| starting earlier and taking longer to complete<br>• To make an impact at scale | | • Approval and implementation of 1 high impact project in each district in 1st 15 months -rolling over into 2nd 15 month.<br>• High level and operational transversal and multi-stakeholder arrangements are in place by end of 2013<br>• 1 transversal and 1 SD youth transition programme per region within 1st three months<br>• Key NGO funding approved/ disbursed | • Partnership programmes<br>• Mentoring Programmes<br>• Expanded Youth Cafes<br>• Chrysalis<br>• MOD Centres<br>• Social Entrepreneurship<br>• District Transversal Project<br>• Youth Transition Programmes<br>• NEETS<br>• Research |

**Thematic Programme Area 2: Youth Opportunity Pathways**

**Thematic Description: Creating a multiplicity of** opportunities, diverse avenues and interlinked pathways that enable young people to acquire the necessary academic, vocational, social, life, and resiliency competencies is central to meeting both the short to medium term needs of young people as well as the more long –term objectives of reducing poverty and promoting social inclusion. This is a complex process that must move beyond the simplistic notion of a 'baskets of services' approach to meeting the needs of young people. Simply providing opportunities is not enough. In the same way that young people do not see opportunities for learning, contribution, and work as separate, sequential steps they must take on the road to adulthood this programme area involves the conception, design, implementation, replication, evaluation and intensification at scale of programmes that provide a multiplicity of linked, supported and outcomes based Pathways for young people.   A key component of these pathways is economic in nature by linking young people to the world of work. Therein lies the route to breaking the cycles of intergenerational poverty, abuse, and dysfunction. While job creation is not the primary objective it is critical that young people are prepared  for the world of work and productivity

| **Programmatic Linkages** | To make maximum impact t this programme will require departmental, transversal and multi-actor cooperation and coordination |
|---|---|
| **High Level Aim:** | To ensure the necessary services, support and opportunities that is critical inputs and enablers for young people seeking to shape their developmental decisions, choices and life chances. |

| High Level Objectives | High Level Outcomes | Critical Path Dependencies | First 15 month Deliverables (Cont) |
|---|---|---|---|
| • To provide a conceptual point of reference for the custom design, implementation and impact measurement of all DSD and transversal Youth Opportunity Pathway programmes<br>• To establish the necessary high level | • All youth targeted Youth Opportunity Pathway programmes have a clear conceptual and programmatic framework<br>• All young people of the province have equitable access to services, support programmes and opportunities | • Support of key political principals<br>• Finalisation of detailed conceptual framework and programme support and guideline documents<br>• Development of Thematic Programme Area Business Plan (Programme Elements, Funding, Management, | • Implement 1 employment related SD youth opportunity pathways programme per region within 1st three months<br>• 1500 young people per region participating in youth employment related programmes in 1st 15 months |

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| | | | |
|---|---|---|---|
| and operational level internal and external programme coordination mechanisms<br>• To mobilise all relevant provincial and regional stakeholders in active support<br>• To pilot 1 High Impact replicable and scalable programme in each district<br>• To ensure the conception, design, implementation, replication, evaluation and intensification at scale of appropriate and relevant Youth Opportunity Pathway programmes<br>• To ensure promote research, design and development of tools that measures the impact, effectiveness and utility of youth transition programming inside and outside of government<br>• To make an impact at scale | • All Youth Opportunity Pathway programmes are custom designed, cost effective, outcomes based and measurable<br>• Measurable and evaluated improvement in the overall quality of the design and implementation of Youth Opportunity Pathway programmes in DSD and at a transversal level<br>• Measureable improvements in the levels of coordination, cooperation and rational use of programme resources<br>• All young people of the Province have benefit of access to a variety of Youth Opportunity Pathway programmes<br>• Short to medium increases in the number of young people being able to access developmental opportunities<br>• Impact assessments are conducted regularly | Implementation)<br>• Identification of strategic partners<br>• Phased Scaling up of implementation processes<br>• Capacity to evaluate impact<br><br>**First 15 month Deliverables**<br>• Approval and implementation of 1 high impact project in each district in 1st 15 months -rolling over into 2nd 15 month.<br>• Complete detailed planning for 1 transversal youth opportunity pathways programme that focuses on youth employment – focus on NEETS<br>• Key NGO funding approved/ disbursed | • Youth Cafes work with minimum of 1000 young people per region in 1st 15 months<br>• Identify and implement 2 (Urban and Rural) Ministerial Priority Youth Opportunity Pathways - focus on partnerships and delivery at scale<br>• comprehensive impact evaluation report<br><br>**Sub-Programme Linkages and integration**<br>• EPWP/Partnership Programmes<br>• OneCape2040 Programme<br>• Mentoring Programmes<br>• Expanded Youth Focal Units<br>• Chrysalis<br>• Social Entrepreneurship Development<br>• Youth Transition Programmes<br>• NEETS<br>• Research |

**Thematic Programme Area 3: Youth Leadership Development**

**Thematic Description:** Youth leadership development is central to meeting the long term challenges posed by PS0 8 and that of the DSD Youth Development strategy. Youth leadership, understood in social development terms, is not about narrow 'role model' conceptions of leadership but rather about increasing the quality, quantity and diversity of services, support and diversity of opportunities available to young people as leaders of change in their communities- first as young people, and later as adults. A key aim of our concept of leadership development is building the leadership capacity and abilities of all young people to form the bedrock of the long term change processes imbedded in the vision, goals and outcomes of the strategy. The development of youth leadership is central to increasing the levels of youth participation in their own developmental processes, of that of their community and of broader society. This approach therefore signals a decisive move away from 'great men and women' conceptions of leadership. As the leadership abilities and competencies of young people are developed, this will over time impact fundamentally on the social institutions that they interact with and over time will cumulatively result in the transformation and change of the negative local landscapes and environments that contribute so much towards the varied challenges young people face today. Developing young leaders is thus a key minimum requirement for effecting long –term intergenerational change. The Youth Leadership Development Programme conceives, identifies designs and implements processes that provide the necessary services, support and opportunities for youth leadership development across the Province.

| Programmatic Description: This is a programme that combines departmental, transversal and multi-actor components. |
|---|

**High Level Aim:** To put in place the necessary services, support and opportunities for the youth of the Province to play an active and leading role in their own development, that of their peers and of their community, first as young people and later as adults.

| High Level Objectives | High Level Outcomes | Critical Path Indicators | First 15 month Deliverables (Cont) |
|---|---|---|---|
| • To provide a conceptual point of reference for the custom design, implementation and impact measurement of all DSD and transversal Youth Leadership Development programmes<br>• To establish the necessary high level and operational level internal and external programme cooperation and coordination mechanisms<br>• To ensure the conception, design, implementation, replication, evaluation and intensification at scale of appropriate and relevant Youth Leadership Development programmes<br>• To ensure promote research, design and development of tools that measures the impact, effectiveness and utility of youth leadership programming inside and outside of government<br>• To promote, encourage and reward innovation, and best practice in youth leadership practise | • All youth Leadership Development Programmes in DSD have a have a clear conceptual and programmatic framework<br>• All young people of the province have equitable access to services, support and opportunities that promote and build youth leadership<br>• All Youth Leadership programmes are custom designed, cost effective, outcomes based and measurable - improving the overall quality, design and implementation of Youth Leadership programmes<br>• Measureable improvements in the levels of coordination, cooperation and rational use of programme resources<br>• Short to medium increases in youth social capital and connectivity<br>• Increases in youth and young adult participation levels<br>• Impact assessments are conducted | • Support of key political principals<br>• Finalisation of detailed conceptual framework and programme support and guideline documents<br>• Development of Thematic Programme Area Business Plan (Programme Elements, Funding, Management, Implementation)<br>• Identification of strategic partners<br>• Capacity to evaluate impact<br><br>**First 15 month Deliverables**<br><br>• Approval and implementation of 1 high impact project per district in 1st 15 months<br>• Each region to identify and implement 1 regional youth leadership programme | • Expand Chrysalis model and footprint<br>  o Increase in basic intake per course to 280 per course<br>  o Establishment of Chrysalis satellites in each region<br>• Establish basic architecture for Annual Youth Development Innovation Colloquium and Awards Ceremony – Launch Inaugural Awards Ceremony<br>• that involves minimum of 100 youth<br>• A comprehensive impact evaluation<br><br>**Sub-Programme Linkages and integration**<br><br>• Mentoring Programmes<br>• Expanded Youth Cafes<br>• Chrysalis<br>• Social Entrepreneurship Development<br>• Annual Youth Development Innovation Colloquium and Awards Ceremony<br>• Research |

| Thematic Programme Area 4: Rural and Farm Youth |
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**Thematic Description:** The situation of rural and farm youth demands special attention. The demographic, social and socio-economic dynamics of many rural communities in the Western Cape are undergoing tremendous changes partly driven increases in youth component of rural populations as a result of high rates of internal migration. These changes are prompting permanent changes to rural economies and social dynamics. Young people are in many ways at the heart of these changes, not as deliberate harbingers or agents of change but as participants driven by the need to seek improvements to their personal and social environments. The contextual specificities of young people in rural areas and on farms therefore demand a specialised focus that addresses their unique needs and challenges. A key deficit for rural and farm youth is the relative lack of access to the services, support and opportunities they need for their own development. In these contexts, the challenge of the transmission of intergenerational developmental deficits is stark and even more pronounced than in the urban context and requires a unique set of integrated responses. The Rural and Farm Youth Programme is aimed at conceiving, identifying, designing and implementing processes that provide the necessary services, support and opportunities that can enable youth on farms and in rural communities to change their lives and that of their

communities.

**Programmatic Description:** This is a programme that combines departmental, transversal and multi-actor components

**High Level Aim:** To put in place contextually appropriate and relevant services, support and opportunities that enable the young people on farms and in rural areas to pursue a variety of Life Chances

| High Level Objectives | High Level Outcomes | Critical Path Dependencies | Sub-Programme Linkages |
|---|---|---|---|
| • Provide a conceptual point of reference for the custom design, implementation and impact measurement of all DSD and transversal programmes that target farm and rural youth<br>• Establish the necessary high level and operational level internal and external programme cooperation and coordination mechanisms<br>• Ensure the conception, design, implementation, replication, evaluation and intensification at scale of appropriate and relevant programmes for farm and rural youth<br>• Ensure promote research, design and development of tools that measures the impact, effectiveness and utility of farm and rural youth targeted<br>• Promote, encourage and reward innovation, and best practice in rural and farm youth programing and practise that creates opportunities, fosters initiative, self-confidence, and builds collaboration at scale. | • All rural and farm youth targeted Programmes in DSD have a clear conceptual and programmatic framework<br>• All rural and farm youth have equitable access to services, support and opportunities that promote their development and improves their social context and environments.<br>• All rural and farm youth targeted programmes are custom designed, cost effective, outcomes based and measurable - improving the overall quality, design and implementation of rural and farm youth targeted programmes<br>• Measureable improvements in the levels of coordination, cooperation and rational use of programme resources<br>• Short to medium increases in youth social capital and connectivity of rural and farm youth<br>• Impact assessments are conducted | • Support of key political principals<br>• Finalisation of detailed conceptual framework and programme support and guideline documents<br>• Development of Thematic Programme Area Business Plan (Programme Elements, Funding, Management, Implementation)<br>• High level and operational transversal and multi-stakeholder arrangements are in place by end of 2013<br>• Identification of strategic partners<br>• Capacity to evaluate impact<br><br>**First 15 month Deliverables**<br><br>• Approval and implementation of 1 high impact project in each district in 1st 15 months - rolling over into 2nd 15 month. | • OneCape2040 Programme, EPWP<br>• Expanded Youth Cafes<br>• Chrysalis Youth Academy<br>• Social Entrepreneurship Development<br>• Annual Youth Development Innovation Awards<br>• NEETS<br>• Research<br><br>**First 15 month Deliverables (Cont)**<br><br>• 1 transversal and 1 SD rural and farm youth programme per region within 1st three months<br>• 500 young people per region participating in rural and farm youth programme in 1st 15 months<br>• 100 rural and farm youth per region assigned mentors within 1st 15 months<br>• 100 rural and farm youth involved in social entrepreneurial programmes<br>• 3 transversal partnership programmes via PS08 WG<br>• Identify and implement Rural and farm youth Ministerial Priority Youth Transition Programmes-focus on partnerships and delivery at scale<br>• A comprehensive impact evaluation report |

## Annexure 1: Proposed projects and Programmes

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
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| • **Youth opportunity[6] creation Programmes through partnership and linkages with One Cape2040 Programme, Community Work Programme (CWP), EPWP and other similar programmes** | • To establish transversal priority partnerships with One Cape 2040 Programme, Community Work Programme (CWP) and other provincial 'school to work' programmes that are high profile, generate income, builds work experience, fosters initiative and self-confidence, encourages collaboration at scale and creates other spin-off graduated developmental opportunities for young people<br>• To ensure that the principle of conditionality is inserted into all youth opportunity creation programmes funded or supported by DSD.<br>• To translate the youth opportunity creation programmes into quantifiable and measurable work and employment – related opportunities for the broadest layers of young people -underpinned by the necessary services and support at regional and Provincial levels<br>• To ensure that a suitable and functional transversal coordinating mechanism is established to enable maximum articulation and portability between participating programmes. | • Establishment of coordinated, multi- level, cross referenced and articulated multi-departmental interventions aimed at maximising the creation of youth opportunities across all government departments<br>• DSD Youth Development objectives and outcomes are integrated into overall One Cape 2040 and CWP Provincial outcomes – both short/medium term and long term.<br>• Youth opportunity creation Programmes are integrated into all the Thematic Programme Areas of the strategy<br>• Measurable increases in the numbers of youth graduating to productive and secure income generating situations after accessing opportunities via Partnership programmes<br>• Youth opportunity creation is integrated into all the Thematic Programme Areas of the strategy | • Support of key political principals<br>• Establishment of effective Transversal coordination structures<br>• Phased Scaling up of implementation processes<br>• Identification of strategic partners<br>• Identification and selection of priority projects in urban and rural areas |
| | | | **First 15 months Deliverables** |
| | | | • Minimum of 300 young people per DSD region placed in Youth Opportunity Creation Programmes<br>• Core Partnership Programmes established<br>• Transversal coordination up and running<br>• One Priority rural and urban Programme( where applicable) per Region implemented<br>• Establish partnership agreement between DSD, One Cape 20240 Programme, CWP and other youth transition to work programmes<br>• To ensure that a minimum of 500 opportunities per district is created for DSD youth development programmes - specifically via the DSD One Cape 2040 Programme in the 15 month period<br>• To ensure the scaling up of the initial numbers in the 2nd 15th month period<br>• A comprehensive impact evaluation report |

The Youth Opportunity Creation sub programme is aimed at creating opportunities for young people at scale. While it will focus primarily on creating economic and work experience related opportunities, it is premised on the key strategic principle that young people require a range of services, support and opportunities as key inputs in their development. The partnering sub programmes for the Youth Opportunity Sub Programme are:

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[6] Youth opportunity creation is not necessarily a permanent job but point of access that provides young people with the services, support and opportunities they need to make *progress in terms of their own development.*

| Mentoring Programmes; Youth Cafes'; Chrysalis Youth Academy; NEETS; Regional Youth Priority Programmes; Conditionality based youth and family incentive programmes; Youth Development Opportunity Trust; and Social Entrepreneurship Development | • Planning for next 15 months is completed |
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| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
|---|---|---|---|
| • **The Positive Footsteps Mentoring Programme** | • To conduct research, conceive, develop and design a comprehensive and multi-faceted mentoring programme that addresses the varied needs of young people undergoing various transition processes.<br>• To put in place a varied, structured, comprehensive and high quality outcomes based youth mentoring and support programme based on local, national and international comparative best practice research<br>• Ensure that all mentoring programmes are aligned to key Youth Strategy outcomes<br>• To link the mentoring programme to other complementary and supportive programmes and initiatives inside and outside of government<br>• To review, identify, support, and partner existing best practice mentoring programmes inside and outside of government with a view to increasing participation rates<br>• Establishment of coordinated, multi- level, cross referenced and articulated multi-departmental interventions aimed at maximising the impact of mentoring programmes | • Establishment of mentoring benchmarks and standards<br>• All young people across the Province has access to a caring and resourceful adult that can guide them in their growth into early adulthood and beyond<br>• Measurable improvements in the wellbeing of young people as a result of the spread, depth and quality of youth mentoring programmes<br>• Measurable improvements in key youth development indicators as a result of the successful implementation of mentoring programmes<br>• Mentoring is integrated into all the Thematic Programme Areas of the strategy<br>• Impact assessments are conducted | • Support of key political principals<br>• Establishment of effective Transversal coordination structures<br>• Phased Scaling up of implementation processes<br>• Identification of strategic partners<br>• Identification and selection of priority projects in urban and rural areas<br>• Mentoring concept proposal ready by March 2013<br>• Identification and selection of mentoring partners<br>**First 15 months Deliverables**<br>• Minimum of 300 young people per DSD region placed in Youth Opportunity Creation Programmes<br>• Core Partnership Programmes established<br>• Transversal coordination up and running |

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| Mentoring Programmes are structured programmes that provide young people with a positive relationship with a positive caring, nurturing adult. Such structured and sustained relationships with a caring adult serves as a protective factor for a young person, with the adult providing support, guidance and assistance that the young person is not privy to.  Mentoring programmes vary in their goals, emphasis and structure with some having very broad youth development goals while others are focused on narrower, more specific goals such as prevention or reduction of specific problem behaviours, or improvements in certain activities such as academic performance. Mentoring may be delivered as a stand-alone activity or as one component of a multi-strand programme and ranges from highly to very informally structured. IN general it is intended that the mentoring programmes will be implemented alongside other complementary programmes. The mentoring programme is a critical component of a multi-pronged approach of services, support and opportunities-particularly in the case where the contextual and environmental circumstances of young people deprives them from deriving such support from their families and local communities. | • One Priority rural and urban Programme( where applicable) per Region implemented<br>• Establish key partnership agreements<br>• Ensure that a minimum of 500 mentoring relationships are per region<br>• A comprehensive impact evaluation report<br>• Planning for next 15 months is completed |

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
|---|---|---|---|
| • **Reconceptualise 'Youth Focal Units' as 'Youth Cafes'** | • To reconceptualise and expand the current Youth Focal Units into 'Youth Cafes'<br>• To ensure that the Youth Cafes become the key locus of the provision of youth services, support and opportunities at local/regional level<br>• To ensure that Youth Café programmes are aligned with the key Youth Strategy approaches and outcomes<br>• This programme aims to strengthen the existing youth focal points in each district and to establish new YFPs where they don't exist.<br>• To remodel YFPs to ensure that they become fully functional, efficient and responsive multi - functional networks that coordinate, channel and integrate youth development services, support and opportunities at local and regional levels. | • Review of YFUs completed by March 2013<br>• Completion of Youth Café Concept Document<br>• Business Plans for expanded Youth Cafes in place by June 2013<br>• To have at least fully 2 functional youth cafes in each district by end of 2013<br>• Comprehensive strategic and operational review of YFPs<br>• Finalise standard operational model for YFPs<br>• Strengthen existing and establish new YFPs<br>• To complete rapid operational and strategic review of all YFPs with a view to develop a standard operational model for all districts<br>• Operational and strategic review completed by March 2013 | • Development of effective local management systems<br>• Support of key political principals<br>• Identification of priority areas based on research<br>• Phased Scaling up of implementation processes<br>• Identification of strategic partners at local level<br>• Identification and selection of priority projects in urban and rural areas |
| | | | **First 15 months Deliverables** |
| | | | • Minimum of 300 young people per month per DSD region participate in Youth Cafes<br>• Core Partnership Programmes established with local role-players<br>• Transversal coordination up and running<br>• One Priority rural and urban Programme( where applicable) per Region implemented<br>• Establish key partnership agreements<br>• A comprehensive impact evaluation report<br>• Planning for next 15 months is completed |

The idea of youth cafes are a relatively new concept in international youth development practice and is an attempt to link youth development practice, services, support and opportunities with youth cultural practice. In many ways the existing youth focal points/units incorporates many of the features of youth cafes but are not working effectively. Their reconceptualization as 'Youth Cafés is not a reinvention of the wheel but rather locates its roles and functions within the outcomes based approach advocated by the strategy. Its primary role is that as the local fulcrum for the provision of services, support and opportunities for young people- but via a delivery model that will encourage far greater levels of youth participation and support than what the current youth focal points do. By situating this model within the approach of the strategy it is envisaged

As: A local fulcrum to meet differing levels of youth needs; an outcomes-focused framework that focuses on results, not only outputs and activities, enables the participation of young people; offers a safe and quality space for young people; has a clear purpose; is inclusive of, accessible to and flexible with all cultures, differences and abilities; enables the development of good quality relationships between young people and their peers and between young people and adults, supported by volunteerism; uses a strengths-based approach and is respectful of individuality; is sustainable and

well-resourced, inclusive, accessible and flexible;  is ' owned' by the young people themselves and the community

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
|---|---|---|---|
| **Chrysalis Youth Academy** | • To strengthen, expand and entrench Chrysalis as the best practice youth development academy in the province and nationally<br>• To provide on-going support  to the Chrysalis Programme- specifically around the post-graduation community and family support processes<br>• To ensure that the Chrysalis ethos and principles are replicated across the province<br>• Expansion of 'Chrysalis out of Chrysalis' Programme<br>• Creation of a corps of Youth Instructors who can be deployed at the Chrysalis Academy or at MOD centres in the Western Cape province<br>• Reaching more youth - Support to District Municipalities and provinces who wish to replicate the Chrysalis model or integrate aspects of the Chrysalis model in their on-going youth development work<br>• Supporting research into Chrysalis Best Practice Model | • Chrysalis Youth Academy is recognised as a best practice model – low recidivism rates<br>• The current Chrysalis intake it increased subject to development of funding model<br>• Chrysalis model and ethos is replicated at local levels and is also extended into secure youth facilities programme<br>• Impact studies demonstrate that Chrysalis Graduates fare significantly better around key development indicators<br>• Functional Chrysalis graduate cohorts are established at local levels<br>• The Chrysalis Community  Post Graduation Support Programme is established<br>• Longitudinal studies (over next decade) show that Chrysalis graduates are central to many community and social renewal processes at local levels | • On-going support by political principals<br>• Consolidation and certainty of Chrysalis funding and governance model<br>• 90% graduate placement ratios for all Chrysalis courses<br>• Occasional and longitudinal research shows ever decreasing short-medium and long term recidivism rates<br>• Increasing demand for Chrysalis services and expansion<br><br>**First 15 months Deliverables**<br>• Expand Chrysalis model and footprint<br>• Increase in basic intake per course to 280<br>• Ensure that Chrysalis Eden Campus is established by end of 2013<br>• Finalise Chrysalis community post-graduate support programme by |

The Chrysalis Youth Academy is correctly viewed as the flagship youth development programme of its kind in DSD and, arguably in the Province and nationally. It meets all of the key indicators of best practice youth programming and serves as a model that should be replicated far and wide in the Province and beyond. The current role of DSD in the Chrysalis Programme is largely that of co-funding (with DOCS), support (via MEC, Ministry and Youth Programme). While DSD plays no role in the operational and management affairs of Chrysalis (outside of the role of the MEC in his capacity of political principal and chair of the Board), it critical that we find ways of actively supporting the efforts of Chrysalis, particularly in relation to the issues of; strengthening and supporting its operations (through increased funding and other forms of support); assisting the management in expanding the model to the rest of the Province and beyond Provincial borders, supporting management in its bilateral engagements with other government, departments; providing support in making sure it enhances its role as a best practice youth academy. While the role of DSD is that of support to the Chrysalis management, we also need to locate that support in terms of our understanding of how that on-going support also meets our strategic objectives in terms of the youth strategy. These can be summarised as follows: It is in the interest of DSD and the strategy to ensure that the Chrysalis model and ethos is strengthened, supported and expanded because it has a proven track record, is strongly outcomes based and is a critical component of our long term youth development outcomes as expressed in the strategy and its attendant Thematic Programme Areas. The expansion of the Chrysalis model throughout the Province is a central driver of success of our strategy because the Chrysalis graduates will form the bedrock of much of the local initiatives and processes set out in the detailed strategy.

April 2013
- Expansion of basic Chrysalis Footprint to all Provincial Districts by end of 2013
- Chrysalis 2000-2012 Graduate assembly in April 2013
- Commissioning of Longitudinal Research Stabilisation of funding
- Identification of strategic partners
- A comprehensive impact evaluation report
- Planning for next 15 months is completed

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
|---|---|---|---|
| • **Programmes aimed at early school drop-outs and NEETS (Not in employment, education or training)** | • To conduct detailed research into situation of NEETs<br>• Ensure that NEETS are a central target of the strategy within DSD and transversally<br>• To conceptualise a large scale, research led and outcomes based transversal, multi-stakeholder programme that focuses on addressing the NEETS (Not in employment, education or training)<br>• To ensure that the NEETS strategy is aligned with the Youth Strategy approach and outcomes<br>• Link NEET strategy to other similar programmes | • Improvement in basic data and insights into information regarding the situation of NEETS<br>• Development and implementation of transversal NEETS programmatic interventions<br>• % increase of young people in education/training<br>• % increase in young people accessing employment/job opportunities<br>• Greater levels of local community stability and lower rates of youth disengagement | • Transversal coordination<br>• Carefully targeted, research – directed programmatic interventions<br>• Scalability and contextual replicability<br>• Availability of Funding for implementation at scale<br>• Macro –economic factors<br>• NEET attitudes to further education<br>• Political opposition and hostility<br>• Support of political principals |

| | First 15 months Deliverables |
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| A key objective of this sub –programme is: a) to understand in more nuanced and detailed fashion the current situation of those young people referred to as NEETS (youth not in employment, education or training; b) the most appropriate and effective programmes that can engage NEETS in accordance with the precepts of the strategy. While NEETS tend to be identified in age cohort terms (typically most of them are placed in the 18-30 age cohort), there is very little understanding of their contextual specificities. Despite this significant lacuna in our knowledge of NEETS, anecdotal evidence tells us that they represent both a socially significant strategically important category of young people. They are socially significant because they are constituted in the main of those young people considered to be 'socially excluded and marginalised' or with the potential thereof. They are important strategically because they are that category of young people that is the 'natural' constituency of a youth strategy because they do not fall under the influence of the education system and because tend to be the group of young people most prone to socially negative behaviours and actions. NEETS are made up of an amalgam of young people: some are recent and/or early school leavers; others are those that have recently joined the ranks of the unemployed or have never worked consistently since leaving school and so on.  While many of them have more access to education than their parents and older siblings, they do not have significant educational qualifications and have not been able to access the economy at the required scale. Therefore, only small numbers of NEETS are successful job seekers and many do not seek jobs for long before becoming disillusioned. It is therefore no surprise that NEETS would constitute very active, eager and volatile participants in the service delivery and other forms of protests that have become a common contextual feature. They are also a ready –made audience for those the recruit young people (males in particular) in to gangs. Because NEETS are the natural constituency of a youth strategy such as this, it is incumbent that we understand in much what makes them tick in far more nuanced fashion than is currently the case. Based on this research and knowledge we are then able to develop appropriate programmatic responses. By way of illustration, it is often assumed that the key to addressing the NEETS challenge is assisting to find a Job/employment or to get them back into education/skills training- but very recent research conducted by the Centre for Development and Enterprise indicates that many NEETS have no interest in going back into formal schooling or FET-type education and possibly even more significantly, many of them have no interest in jobs/employment they consider as poorly paid or menial. This point to the need for programmatic responses that are predicated on a detailed understanding of the contextual specificities of this category of youth | • Completion of NEETS baseline situation analysis<br>• Conceive and implement a High Profile, scaled up programme that seeks to place 1000 NEETS in educational/training/skills development programmes<br>• Conceive and implement a High Profile, scaled up programme that seeks to place 1000 rural NEETS in educational/ training/ skills development programmes<br>• Create linkages with Youth opportunity creation Programmes through partnership and linkages with One Cape2040 Programme, Community Work Programme (CWP), EPWP and other similar programmes<br>• Establish key partnership agreements<br>• A comprehensive impact evaluation report<br>• Planning for next 15 months is completed |

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
|---|---|---|---|
| • **Regional Youth Development Strategy and Priority Programmes** | • To ensure that all regions understand and support the key propositions of this strategy and their responsibilities in its implementation.<br>• To ensure the development of regionally specific youth development strategies based | • Establishment of coherent regional YDS with regional specificities and contextual outcomes | • Completion of programme design<br>• Establishment of effective regional Transversal coordination structures<br>• Identification of regional priorities based on strategic imperatives |

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| | on the overall DSD YD principles, approaches and framework<br>• To ensure that each District identifies and implements a High Impact Priority Programme that speaks to regional youth needs relevance and specificities.<br>• To ensure that regions get the necessary support and resources to implement the requirements of the strategy at central and regional levels. | | • Phased implementation processes<br>• Identification of strategic regional partners<br>• Identification and selection of priority projects in urban and rural areas |
| The regions are a critical locus point for the implementation of the youth strategy. While the strategy will be managed centrally the regions be central to its ensuring that its outcomes are realised. At the moment the all of the regions have some sort of regional youth development strategy based on regional priorities and imperatives. While the strategy does not in any way seek to reduce regional initiative and innovation, regions will be required to implement their youth development programmes according to the strategic logic and programmatic imperatives of the central DSD YDS. | | **First 15 months Deliverables**<br>• Completion of regional consultation process by end of March 2013<br>• Development of draft regional youth development strategies by end of April 2013<br>• Each region to identify, conceptualise, develop and implement a District level High Impact Priority Programme by end of 2013<br>• A comprehensive impact evaluation report<br>• Planning for next 15 months is completed |

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
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| • **Conditionality based youth and family incentive programmes** | • To investigate, conceptualise, develop and implement conditionality based youth development programmes that encourages positive youth, family, and strengthening by:<br>   o Incentivising families and young people to stay in education<br>   o Incentivising young people and families to stay out of gangs and youth crime<br>   o Encouraging youth innovation and leadership at local levels<br>• To draw from International Best Practice- eg Opportunidades Programme<br>• To integration this programme with other similar programmes - Community Kitchen Project<br>• To ensure transversal Integration and alignment with Community Works Programme (CWP) EPWP | • Measurable short and long term improvements in key youth development indicators such as educational attendance, family and community connectedness<br>• Number of families per region participating in incentive programmes<br>• Long term changes to family and community fabric<br>• Much greater focus and investment in transversal, integrated family and community strengthening and support programmes<br>• Short –term family/community strengthening strategies integrated into long –term intergenerational change | • Completion and approval of funding model<br>• Completion of programme design<br>• Support of key political principals<br>• Establishment of effective Transversal coordination structures<br>• Identification of priority areas based on research<br>• Establishment of effective Transversal coordination structures<br>• Phased Scaling up of implementation processes<br>• Identification of strategic partners<br>• Identification and selection of priority projects in urban and rural areas |

The strategy identifies the state of the family and community conditions as the two most important contributory contextual factors in the developmental progress of young people. The family is critical because it is the primary socialising institution of young people and is where they spend most of their time on a daily basis, outside of the community. Research clearly indicates that where the family and community situation is dysfunctional and toxic, the chances of young people developing without the necessary support and guidance are extremely low. More than that, for those young people that do engage in programmes or processes that fall under the rubric of youth development, such toxic and dysfunctional family and community environments are major contributory factors to the high rates of recidivism that occurs. While many current YD programmes inside and outside of DSD can claim success in relation to working with young people themselves, the biggest challenge is around ensuring supportive and positive family and community environments. This is where many YD programmes- even those regarded as 'best practice' fall short. At the same time, it is also recognised that in some cases the family and community environment is of such a negative quality that the young people would have seek the needed support and positive encouragement somewhere else. Often it is sought and found in gangs, negative peer relationships and substance abuse. Therefore the first choice must be to find ways in which the pools of resilience are built within the individual as well as at family and community levels. There are examples in other countries where incentivised conditionality-based programmes have shown some success in providing families in particular with incentives aimed at ensuring that young people get the required support and positive

**First 15 months Deliverables**

• Best practice research and concept note development by end of June 2013
• Programme conceptualisation and development by end of July 2013
• Implementation of Pilot in selected regions by end of August 2013
• A comprehensive impact evaluation report
• Planning for next 15 months is completed

encouragement within the family- for example, by providing incentives that encourage the support of a young people to stay and finish high school. This sub- programme will explore the extent to which we can adapt such international case studies to local conditions.

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
|---|---|---|---|
| • **Support for DSD Facility Strategy** | • To identify ways in which the YDS could support the current Facility Strategy of DSD<br>• Youth in Secure Facilities release support programmes To develop a framework for the integration of young people in Secure Facilities under control of DSD into the YDS. Such a framework will focus on 2 specific priorities:<br>  o Alignment of facility programmes with DSD YDS outcomes<br>  o Developing a family/community reintegration programme that is aligned with the DSD YDS<br>  o Provide on-going support | • Consult all Facility Managers and Prepare concept note and alignment plan by end of April 2013<br>• Conceptualise and develop comprehensive implementation programme by end of May 2013<br>• Targeted implementation by end of June 2013 | • Support of key political principals<br>• Departmental/transversal support<br>• Finalisation of detailed conceptual framework and programme support and guideline documents<br>• Completion and approval of funding model<br>• Development of Thematic Programme Area Business Plan (Programme Elements, Funding, Management, Implementation)<br>• Identification of strategic partners<br>• Phased Scaling up of implementation processes<br>• Internal DSD capacity to evaluate impact |
| There are currently clear national guidelines for the management of young people in conflict with the law living in secure care facilities controlled by DSD. DSD itself has a comprehensive Facilities Strategy that is currently being implemented in a phased manner in all facilities under the management and control of DSD. The interest of the YDS is focussed on those facilities that deal with young people between the ages of 14-17 years because the YDS focus on young people between 14-25 years.  In line with the strategic vision and long term outcomes of the strategy we understand these young people as being included in our definition of youth-targeted programming while also being cognisant of the various statutory, legal, legislative and constitutional and departmental norms and standards that guide their care.  Therefore, the YD strategy does not seek to interfere or encroach upon the management and operational side of the facilities but focuses instead of identifying ways in which the general ethos, principles and approaches of the strategy can be applied to the young people under care of the facilities. In this regard there are two strategic priorities: Firstly, ensuring that some of the best practice youth development programming approaches could be applied in the context of the day to day programming of the facilities. Secondly, to focus on engaging those young people who have | | **First 15 months Deliverables**<br>• Consult all Facility Managers and Prepare concept note and alignment plan by end of April 2013<br>• Pilot project – training and appointment of 6 young people to conduct home-based supervision of youth/children in conflict with the law<br>• Conceptualise and develop comprehensive implementation programme by end of May 2013<br>• Targeted implementation by end of |

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| left such facilities- either as parolees, releases, or those put into the care of their families. Secondly, these young people are released into communities and families and therefore become the 'natural constituency' of the youth strategy. They form part of the strategic youth YD constituency we call NEETS- those not in employment, education or training and will therefore be an important category of young people requiring the services, support and opportunities of a youth development strategy. | June 2013<br>• A comprehensive impact evaluation report<br>• Planning for next 15 months is completed |

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
|---|---|---|---|
| • **Youth Transitions Programmes** | • To develop and implement custom –built programmes that address transition processes of young people. These transitions include the following:<br>   o Transitions from gang membership<br>   o Transitions from correctional centres and secure facilities<br>   o Urban –rural transitions<br>   o Sexual transitions<br>   o Drug rehabilitation –related transitions<br>   o Family support and strengthening<br>   o Community strengthening programmes | • All youth targeted transition programmes have a clear conceptual and programmatic framework<br>• All young people of the province have equitable access to services, support programmes and opportunities that will support them in their specific transition processes.<br>• All youth transition programmes are custom designed, cost effective, outcomes based and measurable<br>• Improvement in the quality of the design and implementation of youth transition programming in DSD and at a transversal level<br>• Young people of the Province undergoing various transitions will receive improved levels of services, support and opportunities<br>• Measureable improvements in the levels of coordination, cooperation and rational use of programme resources at all levels of youth transition programming<br>• All young people of the Province would have benefit of access to youth transition programming by age 25 | • Completion and approval of funding model<br>• Completion of programme design<br>• Support of key political principals<br>• Establishment of effective Transversal coordination structures<br>• Identification of research based priority areas<br>• Establishment of effective Transversal coordination structures<br>• Phased Scaling up of implementation processes<br>• Identification of strategic partners<br>• Identification and selection of priority projects in urban and rural areas |

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| Young people face myriad challenges as they move towards adulthood. Youth is a period of constant transition and change, is age directed rather than age-dependent, is increasingly unfolding over longer timespans and is strongly influenced by context and culture. Young people have to contend with a range of complex, difficult, disruptive and often simultaneous transitions, often lack the support needed and are also deemed 'at risk' when they fail to cope with these processes 'adequately'. The fact that most young people make a fairly successful transition to adulthood without needing the assistance of a 'youth development programme' does not detract from the need for a comprehensive set of services, supports and opportunities that young people undergoing various transition processes can draw from. The sub Programme focusses on the specificity of the various transitions young people undergo in their movement towards adulthood- often they have to content with multiple and simultaneous transitionary processes and it is at this level that a youth development strategy needs to intervene. The success of these transitionary processes depends on many factors, some of which rest with the individual and others which are beyond their control and involves: overcoming any constraints posed by their social and economic environment, improving their life chances by education and training, entry and participation in the labour market and improving their income systems, and, most importantly, developing their capacity, capability and resilience in order that they are able to successfully navigate | **First 15 months Deliverables**<br>• 1 transversal and 1 SD youth transition programme per region within three months<br>• 1500 young people per region participating in youth transition programmes in 15 months<br>• 1000 young people assigned mentors 100 young people involved in social entrepreneurial programmes<br>• Establish 3 transversal partnership programmes via PS08 WG<br>• Identify and implement 2 (Urban and Rural) Ministerial Priority Youth Transition Programmes- focus on partnerships and delivery at scale |

| the transition to adulthood. This sub programmatic involves the conception, design, implementation, replication, evaluation and intensification at scale of programmes that provide services, support and opportunities for young people undergoing various processes of transition and change. | • A comprehensive impact evaluation report <br> • Planning for next 15 months is completed |
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| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
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| • **Creative, recreation and culture based YD Programmes** | • To develop a conceptual framework for using, arts and culture as tools for Social Change and Youth Development <br> • To ensure that sports, arts and culture –based YD Programmes funded or supported by DSD comply with this conceptual framework <br> • To identify and partner best practice sports, arts and culture based YD Programmes <br> • To explore the effectiveness and impact of Creative, recreation and culture based YD Programmes in relation to youth violence, social crime prevention and other youth focussed crime prevention programmes | • Development of conceptual framework and implementation guidelines for Sports, Arts and Culture Programmes funded by DSD by end of June 2012 <br> • Development of a convincing and evidence based rationale for the funding of creative, recreation and culture based YD Programmes | • Completion of programme design <br> • Support of key political principals <br> • Establishment of effective Transversal coordination structures <br> • Identification of priority areas based on research <br> • Phased Scaling up of implementation processes <br> • Identification of strategic partners <br> • Identification and selection of priority projects in urban and rural areas |
| The use of sport, arts and culture as a tool for youth development enjoys wide currency. Various research reports provide strong arguments, based on a developing evidence base, that sports, arts and culture based programmes provide positive experiences for youth. Many of these programmes are based on the assumption that sports, recreation, arts, crafts and other kinds of creative and recreation based programmes have the potential to have a positive effect on young people by enhancing self-esteem, teaching them the value of teamwork and self-discipline. Given the strong appeal sport, arts and culture holds for young people, it is seen as a 'hook' to attract them to programmes. There has been in recent years increasing interest by governments, donors and organisations across the world in utilising sports, arts and culture as a tool for youth development. In one sense this is not a new phenomenon because the potential of arts, sports and culture to transform the life chances of young people is well –known with their being many examples and case studies of young people being 'saved' from a life of crime and dysfunction by virtue of their specific talents. In the sporting arena this growing interest has given rise to the area called Sport for Development (SFD). The term SDF represents an attempt to provide a cogent and coherent theory of change, methodological framework and community of practice for the role that sport can play in youth development at a broader level. One of the leading academic thinkers around SDF, Prof Fred Coalter uses the notion of 'Sport plus' and Plus Sport' to locate the developmental role of sport. To Coalter 'sport plus', in where the focus is on the development of sustainable sports organisations and programmes- so talent identification, high performance development, club and | **First 15 months Deliverables** <br> • 1 transversal and 1 SD programme per region within three months <br> • 1500 young people per region participating in programmes in 15 months <br> • Establish 3 transversal partnership programmes via PS08 WG <br> • Identify and implement 2 (Urban and Rural) Ministerial Priority Youth Transition Programmes- focus on partnerships and delivery at scale <br> • A comprehensive impact evaluation report <br> • Planning for next 15 months is completed |

sports organisation development is given primacy here. This does not mean that broader social issues (e.g. gender equity; HIV/AIDS education) are not addressed- but largely within the context where the organised and formal objective of sport is primary. 'Plus sport', on the other hand, is where the power of sport to bring together a large number of young people for purposes of long term youth development is regarded as more important than the longer-term sustainable development of sport. In other words, in the 'Plus Sport' approach sport is the hook that is used to attract and involve young people in programmes that have long –term social developmental objective. The same principle of using programmes as a 'hook' applied to arts, culture and other interventions that use its popularity amongst young people to attract them to programmes that have long term objectives

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
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| **Annual Youth Development Innovation Colloquium and Awards Ceremony** | This is an annual **Colloquium** and Awards ceremony hosted by the MEC for Social Development that provides a platform for new and innovative youth development praxis and which rewards innovative, out of the box and high impact youth development programmes and initiatives. | | |
| | • To create an annual platform for all stakeholders involved in youth development to reflect on best practice, share ideas, network and break new ground in the field of youth development <br> • To acknowledge, recognise, reward and incentivise innovative, ground-breaking and best practice youth development initiatives <br> • To organise and implement an Annual Youth Innovation Award hosted by the MEC for Social Development <br> • To ensure that the Best Practice Models that emerge from the process is incorporated into youth development DSD praxis <br> • To mobilise the support of the private sector, donor community and civil society as partners in celebrating and rewarding youth development innovation and originality <br> • To establish an independent Youth Development Opportunity Trust that will | • Measurable improvements in youth development practice and innovation <br> • Measurable increases in the number of best practice youth development programmes and initiatives <br> • Number of new and ground breaking programmes and initiatives identified and awarded. <br> • Youth Development Opportunity Trust Fund is established | • Completion and approval of funding model <br> • Completion of school to work programme design <br> • Support of key political principals <br> • Identification of priority areas based on research <br> • Establishment of effective Transversal coordination structures <br> • Phased Scaling up of implementation processes <br> • Identification of strategic partners <br> • Identification and selection of priority projects in urban and rural area <br><br> **First 15 months Deliverables** |

| | | | Development of conceptual framework by end of March 2013 |
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| manage the process | | | • Commence with detailed Planning by end April 2013 |
| | | | • Hold first Awards Ceremony in October 2013 |
| The Annual Youth Development Innovation Colloquium and Awards Ceremony   is a mechanism hosted by the MEC to recognise, reward, incentivise and bring to the public domain best practices in youth development practice across the board. One of the most critical roles of government is to find ways in which all proven and effective youth development programming is broadened so that its impact is felt across a broader spectrum. This Annual Ceremony will bring together all role-players involved in youth development and **will** act as a sounding board, catalyst and encouragement towards excellence in youth development in the Province. | | | • Publish Best Practice booklet by December 2013 |
| | | | • A comprehensive impact evaluation report |
| | | | • Planning for next 15 months is completed |

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
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| **Youth Development Opportunity Trust** | | | |
| | • To establish an independent legal entity that will be primarily focussed on mobilising, managing and distributing the resources needed to maximise developmental opportunities for all young people of the Province. Such a legal entity will have the following objectives:<br>- To mobilise the resources necessary for youth development by engaging the private sector, donor community, civil society and other levels of government in pursuit thereof;<br>- To manage the distribution of all such resources for youth development on a fair and equitable basis;<br>- To manage the Annual Youth Development Innovation Colloquium  and Awards Ceremony and any other initiatives | • Increased funding base for youth development programming<br>• Youth development programming is implemented on bigger scale<br>• Increased participation of Private Sector, donor organisations, civil society in youth development<br>• Improvements in youth development practice and delivery<br>• Improved partnerships between all youth development role-players | • Completion of appropriate legal entity<br>• Competent staffing<br>• Completion and approval of funding model and criteria<br>• Completion of programme design<br>• Support of key political principals<br>• Identification of priority areas based on research<br>• Phased Scaling up of implementation processes<br>• Identification of  strategic partners<br>• Identification and selection of priority projects in urban and rural areas |

| | aimed at rewarding and incentivising innovative youth development practice | |
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| The challenges facing the youth development arena can only be effectively tackled via a 'whole of society' approach that seeks to actively involve the broadest layers of society in a myriad of ways. The Youth Development Opportunity Trust is envisaged as an independently managed legal institution established to mobilise, manage, distribute and promote innovative youth development practice. It will specifically engage the Private Sector, donor organisations, civil society and other levels of government in pursuit of the vision, goals and objectives of the Youth Development Strategy by funding, supporting, commissioning research and encouraging innovation in youth development practice at scale. | | **First 15 months Deliverables**<br><br>• Develop Draft TOR for establishment of Youth Development Opportunity Trust<br>• Ensure that the Youth Development Opportunity Trust complies with all Provincial and other legislative and governance requirements for such entities<br>• Mobilise the resources needed for the basic infrastructure of the Youth Development Opportunity Trust<br>• Finalise the Articles of Incorporation<br>• Guide the process towards the compilation of the Youth Development Opportunity Trust Business Plan<br>• Guide the establishment of the Youth Development Opportunity Trust via the election of an Independent Board of Directors |

| Sub-Programme | High Level Objectives | High Level Outcomes | Critical Path Dependencies |
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| **YD Research** | | | |
| • **District Youth Profiles** | • To ensure that each district YDS is underpinned by the necessary research base on comprehensive youth profiles | • Each district YDS is based on updated and comprehensive datasets<br>• Qualitative improvements in regional YDS delivery and implementation | • Completion of programme design<br>• Support of key political principals<br>• Identification of research based priority areas<br>• Identification of strategic research partners<br>• Identification and selection of priority projects |
| • **Thematic Programme Area conceptual development research** | • To conduct more intensive conceptual and background research into each Thematic Programme Area | • Each Thematic Programme Area is implemented within clearly understood conceptual frameworks<br>• Improvement in YD practice in DSD | |
| • **Life Skills and YD** | • Research around the nature, content, impact and developmental value of Life Skills programming | • New knowledge on what works and what doesn't<br>• Improvement in Life Skills based YD programming | |

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| | | | First 15 months Deliverables |
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| • **District Research** | • Identification of district research priorities | • Qualitative improvement in district YD strategies | |
| • **Colloquia, seminars, publications, portal** | • Establishment of Youth Development web portal | • Functional, user-friendly and accessible web portal<br>• Measurable increase in portal traffic over time | • Identify and form strategic research partnerships<br>• Establish basic YD Web Portal Infrastructure |
| • **Impact Assessments** | • To develop a detailed impact assessment framework and methodology consistent with the strategy<br>• To ensure that all DSD funded YD programmes comply with the requirements of the impact assessment framework- particularly in the development of programme specs and TPAs | • Clear outcomes based indicators<br>• DSD is able to produce research based evidence around programme impact<br>• Qualitative improvement in design and delivery of Youth development programming<br>• Improvements in programme design and delivery | • Development of detailed Regional Profiles<br>• Receive first products of commissioned research project on extent and challenges around NEETS<br>• Development of framework for evidence based programming design and implementation |
| • **NEETS** | • To conduct research around all aspects of the NEETS youth cohort in the Province | • Comprehensive data and info on NEETS<br>• Programme development is based on research | • 3 impact studies- I rural impact |
| • **Best Practice Research** | • To conduct research around aspects of YD best practice | • Compendium of best practice YD programming | • Development of Longitudinal Study focussing on NEETS |
| • **Review of all youth – targeted programming** | • To commission a comprehensive audit of youth development programming inside and outside of govt. | • Develop a comprehensive and prioritised youth development programming and funding strategy | • Disseminate research results via annual YD Best Practice Colloquium<br>• A comprehensive impact evaluation report<br>• Planning for next 15 months is completed |

The shift towards a more outcomes focussed, evidence based emphasis in youth development programming will require a significant investment in the research capacity of the youth development programme. The emphasis on evidence-based practice means that programmes will be required to prove their success and impact through research and consistent positive outcomes and results. While the YDS sets out a broad framework according to which 'best practice' YD programming can be measured but its research that will ultimately provide the evidence. This is because the development of an evidence base, supported by research is a necessary precondition for conclusions to be drawn about best practice and impact. The emphasis in the strategy on research led, evidence based and outcome focussed praxis means that the research capacity and outputs of all youth –related and targeted programming must be improved. Much of the current youth programming inside and outside of government operates from a very low, outdated and poor research base and the improvement thereof will have multiple positive effects on the quality of programming and the anticipated outcomes. The development of a comprehensive research capability is therefore a critical success factor for the entire strategy as well as for specific component elements.

| Marketing and Communications | | | |
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| **General Description:** | This sub-programme will ensure that the key messages of the YDS is effectively integrated into and across all operational elements of the strategy | | |
| **Programmatic Description:** | This is a programme that combines departmental, district and multi-actor components at a provincial, regional and local levels | | |
| **Elements** | **High Level Objectives** | **High Level Outcomes** | **Critical Path Dependencies** |
| • Integrated marketing and communications strategy and campaign elements | • To develop an detailed understanding of the characteristics of Western Cape youth and the most appropriate and effective ways of communicating with them<br>• To develop a comprehensive marketing and communications strategy that is functionally integrated into the strategy at provincial, regional and local levels | • Clear idea of what works and what doesn't work irt youth communication strategies<br>• Increases in the number of young people reached via communications strategy<br>• Strategic communications at local levels are improved<br>• Development of innovative and new communication techniques and strategies | • Funding<br>• Identification of strategic partners<br>• Identification and selection of priority projects in urban and rural areas<br>• Identification of campaign messages |
| • Identification of key campaign messages | • To ensure that the key strategic messages are developed and communicated<br>• To ensure that the strategy's key messages reach all the youth of the Province | • Clear messages developed based on understanding of variegated and diverse nature of youth needs and priorities | **First 15 months Deliverables**<br>• Finalisation of Communications strategy<br>• Implementation of Phase 1 of Communications Campaign |
| • Implementation of marketing and communications strategy | • To involve departmental, district and multi-actor components at a provincial, regional and local levels | • Increased capacity of local and regional YD staff irt to communication | • A comprehensive impact evaluation report<br>• Planning for next 15 months is completed |

The strategy places primary importance on ensuring that young people are able to access the services, support and opportunities they need for their own development. Whether, when how and why young people access such services, support and opportunities are often mediated by a large number of contextual and environmental factors- for example, youth in rural areas have much greater difficulty in gaining access than their urban counterparts. How such services, support and opportunities are communicated to young people is therefore a critical enabling factor for the strategy. Often the major stumbling block is simply that of young people not knowing about the existence of those things meant to assist their developmental process. But youth development communication is also a social process that involves what Habermas refers to as communicative action- where participants learn from others and from themselves by reflecting upon the premises of their actions. Where communicative action begins to work in relation to youth development is where individuals interact and coordinate their actions based upon agreed upon interpretations of the situation and what needs to be done to change it. The relevance of communicative action in relation to youth development processes is characterised largely by a situation where youth development is often about adults 'communicating' to (often in ways that young people find problematic) young people about their own development. This does not mean that there is no place in youth development for adults- the strategy makes clear the critical role of caring adults in the youth development process- but rather that communicative action kicks in where the young people take on

board the messages being communicated by adults and other young people - and change their patterns of behaviour and engagement as a result thereof.  How do young people communicate? How do they access information? What are the 'languages' which they employ? What are their influences? What kind of 'messaging' works best under which circumstances? These are all key questions a communications strategy has to deal with. Finding creative, innovative and effective ways of reaching and communicating with all young people of the Province is a critical outcome of the strategy. Conventional, local based youth development programming will never reach the entire Provinces' young people- the numbers are simply to huge and the target audience (All young people between 14-25) is diverse and differentiated. Communicating with young people is no easy task- despite the plethora of social media applications and technological innovations that enable this in ways never possible before. However, a communications strategy must not only reach young people but broader society as well- in particular, families, parents, communities.

The programme theme areas as well as the sub programmes are not hermetically sealed, stand -alone entities but are designed to ensure maximum articulation and cross referencing at both levels.   This approach is necessary for a number of reasons:

Firstly, as our conceptual framework and theory of change argues, young people do not develop in a 'straight line' and their developmental progress is largely determined by how they interact and engage with their contexts and life chances in real time and in accordance with their changing needs and priorities. The flexible and open –ended nature of the thematic areas therefore allows the design of custom built programmes that speak to and address the real developmental needs and priorities of young people.

Secondly, it is a critical requirement for the design and implementation of programmes that require inter and intra programme cooperation and transversal articulation involving a multiplicity of role-players, delivery agents and models

Thirdly, the programme areas are also designed to allow the maximum level of articulation with the many lower level programmes that lie at the heart of the operational side of the strategy. These lower level programmes themselves are designed to allow high levels of portability across programme areas.

We include in Schedule 1 a detailed overview of all the proposed sub-programmes that reside within each **Thematic Programme Area**. As will be seen, the sub-programmes are overlapping in the sense that they can apply across and within a number of **Thematic Programme Areas**

**ANNEXURES**

**ANNEXURE A: Short – Mid Term Implementation Plan**