

Government of the Republic of South Africa

Office of the Deputy President

National Youth Commission

NATIONAL YOUTH POLICY

APPROVED BY THE
NATIONAL YOUTH COMMISSION
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President Mandela
Office of the President
Union Buildings
Pretoria
Republic of South Africa

16 December 1997

Dear Sir,

Re: National Youth Policy

The National Youth Commission is proud to present to you the National Youth Policy as prepared by the National Youth Commission.

As you are well aware, Section 3(a) of the National Youth Commission Act (1997) states that the Commission will "coordinate and develop an integrated national youth policy". Thus, the deliverance of this policy to Government is a fulfilment of one of the Commission's most primary and important mandates.

The preparation of the National Youth Policy by the National Youth Commission has under taken an extensive process of consultation with youth organisations, sectoral groups, provinces as well as young women and men themselves. Through the participation of these groups in the policy formulation process, the National Youth Policy has been designed to address the major needs, challenges and opportunities of young men and women, accommodating provincial variations and specific sectoral issues.

The task of preparing this draft has been demanding. It has required the Commission to hear the various points of views, ideas and contributions from different sectors and to weigh these up against a range of potentially competing expectations. On the whole, however, the Commission has found a high degree of commonality. This policy should, therefore, serve as a means of unifying all sectors of society in the development of all young women and men.

The Commission is extremely grateful for the support and encouragement you have provided to the Commission and to the policy formulation process. We are confident this policy will set a positive and nationally agreed upon direction for the development of all young women and men in South Africa.

Yours sincerely,

Mahlengi Bhengu
Chairperson
National Youth Commission

1.0 PREFACE

This National Youth Policy represents an important milestone – not only for young women and men, but for our country as a whole. It is a cause for celebration and dedication. Celebration, because for the first time in the history of South Africa the aspirations, needs and conditions of young women and men have been formally recognised and articulated through a major policy initiative. Dedication, because if the vision and strategies outlined in this Policy are to become reality, we must all dedicate ourselves to the development of our young men and women.

In the past, the apartheid-government not only violated the rights and opportunities of young people through its repressive and racially-oriented system of coercion, it also denied any of the special needs of youth. No recognition was given to the needs and concerns of young men and women, who were instead, left to find their own way in a difficult and ever changing society.

Today we can celebrate the vision of the roles young women and men play in our new South Africa. Where young people contribute to the reconstruction and development of their communities and the country whilst taking initiatives which bring about their own personal development and the fulfilment of their dreams. Furthermore, we can take pride in this vision which has been developed by young men and women themselves. Through the leadership of the National Youth Commission young women and men from across the country have participated in discussions and workshops which have allowed them to talk about their situations and the needs and visions they have for their future.

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

We must recognise the contributions young people make to our society and build upon the imagination, energy, vibrance and talents of all young women and men. In doing this we shall squarely address the factors which threaten the development of young people. Whether these exist as a legacy of apartheid or as a result of our own social practices, young women and men deserve fair treatment, a safe environment and a nurturing community.

Let us embrace this National Youth Policy, giving life and meaning to the vision and direction it has set. By working together – young and old, government and community, business and youth development organisations. To redress the legacies of the past, deal with the challenges of the present, and focus on achieving a brighter, fuller future for all.

President Nelson Mandela

2.0 INTRODUCTION

2.1 Background

With some 39% of South African society aged between 14 and 35 years¹, young people clearly comprise a substantial part of South African society. However, due to the policies of past governments, a significant number of young women and men have not been afforded the opportunity to develop their full potential. They have experienced poor housing conditions; limited and racially-biased access to education and training; limited employment opportunities; high levels of crime and violence and a general disintegration of social networks and communities. In addition, the previous government did not develop any specific policies or programmes to address the needs of young women and men.

The democratisation of South African society has offered many new opportunities and challenges to previously disadvantaged groups. Young women and men are, in particular, recognised as a vital resource whose future prospects are inextricably tied to that of the country as a whole. As President Mandela put it in May 1994, "youth are the valued possession of the nation. Without them there can be no future. Their needs are immense and urgent. They are the centre of reconstruction and development."

The National Youth Commission was established and inaugurated on 16 June 1996 by President Mandela. The Commission has been established through the National Youth Commission Act (1996) as a part of the Government's plan to develop a comprehensive strategy to address the problems and challenges facing young women and men in South Africa. The National Youth Policy represents a major and historical milestone in youth development and is an expression of the Government's commitment to the full development of all young women and men. Through this policy an environment will be created wherein all stakeholders in youth development can work toward common goals and a better South Africa for all.

In preparing the National Youth Policy, the National Youth Commission has undergone an extensive process of consultation with youth organisations, sectoral groups, provinces as well as young women and men themselves. Through the participation of these groups in the policy formulation process, the National Youth Policy has been designed to address the major needs, challenges and opportunities of young men and women, accommodating provincial variations and specific sectoral issues.

In June 1997, the National Youth Commission held a National Youth Summit in Cape Town. This Summit drew together more than 200 delegates from major youth, political and community organisations to discuss the process of policy formulation and to create a framework and direction for the National Youth Policy. Based upon the agreements reached at the National Youth Summit an extensive process of consultation was launched.

¹ Based on the 1995 October Household Survey, see p. 4, *The situation of youth in South Africa*, Community Agency for Social Enquiry (CASE) (1996).

Provincial Youth Summits were held in every province, involving more than 1400 young people and representatives from different youth organisations. Prior to these summits, most provinces had conducted Youth Hearings. These hearings provided opportunities for young women and men to come together and discuss the major issues, challenges and needs they face which should be addressed through a National Youth Policy. Over 3000 young women and men participated in 35 Youth Hearings held in rural and urban settings across the country. Appendix 1 contains a summary of the locations of the Youth Hearings and Provincial Summits.

The National Youth Commission also conducted a series of sectoral workshops and focus groups which were specifically designed to consider the various strategy areas of the National Youth Policy. Twelve workshops and focus groups of this type were held along with a number of direct consultations between the National Youth Commission and Central Government departments.

In addition to the above consultations, the National Youth Commission received over 100 written submissions from groups and individuals across the country, proposing a wide variety of concepts, programmes and opportunities for youth development. The Commission also drew from a range of research and consultations that had been previously undertaken by organisations such as the Joint Enrichment Project (JEP), the Community Agency for Social Enquiry (CASE) and the Joint Centre for Political and Economic Studies.

Finally, on 28 to 30 November 1997 some 167 representatives of major youth and political organisations as well as government departments gathered to review the first draft of the National Youth Policy. The National Youth Policy Summit provided an opportunity for delegates to recommend changes and to approve the first draft. Based upon these recommendations the National Youth Commission reviewed an amended draft of the policy and approved this draft on 9 December 1997.

In adopting South Africa's first National Youth Policy, the Government of the Republic of South Africa not only acknowledges the value and significance of its young people but also draws on international experience which clearly demonstrates the fundamental need for a comprehensive and holistic national youth policy providing a framework and focus for youth development by all stakeholders.

2.2 Purpose and rationale

The National Youth Policy is a framework for youth development across the country. It endeavours to ensure all young women and men are given meaningful opportunities to reach their full potential, both as individuals and as active participants in society. The Policy addresses the major concerns and issues critical to young men and women and gives direction to youth programmes and services provided by government and non-government organisations. Through the National Youth Policy, the Government declares the importance of the active involvement of young people in national development, demonstrating the distinctive and complementary roles of all Government ministries, the

non-government sector and youth groups in youth development; providing a framework with common goals for development and promoting a spirit of co-operation and co-ordination.

All of South African society will benefit through the implementation of the National Youth Policy. By placing young people in the broader context of reconstruction and development the National Youth Policy highlights the importance of youth development to nation building and the creation of a democratic, productive and equitable society.

Young women and men are not only a major resource and inheritors of future society, they are also active contributors to the nature of society today. The National Youth Policy recognises and values young women and men as a key resource and national asset and places their needs and aspirations central to national development. It provides a foundation and mechanism for youth participation in socio-economic development whilst recognising that young people should be protagonists of their own development and not merely recipients of state support. It enables the Government to give priority to youth development and display its commitment to national youth development through the creation of appropriate policy implementation mechanisms and the allocation of sufficient resources. The Policy should sensitise Government institutions and civil society toward youth development and acknowledge the initiatives of young men and women.

At provincial and local levels, the National Youth Policy will ensure that government authorities work in a cooperative and harmonious manner when designing and delivering programmes and services which address youth development needs and opportunities. Furthermore, the Policy will encourage an understanding amongst young men and women of the processes of governance and provide opportunities for their participation in provincial and local programmes, thus enabling young women and men to play a positive role in development.

The National Youth Policy provides a foundation and direction for a National Youth Action Plan. This Plan will complement the Policy and will describe the role of all agencies engaged in youth development and the programmes, services, facilities and activities they undertake to achieve the goals and objectives of the Policy.

2.3 Definition of a young person ("youth")

The National Youth Policy is directed toward young males and females aged from 14 to 35 years. Young people in this age group require social, economic and political support to realise their full potential. Whilst this definition is broad, encompassing a large slice of one's life, it is understood that this is a time in life when most young people are going through dramatic changes in their life circumstances as they move from childhood to adulthood. It is recognised, however, that there may be some people who fall outside this age range but who may experience similar circumstances to other young people. Thus, this definition indicates the primary target group, without excluding those who may share similar circumstances. Whilst this transition period is characterised by youthful energy, enthusiasm, ambition, creativity and promise, it can also be influenced by uncertainty,

fear and alienation. Young men and women may face many challenges and threats which are unique to them as a social group.

It should be recognised that the age range of men and women defined as being youthful is very broad. A person aged 35 years in 1997 was born in 1962 – she or he lived during a period of high political conflict, much of which was expressed in schools. Whilst a young person aged 14 years in 1997, was born in 1983, growing up when many new reforms and achievements of the struggle were being realised. Thus, it is necessary to recognise the different life circumstances and experiences which shape those who comprise this broad age category.

The National Youth Policy also recognises that not all young men and women are the same. Where some are at school or training institutions, others are not; where some young men are employed, others are unemployed. There are young women in rural and urban environments. Whilst some young women and men live with their parents, some do not. Many young women and men are themselves parents, including those who are single mothers. Some young people are disabled whilst others have been the victims of abuse or mistreatment.

The legacy of apartheid affects all young people. However, young black people have borne the brunt of many repressive and constraining policies and, as a result, are facing greater degrees of disadvantage. Thus, the National Youth Policy endeavours to provide a means whereby the development of a wide range of young women and men can be promoted in response to their social or economic circumstances. In addition, the Policy recognises there will be a requirement to segment the age category of "youth" so as to more accurately address the issues of particular groups. For example, the issues faced by males and females aged 16 to 24 years are likely to be quite different than those who are 28 to 35 years.

It should also be recognised that the term "youth" has a range of meanings and connotations within the South African social, cultural and political context. Since the "youth uprising" of 1976 and the subsequent mobilisation of young women and men against apartheid policies and racial oppression, the term "youth" has represented a potent and important element of the political struggle. It has also been used to characterise a segment of the population seen as violent, unruly, undisciplined and underdeveloped. The National Youth Policy recognises the context in which young women and men live is changing rapidly. The challenge is to provide an environment and means whereby the concept of "youth" is re-defined. Young women and men need to find a new place in society; one which enables them to develop fully as individuals and as citizens, where their personal and collective efforts contribute to society and the reconstruction and development of their communities and the country as a whole.

Whilst recognising the historical, political and contemporary uses of the term "youth" in South African society, the National Youth Policy employs the term "young women and men" or, alternately, "young men and women". This terminology emphasises the heterogenous character of the youth sector in a gender-sensitive and inclusive manner.

The diversity and uniqueness of young people is emphasised in these terms, rather than encouraging a uniform view of young people.

Finally, when defining a young person it is important to recognise the broader policy environment and the views of other policy documents. The White Paper on Social Welfare (1997), for example, defines a young person as a woman or man aged from 16 to 30 years. Whilst the Child Care Act (1983) defines a child as a male or female aged from 0 to 18 years. The National Youth Commission Act (1996), which directs the work of the National Youth Commission, uses the definition contained in this policy (i.e. 14 to 35 years of age). Clearly, there is a need for harmonisation across policies on these matters. The issue of age and the rights given to males and females at certain ages also contains apparent inconsistencies. These matters will be addressed later in the policy.

2.4 Historical and contemporary issues affecting young women and men

The National Youth Policy recognises the many influences of society which have shaped the situation and experience of young men and women today. These historical legacies and contemporary circumstances can only be described briefly in a document such as this, yet such factors play an important role in defining the needs, opportunities, aspirations and challenges of young people.

Research used in the National Youth Policy has been drawn from a number of sources. However, it is clear that one of the greatest challenges facing youth organisations and youth development programmes is the need for current research into the needs and circumstances facing young men and women. The paucity of detailed research specific to the circumstances of young women and men has been one of the alarming findings in the process of formulating a National Youth Policy. Thus, the need for further investigation and analysis into the situation facing young people is a major priority.

Some of the key areas of research used by the National Youth Policy includes data drawn from the October 1995 Household Survey, as assessed by the Community Agency for Social Enquiry (CASE) in their 1997 report, commissioned by the National Youth Commission, entitled, *The situation of youth in South Africa*. Other research cited in the National Youth Policy is individually referenced. In addition, the most recent findings of the 1996 Census have been used wherever possible.

The major issues relating to young women and men in South Africa today are described as follows:

- the demography of young women and men;
- provincial distribution of young men and women;
- education and training;
- youth employment and unemployment;
- youth health; and

- crime and violence.

It is recognised that these do not represent an exhaustive list of historical or contemporary issues. However, both the analysis of existing research and the outcomes of broad consultation with young men and women and youth development agencies, have determined the high priority and immediacy of these issues.

2.4.1 The youth population

Young women and men aged between 14 and 35 years were found by the October 1995 Household Survey, to comprise 16.2 million people, representing 39% of the population. Of this group, 49.5% are male and 50.5% female. A more detailed investigation into the profile of young men and women indicates that close to a half, or 43%, are aged from 14 to 21 years. Table 1, below, provides further detail on age distribution.

Table 1: Age distribution of young people

Age cohort	Percentage of youth	Numbers
14 - 17 years	22 per cent	3,575,679
18 - 21 years	21 per cent	3,341,189
22 - 25 years	19 per cent	3,054,025
26 - 29 years	16 per cent	2,556,478
30 - 35 years	22 per cent	3,657,664
14 - 35 years	100 per cent	16,185,035

Source: October 1995 Household Survey, CASE (1997)

Of the total population of young women and men, 77% are African, 11% White, 10% Coloured, and 3% Indian.

In the last few years it has been estimated that there are some 3.5 million young women and men in South Africa who are considered "marginalised". Whilst the concept of marginalisation has subsequently been found problematic, there is value in appreciating the extent to which young men and women are facing difficult and debilitating circumstances. Four degrees of marginalisation have been defined². "Fine", referring to those young women and men who are fully engaged with society and require no direct support, although peer education and leadership courses have been recommended for this group as a remedial support measure. It is estimated that 25% of young men and women are in this category. Young women and men categorised as "at risk" are those who are functioning fairly well, but showing signs of alienation in some areas. It is estimated that 43% of young people are in this category. Some 2.8 million (or 27%) young people are considered to be "marginalised", referring to those young men and women who are alienated from society in a number of social and economic spheres – covering "twelve dimensions of concern". Finally, there are those young women

² Everatt, D. (CASE) *School reject or eject? Contextualising out-of-school youth in the new South Africa.*

and men who scored high on nearly all of the "twelve dimensions of concern". This group were previously referred to as "lost". However this term denies the circumstances within which these young men and women are required to live and is, therefore, not a term used or, indeed, promoted by the National Youth Policy. It is estimated that 5% of young women and men (some 500,000) are in this category.

It is clear that young people are not a homogeneous group. They reflect a diverse range of types and contain sub-groups with specific needs and with particular areas of vulnerability. The National Youth Policy recognises this diversity and endeavours to focus on the specialised needs and circumstances of certain groups of young women and men when necessary.

2.4.2 Provincial distribution of young women and men

It is estimated that 53% of the entire South African population live in formal urban areas. This is a rise from 47% in 1960. A large majority, or 70.1%, of the urban population, of all ages, live in the four metropolitan centres of South Africa; 14.8% live in large towns and 15.1% in small towns. Of the rural population, 79.3% live in the former homelands, while the remainder live in commercial farming areas.³

The distribution of young men and women across the provinces is uneven. The provinces of KwaZulu-Natal and Gauteng contain the highest number of young women and men, whereas the Northern Cape, the Free State and Mpumalanga contain the fewest. These features are illustrated in Table 2, below:

Table 2: Provincial distribution of young women and men

Province	Young people in province as a percentage of the national youth population	Percentage of young men in province	Percentage of young women in province
KwaZulu-Natal	21	20	22
Gauteng	18	20	17
Eastern Cape	15	13	15
Northern Province	12	11	13
Western Cape	10	10	9
North West	8	9	8
Mpumalanga	7	8	7
Free State	7	7	7
Northern Cape	2	2	2
Total	100	100	100

Source: October 1995 Household Survey, CASE (1997)

The high variation in distribution patterns of young men and women across the provinces can be attributed, to a large extent, to migration from one province to another. Gauteng Province, for example, appears to attract young people,

³ Ministry of Welfare and Population Development (October 1996) *Draft White Paper for a Population Policy*, p 18.

particularly young men, in search of employment or new lifestyle opportunities. As a result those provinces with a lesser number of young people have a higher representation of young women and younger people (e.g. 14 - 21 years), whereas those provinces where young people are more prominent have more males and a higher proportion of the older age cohort (i.e. 26 - 35 years).

The Ministry of Welfare and Population Development in its *Draft White Paper for a Population Policy* (October 1996) has indicated that the rate of internal migration has been very high and has been a consequence of the forced removals of African people from commercial farms to the homelands from the 1960s until the early 1990s, and the continuing migrant labour system. As will be shown later, the provincial patterns of distribution of young women and men are reflected in data related to education, training and employment. Thus, movements of young people into and out of provinces is a consequence of a range of inter-related factors – historical and contemporary.

2.4.3 Living conditions for young men and women

The October 1995 Household Survey indicates 72% of young women and men were living in formal dwellings, whilst 19% in traditional rural dwellings, seven per cent in informal settlements, and two per cent in hostels. Where the entire population of young white women and men lived in formal dwellings, only 64% of young black men and women could be found in these dwellings. The remaining population of young black people were found in traditional rural dwellings, comprising 26% of young black women and 22% young black men, and informal settlements where 9% of young black men and nine per cent of young black women could be found.

As with provincial migration, the living conditions for young men and women appears to change with age. The October 1995 Household Survey found 25% of young people aged 14 to 17 years lived in traditional rural dwellings, whilst only 14% of those who were 30 to 35 years of age were found in such settings. Likewise, hostel dwelling was found to involve more young people aged 30 to 35 years (4%), than those aged 14 to 35 years (1%).

2.4.4 Education and training

Racial imbalances are stark in the field of education. Some 58% of young white men and women have reported that they have studied as far as they want to, compared with only 12% of young African women and men. 33% of young women and men (3.5 million young people) have been found to either not currently be studying or in training or had discontinued studies earlier than they had wished despite a desire to return to some form of study. CASE has estimated

that one in every eight (13%) young women have been forced out of the education system as a result of pregnancy⁴.

The Department of Education⁵ has estimated that in 1996 there were 2.2 million "pre-employed" students enrolled in senior secondary schools, technical colleges, youth colleges, community colleges and distance education.

Table 3, below, provides a racial and gender breakdown on educational attainment by young people aged 14 to 24 years, and those aged 25 to 35 years. This table demonstrates the manner in which young women (14 to 24 years of age) generally outperform young men of the same age, regardless of race (although among Indian young people the difference is not so great). In the older age cohort (25 to 35 years of age) this trend is reversed.

Table 3: Educational attainment by race and sex

	African		Coloured		Indian		White		Total	
	Women	men	women	men	women	men	women	men	women	men
14-24 years										
None	3	3	1	2	1	1	0	0	2	2
G 1-3	2	3	1	2	0	0	0	0	2	3
G 4-8	38	41	38	41	12	14	12	14	35	37
G 9-11	42	39	38	36	37	36	35	39	41	39
Matric	14	13	20	18	48	46	49	43	19	18
Degree	0	0	1	1	2	2	3	4	1	1
Unspec.	1	1	1	0	1	1	1	0	1	1
Total	100	100	100	100	100	100	100	100	100	100
25-35 years										
None	23	16	10	10	11	2	0	0	18	12
G 1-3	5	5	4	6	2	0	0	0	4	4
G 4-8	36	37	49	44	32	22	7	5	32	31
G 9-11	19	21	23	23	25	30	29	23	21	22
Matric	15	18	12	15	27	38	55	57	22	25
Degree	1	2	1	2	4	8	8	15	2	4
Unspec	1	1	0	0	0	0	1	0	1	1
Total	100	100	100	100	100	100	100	100	100	100

Source: October 1995 Household Survey, CASE (1997)

Almost a quarter of African men (23%) have received no formal education at all, compared with 16% of African women. Conversely, 16% of African women have matric or higher compared to 20% of African men.

In terms of basic literacy, which can be measured by the completion of Grade 3, 22% of all women aged 25 to 35 years and 16% of all young men in this age category can be considered to be functionally illiterate.

Gauteng and the Western Cape have the highest proportion of young women and men who have undertaken additional studies since leaving school as well as the lowest proportions of those who have no formal education. This can be compared

⁴ CASE (1996) *Youth and youth development in South Africa; The challenge of reconstruction and development*.

⁵ Department of Education (1997) *Report of the National Committee on Further Education*, pp 12-13.

with provinces such as North West and the Northern Cape where the highest proportion of young men and women have only achieved some level of primary education or have no formal education.

2.4.5 Youth employment and unemployment

Table 4, below, provides an overview of engagement of young people in education, employment and unemployment, based on the October 1995 Household Survey. As may be expected, the greatest number of young people are students. However, this profile changes as specific age cohorts are assessed. For example, 97% of young people aged 14 to 17 years were studying in October 1995, whilst 31% of those aged 22 to 25 were employed full-time. The employment figure rises with age: 46% of those aged 26 to 29 years, and 55% of those aged 30 to 35 years were found to be in full-time employment at this time.

Table 4: Status of young people

Young people employed, full-time:	28%
Young people employed, part-time:	3%
Young people studying	40%
Young people unemployed	23%
Unavailable for employment	6%
Total	100%

Source: October 1995 Household Survey, CASE (1997)

When considering the rate of unemployment amongst young women and men in South Africa, the above table cannot be used. A rate for unemployment is based upon the percentage of young people who are unemployed within the economically active population, which excludes students and those categorised as "unavailable for employment", such as housekeepers and those permanently unable to work. Thus, in October 1995, the overall unemployment rate for young men and women in South Africa was 43%. This figure represents 29% of the total adult population of South Africa.

30% of the young unemployed have been out of work for one year, 21% have been out of work for two years and a further 15% have been unemployed for three years.⁶

Table 5, below, indicates the variations in employment based upon race and sex. Clearly, young black women, followed by young black men are the most disadvantaged in terms of employment, although young women are consistently worse off than their male counterparts within every racial category.

Table 5: Full-time employment by race and gender (%)

Race	Young males	Young females
African	28	15

⁶ CASE (1996) *Youth and youth development in South Africa; The challenge of reconstruction and development.*

Coloured	49	34
Indian	57	34
White	65	47

Source: October 1995 Household Survey, CASE (1997)

The racial and gender imbalances in unemployment reflect those of employment. Table 6, below, shows how young African women feature highly amongst the unemployed, followed by young African men. Again, young women are clearly more disadvantaged than young men within any racial categories.

Table 6: Unemployment by race and gender (%)

Race	Young males	Young females
African	44	62
Coloured	26	36
Indian	13	27
White	5	13
Total	35	52

Source: October 1995 Household Survey, CASE (1997)

Table 7, below, shows the provincial variations in employment and unemployment, where the provinces of Northern Province, Eastern Cape and Mpumalanga have been found to have the highest levels of youth unemployment and the lowest levels of full-time employment amongst young women and men.

Table 7: Provincial distribution – employment and unemployment (%)

Province	Employed (full-time)	Unemployed
Northern Province	13	61
Eastern Cape	17	56
Mpumalanga	23	51
KwaZulu-Natal	24	48
North West	26	47
Northern Cape	33	41
Free State	32	37
Gauteng	41	31
Western Cape	44	25

Source: October 1995 Household Survey, CASE (1997)

2.4.6 Youth health

There are a number of health issues affecting young women and men in South Africa, these include sexual health and the spread of sexually transmissible diseases. Young people currently at the most at risk in terms of HIV infection and it is estimated that young people will account for a total of 72% cent of all the new cases of HIV infection⁷.

It has been found by the HSRC⁸ in 1994, that 48% of Black women, 17% of Coloured women, 30% Indian women and 17% White women gave birth before

⁷ Based on figures quoted by Everatt, D. and Milner, S. "Youth, AIDS and the future" in Everatt, D. (1994) *Creating a future; Youth policy for South Africa* Ravan Press, Johannesburg, South Africa.

⁸ Quoted in Joint Centre for Political and Economic Studies (1997) *Guaranteeing a future for South Africa's Youth; A Youth Policy for South Africa*.

turning 20 years of age. Furthermore, teenage pregnancy has been found to be one of the major reasons why young women leave schools.

Access to health services has racial and geographic disparities. The October 1995 Household Survey, as analysed by CASE, found that, nationally, 8% of young women and men had consulted a medical practitioner in the previous month. At a provincial level, these consultations were highest in Gauteng (11%) and the Western Cape (10%), and lowest in the Northern Province (6%), the Free State (5%) and Mpumalanga (5%). This suggests that access to health care facilities is easier in Gauteng and the Western Cape.

The issue of access to health care in the provinces is further borne out by the time a young man or woman takes to reach these facilities. See Table 8, below.

Table 8: Time taken to reach medical facility, by province (percentages)

Province	< 15 mins.	15-30 mins.	Approx 60 mins.	> 60 mins.
Western Cape	53	35	9	3
Gauteng	47	36	13	4
Free State	38	34	17	11
North West	36	37	20	7
Northern Cape	35	36	15	14
Eastern Cape	30	33	21	16
Mpumalanga	29	37	19	15
KwaZulu-Natal	23	31	21	25
Northern Province	21	32	25	22

Source: October 1995 Household Survey, CASE (1997)

The above table shows the provincial disparities of access; over half (53%) of young women and men in the Western Cape are able to reach a medical facility in less than 15 minutes, as are almost half of the young people in Gauteng. This compares with approximately half of the young men and women in KwaZulu-Natal and Northern Province who are required to travel for more than one hour. Not shown in the above table, but just as pertinent is the racial divide of health access. Almost all young White (95%) and Indian (93%) women and men are able to access health facilities within 30 minutes, whilst only 61% of young Black men and women can do so, and 84% of young Coloured people.

When considering welfare, the October 1995 Household Survey, as analysed by CASE, found that 2% of young people claimed to have made use of any type of social welfare. The most common type of welfare used by this group were disability grants followed by social work services.

2.4.7 Crime and violence

One of the most significant challenges facing South Africa today is the reduction of crime and violence committed by and toward young men and women. Young people are becoming more involved in these issues both as perpetrators and as

victims. There are two major forms of crime and violence apparent in South Africa. These are, violence resulting from political influences and violence resulting from social or structural violence. Young women and men played a central role in the struggle and the series of protests that ensued after 1976. Between 1984 and 1986, 300 children were killed, 1,000 wounded, 11,000 detained, 18,000 arrested on protest charges, and 173,000 were awaiting trial⁹. CASE has estimated that one in ten young men and women have been the victims of political violence, whilst 47% have known victims of political violence¹⁰. Between October 1989 and February 1991, when 3,200 people died in political violence, 26,300 recorded murders took place¹¹.

It has been estimated that the average age of people committing crime is reducing; where it was 22 years in 1988, in 1990 it had dropped to 17 years¹². The emergence of gangs in townships as a result of youth marginalisation¹³ has added a new sub-culture and dimension to youth violence and crime. Other forms of violence that have been found to increase are domestic violence, sexual abuse and rape¹⁴.

The historical and contemporary issues facing young women and men in South Africa are acknowledged each year on 16 June as Youth Day. This is a day when the contributions of young people to the struggle for freedom are acknowledged and the loss of many young lives commemorated. It is also a day when the key challenges and struggles of young women and men today can be given greater public profile. Youth Day is a day of national importance. Not only because it commemorates the past, but because it allows all South Africans to look to the future and the role young men and women play in the reconstruction and development of the country.

2.5 Background to the development of youth services

Prior to the democratisation of South African society in the 1990's, youth development occurred within a context of political, social, economic and cultural oppression. This situation contributed directly to many of the current dilemmas young women and men now find themselves in. The apartheid Government did not address the development needs of young men and women as a specific category. The particular needs, challenges or opportunities faced by young people were either ignored, or not considered important enough to warrant more focussed policy or programme interventions.

⁹ Paper presented by C. Bundy to the National Conference on Marginalised Youth, October 1991

¹⁰ CASE (1996) *Youth and youth development in South Africa; The challenge of reconstruction and development*.

¹¹ Bundy, C. "Introduction" in Everatt, D. and Sisulu, E. (eds) *Black Youth in Crisis – Facing the Future*, Ravan Press, 1992, p. 4.

¹² Simpson, Mokwena and Segal "Political violence in 1990"

¹³ Mokwena, S. "Living on the wrong side of the law; Marginalisation, youth and violence in South Africa" University of the Witwatersrand, 1991, p. 21.

¹⁴ Hirschowitz, R., Milner, S and Everatt, D. "Growing up in a violent society" in Everatt, D. (1994) *Creating a future; Youth policy for South Africa* Ravan Press, Johannesburg, South Africa.

The non-government sector has been the most active in terms of the history of youth development. In most cases youth development involved political mobilisation and identification within this sector. Many international agencies and foreign countries supported youth services and development through non-government and community-based agencies.

Since April 1994, the Government has undertaken initiatives to address the specific needs of young men and women. The establishment of the National Youth Commission represents a major commitment by Government to treat the needs of this sector in a serious and comprehensive manner. Indeed, the formulation of the National Youth Commission was a direct response to the recommendations of a Youth Summit convened by the Deputy President, Mr T. Mbeki, in December 1994. Representatives of all major youth organisations called for the establishment of a Commission which would serve to highlight the situation of young women and men whilst developing appropriate policies and strategies for intervention. The creation of the National Youth Commission represented a significant milestone for youth development. It highlights the need for Government (central, provincial and local) to work cooperatively with non-government and community sector agencies in the design, implementation and monitoring of youth development programme and services.

In mid-1997 the South African Youth Council was established as a national, representative, non-government organisation of youth organisations. The SAYC aims to develop and empower all young men and women, to provide a forum for youth organisations to contribute to policy and programme development, and to up-hold the democratic rights of the country.

2.6 The policy context

The National Youth Policy recognises the broader policy context in which it has been formulated and shall operate. This policy context is largely shaped by broader national policy initiatives and is also reflective of international programmes and conventions. In particular, the following:

- **Constitution of the Republic of South Africa**
The Constitution sets a broad policy context for the National Youth Policy. Of particular importance are the Bill of Rights and the powers, functions and responsibilities given to Provincial Legislatures and Local Government. The importance and roles of traditional leaders is also outlined in the Constitution and is recognised by the National Youth Policy.
- **Reconstruction and Development Programme (RDP)**
The RDP was the response of the new democratic government to demands for socio-economic reform – a programme of hope, with a commitment to people and the development of communities at its heart. The RDP set new priorities for development which could be measured in terms of improvements to the quality of human life.
- **Growth Employment and Redistribution (GEAR) Policy**
Government approved the GEAR Policy in June 1996 as a macro-economic framework for development. There are many features of the GEAR Policy which have influenced the direction and strategies of the National Youth Policy. These include the commitment by Government to job creation through a more competitive and faster growing economy, the transition to greater flexibility and productivity in the labour market, and the investment by business in training and development initiatives.
- **National Youth Commission Act (1996)**
In addition to setting the mandate for the National Youth Commission and its scope of work, this Act defined the age of a young person from 14 to 35 years.
- **Masakhane**
The Masakhane Campaign promotes a set of values and ideals which are entrenched in the National Youth Policy. These include, amongst other things, the creation of a culture of learning and the development of partnerships between government, communities and the private sector.
- **Charter of the United Nations**
South Africa, as a member of the United Nations has agreed to work towards achievement of the purposes and principles of the Charter of the United Nations which enable young men and women to enjoy full participation in the life of society. Charter principles include the attainment by young women and men "of an educational level commensurate with their aspirations; access to employment opportunities equal to their abilities; food and nutrition adequate for full

participation in the life of society; a physical and social environment that promotes good health and protection from disease and addiction and that is free from all types of violence; human rights and fundamental freedoms without distinction as to race, sex, language, religion or any other forms of discrimination; participation in decision - making processes; and places and facilities for cultural, recreational and sports activities to improve the living standards of young people in both rural and urban areas".

- **United Nations World Programme of Action for Youth**

The United National World Programme of Action for Youth is aimed at ensuring the well-being of young women and men and their full and active participation in the society in which they live. Its principles and purpose have helped to inform the National Youth Policy at many levels. Further details on this programmes can be found in Appendix 4.

- **Commonwealth Youth Charter**

The National Youth Policy recognises the work of the Commonwealth in the support of national youth policies in all Commonwealth countries and its efforts towards creating societies where young women and men are empowered to develop their creativity, skills and potential as productive and dynamic members. Where the full participation of young women and men at every level of decision-making and development, both individually and collectively, are fostered. In addition, the following principles and values for youth development are recognised:

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

3.0 PRINCIPLES AND VALUES

The National Youth Policy is based on a series of essential principles and values which have influenced its design and direction. These include, as a cornerstone of the National Youth Policy, the values enshrined in the Constitution of the Republic of South Africa.

Key principles on which the policy has been formulated are as follows:

3.1 Redressing imbalances

Recognition of the manner in which young women and men have been affected by the imbalances of the past and the need to redress these imbalances through more equitable policies, programmes and the allocation of resources.

3.2 Gender inclusive

The National Youth Policy promotes a gender-inclusive approach to the development of young women and men, where the socialising influences of gender, the impact of sexism and the particular circumstances of young women are recognised. The National Youth Policy celebrates the many differences found amongst young people and promotes equal opportunity and treatment of all young people – male and female.

3.3 Empowering environment

Creation of an environment which supports the continued life-long development of young men and women and their skills and capacities.

3.4 Youth participation

Promotion of young people's participation in democratic processes, as well as in community and civic decision-making and development.

3.5 Youth-driven

Youth development services and programmes should be youth-driven and youth-centred.

3.6 Mainstreaming youth issues

Whilst recognising the need for youth-driven and youth-centred development programmes and services, the needs, opportunities and challenges facing young women and men are the concerns of the whole society. Youth development should be recognised as an important mandate for all government agencies, non-government organisations and development institutions.

3.7 Responsiveness

Responds to the needs, challenges and opportunities experienced by young women and men in a realistic and participatory manner.

3.8 Cultural and spiritual diversity

Recognition of cultural and spiritual diversity as a basis for youth development and the important role tradition, spirituality and culture can play in the development of young men and women.

3.9 Sustainable development

The value of sustainability is promoted to ensure the needs of the present are met without compromising the ability of future generations to meet their own needs.

3.10 Rural emphasis

The National Youth Policy promotes a rural emphasis in many of its strategies. Where many development efforts contain an urban bias, the National Youth Policy endeavours to recognise and address the needs of rural young people and their communities.

3.11 Transparency and accessibility

Institutions and organisations involved in youth development should operate in a transparent and accountable manner, whilst ensuring they are accessible to young women and men.

These principles and values lay the foundation on which the vision, goals, objectives and strategies of the National Youth Policy have been formulated. They provide a basis for youth development and youth participation across the country.

4.0 VISION OF THE NATIONAL YOUTH POLICY

Over the last twenty years the lives of all young women and men have been influenced by the conditions and dynamics of apartheid. Many young men and women suffered as a result of the denial of basic human rights, sustainable only through the use of violence and force. Apartheid generated a form of continued structural violence toward young people through poverty, inferior education and the denial of basic services.

Today young women and men still struggle with the legacy of apartheid. To obtain a good education, maintain physical, mental and spiritual well-being, access health services, and pursue meaningful employment remains a fundamental and constant struggle. Young people are still seen as a threat to society and its values, but they are themselves threatened.

The National Youth Policy envisages a future for all young women and men in South Africa which is free from racial and gender discrimination in promoting a democratic, united, peaceful and prosperous society where young women and men can enjoy a full and abundant life enabling them to become active participants in activities which fulfil their potential, hopes, dreams and ambitions and are able to participate fully in economic, social, cultural and spiritual life.

5.0 POLICY GOALS AND OBJECTIVES

The goals of the National Youth Policy strive to:

- A Instil in all young women and men an awareness of, respect for and active commitment to the principles and values enshrined in the Bill of Rights and a clear sense of national identity.
- B Recognise and promote the participation and contribution of young women and men in the reconstruction and development of South Africa.
- C Enable young men and women to initiate actions which promote their own development and that of their communities and broader society.
- D Develop an effective, coordinated and holistic response to the issues facing young men and women.
- E Create enabling environments and communities which are supportive of young women and men, presenting positive role models whilst promoting social justice and national pride.

In addressing the goals of the National Youth Policy, the following objectives will be pursued. These are outlined according to the specific goal they address.

Goal A: Instil in all young women and men an awareness of, respect for and active commitment to the principles and values enshrined in the Constitution and a clear sense of national identity.

Objectives: This goal shall be met through the following objectives:

- A.1 To promote an awareness of the content of the Constitution amongst young men and women, along with a knowledge of their rights and responsibilities.
- A.2 To promote an awareness and understanding of the historical and cultural heritage of South Africa.
- A.3 To encourage young women and men to promote national unity by upholding the principles of non-racism, non-sexism and democracy.

Goal B: Recognise and promote the participation and contribution of young women and men in the reconstruction and development of South Africa.

Objectives: This goal shall be met through the following objectives:

- B.1 To involve young women and men at the planning, decision making and implementation levels of all youth and development programmes.
- B.2 To assist young men and women in attaining the knowledge, skills and experiences required to enable them to effectively participate in national development and society as a whole.
- B.3 To mobilise and support young women and men in community, provincial and national development efforts through programmes which promote leadership, practical skills and opportunities for participation.
- B.4 To address the specific social, economic, and health problems faced by young people which inhibit their capacity to participate in society.

Goal C: Enable young men and women to initiate actions which promote their own development and that of their communities and broader society.

Objectives: This goal shall be met through the following objectives:

- C.1 To design and implement programmes and services which promote opportunities for voluntarism amongst young men and women.
- C.2 To foster creativity and innovation amongst young women and men which promotes initiative and independence, instead of dependency and entitlement.

C.3 To facilitate access to resources for development projects and activities by youth development organisations.

Goal D: Develop an effective, coordinated and holistic response to the issues facing young men and women.

Objectives: This goal shall be met through the following objectives:

- D.1 To build the capacity of youth development organisations and any other departments or institutions involved with youth affairs to effectively design, implement, manage and monitor youth development programmes and services.
- D.2 To enhance and develop professional skills, standards, competencies and behaviours amongst workers with young men and women.
- D.3 To identify and respond to current gaps in the body of knowledge concerning young men and women through the design of a comprehensive, gender-disaggregated, strategy for research into the needs and challenges facing young people.
- D.4 To strengthen mechanisms for collaboration and cooperation amongst relevant government, non-government and community stakeholders.
- D.5 To ensure adequate resources are directed towards youth development programmes and promote financial accountability and sustainability.
- D.6 To promote the harmonisation of other policies, research, programmes and strategies oriented toward young men and women.

Goal E: Create enabling environments and communities which are supportive of young women and men, presenting positive role models whilst promoting social justice and national pride.

Objectives: This goal shall be met through the following objectives:

- E.1 To promote and safeguard the rights of young men and women and the responsibilities that the broader community has toward its young people.
- E.2 To promote the principles of citizenship, participation and well-being amongst young women and men.
- E.3 To ensure that young people have access to adequate and appropriate programmes and services regardless of their geographic location, race, gender, level of disability and social, religious and economic circumstances.

6.0 RIGHTS, RESPONSIBILITIES AND OBLIGATIONS

The National Youth Policy recognises the rights ascribed to all citizens within the Bill of Rights and the Constitution. The Bill of Rights is a cornerstone of democracy in South Africa, enshrining the rights of all people in the country and affirming the democratic values of human dignity, equality and freedom. These are rights many South Africans, and young South Africans in particular, have struggled for.

Young men and women benefit from these rights along with citizens of all ages. The National Youth Policy recognises the importance of youth and the right of all young men and women to enjoy their youthfulness. Irrespective of their socio-economic status and gender all young people shall have the right to:

- participation in policy formulation, decision making, leadership and national development;
- freedom of lawful expression;
- protection from all forms of abuse, coercion, violence, exploitation and degradation;
- access to all benefits of citizenship such as education (including opportunities for life-long learning), training, employment, housing, legal services, health care, and recreation; and
- a secure future through policies and practices ensuring sustainable development.

Whilst benefiting from their rights, young men and women are required to meet the following responsibilities:

- to promote peace, security and development;
- promote human dignity and respect for adults and fellow young people, sound family and community values (recognising variations in family structures) and community well-being;
- to respect public property and the property of others;
- to ensure a society free from violence, coercion, crime, degradation, exploitation and intimidation;
- to promote and advance gender equality;
- to promote physical and mental well-being, including the issues of reproductive health;
- to acquire skills which increase their capacity to serve their country;

- to promote a work ethic and life-long learning;
- to serve as ambassadors for regional and global development;
- to promote tolerance and respect (e.g. cultural, political and religious tolerance);
- to promote positive lifestyles and behaviours by young women and men;
- to promote reconciliation;
- to serve their country (e.g. through national service, community and voluntary efforts);
- to protect and preserve the environment;
- to promote respect and understanding amongst young men and women of the Bill of Rights, the Constitution and other laws of the country.

Over the last twenty years, South African society has witnessed a transformation in the roles and responsibilities of parents toward their children. Where apartheid policies and racially-based employment opportunities often divided families, political struggle and activism created a situation where young men and women acted separately from their parents. The freedoms and opportunities provided to all citizens in South Africa today allow families and parents to re-establish a nurturing and safe environment for their families. Within this context, the rights and opportunities of the broader community combine with important responsibilities toward young women and men which must be recognised and fulfilled by all parents and adults. This includes the responsibilities:

- to support the psychological, emotional and physical well-being of young men and women;
- to act as positive role models to young women and men;
- to encourage participation by young men and women in community life and development;
- to allow young women and men to develop responsibility for themselves;
- to support the development of young men and women;
- to assist young people in reaching their goals and full potential;
- to promote the development and sustenance of family values;
- to be sensitive to the needs and difficulties of young women and men; and

- to respect and accept the contribution (e.g. talents, resources, ideas) of young men and women to society today, and not just in the future.

Finally, it is recognised that many young women and men are themselves parents. Thus, good parenting and the fulfilment of parental responsibilities is also a youth development issue.

7.0 PRIORITY TARGET GROUPS

The National Youth Policy is the basis for developing opportunities for all young women and men in South Africa. However, certain priority target groups have been identified for specific attention due to the specific difficulties they face.

The policies and programmes of apartheid were designed in such a way that the youth of South Africa were divided along racial and gender lines. Whilst many young white men and women benefited by the system of apartheid their black peers were marginalised and disadvantaged. Thus, the National Youth Policy seeks to address the imbalances imposed by apartheid by specifically targeting those young women and men who have been historically disadvantaged whilst simultaneously promoting reconciliation and nation building.

The identification of target groups reflects the major needs of certain categories of young men and women. These groups shall be given particular prominence within specific sectoral strategies of the National Youth Policy (see Chapter 8), but may also deserve particular attention by Government departments and youth development agencies. Whilst the identification of these groups does not necessarily imply the need for additional resources, it does promote the requirement for government and non-government agencies to focus their efforts more directly and intensively on these groups of vulnerable young people.

7.1 Young women

Young women face particular difficulties in our society today. More young women experience levels of unemployment more frequently than their young male counter-parts and tend to have fewer occupational opportunities. The high number of teenage pregnancies also suggest that young women require specific support measures in this regard. In addition, it must be recognised that young women are often the victims of male violence and abuse creating a situation where young women often feel threatened and powerless.

Whilst the broader issues of gender and socialisation are recognised by the National Youth Policy as critical influences which are entrenched in South African society, social change toward a more equal society which respects human rights is essential. In addition, however, it is important that specific programmes for young women are established which allow them to redress the imbalances which have limited their role in society and placed them at a greater degree of risk and disadvantage than their male counterparts.

7.2 Unemployed young men and women

The experience of unemployment can bring with it a number of other social ills, including participation in crime, drug and alcohol abuse, poor health and the loss of confidence to participate in broader society. Unemployed young people require the attention of government and non-government agencies to deal with the wide range of concerns and problems they can experience.

Young people, in particular young black women and young black men, experience unemployment at levels which are greater than the broader population. Specific measures should be developed to help these young people deal with the circumstances of unemployment. In addition, young unemployed women and men should be provided with access to services and support programmes, and opportunities for further education and training. Addressing unemployment is not simply a welfare measure. It should be recognised as an important instrument of labour market reform and part of broader efforts to increase productivity and the country's human resource base.

7.3 Out-of-school young women and men

Those school-aged young people who are not attending school are of great concern. Apart from missing proper education, these people can be at risk in many other ways. They may be in danger of becoming “street kids” or homeless if not provided with appropriate support and encouragement to continue their education. They may also become victims or perpetrators of crimes; may suffer great risks to their health; or may undertake high risk activities, such as the abuse of alcohol and drugs.

7.4 Rural young men and women

Young women and men in rural areas are often more disadvantaged than those who live in urban settings. They have less access to services and facilities and the opportunities for employment are far less than in urban areas. The migration from rural areas to urban centres can be largely attributed to the under-development of rural areas and the lack of opportunities. Thus, the development of rural areas is an important strategy to lessen the migration of rural young people to the cities.

When developing programmes and strategies for young women and men it is important to ensure an urban-bias does not occur. Programmes and services which address the needs of young women and men in rural areas require concerted and deliberate strategies to reach this target group.

7.5 Young men and women at risk

The National Youth Policy recognises there are a number of factors which can place young men and women at risk. This may include the fragmentation of supportive communities, the legacy of apartheid policies and practices, the upheavals of political struggle and the process of urban migration. Young people can also participate in high risk activities, such as alcohol and substance abuse, unsafe sex or participation in criminal activities. Young victims of crime who can be traumatised by their experience can also require specific support services.

It is recognised that there are many factors which can lead a young person into crime and violence. Where there is a need for preventative action in these areas, there is also a need to assist those young people who are already engaged in criminal behaviour. This can include the provision of specific youth-oriented correctional facilities and the development of counselling and support services.

7.6 Young men and women with a disability

Young women and men with a disability require specific strategies of support and assistance to ensure that they have adequate access and opportunity to participate fully in society. This will require measures to be taken within schools, the work place, and the broader community. Deaf youth are specifically recognised as a linguistic and cultural minority with particular needs. Deaf youth require the provision of South African Sign Language (SASL) interpreters and access to appropriate technological devices.

The National Youth Policy adopts a developmental approach to disability, where human rights, participation and inclusiveness are promoted. The value of difference is acknowledged as well as the need to overcome barriers (i.e. physical, emotional, mental barriers) to youth participation. The policy promotes greater awareness of the issues faced by young women and men with a disability, the removal of disabling attitudes, the creation of accessible environments and the empowerment of young people with disabilities and their representative organisations.

7.7 Young people living and working on the street

Young women who live and work on the streets are a particularly vulnerable group in society today. Whilst there is very little accurate information on the numbers of these people, or the factors which have led them to this situation, it is clear that this group of young men and women are in need of particular support.

7.8 Young men and women with HIV/AIDS

HIV/AIDS has affected young women and men more directly than any other age cohort. As the number of young men and women who are diagnosed as HIV Positive increases, there is a need to ensure the particular challenges and problems these people face are addressed. These can include access to appropriate health services, education, dealing with fear and discrimination as a result of their HIV status, and building support networks and services.

8.0 KEY STRATEGY AREAS

The National Youth Policy recognises the need for substantial, informed and practical strategies which address the major needs, challenges and opportunities facing young women and men. To this end, the following sectoral strategies are described:

- education and training;
- health;
- economic participation;
- safety, security and justice;

- welfare and community development;
- sport and recreation;
- arts and culture;
- environment and tourism; and
- science and technology.

The goals and objectives of the National Youth Policy, outlined in Chapter 5, have shaped the design and form of the strategies described below. These strategies, therefore, provide a practical expression of the vision, goals and objectives of the National Youth Policy and represent the major priorities and critical concerns facing young women and men.

8.1 EDUCATION AND TRAINING

Education and training is a major priority in the development of young men and women, not simply because young people are often connected to the education system, but because it is through education and training that young women and men can be better prepared for life. The personal development of the individual young person, along with the development of local communities and the country as a whole is inextricably linked to the provision of quality, relevant and well managed education and training.

The legacy of apartheid and the effects of Bantu Education have left this sector with an urgent need for transformation. This affects all areas of education and training, from the development of new curricula, to the building of new schools and places of education, to teacher training and the need for new forms of governance and new attitudes towards education and training.

The Constitution of South Africa sets the framework for education and training. It does this by ensuring all citizens are provided with education and training and, in particular, to adult basic education and training.

The National Youth Policy acknowledges the Report of the National Committee on Further Education as a framework for the transformation of further education and training in South Africa. Further Education and Training (FET) is of major and direct relevance to the lives of many young men and women, especially those who previously suffered under Bantu Education as well as those who are currently out-of-school, principally because it provides training in vocational and technical fields.

It is recognised that the transformation of the education system, at all levels, requires change in many different fields. Not least of these is that of governance. Students and youth organisations should be provided with opportunities for direct participation in governing bodies. This includes school governing bodies as well as the Broad Transformation Forums (BTFS) which have newly created legal powers for the governance of higher education.

The new National Qualifications Framework (NQF) sets the environment in which education and training is designed and delivered. Within this framework, the Department of Education has undertaken a series of policy and programme initiatives to address the imbalance and irrelevance of the education system inherited from the former government. *Curriculum 2005* was launched in January 1997 as a new national curriculum which is outcome-based and oriented towards the promotion of life-long learning.

VISION AND OBJECTIVES

When addressing the concerns of young women and men in the education and training sector it is important to avoid a narrow approach which can marginalise youth development issues. The education and training of young women and men must be firmly positioned as a youth development strategy. The main areas for youth development in the education and training sector which require attention are:

- access to education and training institutions and programmes so that the principles of equal access is ensured, especially through the design and administration of admission criteria;
- issues associated with student debt and the need for a new means of financing studies; and
- redressing the imbalances and inequities of the past, including the need to address institutional and procedural racism.

When addressing the issue of education and training from a youth development perspective, the following objectives for action have been formulated:

- to ensure the practical social and environmental needs of young women and men in the education and training system are addressed (including architectural design and structures which affect young people with disabilities) so they are able to make full use of the reforms and transformations in this sector;
- to respond with urgency and determination to the issues faced by out-of-school youth so as to ensure this group of young men and women are given new opportunities to engage in education and training; and
- to enhance and develop the skills, standards and behaviours amongst those who design, implement, manage and monitor youth development programmes and those who work directly with young men and women.

TARGET GROUPS

One of the most critical groups of young people in need in this sector are those who are considered "out-of-school"; young women and men who are no longer engaged in the education system, who are without employment, or any significant school qualification. These young women and men are in grave danger of being permanently unemployed or of participating in illegal or risky activities as a result of their alienation from society. Other target groups of particular concern are:

- young men and women who are disabled;
- rural young people;
- young women; and
- young men and women who are in correctional facilities.

Young men and women who are disabled require access to mainstream education along with all other young people. The provision of appropriate access and a supportive environment is essential to this group.

In addition to the specific needs of young women and men in education and training, is the need for human resource development within the youth work sector. South Africa has very few opportunities for workers with young women and men to develop and improve their skills. Thus, the education and training of youth workers is an important issue in youth development.

Finally, the National Youth Policy recognises that a sizeable number of young women and men suffer from special needs in education and training which, if not addressed, can severely limit their capacity to benefit from these services. These include, for example, young people with learning difficulties.

STRATEGIES

These objectives shall be met through the following strategies:

8.1.1 Civil rights education

South Africa's new Constitution and Bill of Rights provides a framework for the protection of citizen rights. However, the legacy of apartheid has created a situation where previous cultural and procedural practices are entrenched through various public, community and business institutions. In order to promote and inculcate a new constitutional culture in line with the democratic order, the education of young women and men should inform new curriculum initiatives.

To address this, provincial departments of education should take actions to ensure civic or constitutional education is a part of the new curriculum for General and Further Education. This type of education must be linked to the National Qualifications Framework where appropriate. The Department of Education should work closely with provincial departments to ensure this strategy is effectively implemented.

8.1.2 Expansion of youth and community colleges for out-of-school young people

Programmes and services provided by youth and community colleges shall be expanded and shall develop specific initiatives which address the needs of out-of-school young women and men, and not only those who failed matric. These shall include pre-employment training, vocational training and skills development. It

shall also include remedial courses which help young people who are out-of-school to catch-up and return to school.

The National Youth Commission, in close consultation with the Department of Education, will investigate current curricula, action plans and accreditation of youth and community colleges to find ways where development and placement of out-of-school young people takes place through these institutions.

8.1.3 Student financing

The main issues to be addressed when considering the issue of student financing are the need to ensure that a lack of personal finance does not prevent a young person from enrolling in higher education and finding a way to deal with growing student debt. Whilst addressing these issues, it is important to recognise that further and higher education should accommodate:

- strengthening of the financial aid programme for Further and Higher Education to ensure access to education for all, incorporating a revolving system of repayments into a national educational finance aid scheme;
- student financial aid be extended to distance education learners;
- some form of graduate tax be investigated and possibly linked to National Youth Service (see Strategy 8.1.4); and
- an investigation should be conducted into qualifying and offsetting student debt through internships and community work.

The Department of Education will undertake the above mentioned action, in close consultation with the National Youth Commission. Decisions on these matters will involve consultation with youth and student organisations, and other relevant stakeholders.

8.1.4 National Youth Service

There has been a great deal of discussion and debate in the last few years around the concept of a national youth service programme. Indeed, there have been a number of NGOs who have been active in this work for some time (e.g. the Joint Enrichment Project and the South African Students Volunteers). The process of consultation and debate on this issue has led to a great deal of consensus on the need for such a programme. Whilst issues of detail require further investigation and debate, the National Youth Policy sets a clear direction and rationale for the design and implementation of a National Youth Service programme.

National Youth Service combines the following four themes:

- development – where the skills and capacities of young women and men can be employed on projects and activities which promote development in South Africa;

- skills training – an opportunity for young people to gain new experiences and develop new skills which will benefit them later in life;
- national unity – where young women and men from all walks of life are given the opportunity to work together with a spirit of reconciliation and national unity;
- service – where young people and the country as a whole benefit through volunteering their services for the benefit of the broader community.

National Youth Service accommodates the needs, interests and opportunities of three target groups:

A OUT-OF-SCHOOL AND UNEMPLOYED YOUNG PEOPLE

The National Youth Service programme will provide new life, work and educational opportunities to those young men and women who are no longer at school and who are unemployed. These people will be re-integrated into society through a structured skills and work experience programme which is nationally accredited and youth-focussed. It is envisaged that National Youth Service for this group of young people will be voluntary, possibly combining incentives.

B GRADUATES OF HIGHER EDUCATION

The term "community service" as defined within the framework of a National Youth Service Programme as it applies to those in higher education has been described¹⁵ as a programme which is "linked to higher education that involves participants in activities designed to deliver social benefits to a particular community in ways that teach the participants to work jointly towards achieving the common goal." The programme targeting graduates is likely to use a combination of compulsory activities and incentives.

C DE-MOBILISED YOUNG PEOPLE AND YOUNG RETURNEES

The National Youth Policy recognises the special needs and circumstances of young people who have returned from exile and those who have been de-mobilised. National Youth Service programme shall assist these people to be re-integrated into society through a structured skills and work experience programme which is nationally accredited and youth-focussed.

The creation of an effective National Youth Service programme will involve a range of different Government departments and ministries, including the Departments of Education, Labour, Defence and Public Works. It will also involve provincial administrations and local governments, the private sector, NGOs, trade unions, professional bodies, along with a range of youth development organisations and other role players.

¹⁵ Perold, H. and Omar, R. (1997) *Community Service in Higher Education*, Joint Education Trust, Johannesburg, p 3.

The National Youth Service programme will operate along the following principles:

- inclusive of all young people, regardless of race, sex, or geographical location;
- promote a common sense of nationhood;
- promote reconstruction and development;
- link community service and internships to career-oriented studies;
- be accredited within the National Qualifications Framework (NQF);
- be linked to the national skills development strategy;
- be linked to the national strategy for economic growth;
- tap into public and private sector, as well as civil society resources;
- give special emphasis to rural development projects; and
- be linked to financial support for education;
- combine compulsory and incentive measures to encourage young people into the programme;

The National Youth Commission will prepare a detailed Green Paper on a National Youth Service Programme. This paper, which will be developed in close consultation with key stakeholders, such as those identified above, will address the following areas:

- purpose and structure of the programme;
- issues associated with curriculum and connections with the National Qualifications Framework;
- review of international experience;
- target groups (e.g. out-of-school young people; young graduates);
- types of service opportunities provided (e.g. heritage restoration, environment protection, community development);
- types of project locations (e.g. rural projects);

- financing options, which will include the mobilisation of private sector finances;
- organisational and management arrangements; and
- proposed time frames and possible pilot projects.

This detailed strategy paper will lay the basis and direction for the establishment of this programme.

8.1.5 Professionalising youth work

The education and training of people who work with young women and men shall be improved through the creation of an accredited and specialised youth work training programme. This programme should be offered on a part-time or full-time basis and should include education and training for students in rural and remote areas (e.g. through distance education).

The National Youth Commission will work with the South African Youth Council, the Department of Education and other relevant youth and academic organisations to identify education and training needs amongst youth workers, review international training programmes and develop a proposal for a professional youth work training programme. This process should bring about a clear conceptualisation of a model for youth worker training. This model should incorporate structured education and training curricula within the National Qualifications Framework (NQF), formal accreditation of practical youth work and community development skills, recognition of prior learning, and a clear understanding of the practical and theoretical skills required for effective youth work in South Africa.

8.1.6 Youth representation

Because of the direct relationship between education and training and the enormous challenge contained within the transformation of this sector, it is essential that youth representation on the South African Qualifications Authority (SAQA) is assured. Thus, the Department of Education will negotiate with the SAQA for such representation which will be provided through the National Youth Commission.

8.2 HEALTH

Young women and men face a wide range of experiences in regards to their health. Whether this be through the maintenance of physical and mental well-being, or through health services which specifically address the particular needs of young people. The National Youth Policy recognises the need for policies and programmes which deal specifically with youth health.

Youth health is a multi-layered and inter-connected sector. The health of a young person can be affected by her or his access to clean water, environmental conditions, the

provision of adequate sanitation, hazards faced in the workplace, and the provision of basic health education and personal hygiene. Moreover, the reason a young person engages in activities that are detrimental to health, such as through alcohol or drug abuse, may themselves be related to personal well-being and a sense of insecurity. Similarly, the impact of violence and significant social change can directly threaten the health of a young person, whilst the connection between infant and child health and the health of a young person is recognised. The efficacy of immunisation and early intervention programmes can all have repercussions on the health of an individual later in life.

The issue of access to health service is a major one for young people, especially those who are disabled.

When addressing the issue of youth health it has been particularly important to identify the influence of gender. Patriarchal attitudes, structures and procedures often undermine women, creating power relationships within which young women are often found vulnerable; in many occasions young women have less power over their own bodies than men, and are often required to be more accountable for their actions than young men are (e.g. teenage pregnancies). Violence against women affects all women and young women in particular. Thus, youth health strategies require a special emphasis on the threats to young women.

TARGET GROUPS

The health and well-being of young women and men can be threatened by a variety of circumstances. Not all young people share these circumstances and, therefore, the needs of specific groups must be addressed. These include:

- young women and young single mothers;
- young pregnant women who require a termination to their pregnancy;
- young men and women engaged in alcohol and substance abuse;
- young sex workers;
- young people living and working on the streets;
- young women and men with a disability; and
- young men and women with HIV/AIDS.

VISION AND OBJECTIVE

The major concerns for the health and well-being of young women and men can be addressed through the one primary objective: To develop action plans for the promotion and maintenance of youth health which address common threats to the health of young women and men, and the access young people have to health services.

STRATEGIES

This objectives shall be addressed by the following strategies:

8.2.1 National Youth Health Action Plan

The current efforts of the Department of Health to formulate a National Youth Health Action Plan are acknowledged and applauded by the National Youth Policy. It is essential that the following issues are directly addressed within the National Youth Health Action Plan:

- health promotion strategies appropriate to young women and men which emphasise healthy lifestyle habits and behaviours and which promote the concept of total wellness;
- access to health and rehabilitation services by young men and women, and the provision of "youth-friendly" health services and programmes;
- issues affecting the lives of young single mothers and strategies which can be implemented to help these vulnerable young women maintain their health whilst providing a healthy and safe environment to their children;
- issues affecting the mental health of young men and women, including a comprehensive understanding of mental health and an awareness of the factors which influence mental well-being;
- the identification of well-defined, gender-dis-aggregated and quantifiable data and research on a wide range of youth health matters, in particular on:
 - youth suicide;
 - alcohol and substance abuse by young men and women;
 - young sex workers;
 - traumatised young people;
 - terminally ill young people;
 - young people living and working on the streets;
 - young women and men with a disability;
 - young men and women with HIV/AIDS;
 - sexual and reproductive health; and
 - the health of young women;
- issues associated with youth suicide and high risk activities of young men and women, such as alcohol and substance abuse, violence and "unsafe" sexual behaviour;

- issues of customary practices (e.g. the circumcision of males and females) and the impact or dangers to the health of young people in consultation with the communities concerned;
- the establishment of community support structures for young men and women who require support in dealing with health, including preventative health, issues (e.g. through peer support, information and advice provided to alcohol and drug abusers, lonely or depressed young people, etc.) and
- issues associated with young sex workers.

The preparation of this plan which should be developed in consultation with all relevant government departments, should involve close liaison with the National Youth Commission and the South African Youth Council.

8.2.2 Young people and HIV and AIDS

The National Youth Policy recognises the importance of the National AIDS Plan as a national framework for containing the spread of HIV and AIDS and treating those who are HIV Positive. The high incidence of HIV amongst young women and men, and the vulnerability of this group to future infections is an extremely serious concern. It is imperative, therefore, that the issues facing young women and men in this field are directly and comprehensively addressed.

A National Youth HIV and AIDS Strategy will be developed by the Department of Health and in conjunction with the National Youth Commission, the South African Youth Council and other relevant youth and health non-government organisations. This strategy shall address:

- education and awareness raising amongst young women and men in regards to HIV transmission and safe sex;
- education and awareness raising regarding safe sex practices and the role of responsible sexuality in the lives of young people;
- strategies for ensuring access to condoms;
- education and training for young people, especially young women, in the negotiation of safe sex;
- access to HIV testing and counselling services;
- access to medical services for young HIV Positive and AIDS patients;
- the roles and promotion of positive living role models;
- community support measures for young HIV Positive and AIDS patients;
- training for health workers;

- issues facing young HIV Positive and AIDS patients in the workplace and in the community.

The development of this strategy will involve close participation by young men and women who are living with HIV/AIDS.

8.2.3 Teenage pregnancy and school attendance

Chapter 2 has referred to the manner in which teenage pregnancy has limited the access many young women have had to education. The expulsion or exclusion of young women from school as a result of pregnancy is an unfair and unjust practice. Not only are such practices sexually discriminatory, they condemn many young women to a life of ignorance and perpetuate the cycle of disadvantage.

Young women who become pregnant whilst still at school require support and assistance to deal with the responsibilities of motherhood and to complete and further their studies. Young fathers, on the other hand, need to be held responsible for their roles and the well-being of their partner and off-spring. Such approaches must recognise the complexities of these relationships whilst endeavouring to promote the empowerment, responsibility and education of the young people involved.

The Department of Education shall revise its current approaches and practices in regards to pregnant students and shall develop a detailed policy to address these situations. This policy should identify ways in which young pregnant students can be allowed and, indeed, supported to complete their studies. It should also consider the potential roles and responsibilities of the father, particularly where the father is also a student. In preparing this policy, the Department of Education shall consult closely with the Department of Health, the National Youth Commission and the Department of Welfare.

8.2.4 Youth health and the law

There are a range of laws in respect of youth health which need to be carefully reviewed and assessed. These include the ages at which a young woman or man can consent to sexual intercourse, purchase alcohol and tobacco, enter into marriage, and enter into a contract of employment. Consultations with many youth health and youth development agencies have identified the need for review and reform in many of these areas. To this end, a Youth Law Team shall be established by the National Youth Commission. The terms of reference of this Team is described in Chapter 9.

8.3 ECONOMIC PARTICIPATION

The term "economic participation" is used in reference to strategies which can address the issues of young women and men's involvement in employment and enterprise. As described in Chapter 2 (2.4.5), young people, especially young women and young black women in particular, experience high levels of unemployment. When reviewing the

issues facing young people and employment it has to be recognised that the South African economy and its labour market is required to compete in an international market. Currently, productivity and competitiveness is low and measures to increase youth participation in the economy should reflect a broader orientation for increased productivity and global competitiveness.

YOUTH EMPLOYMENT

There is a close and important connection between a young person's employment prospects and education. Education institutions need to recognise their responsibilities and roles in providing career counselling and employment advice to young people. This should be based on sound labour market information – dealing with supply and demand information, as well as employment trends. To achieve this, collaboration between organised labour, business and other stakeholders is required.

VISION AND OBJECTIVES FOR YOUTH EMPLOYMENT

Young women and men need to be equipped with a wide range and vocational and life skills, if they are to find and maintain employment. Specific training should be provided to address the multiple needs required by young women and men to get a job.

In addressing the critical concerns for young men and women in the employment sector, the following objectives have been set:

- to ensure that students and job-seekers are provided with relevant, up-to-date information regarding the labour market, potential job opportunities and pathways to employment; and
- to establish a comprehensive training and employment support strategy which assists young women and men in obtaining and retaining employment.

YOUTH EMPLOYMENT STRATEGIES

The National Youth Policy proposes three specific areas of action to enhance young people's participation in the labour market. When implementing these strategies the need for accessibility by young women and men with disabilities will be addressed.

8.3.1 School-based career guidance

There is a need for young women and men to be able to access information and receive guidance on existing job opportunities. This should be built into educational curriculum so that students are able to make career and study choices based on a clear understanding of the labour market and emerging job opportunities.

The Department of Labour will work with the Department of Education to find ways through which up-to-date labour market information can be incorporated into school curriculums. The Department of Education shall improve its career guidance services to students in schools and higher education institutions so that students have relevant and meaningful information on which they can base decisions relating to further education, training and employment.

8.3.2 Youth Career Guidance Centres

For those young women and men who are not students and who are unemployed, specific Youth Career Guidance Centres shall be established. These centres should be community-based organisations supported by government, the private sector and the local community. They should provide career information guidance and information services through collaborative efforts between education and training institutions, as well as business and labour organisations.

The Department of Labour, with support from the National Youth Commission, shall investigate the feasibility of a national strategy for the establishment of Youth Career Guidance Centres. Should this concept be proven feasible, a national Youth Career Guidance Centre Programme will be formulated, providing practical support for the establishment and management of local centres.

At the local level, Youth Career Guidance Centres should involve local governments, non-government and community-based youth and development organisations. Youth Career Guidance Centres may, where appropriate, be located within multi-purpose youth centres (see Strategy 8.5.2).

8.3.3 National Youth Employment Strategy

The issue of youth unemployment is recognised as one of the country's greatest priorities. The waste of human resource and the debilitating effects of unemployment require this issue to be urgently addressed. In addressing the needs of young unemployed women and men, a National Youth Employment Strategy will be prepared which addresses, amongst others, the following issues:

- Preparation for employment programmes should be established for young unemployed women and men. These programmes should cover "soft" (i.e. life skills) and "hard" (i.e. vocational) skills and should acknowledge the wide range of needs young people face and include structured and experiential training (e.g. on-the-job training and work experience).
- Structured "learnership"¹⁶, apprenticeship or traineeship opportunities must be provided to young men and women who are unemployed. These training opportunities should be vocationally oriented. Such programmes should be undertaken by the Department of Labour in close consultation and cooperation with employers. Employers should also be required to contribute financially to cover some of the costs of the programme.
- Training contracts or agreements between training institutions and large employers or employer organisations should be established. These compacts shall be agreements for employment of those who have achieved specified skills in nominated vocational fields.

¹⁶ This term is used extensively by the Department of Labour in its Skills Development Strategy for Economic and Employment Growth. It refers to "a mechanism to facilitate the linkage between structured learning and work experience in order to obtain a registered qualification which signifies work readiness."

- Employer incentives should be developed to encourage private sector employers to train and employ a young unemployed person. Such incentives may include wage subsidies or tax rebates.
- Employment internships should be made available within the public and private sectors to provide young women and men with practical employment experience.
- Specific programmes should be designed to address the particular employment and recruitment needs of young people and other disadvantaged groups (e.g. young women, young men and women with a disability, addressing racial imbalances).

These elements should be contained in a comprehensive and integrated National Youth Employment and Training Strategy. This Strategy shall be prepared through collaboration between the Department of Labour and the National Youth Commission.

8.3.4 Youth advocacy and representation on governing agencies

The representation of young women and men on agencies which are responsible for the governance of employment and training programmes is an important prerequisite to the design and implementation of programmes which benefit young people. The National Youth Commission shall consult with the Department of Labour, the National Training Board, and other appropriate bodies to find ways where youth interests can be adequately represented.

YOUTH ENTERPRISE

The promotion of youth enterprise is an important and significant strategy for fostering economic participation. For many young men and women employment opportunities in the existing public and private sector are insufficient to meet demand. Employment must be found in the emerging Small, Medium and Micro Enterprise (SMME) sector. The Department of Trade and Industry has found that 44 per cent of employment is derived from the small business sector and it is this sector which has the greatest potential for growth¹⁷.

Currently, however, self-employment is often considered by young people only as an option of last resort, when other education, training or employment options have been exhausted.

The National Small Business Promotion and Development Strategy and the National Small Business Act (1996) provide a national framework for the promotion of small business. Youth self-employment (with a focus on school leavers and unemployed youth) have been identified as an important target group within the National Small Business Strategy. Unfortunately, however, there have been few programmes and services

¹⁷ Department of Trade and Industry, Centre for Small Business Promotion, with Ntsika Enterprise Promotion Agency (1997) *The State of Small Business in South Africa*, p 6.

described in this Strategy to ensure the needs of this target group are met. In spite of this, the Ntsika Enterprise Promotion Agency supports two programmes which focus on young entrepreneurs¹⁸. In addition, a Youth Entrepreneurs Network has been created with support from Ntsika with the aim of bringing together young entrepreneurs and youth enterprise development practitioners, to share information, promote best practice approaches, identify needs and design new support programmes. Moreover there are a number of non-government organisations involved in youth enterprise promotion, including, for example, Youth Enterprise Society, the Education with Enterprise Trust and the Centre for Development Opportunities. The National Youth Policy applauds the efforts of these groups and proposes efforts which both strengthen and builds upon the successes of these activities.

VISION AND OBJECTIVES FOR YOUTH ENTERPRISE

Self-employment and small business ownership and management should be promoted as a more favourable career choice, rather than an option of last resort. Business skills training is required, especially in the fields of business planning and tendering procedures. Training should be linked to emerging business opportunities and should endeavour to assist young women and men in overcoming the barriers they face to self-employment. Barriers young people face to entry into small business (e.g. lack of experience, perceived lack of reliability) need to be addressed directly through the provision of information, training and practical advice. Small business or youth entrepreneurship programmes should be practical and action-oriented. The successes of young men and women in business need to be highlighted (e.g. the promotion of role models). Support services should also be offered to those young men and women who already own and manage small businesses to become more competitive and not just those who are entering small business.

The objectives for the promotion of youth enterprise are:

- to establish a comprehensive entrepreneurial support strategy which assists young women and men in starting and managing their own enterprises; and
- to promote youth enterprise as a viable career option for young women and men and to ensure youth enterprise development programmes address the main barriers and opportunities facing young people.

YOUTH ENTERPRISE STRATEGIES

The National Youth Policy proposes the following strategies must be designed and implemented to promote youth enterprise. When implementing these strategies the need for accessibility by young women and men with disabilities will be addressed.

8.3.5 Self-employment as a career option

The school environment can have an important impact upon young women and men and is a significant influence on the life and career aspirations of young

¹⁸ The School Leavers Opportunity Training Programme (SLOT), a programme aimed at providing small business skills to school leavers, and Project Grim Buster, a recycling project targeting homeless urban youth.

people. The opportunities for self-employment as a career option for young men and women should be promoted more widely and effectively. Self-employment should be recognised as a legitimate and meaningful career option and not just as an option of last resort.

The Department of Education and Ntsika Enterprise Promotion Agency shall cooperate in the development of career information related to self-employment, the pathways for young women and men who are interested in exploring this option, and the resource agencies which can assist.

Finally, "enterprise education" has become a significant part of many education and training institutions around the world. It is seen as an important ingredient in preparing young women and men for their movement from school, college or university to the workplace for students to understand and consider self-employment as a career option. There are two general types of enterprise education: learning about business development, administration and management; and developing the skills of enterprise through teaching methods will encourage responsibility, initiative and problem solving. The Department of Education shall investigate ways where the notion of enterprise education can be used more extensively in the school curriculum.

8.3.6 National Youth Enterprise Development Initiative

A national youth enterprise support and information service should be established for the promotion of youth enterprise. This initiative should be developed through the efforts of the Centre for Small Business Promotion in the Department of Trade and Industry and should ensure participation of the three major institutions engaged in small business promotion, namely the National Small Business Council, Ntsika Enterprise Promotion Agency and Khula Enterprise Finance Limited. Key youth agencies such as the National Youth Commission and other relevant agencies shall also be engaged as project partners. This initiative shall provide information and support to young women and men and youth and business development organisations in the start-up and expansion of small businesses. It shall work through existing youth and business development organisations to monitor and review youth enterprise promotion services whilst promoting best practices in youth enterprise development.

As an initial task, this agency should develop, in association with key national small business promotion agencies and youth organisations, a national youth enterprise strategy. This strategy should address the barriers young people face to entry into small business (e.g. lack of experience, perceived lack of reliability) and design practical measures which overcome these. In addition, a youth enterprise budget and audit should be prepared outlining the funds spent on youth enterprise by the major small business promotion agencies and how many young women and men benefit through the activities of these agencies.

When undertaking this work attention will be given to the special needs of out-of-school young women and men, and young returnees.

8.4 SAFETY, SECURITY AND JUSTICE

Many young men and women are directly affected by the issues of crime and justice. Young women and men are often victims of crime and can be exposed to threatening or unsafe environments. However, some young women and men also participate in crime. Thus, there are safety and security issues for young victims of crime, as well as justice and rehabilitation issues for the perpetrators.

Social conflict in South Africa has pronounced political and social dimensions. The role of young women and men in the struggle and the legacy of violence continues to affect young people. Many local communities have a high tolerance of crime and violence which is easily exacerbated by poor socio-economic conditions (e.g. inadequate and overcrowded housing, high rates of unemployment, and the dislocation of families). Amongst those young women and men who are engaged in crime it is common to find a "culture of violence"; where fighting is a common practice, social status is gained by carrying guns and the romanticised portrayals of a "hero's funeral" are encouraged. However, there is often a great lack of self-esteem and personal confidence amongst these young people; positive young role models are few and negative images, including those portrayed in the media, make crime more attractive. Such high risk activities are often indicative of a poor self-concept. The involvement of young people in drug and alcohol abuse is also closely connected to criminal behaviour.

Young offenders who come in contact with the police and criminal justice system are often faced with highly threatening circumstances. Most young people have to cope with adult prisons, even when awaiting trial. The opportunities for correctional and rehabilitative services outside prison are extremely limited.

The National Youth Policy recognises and supports the initiatives proposed in the National Crime Prevention Strategy as a comprehensive approach to dealing with this issue. The initiatives of the South African Police Service (SAPS) in creating a Youth Desk is also acknowledged. The SAPS is faced with a number of problems when dealing with young men and women in crime. These include the lack of security facilities for young offenders, the need to focus on more preventative forms of policing and better community liaison, and the need to incorporate youth issues more clearly during police training. It is essential for police to become more familiar with the needs and circumstances facing young men and women and the manner in which these can affect their participation in criminal activities. Similarly, the rehabilitation and correction of young offenders requires a thorough understanding of the issues which place young people at risk. Measures which prevent young people offending have to be designed and implemented as a priority.

The South African Law Commission has established a special Project Committee on Juvenile Justice which is preparing and recommending legislation on young people in trouble with the law. It is anticipated that the final recommendations from the Law Commission will be presented in mid-1998. The issue of criminal capacity is an important issue. Children older than seven years, but younger than 14 cannot be

convicted of a crime unless the state proves the child can tell the difference between right and wrong and knew the offence was wrong at the time she or he committed it. The Law Commission is currently investigating this issue which will also be addressed through the Youth Law Review Team, described in Chapter 9.

The Inter-Ministerial Committee on Young People at Risk (referred to as the IMC) was established in May 1995 by the South African Cabinet to provide a coordinated response to the long-standing crisis of young people at risk and the youth care system. In 1995 the brief of the IMC was extended to include "the designing and establishment of secure care for children awaiting trial". Then, in May 1996 the IMC was requested by Cabinet to undertake an "investigation into state residential care" facilities for young people. The National Youth Policy recognises and supports the new policy framework and recommendations of the IMC which improve the line-functions of departments and NGOs, with management, planning, support, capacity building and monitoring from the IMC team.

TARGET GROUPS

When addressing the issue of safety, security and justice the following target groups require particular attention:

- young men and women who are at risk, i.e. those who have a greater potential for undertaking criminal activities as a result of their life circumstance or participation in risk-taking activities (as described in Target Groups, Chapter 7);
- young women and men who are in contact with the law (e.g. arrested, attending court, in prison or correctional facilities); and
- young victims of crime – who may be greatly traumatised as a result and require specific assistance and support.

VISION AND OBJECTIVES

The National Youth Policy shall address the following objectives in relation to young people and the need for safety, security and justice:

- to promote community-based preventative measures to youth crime; and
- to sensitise the police and justice system to the specific concerns of young women and men.

It is understood that in addressing these objectives a range of strategies described in other sectors are relevant. The involvement of young men and women in crime can be symptomatic of broad social and economic circumstances; where out-of-school young people, for example, may be more likely to participate in criminal activities. Thus, youth crime requires a broad holistic understanding of these issues and the response to them.

STRATEGIES

With this broader context in mind, the following strategies have been designed to address the above mentioned objectives:

8.4.1 Strengthen and expand SAPS Youth Desk

The current SAPS Youth Desk is a good first step in addressing the concerns of young women and men in the police system, however, this initiative needs to be strengthened and expanded. SAPS Youth Desks should be established in every province and, where possible, in every major population centre. The functions of the Youth Desk should be expanded to include:

- data collection on young people who come into contact with the police;
- the development of strategies which improve the way young men and women are dealt with by police;
- closer liaison with different sectors of society, including families and local communities;
- greater contribution to the development of strategies which improve the way young women and men are prevented from offending; and
- the training of police personnel on youth issues.

The SAPS shall undertake actions which lead to the strengthening and expansion of the Youth Desk, in consultation with the National Youth Commission and the Inter-Ministerial Committee on Young People at Risk.

8.4.2 Alternatives to incarceration

The National Youth Policy recognises the Government's desire to find alternatives to incarceration wherever possible. This desire has been best articulated by President Mandela who said "... the Government will, as a matter of urgency, attend to the tragic and complex question of children and juveniles in detention and prison. The basic principle from which we will proceed from now onwards is that we must rescue the children of the nation and ensure that the system of criminal justice must be the very last resort in the case of juvenile offenders."¹⁹

There are many possible alternatives to the incarceration of young women and men – especially for first offenders or those who have not committed serious crimes. These include community service orders, community intervention programmes, occupational skills training and rehabilitation programmes. The rehabilitation of young people under the age of 18 years will also require different measures than those who are older.

In addressing this situation, the National Youth Commission will consult with the Inter-Ministerial Committee on Young People at Risk and relevant non-government organisations to establish a mechanism whereby the alternatives to incarceration can be systematically and practically assessed.

¹⁹ Quote taken from the South African Law Commission document on *Young people in trouble with the law*.

8.5 WELFARE AND COMMUNITY DEVELOPMENT

The notion that it takes a whole village to raise a child is based on a spirit of humanity encompassing a principle of people caring for each other's well-being within an attitude of mutual support. The impact of colonialism, urban migration and apartheid along with the breakdown of family life has dramatically affected village and community life. As a result, many communities contain young women and men who have been abandoned, abused, neglected or threatened. Young people "at risk" are often alienated from community support structures and their families. Thus, the National Youth Policy encourages the development and maintenance of supportive communities which nurture the growth of its young people.

The welfare of a young person is, therefore, a community responsibility. Whilst government has its role to play, the whole community must find ways to nurture the development of young women and men and to protect vulnerable and most at risk.

TARGET GROUPS

The Department of Welfare has identified the following target groups of young people as those who deserve particular attention:

- out-of-school and unemployed young people;
- pregnant and teenage mothers, young men and women in dysfunctional families;
- young women and men with disabilities;
- young people involved in substance abuse;
- young offenders, young victims of crime and violence;
- homeless young women and men and those who live on the street;
- young HIV Positive and AIDS patients;
- young people who are sex workers;
- young men and women in gangs; and
- young returnees.

The National Youth Policy recognises the importance of these young people at risk and the need for programmes and services which are designed to assist these groups. The Department of Welfare's Flagship programme, designed to assist mothers with children under the age of five years, is also recognised as a valuable new programme which addresses the needs of these predominantly young women.

VISION AND OBJECTIVES

The National Youth Policy promotes the development of local communities which provide practical support measures for the development of young people and protects and nurtures vulnerable and disadvantaged young women and men. Self-help and community-owned and managed initiatives are specifically encouraged.

The National Youth Policy addresses the following two objectives which are of primary concern when considering the welfare of young men and women and the communities in which they live, work and study:

- to encourage the development of community-based youth development programmes and services; and
- to promote the design and implementation of services and facilities and encourage and enhance the use of existing facilities which support young women and men who are at risk, or in danger of coming into risk.

STRATEGIES

In order to address these objectives the following strategic framework is proposed:

- promote and support inter-departmental (at central, provincial and local levels), inter-governmental and inter-sectoral collaboration and networking between government departments, the National Youth Commission, non-government organisations and community-based organisations;
- increase the accessibility of all services to young women and men;
- integrate programmes for young people with special needs with other comprehensive and generic services;
- facilitate participation and involvement of young men and women in youth services;
- design and develop innovative programmes which are youth-driven and are inclusive of young people with disabilities.

The following strategies are specifically proposed:

8.5.1 Youth information access

Access to information is a key component in addressing the needs of young women and men and their communities. Youth information services should be regionally based and would principally achieve access for young people to information, referrals, advice and assistance on a wide range of issues concerning young people.

A youth-specific information services shall be developed to provide young women and men with access to a wide range of information, support and resource services which can address their particular needs, concerns, problems or opportunities. This information service will be based on a free telephone (0800 number) calling

service, where young people in need of assistance can call from anywhere in the country.

The youth information service shall offer information on a wide range of issues including crisis help, health services, employment support programmes, unemployment support services, drug and alcohol advice, emergency services and youth rights.

The development of the youth information service will be preceded by a comprehensive conceptual and feasibility study. This will describe the roles and operational functions of the service along with management and funding considerations. It is anticipated that private sector sponsorship will be used to supplement government funds in the establishment and operations of the service. The National Youth Commission will take prime responsibility for this task.

In addition, the National Youth Commission will investigate the possibility of creating a Youth Card, which provides young people to a wide range of services, information and supports.

8.5.2 Community youth facilities

Many local communities across the country have few or inadequate facilities in which youth development programmes, services and activities can be located. Whilst the National Youth Policy recognises the danger of promoting new facilities which can be expensive to build and which distract limited funds away from support services being provided directly to young women and men, the need for specialised youth facilities in some communities is paramount. In many cases new buildings will not be necessary, since existing ones can be modified and refurbished.

The concept of a multi-purpose youth centre has been broadly accepted as an effective means of drawing together youth-specific services in a local community setting. As the name suggests, a multi-purpose youth centre can accommodate a range of youth-related activities in a "youth-friendly" and accessible location. It is anticipated that these centres would be community owned and managed. They may draw on financial and technical assistance from a range of sources, depending of the activities and programmes undertaken. The roles of local youth development organisations and local government, and the potential for partnerships between these bodies, is particularly important.

The Department of Welfare shall work with the National Youth Commission to develop the concept of a multi-purpose youth centre further and to establish a pilot programme. In all cases, a multi-purpose youth centre, or any other youth facility, shall be based on identified needs whilst maximising the use of existing resources (e.g. buildings, personnel, agencies) where ever possible. It is anticipated that the Department of Welfare will take responsibility for administering a support programme for the development and management of multi-purpose youth centres.

8.5.3 Promotion of community initiatives

Community initiatives which are initiated and driven by young women and men and nurture their development is a fundamental development strategy. Community initiatives can be used to focus on youth health issues, employment and unemployment concerns, as well as general support and counselling services. They can also promote youth leadership training and peer support services. The creation of young womens' forums is also a particularly important form of community initiative which should be encouraged. However, to achieve these types of initiatives, attention must be given to building the capacity of local communities and community-based organisations.

The promotion of community initiatives will involve a dual programme of support. It will firstly require the Department of Welfare, in association with the National Youth Commission, to prepare a programme of support which promotes self-help and community youth development initiatives. This programme will contain information on a wide range of themes including:

- community and youth development processes;
- ways to identify community and youth needs;
- how to plan and manage community initiatives;
- support and training to relevant service providers and care-givers; and
- resource agencies (where to go to for help).

The second area of promotion shall be undertaken by the National Youth Commission, in association with the Department of Welfare and the South African Youth Council. This will involve the provision of information and training to help youth workers and community development practitioners to become better able to plan, implement and manage community youth development initiatives.

8.6 SPORT AND RECREATION

Sport and recreation is a significant area of priority for young women and men all over the world. It is no less important in South Africa. The UNESCO International Charter of Physical Education and Sport provides strong support for the need that young people have for sport, leisure and recreational services by indicating that at the "individual level, physical education and sport contribute to the maintenance and improvement of health, provide a wholesome leisure-time occupation and enables mankind to overcome the drawbacks of modern living. While at the community level, they enrich social relations and develop fair play which is essential not only to sport itself but also to life in society."²⁰ Sports and recreation is a valuable means for personal development for young women

²⁰ Quoted in Republic of Botswana, Ministry of Labour and Home Affairs, Department of Culture and Social Welfare, *Situation analysis of youth in Botswana; A country paper presented to the Organisation of African Unity in commemoration of the International Youth Year (1985)*, July 1995. p 21.

and men. It promotes good health, personal discipline, leadership and team work skills. It also contributes to the development of local communities and the integration of society. The National Youth Policy recognises and supports the main themes of the Government's *White Paper on Sport and Recreation*.

In South Africa, where sports and recreation have often been organised through local school structures, apartheid policies often prevented this in all schools. Thus, many civic sporting bodies also played an important role in mainstreaming sport and promoting it as a valued means of youth development. The combining of sport and recreation through the education system makes good sense because it encourages access, promotes a rounded education and builds confidence. The Department of Education's policy on educational curriculum, *Curriculum 2005*, supports this view, but is unclear as to precisely how sport and recreation should feature in school curriculums.

For many young women and men, participation in sport and recreation has been frustrated by the limited financial support provided to facilities and the great variations in the standards of facilities that are available (especially between rural and urban areas). The National Youth Policy promotes the participation of young men and women in recreation, leisure and sporting activities. To this end, coordination, the development of facilities and access by young people to these facilities, the provision of services (e.g. training and guidance) and the involvement of all sectors (i.e. government, community and private sectors) in these endeavours is essential.

VISION AND OBJECTIVES

From the perspective of youth development, the National Youth Policy has two central objectives in regards to sport and recreation:

- to broaden the participation of young men and women in a wide range of sporting and recreational pursuits; and
- to promote excellence in sports by young people at national and international levels.

TARGET GROUPS

The above objectives have a particular emphasis on those young people who have previously been denied access, or only given limited opportunities, to participate in sport and recreation; this includes young black women and men, young women, and young men and women with disabilities. The problems of young people in rural areas also deserve particular attention since many rural communities have inadequate facilities compared to urban settings.

STRATEGIES

To address this objective the following actions should occur:

8.6.1 Creating a culture of sports and recreation

A sports and recreation ethic or culture should be promoted throughout local communities in a way that the principles of fair play and physical well-being are

encouraged. This will require parents, community leaders, politicians, local government, youth clubs and sporting organisations to promote and encourage participation in a wide variety of sports and recreational activities. Positive role models of young sports-people are required, along with generic entry level programmes in schools and local communities.

The participation of young women and men in sporting organisations is also essential if these organisations are to effectively respond to the needs and aspirations of young women and men. Thus, youth participation in decision-making structures is desirable and necessary.

The Department of Sport and Recreation shall take responsibility for working closely with the National Youth Commission and the South African Youth Council to design strategies which promote a positive and active attitude toward sport and recreation by young men and women. It is anticipated that these strategies will utilise the broad network of sporting clubs, youth clubs and youth development organisations that can be found across the country.

In designing these strategies it is essential that the needs of specific target groups are addressed, particularly young women and young women and men with disabilities. It is also imperative that the racial imbalances currently found in participation levels for sport and recreation are addressed as a matter of urgency.

Finally, it is recognised that many people begin to participate in sporting and recreational activities before they become a youth (i.e. before 14 years of age). Thus, entry into sporting and recreational pursuits is also an important issue for child development. With this in mind, there is a crucial need for a Junior Sports Policy. The National Youth Commission will support the efforts of the Department of Sport and Recreation and other relevant agencies in the formulation of such a policy.

8.6.2 School-based facilities and programmes

Efforts should be made to promote greater support for sport and recreation through the school system. This means that sport and recreation facilities need to be established in local schools and, where it may not be possible to create these facilities now, space and plans should be created for the establishment of such facilities in the future. Furthermore, the education system should provide generic skill programmes which promote and encourage sport and recreational activities amongst young men and women.

In proposing this strategy the National Youth Policy supports the Government's *White Paper on Sport and Recreation* and the Department of Sport and Recreation in its insistence that "physical education and the provision of basic equipment should form an integral part of the entire school education programme. Physical education instruction should be compulsory, be offered during the normal school day and [by] suitably qualified teachers..."

In designing these facilities and programmes it is essential that the needs of specific target groups are addressed. Particularly young women and young women and men with disabilities. It is also imperative that the racial imbalances currently found in participation levels for sport and recreation are addressed as a matter of urgency.

The Departments of Education and Sports and Recreation, in association with the United Schools Sports Association of South Africa, shall take responsibility for ensuring these facilities and programmes are developed wherever possible.

8.6.3 Community sport and recreation facilities

Sport and recreation facilities in local communities are, on the whole, inadequate or non-existent. There is a need for local communities to maximise the use of existing facilities and, where possible, to make use of facilities which were not originally envisaged for such uses. The development, maintenance and use of parks is particularly important for the promotion of sports and recreation within local communities. Thus, the Department of Sport and Recreation shall negotiate with the following agencies to facilitate use by local communities of facilities. In particular:

- the Department of Education will investigate ways in which school facilities can be used by the local community for sport and recreation after school hours; and
- the Departments of Public Works, Defence and Public Enterprises and the National Parks Board will investigate the use of state owned facilities, including parks, for community sport and recreation purposes.

In addition, local governments should actively identify and facilitate opportunities for community sport and recreation facilities. (Chapter 9 provides more details on the roles of local government in this regard.)

The process of implementing those strategies outlined above will require a determined commitment to consult with key stakeholder groups. In particular, representative organisations of young people with disabilities and young women should be engaged in all these activities. The National Youth Commission shall facilitate inter-departmental integration and co-operation of the strategies outlined above and shall monitor the role of government departments, national sporting federations and other relevant groups in their efforts to promote more rounded and participatory sport and recreation programmes and services to all young women and men.

8.7 ARTS AND CULTURE

Arts and culture are important sectors for young women and men. Through arts and culture, young men and women are able to express their personal and collective views on society and the world in which they live. Arts and culture promotes creativity and a questioning of the norms, values, directions and make-up of society. At the same time, it

can be a powerful means of communication, can create social networks whilst educating, informing and breaking through the barriers to social and cultural diversity. It also contributes to the promotion of reconciliation. Arts and culture is also an important industrial sector. One where new economic and employment opportunities can be generated and where human creativity can directly contribute to the national economy.

During the apartheid era many artists found they were exploited and restricted in their work. There is a need to redress these experiences amongst artists and to promote a new environment which nurtures artistic expression and recognises the important role of art and culture in society. This should be done whilst linking art and culture to other developmental strategy areas.

The challenge for many existing arts and culture programmes is to address the diverse needs, interests and opportunities of young women and men in this sector. Whether this is achieved through the design of specific youth programmes or by broadening existing programmes so that they can effectively accommodate young people, it is clear that youth participation in such programmes is essential.

VISION AND OBJECTIVES

When promoting youth participation in arts and culture, it is important to encourage artistic freedom and integrity whilst appreciating and maintaining diversity. Young people's participation in arts and culture should cover all mediums. It should expose young people to different forms and recognise the need for gender equality.

When addressing the issue of arts and culture amongst young women and men the following objectives have been formulated:

- to promote the participation of young women and men in all forms of art and culture; and
- to ensure young men and women have a sound understanding of the national culture and heritage.

TARGET GROUPS

In addressing the above objective and within all the strategies for arts and culture described below, it is important to ensure the needs of specific youth target groups are addressed. These include out-of-school young men and women, young women, and young men and women with a disability.

STRATEGIES

The National Youth Policy promotes the following strategies in pursuit of these objectives:

8.7.1 Arts and cultural education

The Department of Education's policy, *Curriculum 2005*, identifies arts and cultural education as one of the eight learning areas within the new curriculum framework. This is a recognition of the ways in which education in arts and

culture develops creativity through the exploration of diverse cultures as well as the spiritual, intellectual and emotional aspects of life.

The efforts of the Department of Education are supported in this regard, although it is clear that further detail on how arts and culture will be taught in the education system will be required. Emphasis should be given to providing a broad introduction to this field of study, exposing students to a wide variety of forms and expressions. This will require good teaching skills and preparedness to allow students to explore and experiment.

8.7.2 Community mobilisation

In community settings, arts and culture can provide a significant focus for development efforts. To this end, local communities should be encouraged and supported in undertaking a range of arts and cultural activities. These may include, for example, community projects which:

- preserve local heritage and historical sites;
- use drama as a means of communicating a health or development message;
- encourage the writing of local stories and songs based on the culture and history of the community;
- expose local artists to both local and international markets; and
- provide facilities for local performances.

The Department of Arts, Culture, Science and Technology shall, with the support of the National Youth Commission, and a representative from the South African Youth Council, prepare a guide book for local communities on the ways in which young women and men can become involved in community-based arts and culture activities. This will be a practical guide with many examples, ideas and information on how to access resources.

8.7.3 Youth representation

The representation of young men and women's interests in arts and culture decision-making bodies is essential, if participation by young people is to be increased. In particular, young women and men should be represented on the two peak national arts and culture bodies, being the National Arts Council and the proposed National Heritage Council. This representation shall be coordinated by the National Youth Commission in consultation with these two Councils.

8.8 ENVIRONMENT AND TOURISM

Young women and men can perform a significant role in the environment and tourism sectors. These sectors provide a focus for specific youth concerns, whilst opening new opportunities for employment and enterprise.

YOUNG PEOPLE AND THE ENVIRONMENT

In its broadest sense, the environment contains the conditions or influences under which any individual or thing exists, lives or develops. These include the natural environment (including renewable and non-renewable resources such as air, water, land and all forms of life); the social, political, cultural, economic and working conditions that affect the nature of an individual or community; and natural and constructed spatial surroundings, including urban and rural landscapes and ecosystems and those qualities which contribute to their value.²¹

When considering young people and the environment there are two broad issues. The first concerns the impact of environmental degradation on young people. Where, for example, pollution and waste management affects the quality of life all people experience. Young people, as with people of all ages, have a right "to an environment that is not harmful to their health or well-being; and to have the environment protected for the benefit of present and future generations (Constitution, Section 24). The second issue concerns environmental management and improvements; where young women and men can take an active role in participating in programmes and activities which improve the environment. Examples may include recycling, tree planting, community "clean-ups" and land reclamation.

Apartheid policies have made a significant contribution to a number of negative environmental impacts. The black majority were forcibly moved from commercial farming land to over-crowded and under-serviced rural and urban settlements. Often they had to live close to industrial areas and waste dumps, exposed to environmental hazards. Survival sometimes demanded unsustainable and environmentally damaging practices.

ENVIRONMENTAL VISION AND OBJECTIVE

The National Youth Policy has adopted one primary objective to deal with environmental concerns and young people: to increase awareness amongst young women and men of the issues associated with the environment and actions that can be taken to improve local environments.

ENVIRONMENT TARGET GROUPS

In addressing environmental and tourism concerns the needs of rural and poor communities should be given special attention.

ENVIRONMENT STRATEGIES FOR YOUTH DEVELOPMENT

The following strategies have been designed to address this objective:

8.8.1 Environment awareness in schools

Provincial departments of education and environment shall investigate ways through which environmental awareness can be promoted through the school curriculum. This awareness raising shall include awareness of local environmental issues, sites and

²¹ Department of Environmental Affairs and Tourism, *Green Paper on the Environment*, p 9.

heritage. It shall also include an emphasis on individual and collective actions – the things that can be done to improve and protect the environment.

8.8.2 Community initiatives

The Department of Environmental Affairs and Tourism shall consult with the National Youth Commission, the South African Youth Council and relevant environmental NGOs to prepare a guide outlining the actions young women and men, youth clubs and youth development organisations can take regarding community initiatives to improve or protect the environment.

In addition, the National Youth Commission, when conducting its investigation into a national youth service programme (Strategy 8.1.4) will consult with the Department of Environmental Affairs and Tourism to identify ways in which community-based environment projects can be assisted through this programme.

YOUNG PEOPLE AND TOURISM

Tourism is the largest and fastest growing industrial sector in the world and South Africa is well placed to develop within this sector as international interest in the country grows. Whilst high rates of crime may deter some visitors, South Africa is becoming a gateway to the rest of Africa. The opportunities for eco- and cultural tourism are especially significant within this sector.

TOURISM OBJECTIVE

When addressing the issue of young people and tourism the National Youth Policy has adopted the following objective: to promote a conducive environment for economic opportunities for young men and women in the tourism sector.

TOURISM STRATEGY

The following strategy has been designed to address this objectives:

8.8.3 Employment and enterprise opportunities

Employment within the tourism sector can present particular opportunities for young people. To realise these, however, young women and men require career guidance and access to vocationally oriented training and work experience. The National Youth Employment Strategy (see Strategy 8.3.3) should contain specific reference to the ways in which training and employment in the tourism sector can be addressed.

Similarly, the National Youth Enterprise Development Initiative (see Strategy 8.3.6) should include the identification of opportunities for youth enterprise in the tourism sector.

8.9 SCIENCE AND TECHNOLOGY

Science and technology are changing the world at unprecedented rates. Scientific understanding and the introduction of new technologies affect many areas of life; how people live, the type of jobs they have, the way they communicate, the way they travel and the way they are entertained. For young women and men, science and technology can

offer new opportunities and new challenges. It is, however, important for young women and men to be fully informed of the opportunities in this sector and able to make use of such developments.

Apartheid created a situation in South Africa where only white students were exposed to new developments in science and technology. Black students were not encouraged to study or work in these fields. Thus, addressing the legacy of apartheid requires special measures and encouragement to assist those who were previously excluded from this sector. This will require education and training, and the provision of community-based and accessible facilities.

In addition, rural communities have suffered as a result of access to technology. Where urban centres exhibit a thirst for new technologies, many rural environments are vastly under-resourced and unable to make full use of even the most basic facilities.

VISION AND OBJECTIVES

The Information Age has opened schools, young people, work places and local communities to new and vast sources of information from around the world. It is important that all young women and men in South Africa are able to operate in this environment and to make the most of the opportunities these changes bring. For many, the key to the future lies in access to information.

Key objectives of the National Youth Policy in addressing these issues are:

- to raise awareness amongst young men and women of the opportunities in science and technology;
- to bridge the knowledge and information gaps found in South African society, including the gap between particular racial groups, and
- to enable young women and men and youth development agencies to use new and appropriate technologies which enhance their development opportunities.

STRATEGIES

The following strategies have been designed to address these objectives:

8.9.1 Promotion of networks and role models

Young women and men need to become aware of the developments in science and technology and the ways these can improve their life and future opportunities. The promotion of science in schools, especially amongst young female students, is very important.

The promotion of science and technology role models and networks will be pursued through the following initiatives:

- Youth science awards – the Department of Arts, Culture, Science and Technology to negotiate with the Department of Education, CSIR and potential private sector sponsors (e.g. Siemens) on the organisation and

promotion of an annual Young Science award. This award programme should highlight the involvement of young women and men in the sciences.

- Encouragement of science and technology clubs – especially within schools. The Department of Education, along with provincial ministries of education, shall provide a programme of support for the establishment of science and technology clubs within schools. These clubs shall promote peer networks and interest groups around science and technology.

8.9.2 Information technology and distance education

Information technology has the potential to enable rural and remote communities to access new sources and supports in the field of education and training. Consistent with the objectives of education and training within the National Youth Policy (see 8.1) and the development of community-based youth facilities such as multi-purpose youth centres (see 8.5.2), information technology centres should be established in rural and remote areas as support facilities for distance education learners.

The Departments of Education and Arts, Culture, Science and Technology shall, in liaison with groups such as CSIR, co-operate to investigate ways in which information technology centres can be created to support distance education and training.

9.0 INSTITUTIONS AND AGENCIES FOR YOUTH DEVELOPMENT

The National Youth Policy seeks to ensure a coordinated and holistic response by all stakeholders involved in youth development programmes and activities to the major issues facing young men and women. This requires the establishment, maintenance, collaboration and coordination of institutions engaged in youth development, including those which directly or indirectly affect the services, opportunities and capacities of young women and men. This will involve the three levels of government as well as the wide range of non-government institutions.

9.1 Government institutions

The National Youth Policy provides a framework for partnerships with government structures across national, provincial and local lines. This includes the following structures:

9.1.1 Central Government

The Government of the Republic of South Africa is responsible for the establishment and support of the following institutions:

9.1.1.1 The National Youth Commission

The National Youth Commission was established in June 1996. The roles and responsibilities of the Commission have been described by Government in the National Youth Commission Act (1996). In general, the objectives of the National Youth Commission are:

- to coordinate and develop an integrated National Youth Policy;
- to develop an integrated national plan that utilises available resources and expertise for the development of young women and men which shall be integrated with the Reconstruction and Development Programme;
- to develop principles and guidelines and make recommendations to Government regarding such principles and guidelines for the implementation of the National Youth Policy;
- to coordinate, direct and monitor the implementation of such principles and guidelines as a matter of priority;
- to implement measures to redress the imbalances of the past relating to various forms of disadvantage suffered by young men and women generally or by specific groups or categories of young people;

- to promote uniformity of approach by all organs of state, including provincial governments, to matters relating to young women and men;
- to maintain close liaison with institutions, bodies or authorities similar to the National Youth Commission in order to foster common policies and practices and to promote cooperation;
- to coordinate the activities of the various provincial government institutions involved in youth matters and to link those activities to the integrated National Youth Policy; and
- to develop recommendations relating to any other matter which may affect young men and women.

The National Youth Commission is made up of 19 members who were nominated through a public process and appointed by the Parliament. Five of the members serve in a full-time capacity representing young women and men across the country. Five of the part-time members also represent national interests, whilst the remaining nine part-time Commissioners represent the nine provinces.

The National Youth Commission is based in the Office of the Executive Deputy President. The Deputy Minister in the Office of the Executive President has political responsibility over the National Youth Commission.

Whilst the mandate of the National Youth Commission has been broadly defined by the Act, the National Youth Policy identifies five key areas of priority for the Commission. These are:

1 MONITORING

The National Youth Commission shall perform a vigilant role in monitoring youth development programmes and services. This will include central government departments as well as provincial and local governments. It will also include a monitoring of the non-government and community-based youth sector. This monitoring is important to ensure the needs and interests of young people, and the specific target groups of young people identified in the National Youth Policy, are addressed by these agencies.

2 RESEARCH AND POLICY DEVELOPMENT

The lack of accurate, current research on a wide range of youth development needs has become sorely apparent in the

process of formulating the National Youth Policy. Thus, the Commission will, as matter of priority, design a strategy to ensure the current gaps in youth research are addressed. This strategy will be formulated in close consultation with the CSS and various research institutions.

An outcome of this research will be the development and refinement of youth policies – particularly policy which is directed to specific sectors (e.g. health, employment) and target groups (e.g. rural young people, young women, young men and women living and working on the streets).

Research and development should include relations with other African and international organisations (e.g. the United Nations, the Commonwealth Youth Programme and the Organisation of African Unity). This will involve international liaison and participation in international and regional youth networks, such as the proposed SADC Youth Council.

3

ADVOCACY

As a consequence of its monitoring, research and policy work, the National Youth Commission shall advocate on behalf of young women and men, and specific target groups, for relevant programmes, services and facilities. It shall also promote youth participation in decision-making and the governance of a wide range of government, parastatal and non-government organisations.

4

CAPACITY BUILDING

The limited capacity to effectively plan, establish and manage youth development programmes and services is apparent in many development organisations and government departments. The Commission will work with other key stakeholders (e.g. South African Youth Council and other NGOs) to address this limitation. This will involve the provision of information (including a guide on best practice in youth development), training programmes, human resource development and the development of networks. It will also involve the facilitation and mobilisation of financial resources for capacity building.

5

COORDINATION AND FACILITATION

Finally, the Commission will promote the coordination of youth development services and, where possible, will facilitate the creation of youth development programmes and initiatives.

It is envisaged the coordination and facilitation will, at times, require the Commission to test or pilot particular initiative or programmes. Thus, the National Youth Commission will promote innovative youth development initiatives.

9.1.1.2 The Inter-Departmental Committee on Youth Affairs

An Inter-Departmental Committee on Youth Affairs shall be established and chaired by the National Youth Commission to coordinate government programmes, develop a consolidated Youth Budget, oversee programme implementation and integrate programmes across departmental lines. Key responsibilities of this Committee are to:

- coordinate a comprehensive national framework of Government services, programmes, research and initiatives affecting young women and men across all relevant Government departments;
- monitor, review and evaluate Government policies, programmes, legislation and expenditure affecting young men and women; and
- facilitate collaborative programme planning, implementation and review across all relevant departments.

In fulfilling its mandate, the Committee shall perform the following functions:

PLANNING – the Inter-Departmental Committee on Youth Affairs shall provide a platform for programme planning across departmental portfolios and shall provide an opportunity for the design of new innovative and successful approaches to programmes aimed at young men and women. This shall include the production of a guide for best practice in youth programme design, implementation and monitoring.

COORDINATION – the Inter-Departmental Committee on Youth Affairs shall provide a means for the design, implementation and review of well coordinated, complementary and harmonious departmental programmes which affect young women and men.

REVIEW AND EVALUATION – the Inter-Departmental Committee on Youth Affairs will develop common and agreed upon measures for the quantitative and qualitative review and evaluation of youth-oriented programmes and services.

FINANCIAL PLANNING AND EXPENDITURE – the Inter-Departmental Committee on Youth Affairs shall establish a systematic process for financial planning and expenditure on programmes related to young women and men and shall, where ever possible, maximise the use of existing resources (e.g. by facilitating cost-sharing or joint initiatives) whilst reducing duplications. In addition, a National Youth Budget Report shall be compiled each year outlining Government expenditure on youth-oriented programmes across departmental portfolios.

The Committee will meet at least twice a year, however, it is likely that it shall meet more often when programme planning is undertaken. The National Youth Commission will chair the Committee and will act as its secretariat. The National Youth Policy provides a basis on which Government departments can respond to youth development and on which the Inter-Departmental Committee shall structure its activities. Twice a year departmental representative will be required to report to the Committee on current and planned departmental policies, programmes, services and activities which affect young women and men. This should include the following details:

- name of policy, programme or service;
- purpose or rationale for the policy, programme or service;
- connection between the policy, programme or service and the National Youth Policy;
- target specificity (i.e. targeted to young people or people of all ages);
- anticipated outcomes of policy, programme or service;
- financial expenditure;
- outcomes achieved to-date; and
- any issues related to the policy, programme or service (e.g. unresolved problems, successes, gender focus).

Membership of the Inter-Departmental Committee on Youth Affairs shall consist of representatives from all relevant Government departments whose activities have a direct impact upon young men and women. Each department represented on the Committee will be required to create within its own organisational structure, a Youth Focal Point. This will be an officer, appointed by the Director

General of the relevant department, who has sufficient seniority and understanding of the overall functions and activities of the department so as to represent it on the Inter-Departmental Committee on Youth Affairs. The Youth Focal Point will report on those activities of the department which relate to the National Youth Policy and will work with other Committee members to promote a whole-of-government response to youth development in South Africa.

9.1.1.3 Inter-Governmental Committee on Youth Affairs

The National Youth Commission shall establish an Inter-Governmental Committee on Youth Affairs. This Committee will monitor the work of provinces in:

- developing provincial youth development policies which identify the major needs, challenges, aspirations and opportunities facing young women and men within the framework provided by the National Youth Policy;
- establishing structures and programmes which respond to the needs, opportunities, aspirations and potential of all young women and men in the province;
- creating partnerships with national, provincial and local youth development agencies to develop and maintain facilities which can be used by young men and women; and
- establishing mechanisms for continued consultation with the youth sector within the province as well as nationally.

The role of provincial governments in these matters is described in further detail below, see 9.1.2.

Provinces will be requested to report to an Inter-Governmental Committee on Youth Affairs. This Committee will be convened and chaired by the National Youth Commission and shall be comprised of senior representatives of youth service agencies located in provincial governments.

9.1.1.4 Youth Law Review Team

The National Youth Commission shall create a specific team of experts and youth and Government representatives to review the wide range of laws affecting young women and men. Specifically, this team will be required to review those laws which ascribe rights to young men and women according to their age. This includes, for example, the ages at which young women and men are allowed to

marry, consent to sex, vote, enter into contractual agreements, carry fire arms, obtain a driver's license, become employed, purchase alcohol and tobacco, as well as the age at which a young person becomes responsible for criminal activities.

The Youth Law Review Team shall comprise the following members:

- National Youth Commission (which shall convene and chair meetings of the Youth Law Review Team);
- Department of Justice;
- South African Youth Council;
- South African Law Commission;
- Human Rights Commission; and
- any other appropriate experts or organisational representatives.

In addition to its permanent members, the National Youth Commission shall invite specific representatives to participate in Youth Law Review Team discussions when the topic is appropriate. For example, the discussions on the age of sexual consent may involve the Departments of Health and Education, as well as appropriate non-government organisations.

The Youth Law Review Team will address the following tasks:

- survey the legislative environment relating to the ages affecting young men and women and the areas of concern, as defined above;
- identify inconsistencies or gaps in the legal framework;
- undertake consultations with relevant groups in relation to these issues; and
- prepare and promote a policy and legislative response to these issues through a formal Green Paper – White Paper process.

It is anticipated the Youth Law Review Team will take one year to complete these tasks after which it will be disbanded.

9.1.2 Provincial Government

Acknowledging the context in which provinces endeavour to address the issue of youth development, the National Youth Policy promotes collaborative efforts which share a common framework and competencies for national and provincial youth development. Provincial governments shall work in partnership with the National Youth Commission in achieving the directions and strategies of the National Youth Policy. Within a national youth development framework described by the National Youth Policy and taking into account the views, needs and aspirations of young women and men at the provincial level, provincial governments will be encouraged and supported in their efforts to address the challenges of youth development.

All provincial governments shall be required to fulfil the following functions in regards to the development of young women and men:

- To develop provincial youth development policies which identify the major needs, challenges, aspirations and opportunities facing young women and men, and to develop a comprehensive policy response within the framework provided by the National Youth Policy.
- To establish structures and programmes which respond to the needs, opportunities, aspirations and potential of all young women and men in the province. Such initiatives should complement and support national visions, goals and strategies, whilst recognising provincial variations.
- To work in partnership with national, provincial and local youth development agencies to develop and maintain facilities which can be used by young men and women.
- To establish mechanism for continued consultation with the youth sector within the province as well as nationally.

In addition, the National Youth Commission shall work with state institutions to support the efforts of the provinces in this regard. In particular, this support shall involve the provision of:

- INFORMATION on youth development issues, strategies and methodologies, youth research, programme resources, and best practice approaches to youth development;
- TRAINING AND CAPACITY BUILDING so that workers with young men and women are better able to deliver effective youth programmes and services;

- MONITORING AND REVIEW of all provincial youth policies, programmes and services; and
- ADVOCACY in conjunction with provincial authorities to address issues related to government policies, programmes, and resources.

9.1.3 Local Government

Local government is the most direct level of government affecting young men and women. It provides essential services and along with a mechanism for promoting leadership, policy planning and development efforts. Mechanisms should be designed for the creation of youth services and facilities at the local level and the role local governments can play in identifying youth needs and development opportunities, designing youth development services and working with local youth organisations is extremely important. The National Youth Policy recognises the integral role of local government and traditional leaders²² should play in rural areas when pursuing youth development objectives.

Whilst the financial constraints and limited tax base of many local governments is recognised, it is essential that local government identify and address the issues facing young women and men. There are many roles local government can play in the development of young residents. These include:

- To institutionalise youth development in local government settings, for example through the establishment of Standing Committees on Youth Affairs as a means of informing and sensitising council on the needs of young women and men and to make proposals for local youth programmes and services.
- Creating mechanism for young people to understand the issues of governance at the local level. Local government must ensure that it develops participatory and inclusive approaches to youth development, ensuring that the most disadvantaged young people (i.e. young women, young black men and women, and young women and men with disabilities) are closely involved in these processes.²³
- Engaging local youth organisations in development programmes and campaigns (e.g. Masakhane).
- To identify needs for local facilities required for youth development (e.g. multi-purpose youth centres) and to form alliances with other levels of government, the private sector, donors and local youth

²² As outlined in Chapter 12, Constitution of the Republic of South Africa.

²³ Note: the current system of Junior Mayors, as conducted by some local governments, is seen as an inadequate means of promoting youth participation. In most cases, Junior Mayor programmes operate along exclusive, elitist lines, rather than using participatory and empowering processes.

development organisations address these needs through the establishment of appropriate facilities.

As a minimum requirement however, all local governments are required to fulfil the following essential functions in regards to the development of young women and men:

- to nominate an elected Councillor (preferably from the Executive Authority of Council) and a senior staff member who shall take responsibility for overseeing Council's youth development policies and activities;
- to undertake an audit of youth programmes, services and organisations located in the local area;
- to identify priority needs and opportunities facing young women and men and their development;
- to identify any specific target groups of young women and men which require particular attention;
- to identify the roles Council can play in addressing the needs, opportunities and target groups identified above; and
- to establish permanent mechanisms for participation by young women and men, or their representative organisations, in the planning and decision-making of Council.

The National Youth Commission in conjunction with the Ministry of Constitutional Development and Provincial Affairs shall monitor and assist local governments in their endeavours to promote development amongst their young residents by:

- requiring local governments to report to the Commission on the manner in which they are meeting their obligations to youth development;
- preparing a local government resource kit on ways to address the issues of youth development; and
- developing a resource and information kit on the feasibility, establishment, roles and management of multi-purpose youth centres.

9.2 Non-government institutions

Non-government institutions refers to those youth, research, resource, civil, political, cultural, sporting and recreational organisations which are not directly connected to government. By and large, these organisations are represented in the

youth sector by the South African Youth Council (SAYC). The National Youth Policy recognises the role non-government organisations have played and will continue to play in youth development. Furthermore, the role of the SAYC in representing the non-government youth sector is recognised. The role of the South African Non-Government Organisation Coalition as a broad coalition of a wide range of NGOs is also noted.

The SAYC operates as an autonomous, non-partisan representative body of young women and men in civil society. Its mission is to develop and empower all South African youth, provide a forum for all youth organisations and service providers to contribute to youth policy and monitor its implementation and uphold democratic values as enshrined in the Constitution and Bill of Rights of the Republic of South Africa.

Civil society's role in youth development requires recognition and resources. It is only through a strong and well-resourced civil society that participation in the development and the promotion of youth development policies and programmes can occur. The support for essential operating costs of the South African Youth Council as the peak national youth development organisation of the non-government sector represents a commitment by government to the promotion of a sustainable and effective civil society.

The National Youth Policy recognises the need for financial support and capacity building within the non-government sector. In pursuit of this, the National Youth Commission shall liaise with the non-government sector, principally through the SAYC, to identify resource needs and the possibility of government, private sector and donor support.

10.0 IMPLEMENTATION MECHANISMS

A framework for action over a specific timeframe and mechanisms for policy implementation and review will be established as soon as possible. Such a framework shall identify the strategic functions of the agencies outlined in Chapter 9. In addition, there may be other organisations identified or proposed by the National Youth Policy (e.g. research agencies) to ensure successful implementation and review of the policy.

10.1 National Youth Action Plan

As a matter of priority it is important that a National Youth Action Plan is formulated to accompany the National Youth Policy. The National Youth Action Plan shall be designed as a cooperative expression of all key government and non-government agencies concerned with youth development. The National Youth Action Plan shall build upon the goals and objectives of the National Youth Policy and demonstrate a holistic and synergistic response of all relevant agencies to the needs of young men and women. The plan shall clearly define the specific actions that will be undertaken; when they will be undertaken and by whom. It will also indicate what resources will be required to effectively undertake these actions. Such a document shall clearly state expected outcomes and the performance indicators through which effectiveness will be assessed.

The National Youth Action Plan will recognise the key groups involved in youth development, as described in Chapter 9, and ensure they are integrated into its overall structure and scope of work. Thus, there should be three components to South Africa's National Youth Action Plan:

10.1.1 Strategic Plan of the National Youth Commission

The National Youth Commission will be required to develop a Strategic Plan which outlines the following:

- purpose, aim and objectives of the National Youth Commission;
- guiding principles;
- priorities and functions of the National Youth Commission (as defined by the National Youth Policy);
- strategies – containing a description of the strategy; personnel engaged on strategy; other stake holders and agencies involved; strategy budget; and performance indicators of success;
- overall strategic budget; and
- management and review procedures.

The Strategic Plan will be based upon the National Youth Commission Act (1996) and the National Youth Policy.

10.1.2 Programme Plan of the Inter-Departmental Committee on Youth Affairs

The Inter-Departmental Committee on Youth Affairs, described in Chapter 9, will be required to prepare a programme plan. A proposed structure for programme development, which should be closely aligned to the objectives and directions of the National Youth Policy, are outlined below (see 10.1.4).

10.1.3 Programme Plan of the Non-Government Sector

The non-government sector performs an important role in the design, implementation and evaluation of youth programmes and services. The South African Youth Council, as a central and representative non-government youth formation, should be engaged by the National Youth Commission in the preparation of the National Youth Action Plan. Specifically, this should required the preparation of a programme plan. A proposed structure for programme development, which should be closely aligned to the objectives and directions of the National Youth Policy, are outlined below (see 10.1.4)

10.1.4 Structure for programme planning

The following structure for programme development by the Inter-Departmental Committee on Youth Affairs and the Non-Government Sector is as follows:

- **Specific policy objective**
Each policy objective in the National Youth Policy should be clearly identified with a specific set of actions (i.e. programmes, projects or strategies) assigned to it. Thus, the policy objectives provide the rationale for each action.
- **Programmes, projects and strategies**
Initiatives may take the form of formal programmes, individual projects or specific strategies. They represent a set of actions which, when implemented, will help achieve policy goal(s) and objectives. These should be described in detail to demonstrate how they will work to address objectives of the national youth policy.
- **Action steps**
This involves a detailed description of the actual activities and tasks that will be undertaken to implement the programme, project or strategies. Action steps represent the "to do" list regarding successful implementation of the strategy.
- **Target group(s)**
Each action will be directed at a specific group. These groups need to be clearly identified (e.g. young women and men with disabilities, out of school youth, etc.).

- **Expected outcomes**
It will be necessary to describe the outcomes that will be anticipated from these actions i.e. what will the action achieve.
- **Responsible agency**
The agency responsible for the overall implementation and coordination of the action should be identified. This may be a government or non-government agency.
- **Support agencies**
Whilst one agency may hold responsibility for the coordination and implementation of the action, there may be a number of other agencies involved. These should be identified.
- **Timeframe**
It is necessary to indicate when the action will occur and over what period of time.
- **Resource implications**
Each action will require resources, be they finance, personnel, equipment, support management, supervision or buildings. These should be clearly quantified.
- **Performance indicators**
Each action should have a set of performance indicators that can be used to evaluate and monitor the degree of success. These indicators need to be measurable within the time period of the action.

10.2 Policy implementation

The implementation of the National Youth Policy will involve the major stakeholders identified in Chapter 9. The National Youth Commission has been mandated by Government to coordinate and design the National Youth Policy and "an integrated national youth development plan", the Commission's role is largely one of policy, research and advice to Government on youth affairs in South Africa. The role of the National Youth Commission in respect of policy implementation shall be to:

- promote and popularise the National Youth Policy;
- ensure government and non-government structures are established and developed for effective policy implementation;
- ensure policy adherence through the design of key performance indicators and mechanisms for regular reviews and report-backs;
- establish cross-sectoral networks.

Essentially, the Commission's role is one of facilitation, coordination, monitoring, advocacy and promotion.

The National Youth Action Plan shall be developed by the National Youth Commission and will recognise the key stakeholders involved in implementation and ensure they are integrated into its overall structure and scope of work. Furthermore, the Plan will promote practical responses to local and community interests and plans, rather than simply providing a centralised "top-down" perspective.

10.3 Policy monitoring and review

The National Youth Commission shall be responsible for the review of the National Youth Policy through consultation with key agencies and beneficiaries. In general the National Youth Policy should be reviewed every three years, although there may be specific policy sectors which should be reviewed more frequently (i.e. every two years).

When monitoring and reviewing the National Youth Policy the National Youth Commission will be particularly mindful of the manner in which the policy has:

- instilled in all young women and men an awareness of, and respect for, the principles and values enshrined in the Constitution and a clear sense of national identity;
- recognised and promoted the participation and contribution of young women and men in the reconstruction and development of South Africa;
- enabled young men and women to initiate actions which promote their own development and that of their communities and broader society;
- developed an effective, coordinated and holistic response to the major issues facing young men and women; and
- developed families and communities which are supportive of young women and men, presenting positive role models whilst promoting social justice and national pride.

Beyond an assessment of these broad themes, the review process shall focus on the specific objectives and strategies of the National Youth Policy. It will also involve a re-evaluation of the major goals and objectives of the policy along with the identified strategies. The performance indicators of each strategy, which will be outlined in the National Youth Action Plan, will be used as a clear and unequivocal instrument of assessment.

Finally, the policy review process should include a review of the role and performance of the National Youth Commission in regards to the National Youth Policy.

11.0 CONCLUSION

The success of the National Youth Policy is the responsibility of the whole society. As this policy is the first of its kind for South Africa, it represents a launching point for a holistic, integrated and coordinated approach to youth development. Whilst the target of the National Youth Policy is young women and men, the beneficiaries are the whole society.

Whilst the individual strategies of the National Youth Policy address specific areas of need or opportunity, the overall goals and objectives of the policy provide a framework for broader development. The overall impact of the policy will be assessed according to the following indicators of effectiveness:

- improvement in qualitative and quantitative indicators related to key priority strategy areas (e.g. unemployment, health);
- increases in youth participation in youth development programmes and in society more generally;
- improved coordination and cooperation between the stakeholders of youth development;
- enhanced commitment by government, as evidenced by greater financial commitment (demonstrated in the Youth Budget); recognition of the importance of youth issues; the setting of targets; greater awareness and resource allocation by various ministries; and the creation of new institutions and services;
- improved equity and access for youth target groups identified as disadvantaged; and
- increased awareness in society of youth issues as evidenced by increased participation and support and more media focus on young people.

The effective implementation of the National Youth Policy can only be achieved if all sectors of society recognise the importance of youth development and the role they can play. The National Youth Policy sets the direction for this work - it is now up to the whole country to work in this direction and to invest in the development of all young women and men.

12 GLOSSARY OF TERMS

The National Youth Policy makes use of a collection of specific terms which relate to young women and men and youth affairs. These terms are defined below.

- "Arts"** refers to, but is not restricted by, all forms and traditions of dance, drama, music, theatre, visual arts, crafts, design, written and oral literature all of which serve as a means for individual and collective creativity and expression through performance, execution, presentation, exhibition, transmission and study. (Department of Arts, Culture, Science and Technology, 1996)
- "Civil society"** refers to all institutions and organisations outside of Government, including youth organisations, trade unions, social organisations, non-government organisations, community-based organisations, religious bodies and various community groups.
- "Community-based organisation"** (CBO) refers to organisations or associations which are not-for-private-profit, voluntary bodies, owned and managed by a defined community, usually a locally defined community.
- "Culture"** refers to the dynamic totality of distinctive spiritual, material, intellectual and emotional features which characterise a society or social group. It includes the arts and letters, but also modes of life, the fundamental rights of the human being, value systems, traditions, heritage and beliefs developed over time and subject to change. (Department of Arts, Culture, Science and Technology, 1996)
- "Disability"** is a term which reflects South Africa's acceptance of the United Nations' Rules on the Equalisation of Opportunities for Persons with Disabilities and is using them as a point of departure for planning inter alia policies and service provision.
- "Family"** a family is defined as individuals who, either by contract or agreement, choose to live together intimately and function as a unit in a social and economic system. The family is the primary social unit which ideally provides care, nurturing and socialisation for its members. It seeks to provide

them with physical, economic, emotional, social, cultural and spiritual security. Various forms and structures of a family are acknowledged.

"Further Education and Training" Further Education and Training (FET) has been defined by the Department of Education as a means of providing mid-level skills which lay the foundation for higher education and entry into the work force. FET, which incorporates senior secondary schooling, education and training in colleges and a range of other training programmes, promotes an integrated approach to education and training; one where the holistic needs of students are met whilst promoting active citizenship as a means of democratising society.

"Governance" refers to the right to participate in and make decisions with regard to local, provincial or youth affairs. Politically accountable and participatory governance is critical to the democratisation of the state and society.

"Heritage" is the sum total of wildlife and scenic parks, sites of scientific and historical importance, national monuments, historic buildings, works of art, literature and music, oral traditions and museum collections and their documentation which provides the basis for a shared culture and creativity in the arts. (Department of Arts, Culture, Science and Technology, 1996)

"Higher Education and Training" Higher Education and Training (HET) accommodates those students who are engaged in degree, diploma or certificate courses.

"Learnership" This term is used extensively by the Department of Labour in its Skills Development Strategy for Economic and Employment Growth. It refers to "a mechanism to facilitate the linkage between structured learning and work experience in order to obtain a registered qualification which signifies work readiness."

"National Qualifications Framework" The new National Qualifications Framework (NQF) sets the environment in which education and training is designed and delivered. Within this framework, the Department of Education has undertaken a series of

policy and programme initiatives to address the imbalance and irrelevance of the education system inherited from the former government. *Curriculum 2005* was launched in January 1997 as a new national curriculum which is outcome-based and oriented towards the promotion of life-long learning.

"Non-government organisation" (NGO) refers to not-for-private-profit bodies which, despite being supported by Government on occasions, are not run by Government and are concerned with the betterment of society and the public interest. NGOs are private, self-governing, voluntary organisations.

"Young person" refers to males and females aged from 14 to 35 years. Young people in this age group require social, economic and political support to realise their full potential. Whilst this definition is broad, encompassing a large slice of one's life, it is understood that this is a time in life when most young people are going through dramatic changes in their life circumstances as they move from childhood to adulthood. Young men and women may face many challenges and threats which are unique to them alone. Note, however, the *White Paper on Social Welfare* refers to a young person as a male or female aged 16 to 30 years.

"Youth development" refers to a process whereby young women and men are able to improve their skills, talents, and abilities, as well as to extend their intellectual, physical and emotional capacities; it includes the opportunity for young men and women to express themselves and to live full lives in all social, cultural, economic and spiritual spheres. Youth development also refers to engaging young women and men in development activities as participants in the decision-making processes and as beneficiaries.

"Youth empowerment" refers to the process of increasing personal, inter-personal and political power to enable young women and men or groups of young people to improve their life situation. It requires the full participation of young men and women in the formulation, implementation and evaluation of decisions determining the function and well-being of the society.

Appendix 1

Provincial Summits and Youth Hearings

Province		Location	Attendance (estimated)
Eastern Cape	<i>Youth Summit</i>	East London	350
	<i>Youth Hearings</i>	Idutwya, Somerset-East	350
Free State	<i>Youth Summit</i>	Bloemfontein	80
	<i>Youth Hearings</i>	Petrus Steyn and Boshoff, Glen Phillipolis	250
Gauteng	<i>Youth Summit</i>	Broederstroom	140
	<i>Youth Hearings</i>	Johannesburg, Krugersdorp, Actonville, Vereeniging, Kempton Park, Pretoria	550
KwaZulu-Natal	<i>Youth Summit</i>	Pietermaritzburg	150
	<i>Youth Hearings</i>	Durban, Pietermaritzburg, Ulundi, Westville Prison, Newcastle, Port Shepstone	250
North-West	<i>Youth Summit</i>	Klerksdorp	150
	<i>Youth Hearings</i>	Mabopane and Mothibistadt, Themba-Hammanskraal	650
Northern Cape	<i>Youth Summit</i>	Hoffe Park	50
	<i>Youth Hearings</i>	Postmansburg, Mier, Tweeriviere, Willinston, De Aar, Kimberley	600
Northern Province	<i>Youth Summit</i>	Naboomspruit	100
Mpumalanga	<i>Youth Summit</i>	Nelspruit	110
	<i>Youth Hearings</i>	Witbank, Ermelo, Lydenburg, Baberton Prison Moutse	300
Western Cape	<i>Youth Summit</i>	Cape Town	60
	<i>Youth Hearings</i>	Pacalsdorp, Caledon Hall, Worcester Hall, University of Western Cape, Western High Hall, Khayelitsha	600
TOTAL			4,740

Appendix 2

List of Written Submissions

The National Youth Commission received submissions from the following groups and individuals as contributions to the National Youth Policy.

- 1 SMSS - Orange Farm
- 2 South African National Council of YMCA's
- 3 Youth Forum IUC (Grassypark, Cape Town)
- 4 Sunnyside/Motlahlereng Youth Development Forum
- 5 Southern African Association of Youth Clubs
- 6 Skimming Students Body (KwaMashu)
- 7 Sinakho "We Can" Youth Outreach (Craddock)
- 8 Northern Province Social Development Organisation
- 9 National Coalition for Gay and Lesbian Equality
- 10 National Rag (Remember and Give) South Africa
- 11 Jong Dames Dinamiek
- 12 Human Science Research Council
- 13 Otherways
- 14 Thabanchu Youth Policy Steering Committee
- 15 Youth Practitioners Advocacy Group
- 16 Youth Development Trust
- 17 Quaker Peace Centre
- 18 The Centre for the Study of Violence and Reconciliation
- 19 Centreville Arts and Cultural Club (Brits)
- 20 National Department of Agriculture (Sub Directorate-Training)

- 21 Institute for Multi Party Democracy
- 22 Community Conflict Management and Resolution
- 23 Deaf Federation of S A
- 24 Environmental Justice Networking Forum (Pietersmaritzburg)
- 25 Hospital Volunteers Association
- 26 Institute for Multi-Party Democracy
- 27 National Institute for Crime Prevention and the Rehabilitation of Offenders (NICRO)
- 28 Northern Province Social Development Foundation (Mary's SELP Projects-Lebowakgomo)
- 29 Northern Province Youth Development Organisation
- 30 Self Help Association of Paraplegics
- 31 Unemployment Development Foundation (Lietaba)
- 32 Ikageng Youth Club
- 33 Moutse Youth Development Forum, Mpumalanga Province
- 34 Joint Enrichment Programme
- 35 Embalenhle Community and Sport Development Centre
- 36 Boys Town South Africa
- 37 Catholic Institute of Education
- 30 Transkei College of Education
- 40 University of Cape Town, Institute for Criminology
- 41 University of the North - Faculty of Management Sciences
- 42 University of the North, Centre for Human and Organisational
- 43 UNISA
- 44 WITS
- 45 ANC Youth League

- 46 Democratic Party
- 47 Dikwangkwetla Party (Free State Province)
- 48 National Party Youth
- 49 Vryheidsfront
- 50 AECI (Ltd) Ditoru Mooketsi
- 51 Mr. Mosebetsi J. Mongake
- 52 Mrs. K Naidoo
- 53 Mr Danny Moodley
- 54 A Hills (Youth Services)
- 55 Evah Sealetse, Anna Motsi, Jane Mawela (Service Provision in Tsitsing Village)
- 56 D de Goede
- 57 Loubser
- 58 Lesbian and Gay Youth
- 59 Hosea Moutlane
- 60 AV Ngomane
- 61 Stampfo Ezekiel Malakoane and Nkosazana Zondo, Bethlehem Prison
- 62 Mr Frans Moropeng Mashishi
- 63 Mnr. M.A.A van Schalkwyk
- 64 Mrs Welman (Three Rivers)
- 65 Mr. Biyela Mlungisi
- 66 Abram Maoka
- 67 Ditoro Mooketsi
- 68 Thembi Majombozi, SABC Tygerburg
- 69 Lesley Ann Tintiger

- 70 Mr M. Singh
- 71 Muledane Youth Forum
- 72 Mr. J. Kekana
- 73 Mr Thabang Mesiane
- 74 Nchabeleng Youth Commission
- 75 Mr Alfred Nkoane
- 76 Mr. Aaron Mavuya
- 77 Mr. Bradley Kissen
- 78 Ms Nomabandla Zono
- 79 Mrs Magie Tshule, University of the Witwatersrand, Dept of Speech Pathology and Audiology
- 80 Youth Forum, Grassy Park
- 81 Mr. Phafrus Mthupeni Mapatha
- 82 M J Mariba
- 83 Youth Economic Empowerment
- 84 Human Resource Development / Education and Training/Literacy
- 85 Department of Welfare
- 86 Department of Foreign Affairs
- 87 Department of Correctional Services
- 88 Department of Environmental Affairs and Tourism
- 89 Department of Agriculture
- 90 Department of Water Affairs and Forestry
- 91 Department of the Town Secretary
- 92 Junior Town Clerk, Margate
- 93 Centre for the Study of Violence and Reconciliation (CSVR)

- 94 Faculty of Management Sciences, University of the North
- 95 DC for Development Programmes and Religious Care
- 96 Margate Transitional Local Council
- 97 Youth Development Forum
- 98 Kgobokoane Youth Club
- 99 Clayton & Wakeford
- 100 Christal Saldanha.
- 101 Vusile Mathyebula.
- 102 L. Mojaeng
- 103 Inkatha Youth Brigade
- 104 Mathobu
- 105 Leah Roseline Mathibela
- 106 SADESMO
- 107 Youth Women's Network
- 108 Julia Nicol
- 109 Nationale Jeugkommissie

Appendix 3:**Organisations represented at the National Youth Policy Summit
(28 to 30 November 1997)**

1. Organisations of civil society

ANC Youth League

IFP Youth Brigade

DP Youth

NP Youth

Freedom Front Youth

South African Youth Council

South African Youth Development Programme

PAYCO

AZANYU

Junior Rapportryer Beweging

ACDP

Young Christian Workers

Christian Students' Association

National Hindi Youth Federation

Hindu Swayak Sevak Youth Sangh

ACTS

South African Council of Churches

SACBC

South African Youth Development Business Chamber

Ikageng Youth Group

DEAFSA

Young Women's Network

Young Women's Forum

NCPD

Girl Guides Association of South Africa

Radio TNG

Siyathuthukisa Community Foundation

Disabled People of South Africa

Youth for Christ

SAAYC

Young Christian Students

Kwazulu Natal Youth Council

SASCO

PASO / PASMA

AZASM

SASSU

SADESMO

SUCA

Students Research Group

Youth Power

AZAYO

South African Youth Chamber of Commerce

NAFCOC Youth Chamber

IDASA

Youth Investment Network

Joint Education Centre

Joint Education Programme

SAGDA

National Council for Student Development and Student Leadership

CASE

UNISA Centre for Peace Action

Downs Syndrome SA

NPPHC

Abt & Associates

Human Sciences Research Council

Nelson Mandela's Children Fund

2. Government departments

Department of Trade & Industry

Department of Arts, Culture, Science and Technology

Department of Public Service and Administration

Department of Education

Department of Water Affairs and Forestry

Department of Welfare

Department of Correctional Services

Department of Agriculture and Land Affairs

Department of Defence

Department of Health

Department of Constitutional Affairs and Provincial Affairs

Department of Public Works

SA Parliament – Youth Outreach

SA Parliament – Public Education Department

3. International agencies

Commonwealth Youth Programme

USAID

Malawi Ministry of Youth

Zambian Ministry of Youth

4. Statutory bodies and agencies of government

Commission for Gender Equality

South African Human Rights Commission

Northern Cape Youth Commission

Northern Province Youth Commission

Eastern Cape Youth Commission

Mpumalanga Youth Commission

North West Youth Commission

Free State Youth Commission

Western Cape Youth Task Team

Kwazulu Natal Steering Committee

Gauteng Youth Directorate

National Youth Commission

Appendix 4:

United Nations World Programme of Action for Youth

“We, the peoples of the United Nations, believe that the following principles, aimed at ensuring the well being of young women and men and their full and active participation in the society in which they live, are fundamental to the implementation of the World Programme of Action for Youth:

- a) Every State should provide its young people with opportunities for obtaining education, for acquiring skills and for participating fully in all aspects of society, with a view to, inter alia, acquiring productive employment and leading self sufficient lives;
- b) Every State should guarantee to all young people the full enjoyment of human rights and fundamental freedoms in accordance with the Charter of the United Nations and other international instruments related to human rights;
- c) Every State should take all necessary measures to eliminate all forms of discrimination against young women and girls and remove all obstacles to gender equality and the advancement and empowerment of women and should ensure full and equal access to education and employment for girls and young women;
- d) Every State should foster mutual respect, tolerance and understanding among young people with different racial, cultural and religious backgrounds;
- e) Every State should endeavour to ensure that its policies relating to young people are informed by accurate data on their situation and needs, and that the public has access to such data to enable it to participate in a meaningful fashion in the decision making process;
- f) Every State is encouraged to promote education and action aimed at fostering among youth a spirit of peace, cooperation and mutual respect and understanding between nations;
- g) Every State should meet the special needs of young people in the areas of responsible family planning practice, family life, sexual and reproductive health, sexually transmitted diseases, HIV infection and AIDS prevention, consistent with the Programme of Action adopted by the International Conference on Population and Development, the Copenhagen Declaration and Programme of Action adopted by the World Summit for Social Development, the Beijing Declaration and Platform for Action adopted by the Fourth World Conference on Women;
- h) Environmental protection, promotion and enhancement are among the issues considered by young people to be of prime importance to the future welfare of society. States should therefore actively encourage young people, including youth

organisations, to participate actively in programmes, including educational programmes, and actions designed to protect, promote and enhance the environment;

- i) Every State should take measures to develop the possibilities of education and employment of young people with disabilities;
- j) Every State should take measures to improve the fate of young people living in particularly difficult conditions, including by protecting their rights;
- k) Every State should promote the goal of full employment as a basic priority of its economic and social policies, giving special attention to youth employment. They should also take measures to eliminate the economic exploitation of child labour;
- l) Every State should provide young people with the health services necessary to ensure their physical and mental well being, including measures to combat disease such as malaria and HIV/AIDS, and to protect them from harmful drugs and the effects of addiction to drugs, tobacco and alcohol;
- m) Every State should place people at the centre of development and direct our economies to meet human needs more effectively and to ensure that young people are active participants and beneficiaries in the process of development.