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The Role of Civil Society Organisations in the Implementation of Youth Policy in South Africa

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Date of First Submission:

31 March 2017

Date of Second Submission:

23 June 2017

Research Report submitted to the University of the Witwatersrand, School of Governance in fulfilment of the requirements for the degree of Masters in Management in Public and Development Management (50% Research)

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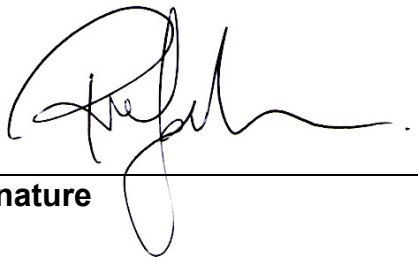

31 March 2017

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Abstract

Since the development of the World Programme of Action for Youth to the year 2000 and Beyond (United Nations, 2010), youth and the associated development issues that affect and are effected by them have risen to prominence. In South Africa, 66% of the population are under the age of 34 (the cut-off age for youth), and 36% are between the ages of 15-34 years old, and there is a general perception and concern that current youth policy is failing (Maupa, 2013; NUMSA Bulletin basic, 2014; Setiloane, 2014; South African Broadcasting Corporation, 2011). From anecdotal evidence, personal experience as a youth development practitioner and brief analysis of the literature, there appears to be limited strategic and deliberate engagement of youth and youth-oriented CSOs in the youth policy formulation and implementation process.

The purpose of this research is to explore the perceived and real barriers to the involvement of CSOs in youth policy implementation in South Africa. A policy implementation research lens is applied in a broad analysis of the National Youth Policy 2015-2020 and its implementation, exploration of the involvement of CSOs in the policy process and assessment of perceived and real barriers of involvement for CSOs. The research study was an attempt to address the identified knowledge gap regarding youth policy implementation in the South African context (O'Toole, 2000; Saetren, 2005) and the potential role of civil society in that policy process. To some extent, the data, findings and analysis discussed addressed the knowledge gap in that they described how the youth policy is being implemented; identified the key role players in the implementation, and the ways in which civil society may be involved. The research findings and analysis answered the research questions, revealing the barriers to civil society, the nature of youth and CSO engagement by government. In conclusion, this study sheds light on the policy implementation, youth engagement, and civil society involvement, providing clarity and recommendations that may enhance youth participation and civil society and state partnership in policy implementation.

Dedication

I dedicate this work to my father, Godfrey Davison Mudimu, and my mother, Ruth Gertrude Mudimu. My parents have engendered in me deep curiosity and care for our continent and the world, which drives a desire and willingness to contribute. They are exemplary individuals who inspire me to reach for greater heights.

Acknowledgements

I would like to thank:

- My supervisor, Dr. Anne McLennan, who supported me in the wild ride of research activity and writing in a constrained period of time. It is doubtful that this research report would have been submitted without her quick turnaround, incisive feedback and encouragement. Thank you for getting me across the finish line.
- All who made time to participate in interviews and completed surveys, providing valuable insights for this research. Thank you.
- My immediate family who have been with me every step of the way – encouraging, celebrating, questioning and also for giving me space to lock myself away to write. Mama, Baba, Zviko, Venny, Yemu, and Thembi, – ndinokutendayi nemwoyo wangu wose. Thank you for always being there.
- My other family – colleagues and friends at enke: Make Your Mark. Special thanks to Kingsley Kipury who often held down the fort when I had to take time off for this research.
- The youth participants and alumni of enke: Make Your Mark programs, whose commitment to being drivers of social change through projects tackling issues in their communities inspired the focus of this research. Their work and that of the many youth around the country need to be better acknowledged and recognised.
- To my friends who supported, encouraged and celebrated me throughout this process. Special thanks to Natasha Asbury for taking time to read and edit.
- God, because all is made possible through her/him.

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List of Abbreviations

AU	African Union
CSO	Civil Society Organisations
CBO	Community-Based Organisations
DPME	Department of Planning, Monitoring and Evaluation
IYDS	Integrated Youth Development Strategy
NDP	National Development Plan: the National Development Plan: Vision 2030
NGO	Non-Governmental Organisations
NYC	National Youth Commission
NYDA	National Youth Development Agency
NYDPF	National Youth Development Planning Framework
NYP	National Youth Policy
• **NYP2002**	National Youth Policy 1997-2002
• **NYP2014**	National Youth Policy 2009-2014
• **NYP2020**	National Youth Policy 2015-2020
YPWG	Youth Presidential Working Group
SAYC	South African Youth Council
SDGs	Sustainable Development Goals; officially known as Transforming our world: the 2030 Agenda for Sustainable Development
UN	United Nations
WPAY	UN World Programme of Action for Youth

1 Introduction

1.1. SUMMARY

Since the development of the World Programme of Action for Youth to the year 2000 and Beyond (United Nations, 2010), youth and the associated development issues that affect and are effected by them have risen to prominence. Africa is the youngest continent in the world with over 30% of its population classified as youth (African Union, 2011b; Gyimah-Bempong & Kimenyi, 2013). In South Africa, 66% of the population are under the age of 34 (the cut-off age for youth), and 36% are between the ages of 15-34 years old, which is the national definition of youth (Statistics South Africa, 2014a, Statistics South Africa, 2014b). Policies such as the African and national youth policies have been developed as essential mechanisms of ensuring that countries experiencing this youth bulge capitalize on its potential as a demographic dividend.

A common element in global, regional and national policies is an emphasis on the importance of the participation of youth in the policy process, to ensure the relevance and success of the policies. For example, the newly minted Sustainable Development Goals (SDGs) assert that “no one must be left behind,” a recognition that the exclusion of young people from “participating in, contributing to, and benefiting from development” is detrimental to society (Youth Policy Labs, 2015, p. 15). However, whilst youth inclusion is repeatedly emphasised through policies, it is unclear how youth are engaged to participate, what effective participation and contribution look like and how best to create enabling environments to ensure this (Adu-Gyamfi, 2013; Ngide, n.d.; Youth Policy Labs, 2015).

In South Africa, there is a general perception and concern that current youth policy is failing (Maupa, 2013; NUMSA Bulletin basic, 2014; Setiloane, 2014; South African Broadcasting Corporation, 2011). From anecdotal evidence, personal experience as a youth development practitioner and brief analysis of the literature, there appears to be limited strategic and deliberate engagement of youth and youth-oriented CSOs in the

youth policy formulation and implementation process. This was especially concerning when a 2015 review and update process to create the National Youth Policy 2015-2020 (Government of the Republic of South Africa, 2015a), saw the public consultation process last less than three months (Office of the Presidency, Government of the Republic of South Africa, 2015). This interpretive qualitative study explores the participation of youth and youth-oriented CSOs in youth policy implementation processes, with a goal of understanding the status quo around this participation.

1.2. BACKGROUND TO THE STUDY

Young people are high on global, regional (African) and national (South African) development agendas (United Nations, 2010, USAID, 2012; U.S. Department of State., 2015; African Youth Charter, 2006, African Union, 2011a, Government of the Republic of South Africa, 2009). The sustained and rapid increase of youth populations, or "youth bulge", occurring in the global South is one of the most significant demographic trends in the last decade (Lintelo, 2012). The last decade (2005-2015) has seen the drafting of numerous global, regional and national policies that recognise that youth are an important demographic to engage with. This engagement allows for governments to engage to capitalize on the demographic dividend of the youth bulge and for the maintenance of social, economic and political stability (African Union, 2011a, United Nations, 2010; Gyimah-Bempong & Kimenyi, 2013; Lin, 2012). In Africa, youth policy has been driven by the African Union through the African Youth Charter, which sets a mandate for all member countries to adopt comprehensive youth policies (African Union, 2011a, African Youth Charter, 2006). Furthermore, international aid agencies are also directing funds targeting youth policy and policy actions to support this focus (Lin, 2012; USAID, 2012).

Since 1994, the South African government has developed multiple youth policy initiatives and actions (Gyimah-Bempong & Kimenyi, 2013), culminating in the first ratified National Youth Policy 2009-2014 (NYP2014), and with an emphasis on the importance of positive engagement of youth in the National Development Plan: Vision

2030 (National Planning Commission, 2011). In January 2015, a process to update the National Youth Policy was initiated, resulting in the current National Youth Policy 2015-2020(Government of the Republic of South Africa, 2015b; Office of the Presidency, Government of the Republic of South Africa, 2015).

For the purposes of this research, public policy is defined as "a purposive and consistent course of action (e.g. by a government or institution) produced as a response to a perceived problem of a constituency, formulated by a specific political process, and adopted, implemented, and enforced" (Haynes, 2014, p. 1). Policy implementation is the carrying out of a policy decision expressed in the policy or statute itself (Sabatier & Mazmanian, 1980). In other words, the implementation of a policy is what makes a policy go from an intention to act to a tangible action that affects the intended constituents, such as youth. Policy implementation research is "the study of how governments put policies into effect" (Nilsen, Stahl, Roback, & Cairney, 2013 p. 2) and focuses on the "design, documentation, administration, operation, services and outcomes of social programs" (Werner, 2004). This field of research is complex and there is not a single widely accepted theory that can be generally applied to capture the complexity of implementation (Brynard, 2007; Fixen, Naoom, Blase, Friedman, & Wallace, 2005; O'toole, 2004; Sabatier, 1986). Conducting the research study from a policy implementation frame assists in creating an understanding of how civil society organisations can become part of the process of ensuring that policies include youth and are effective.

The term "civil society organisation" (CSO) is a general classification of institutions, organisations and persons, that have the goal of "advancing or expressing a common purpose through ideas, actions, and demands on governments" (Gemmill & Bamidele-Izu, 2002, pp.3). In some policy implementation research CSOs have been identified as a mechanism for engaging the public in the policy process and/or holding the government accountable for ensuring a participatory process (Brinkerhoff, 1999b; Wampler & Avritzer, 2004). However, in many youth policies, particularly considering South Africa's National Youth Policy, the focus is primarily on the state as the single

significant actor in implementation (Government of the Republic of South Africa, 2009, Government of the Republic of South Africa, 2015a).

1.3. PROBLEM STATEMENT

The opening statement in the invitation for comments on the Draft National Youth Policy 2014-2019 was “Nothing for young people without young people” (Government of the Republic of South Africa, 2015 p. 3). However, anecdotal evidence has uncovered the likelihood that young people were neither aware of the existence of a National Youth Policy (NYP), any implementation related to it, nor that it was being updated. Thus, there appears to be a situation where the participation of youth is assumed to be driving the policy process, yet the youth themselves may not be aware that the policy exists. This is the problem. In a participatory democracy such as South Africa (Hodgson, 2013), it is important that claims of public participation in policy processes are substantiated, especially to ensure that policy is relevant and effectively captures and adequately addresses the unique issues of an already marginalised demographic such as youth (African Union, 2011a; Lintelo, 2012).

As discussed above, CSOs are a mechanism for engaging the public in the policy process and/or holding the government accountable for ensuring a participatory process (Ashton, 2013; Brinkerhoff, 1999b; Gemmill & Bamidele-Izu, 2002; Wampler & Avritzer, 2004). Although there is an acknowledgement of the need to engage civil society in the policy process of the National Youth Policy itself (Government of the Republic of South Africa, 2009, Government of the Republic of South Africa, 2015b), there is limited clarity on policy direction and strategy on how CSOs should be included in, or add value to, the policy process. This can prove problematic because CSOs, especially in youth development, are often at the coalface of addressing the problems identified in policy documents and directly interact with the youth (Bratton, 1989; Brinkerhoff, 1999a; Court, Mendizabel, Osborne, & Young, 2006; Gemmill & Bamidele-Izu, 2002; Wampler & Avritzer, 2004).

The policy imperative on youth is clear, however, a brief review of the literature has thus far offered limited insights into the implementation of youth policies and, consequently, their success and/or failure in addressing the challenges facing youth. There is extensive study of policy implementation, the importance of public participation and the role of civil society in the policy process; however, much of this is focused on the global North. Additionally, the majority of this research is focused on global healthcare and environmental policies (Gemmill & Bamidele-Izu, 2002; Kote, 2013; Nilsen *et al.*, 2013), or, if addressing the sub-Saharan African context, on education, employment and agricultural policy (Anyidoho et al., 2012; Ashford, 2007; Dawjee, 2014; Lintelo, 2012; West, 1987).

There is a dearth of research on youth policies in Africa, particularly their implementation and the engagement of youth in policy processes. Thus, this research attempts to address the knowledge gap regarding youth policy implementation in the South African context (O'Toole, 2000; Saetren, 2005) and the potential role of civil society in that policy process. This is particularly relevant at a moment with a new National Youth Policy 2015-2020 (NYP2020) and with a policy imperative of improving the effectiveness and responsiveness of youth development institutions (Government of the Republic of South Africa, 2015b).

1.4. PURPOSE STATEMENT

The purpose of this research is to explore the perceived and real barriers to the involvement of CSOs in youth policy implementation in South Africa. This has been accomplished using a policy implementation research lens in a broad analysis of the youth policy and its implementation, exploration of the involvement of CSOs in the policy process and assessment of perceived and real barriers of involvement for CSOs.

1.5. RESEARCH QUESTIONS

Main question: What, if any, are the perceived and real barriers to the involvement of youth development CSOs in the implementation of youth policy in South Africa?

From this, the following sub-questions are explored:

- Are civil society organisations engaged by government in the development and implementation of youth policy in South Africa?
- Are youth engaged by government to participate in the implementation of the youth policy in South Africa?
- Do civil society organisations assist with the engagement and awareness of young people with youth policy and its implementation?

1.6. SIGNIFICANCE OF THE STUDY

This research study was borne out of personal and professional frustration as a youth development practitioner in South Africa ignited by the January 2015 call for public comment on the Draft National Youth Policy 2014-2019 (Government of the Republic of South Africa, 2015a). The frustration was from a lack of awareness of the National Youth Policy formulation process and subsequent questions about the researcher's own lack of understanding of how civil society in the sector and the youth they purport to represent can best engage and partner with government. Overall, the policy had already been formed, and the best role that one, as a member of civil society, could play was in the implementation of the policy; the question was where and how to start.

Subsequent anecdotal and desktop research revealed a dearth of contextually relevant research, monitoring and evaluation on the implementation of previous youth policies in South Africa. Therein lies the potential significance of this study - to provide insights into the National Youth Policy, policy implementation and pathways of engagement for youth, civil society and government to effectively partner in its implementation. It is hoped that this research will add to the recently growing body of knowledge of on youth policies in the African context. Further, it is hoped that understanding the real and perceived barriers to involvement of civil society and youth in policy implementation will

help to overcome those challenges and generate meaningful engagement and partnership between youth, civil society and government to ensure that the aspirations outlined in the National Youth Policy are made a reality.

1.7. THEORETICAL FRAMEWORK FOR THE STUDY

The theoretical framework used in the study is informed by the 5C Protocol developed by Professor Petrus Brynard. As described above and later in the literature review, policy implementation is the carrying out of policy decision, moving it from ideals and goals to results. Policy implementation is complex with many layers, multiple actors, intended and unintended outcomes, and is ultimately a complex political process rather than an administrative one (Brynard, 2005a, 2007a, 2009; Mukamunana & Brynard, 2005). The 5C Protocol was designed as a framework to understand and navigate the "complex dynamic maze of implementation" (Brynard, 2005a, p. 658). The five variables that are identified in the protocol are: content, context, commitment, capacity, and clients and coalitions; the 5Cs are interlinked and influence each other.

This framework was selected because it was developed from a review of multiple theories of policy implementation, and within the South African context with a particular focus on service delivery. Thus, the 5C Protocol is a useful theoretical analysis tool to assist in looking at the complex systems of the youth policy that will be discussed and the inclusion of the role of multiple actors in the implementation of policy.

1.8. LIMITATIONS OF THE RESEARCH STUDY

The study is limited to people who are involved in the youth policy process either directly or indirectly involved. The use of non-probability sampling methods (purposive, convenience and snowball) also limits the study in that the data cannot be generalised to the larger population. A limitation is the issue of access to documents and also access to research participants based on their location and willingness to participate in the research as for some the research topic may be sensitive, especially considering representatives of government. Difficulty of getting interviews and accessing youth for

the online survey, as well as language barriers in the interviews and survey are additional limitations.

A key limitation of the study is researcher bias especially in the use of an interpretive approach (Merriam, 2002; Wagner, Kawulich, & Garner, 2012). As a youth development practitioner, I do have an existing bias against the policy process as I do not feel adequately engaged with it and that my work is not be aligned to the policy imperatives. It will be very important that this bias is resolved so as to not let it shape the data collection process. One way to address this bias is through testing and practicing interviewing in value-neutral tone and focussing on the triangulation and analysis of data.

1.9. OVERVIEW OF THE RESEARCH REPORT

This research report consists of the following chapters:

- Chapter 1: Introduction – provides an introduction to the study, outlining the background, problem statement, purpose statement, research questions, theoretical framework, significance and nature of the study, limitations of the study, and overview of the structure of the research report.
- Chapter 2: Literature Review – provides an overview of the literature related to key concepts that inform the research (Youth Policy – Global, Regional and National Contexts, Policy Implementation Theory, Policy implementation Challenges, Public Participation in Policy Implementation, Youth Participation in Policy Implementation, and the role of civil society in participatory policy implementation processes). The intention of the literature review is to provide a comprehensive, succinct presentation of views and research on the aforementioned topics.
- Chapter 3: Research Methodology – provides an insight into the design of the research study, and description of the methods used to conduct the research.
- Chapter 4: Research Findings and Analysis– outlines the data collected in the research and provides an analysis of the data using the theoretical framework.
- Chapter 5: Conclusion & Recommendations – discusses the conclusions based on the research findings and analysis. In line with the research purpose,

recommendations are presented for overcoming the real and perceived barriers of civil society and youth, and mechanisms for better engagement and partnership in the implementation of the National Youth Policy.

1.10. CONCLUSION

This introductory chapter provided the background to the study, highlighting the situation of youth that has generated global, regional and national policy imperative to address challenges facing youth, and the importance placed by these policies in ensuring that youth are engaged and active participants in the of forming youth policies. Additionally, it raised that youth-oriented civil society organisations can play a role in that they are key method of engagement and organisation, as well as could aid the implementation of youth policy in South Africa, which was generally perceived to be lacking. The background was followed by a synopsis of key elements that would be explored in the study, such as youth, public policy, and civil society organisation. The subsequent sections briefly discussed the research problem, purpose, questions, significance, theoretical framework and limitations. The chapter concluded with a concise outline of the chapters of the report and their contents. This introductory section lays the foundation of the study, and the following chapter will explore the literature related to the key concepts informing the study.

2 Literature Review

2.1 INTRODUCTION TO LITERATURE REVIEW

This literature review seeks to provide a review of the literature on the key themes related to the topic, which include policy implementation, public participation in policymaking and implementation, civil society's role in this and the effectiveness (or otherwise) of youth policy. The review first offers a global, regional and national overview of youth policy, and then moves onto the key issues of the research regarding participatory processes in policy implementation, public participation and the role of civil society, and policy implementation theory.

This review has been structured under each of the themes discussed, which have been ordered under the following subheadings:

- Youth Policy – Global, Regional and National Contexts
- Policy Implementation Theory
- Policy implementation Challenges
- Public Participation in Policy Implementation
- Youth Participation in Policy Implementation
- The role of civil society in participatory policy implementation processes

This review is not intended to be comprehensive in terms of policy implementation theory, civil society and public participation. Rather, the purpose of the literature review is to provide insights to inform the basic interpretive qualitative study that explores the participation of youth through CSOs in the youth policy implementation processes, with a goal of understanding the status quo around this participation.

2.2 LIMITATIONS TO LITERATURE REVIEW

The policy imperative on youth is clear, however, a cursory search of the literature has thus far offered limited insights into the implementation of youth policies and, consequently, their success and/or failure in addressing the challenges facing youth. There is extensive study of policy implementation, the importance of public participation and the role of civil society in the policy process; however, much of this is focused on global and regional scales. Additionally, the majority of research, particularly that which addresses the South African context, is focused on education, agriculture, healthcare, security and environmental policies (Anyidoho *et al.*, 2012; Lintelo, 2012; Gemmill & Bamidele-Izu, 2002; Kote, 2013; Nilsen *et al.*, 2013).

There appears to be a dearth of research published in peer-reviewed journals that specifically focus on the implementation of youth policies and the engagement of youth in policy processes. The majority of writing that is focused on youth policy specifically is in the realm of published reports commissioned by research councils and other national or regional bodies. As Wagner, Kawulich and Garner (2012) outline, the use of

commissioned research reports may not reveal any existing biases/agendas of the institutions that commissions the report and are thus may not be the most reliable sources (Wagner et al., 2012). The lack of research also demonstrates a knowledge gap regarding youth policy implementation in the South African context (O'Toole, 2000; Saetren, 2005) and the potential role of civil society in that policy process, which may justify the need for further research in the realm of this topic.

2.3 WHY YOUTH AND YOUTH POLICY?

In order to understand the growing focus on youth, it is imperative to first define the term 'youth'. There are multiple definitions of youth depending on the context and institution (Gyimah-Bempong & Kimenyi, 2013). Generally, youth is understood as the transition period between 'childhood' and 'adulthood', and is marked by events like completing high school, starting tertiary education, entering the workforce, sexual maturity, and starting to achieve economic and social autonomy (Anyidoho et al., 2012; Delaney, 2011; Farrow, 2016; Statistics South Africa, 2016; Youth Policy Labs, 2015). According to Anyidoho et al. (2012), "it can also be seen as a social category that is historically and culturally constructed" with "social or cultural 'events' that are understood to define the transition from childhood to 'youth-hood' to adulthood" (Anyidoho et al., 2012, p. 5).

These cultural events, or life stages seen as markers of adulthod, are understood differently across contexts and cultures, which have compounding nuances such as socio-economic status and gender (Anyidoho et al., 2012; Babatunde, 2014; Blum, 2007; Chaaban, 2009; Chigunta, 2002; Delaney, 2011; Lintelo, 2012; Richter & Panday, 2006, 2007). For example, "in situations of poverty, children may take on responsibilities at an early age, while in many African countries the transition to adulthood has been extended due to prolonged involvement in political conflict and difficulties in earning a living" (Delaney, 2011, p. 3).

In policy, youth is defined in age-based terms, although the age range varies globally, regionally and nationally depending on legal and policy parameters. International policy parameters are taken from the United Nations (UN) where there are multiple definitions of youth. In the UN Convention on the Rights of the Child (United Nations, 1989), childhood is defined as up to the age of 18 years old, which overlaps the WPAY

definition of youth as people aged between 15-24 years old (United Nations, 2010). Further, the most recent UN Security Council Resolution on Youth defines youth as persons aged 18-29 years old (United Nations, 2015b). The Commonwealth defines youth as those 15-29 years old (Commonwealth, 2013) while the majority of development programs of countries in the global north, such as the European Commission Delegations, USAID, DFID, define youth as 15-25 years old.

Regionally, the African Youth Charter, broadly defines youth as those between the ages of 15-35 years (African Youth Charter, 2006). The African Youth Charter is the African Union's (AU) political and legal framework, that provides "a strategic framework and direction for youth empowerment and development activities at continental, regional and national levels across Africa" (African Youth Charter, 2006). Although the African Youth Charter has been ratified by 54 AU member countries (African Union, 2016), the definition of youth varies in different African countries. For example, seven of the fifteen member countries of the Southern African Development Community (SADC), deviate from the general definition of 15-35 years with varying upper and lower limits to the age range (Delaney, 2011). Specifically, Angola has no defined age range, Botswana's youth is 12-29 years old, Malawi's youth is 10-35 years old, Mauritius is 14-29 years old, Mozambique's youth is 18-35 years old, Namibia's youth is 16-30 years old, Swaziland's youth are those 14-30 years old, and Zambia's youth are those 18-26 years ('Factsheets | YouthPolicy.Org', 2014).

Many researchers, reports and policy statements recognise that the definition of youth on the basis of age can be problematic (African Youth Charter, 2006, Commonwealth, 2013, United Nations, 2010; Anyidoho et al., 2012; Chiyemura & Francis, 2012; Guerra & Olenik, 2013; Lintelo, 2012; Richter & Panday, 2007). Age-based definitions do not take into account "culturally specific notions of youth, childhood and adulthood" (Lintelo, 2012 pp.91), and that, from a sociological perspective, the bracketing of age is an over-simplication that does not account for culture, context and time (Anyidoho et al., 2012; Delaney, 2011; United Nations, 2010). Additionally, recognising that there is no simple definition for youth and the difference between global and African perspectives is

necessary because it assists with understanding different policy foci between the Global North and African countries (Delaney, 2011).

The literature above demonstrates that the definition of youth is contentious, without global consensus of the definition of 'youth', which is reflective of the reality that "young people are not only in transition, but youth itself is a transitional construct" (Richter & Panday, 2007, p. 292). Rather than global or regional alignment, it is important for countries to have a definition and common understanding of 'youth', informed by the local context, that is consistently applied across policies and programs (Anyidoho et al., 2012; Delaney, 2011; Richter & Panday, 2007). Thus, tor the purpose of this research, youth are defined as people between the ages of 15 and 35 years, in line with South Africa's National Youth Policy (Government of the Republic of South Africa, 2009).

In the last decade, there has been an upsurge in focus on youth and youth participation. The three reasons for this are that youth are a large and growing segement of the population, the potential for a demographic dividend, and a need for a greater voice for youth needs and perspectives (Delaney, 2011). According to the UNFPA State of the World Population Report there are over 1.2 billion people between the ages of 15 and 24, which is more young people in the world than at any other time in human history (United Nations, 2016a, United Nations Fund for Population Activities, 2014). The world's most youthful population is in Sub-Saharan Africa; on average, youth (15-34 years old) make up over 35% of the population in SADC countries (Delaney, 2011). In South Africa, 36% of the population (over 19.5 million people) are aged 15-35 years old (Statistics South Africa, 2016). These demographic statistics indicate a youth bulge, a stage of development when there has been a significant reduction in infant mortality rates, but there is still a high fertility rate, resulting in children and young adults making up a large share of the population (Lintelo, 2012; Urdal, 2006). As a result of the youth bulge, there has been a significant focus on turning this into a demographic dividend.

The demographic dividend is "the economic growth potential that can result from shifts in a population's age structure, mainly when the share of the working-age population (15 to 64) is larger than the non-working-age share of the population" (United Nations Fund for Population Activities, 2014, p. 12). The perceived benefit of the demographic

dividend is based on the economic miracle (rapid GDP growth and prosperity) of the East Asian countries from the 1960s-1990s, for which 25-40% of economic growth has been attributed to the demographic dividend (Ashford, 2007). Factors to achieve the economic benefits of the demographic dividends include strong public health systems, availability and acceptability of family planning, improvements in educational enrolments and quality, and stable economic conditions leading to growth and job creation that allow young people to be absorbed into the workforce (Ashford, 2007; Delaney, 2011). Thus, it is necessary to have policy actions that expand youth opportunities, give them the skills to participate fully in the economy and public life, and promote healthy behaviours (Delaney, 2011). Considering the large and growing youth population, increasing and promoting youth participation and voice in public policy is essential to turn the youth bulge into the demographic dividend. There is growing concern that the demographic dividend will not be realized in Sub-Saharan Africa, particularly due to high youth unemployment rates and marginalization contributing to economic and political instability (Lintelo, 2012). This helps to explain the global, regional and national focus on building and ensuring effective youth policies and participation.

2.4 YOUTH POLICY - GLOBAL, REGIONAL AND NATIONAL CONTEXTS

2.4.1 Youth Policy – Global Context

Globally, the youth policy landscape has primarily been shaped by the United Nations' (UN) World Programme of Action for Youth to the Year 2000 and Beyond (WPAY) which was first published in 1995, and updated in 2010. WPAY provides policy frameworks and guidelines for international support and national action to "improve the situation of young people" (United Nations, 2010). In this document, the UN acknowledge youth as a marginalized demographic, and, the need to ensure there are mechanisms to ensure that this cohort of the population are able to fully participate in society, access employment, higher standards of living, and economic and social progress (United Nations, 2010). Within the 2010 report is an acknowledgement of a difference in "youth" between those from the Global North (industrialised/high-income

countries) and the Global South (developing/low-middle income countries) (United Nations, 2010).

The global imperative on youth was underscored by former UN Secretary General, Ban Ki-Moon, who set a priority to work with and for young people in his agenda, which he demonstrated in 2013 by creating the position of Envoy on Youth (McCrory, 2013). Mr. Ahmad Alhendawi of Jordan was appointed, becoming the youngest senior official in the history of the United Nations, with a mandate to "harmonize the UN system efforts on youth development, enhance the UN response to youth needs, advocate for addressing the development needs and rights of young people, as well as to bring the work of the United Nations with and for youth closer to them" (United Nations, 2017). The Envoy on Youth's work plan had four priority pillars of participation, partnership, harmonization and advocacy (United Nations, 2016a). Some of the key activities and achievements included the First Global Forum on Youth Policies resulting in the Baku Commitment to Youth Policies, supporting the Global Partnership for Youth in the Post-2015 Development Agenda, advocacy on the UN Security Council Resolution on Youth and organizing the Global Forum on Youth, Peace and Security that resulted in the Amman Declaration, as well as supporting global online and social media initiatives to engage youth in participation (United Nations, 2015a, United Nations, 2016a, United Nations, 2016b; United Nations, 2015b). The prioritization of youth engagement was underscored in the launch of the Sustainable Development Goals (SDGs), officially known as Transforming our world: the 2030 Agenda for Sustainable Development, adopted in a 2015 UN General Assembly Resolution (United Nations, 2016a). It is evident that through this office, the UN has placed dedicated resources to ensure investment in this stated priority on youth.

The global focus on youth is also reflected in civil society at the global level. All of the aforementioned UN forums and new resolutions have actively engaged with civil society, especially under the priority pillar of partnership. One of the largest international civil society organisations, CIVICUS: World Alliance for Citizen Participation has been actively involving youth since 2007, through a specialised youth assembly at the annual world assembly. In 2011, a civil society initiative, the Youth Policy Labs, was launched

as a “hub for knowledge and expertise on youth, youth policies and youth issues and taking a critical look at the international youth sector, global institutions, and the rights and realities of young people”, which is published on an online database – www.youthpolicy.org (‘YouthPolicy.Org’, 2017). According to the Youth Policy Lab, the number of countries with national youth policies has steadily increased since 2013, from 99 / 198 countries (50%), to 127 / 198 (64%) countries at the end of 2014 (Youth Policy Press, 2014).

2.4.2 Youth Policy – African Regional Context

In the African regional context, the African Youth Charter was ratified by the majority of members of the African Union in 2006, and the subsequent declaration of the African Youth Decade 2009-2018 (African Union, 2011). Regionally, the primary policy imperative is driven by the human capital and demographic transition approaches, evidenced by the emphasis on ensuring that the youth are harnessed as a “demographic dividend” which is encapsulated in the African Youth Charter, stating:

> *Clearly a new emergent and integrated Africa can be fully realized only if its demographic advantage “large population of youth” is mobilized and equipped to help drive Africa’s integration, peace and development agenda (African Union, 2011a p.vii).*

In their broad review of African youth policies, Gyiamah-Bempong and Kimenyi (2013), note that the role of youth is important in Africa’s development. They point to the economic potential of youth as a source of labour and human capital to improve productivity in a region with limited capital formulation, high potential for entrepreneurship and job creation, and, if youth are employed, they become consumers that increase demand for productivity and this drives growth for an economy (Gyimah-Bempong & Kimenyi, 2013). Lintelo (2012) supports this, albiet in a more negative light focusing on the potential for political insecurity, social unrest, and unemployment if youth development is not addressed adequately through policies (Lintelo, 2012). From this we can see that the focus on youth is not just for the sake of developing a particular

cohort of the population, rather youth policy is seen as a key contributor to national social, economic and political stability, development and prosperity, especially in the African context.

2.4.3 Youth Policy in South Africa

The global and regional concerns with the youth bulge and demographic dividend outlined above are also reflected in the South African national context. In South Africa alone, 66% of the population are under the age of 35 (the cut-off age for youth), and 36% are between the ages of 15-35 years old, which is the national definition of youth (Statistics South Africa, 2014a, Statistics South Africa, 2014b). Nationally, there have been significant actions in youth policy (Government of the Republic of South Africa, 2009, National Youth Development Agency, 2012), the goals of which are described in the National Youth Policy 2009-2014 (Government of the Republic of South Africa, 2009) as aiming to:

> *Intentionally enhance the capacities of young people through addressing their needs, promoting positive outcomes, and providing integrated coordinated package of services, opportunities, choices, relationship and support necessary for holistic development of all young people particularly those outside the social, political and economic mainstream. (Government of the Republic of South Africa, 2009)*

On the face of it, the framing of the National Youth Policy appears to be geared towards the paradigm informed by the exclusion model (Chaaban, 2009), with the focus on "holistic development" of youth in its preamble (Government of the Republic of South Africa, 2009). However, on closer inspection and reading, the paradigm of the human capital model (Chaaban, 2009) comes to the fore. This is from the emphasis on mechanisms to reduce unemployment and support entrepreneurship in the policy's implementation strategy (Government of the Republic of South Africa, 2009). This is in line with the African Youth Charter, from which the National Youth Policy draws its design (Government of the Republic of South Africa, 2009). The significance of this to the research is that achieving holistic development and integrated approaches requires a deeper understanding of the target demographic (Adu-Gyamfi, 2013), This then

increases the need for engagement and participation of youth in policy development and implementation processes.

2.4.4 Youth Policy and Development

The policy imperative on youth at the global level is strong as evidenced by the literature and institutional actions above. Overall, the engagement of youth is seen as a key part of international development efforts. Chabaan (2009) summarises the paradigms of international development thinking targeting youth using the following four categories:

- Human capital model, which focuses on the participation of youth in the economy;
- Demographic transition model, which is linked to development (linked to economic impact of rising or falling dependency ratios particularly numbers of working-age adults);
- Rights-based approach, which focuses on excluded and marginalized youth accessing their rights on the basis that recognising human rights principles is key to a country achieving sustained progress;
- And the exclusion model, a multi-dimensional approach that explores "how youth are unable to participate effectively in economic, social and political life" (Chaaban, 2009, p. 38) not just the deprivation of human rights, but the "societal relations, processes and institutions that are part and parcel of the deprivation" (Chaaban, 2009, p. 38) which may prevent successful transition to economic independence and participation.

The majority of youth policy initiatives by governments globally fall into the human capital and demographic transition approaches, demonstrated by the focus on the phenomenon of the "youth bulge" in which the youth population is rapidly increasing relative to adult populations, especially in the global south (African Union, 2011b; Beehner, 2007; Lin, 2012; Lintelo, 2012).

2.5 POLICY AND POLICY IMPLEMENTATION THEORY

There are varying definitions of a public policy (Cairney, 2013; Hill & Varone, 2014; P. A. Sabatier, 1999; Sabatier & Mazmanian, 1980). For the purposes of this research, public policy is defined as "a purposive and consistent course of action produced as a response to a perceived problem of a constituency, formulated by a specific political process, and adopted, implemented, and enforced" (Haynes, 2014). The policies described above are regional and national public policies addressing a specific demographic and constituency, the youth. Policy implementation is the carrying out of policy decision, usually made in the policy or statute itself (Sabatier & Mazmanian, 1980). An interpretation of this is that the effectiveness of implementation of a policy is what separates a policy from an intention to a purposeful action that will have impact on the intended constituents.

Policy implementation research is "the study of how governments put policies into effect" (Nilsen *et al.*, 2013) and focuses on the "design, documentation, administration, operation, services and outcomes of social programs" (Werner, 2004). This field of research has a long history, is complex and lacks a single universally accepted theory that has been generally applied to capture the complexity of implementation (Brynard, 2007; Cairney, 2013; Cairney & Heikkila, 2014; O'Toole, 2004; Sabatier, 1986). There are various theoretical frames of policy implementation research including the top-down and bottom-up frameworks, multiple streams analysis, punctuated equilibrium theory, diffusion of innovations models, narrative policy framework, advocacy coalition framework, social construction framework, and instutional analysis and development framework (Cairney & Heikkila, 2014; Sabatier, 1986; Saetren, 2005). The recognition of complex systems in policy development and implementation uncovers that policies partially represent a large number of overlapping and often interdependent institutions (Cairney & Heikkila, 2014).

Overall, this research is focused on the practice of implementation, rather than the theory and leads to the question of how effective, and/or necessry, it is to frame the research from a theoretical perspective. O'Toole (2004) reflects this conundrum in his exploration of the issue between theory and practice in policy implementation research,

questioning the relevance of policy implementation theories for practitioners (O'Toole, 2004). O'Toole asserts that there is limited success in applying theoretical frameworks to lead to advice that improves policy implementation practice, thus the gap between theory and practice in policy implementation research (O'Toole, 2004). This further underscores the need to come up with a hybrid or synthetic approach to framing the research from a practical rather than theoretical framework. Brynard (2007) is one such policy implementation researcher whose approach can be understood from a practitioner's point of view, asserting that "policy implementation research should focus on both the outcome of policy implementation and the process" (Brynard, 2007b, p. 358) and applies multiple theories to provide insight into the policy gaps that exist in South Africa. There is a need for new perspectives and theories to be applied in policy implementation research and practice that relate to the South African environment and context (Brynard, 2007b).

2.5.1 Theoretical Framework – The 5C Protocol of Policy Implemenation

The 5C Protocol was designed by Brynard as a framework to understand and navigate the "complex dynamic maze of implementation" (Brynard, 2005a, p. 658), and is an effort to combine theories into a consolidated analytical framework that is also relevant to developing country contexts. The five variables that are identified in the protocol are Content, Context, Commitment, Capacity, and Clients and coalitions:

1. **Content**

   The content of the policy is about the mediation of choice between ends and means and setting the goals and actions to achieve them. According to Lowi, the type of policy content has to do with the means prescribed to achieve specific ends (Anderson, 2014). Brynard (2005) cites Lowi (1963) who classified policy as distributive, redistributive, or regulatory. According to Brynard (2005):

   > "distributive policies create public goods for the general welfare and are non-zero-sum in character; regulatory policies specify rules of conduct with sanctions for failure to comply; and redistributive policies attempt to change allocations of wealth or power of some groups at the expense of others." (Brynard, 2005a, p. 659)

Additional policy types identified by Lowi include constituent policies (focused on establishing rules for government conduct, distribution of power and jurisdiction); and self-regulatory policies (those that allow organizations to set their own standards and norms, distributing power and authority) (Anderson, 2014). Brynard (2005) observes that although Lowi's content classification has support from a wide variety of policy implementation scholars, there is also a realisation that there is a more nuanced understanding of policy content in that it is not just about the means employed, "but also in its determination of the ends themselves, and in how it chooses the specific means to reach those ends" (Brynard, 2005a, p. 659).

2. **Context**

Although it is widely accepted that "a context free theory of implementation is unlikely to produce powerful explanations or accurate predictions" (Brynard, 2005a, p. 659), there has been limited focus or study on this in policy implementation research. For Brynard (2005), the focus is on the institutitonal context, which is necessarily and inevitably shaped by the larger context of economic, social, political and legal realities. These realities of the system are shaped by learning networks, building of relations between people and other stakeholders and other human interactions within the bureaucratic system, rather than hierarchical regulation or formal institutional relationships prescribed in a policy (Brynard, 2005a).

3. **Commitment**

Commitment from those responsible for implementation is an essential factor in ensuring that policy implantation happens and is successful (Brynard, 2005a, 2009). Without commitment the effectiveness and efficiency of bureaucratic structures are undermined. This variable is a central factor in both top-down and bottom-up approaches to policy implementation (Brynard, 2007b; Cairney & Heikkila, 2014; Giacchino & Kakabadse, 2016). Brynard (2005), adds two additional propositions: 1) that commitment is important "at all levels through

which policy passes" (Brynard, 2005a, p. 660); and 2) that of all the five critical variables, commitment is most influenced by, and is a major influencer of the other critical variables (Brynard, 2005a).

4. **Capacity**

   In policy implementation research, capacity is almost unanimously supported as being essential for effective implementation (Brynard, 2007b; Cairney & Heikkila, 2014; Giacchino & Kakabadse, 2016). Capacity is described as "a minimum condition for successful implementation" (Brynard, 2005a, p. 660), and it is essential for those involved in policy implementation, particularly government actors, to be capacitated administratively and with adequate resources (O'Toole, 2000). This also includes the intangibles such as motivation, commitment, leadership, endurance, and leadership which are "needed to transform rhetoric into action" (Brynard, 2005a, p. 660).. The capacity challenge is that often, resource provision is more political and logical as it deals with "who gets what, when, how, where and from whom" (Brynard, 2005a, p. 661). As such, the capacity needed is strongly needed to the "commitment and ability to implement in pragamatic ways" (Brynard, 2005a, p. 661) within the given context.

5. **Clients and coalitions**

   For effective policy implementation, it is necessary for government to join (or create) a coalition of outside actors such as opinion leaders, interest groups and, as is the subject of this research study, CSOs. This is because "the constellation of actors who are directly or indirectly affected by any implementation process is likely to be far larger than the set of key constituencies whose interests are impacted enough for them to have the desire, or the ability, to influence the implementation process" (Brynard, 2005a, p. 661). In implementation analysis, it is essential to identify, catalogue and categorise these outside actors, with a particular focus on determining those that can have a real effect on policy implementation and/or influence the balance of power that affects capacity and commitment (Mitchell, 2007).

The 5Cs are dynamic, interlinked and influence each other, thus reflecting the intrinsic and extrinsic complexities of policy implementation. Additionally, the impact and influence of these five variables depends, and the degree to which they impact each other in implementation, is dependent on the nature of the policy (Brynard, 2005a, p. 663). "The strategic imperative is to identify which, amongst the five, are the defining variables and how it might best influence them to arrive at the desired results" (Brynard, 2005a, p. 663).

2.6 PUBLIC PARTICIPATION IN POLICY IMPLEMENTATION

In the South African context, public participation is generally viewed by researchers as essential to successful policy implementation (Booysen, 2001, 2009, Brynard, 2007a, 2007b; Kondlo, 2011). Since 1994, the advent of democracy in South Africa, many new polices have been drafted to address inequalities of the past (Brynard, 2007b). The Constitution of the Republic of South Africa, places South Africa as both a representative and participatory democracy, with explicit provisions for constitutional and political rights for citizen participation with aim that the end users of a given policy receive reliable, understandable and accurate information (Booysen, 2001; Brynard, 2007b; Lewis & Naidoo, 2004). The late 1990s were an era focused on policy formulation with highly ambitious goals for reversing inequities and inequalities of the apartheid era (Brynard, 2007b; Lewis & Naidoo, 2004). The 2000s are the era of policy implementation, where the policy gaps and resulting successes and failures are seen and felt (Booysen, 2001, 2009; Brynard, 2007b); an indicator of such gaps/failures is the prevalence of service delivery protests (Brynard, 2007b).

2.7 CHALLENGES & GAPS IN POLICY IMPLEMENTATION IN SOUTH AFRICA

According to Brynard (2007b), many of the policy gaps in South Africa can be attributed to the lack of involvement of citizens in the processes of policy making and implementation (Brynard, 2007b). Brynard (2007b) identifies four models of citizen

involvement in South African policy processes: committee, specialist public participation, outsourced (e.g. consulting agencies), and public relations/communications models. The constitutional framework for participation requires the use of any of these models and include various activities for each one (Brynard, 2007b). For each one of these models, Brynard identifies gaps which are caused by poor communication, poor control and accountability of outsourced agency, public relations being removed from the legislature therefore not directly able to speak to the policy making (Brynard, 2007b).

The negative impact of the lack of real public participation in the policy process is further supported by Booysen (2001, 2009), Kondlo (2011) and Lewis & Naidoo (2004). In Booysen's (2009) analysis of public participation initiatives in South Africa from 1994-2008, shows how public participation has devolved from wide-spread and spontaneous mobilisation for political and sectoral to structured forms that are controlled and co-opted by the government and politicians often for their own benefit (Booysen, 2009). Although there are good policies in place, the issue of implementation (that is, the lack thereof), has led to distrust in the formal participatory platforms and an increase in protest as a method of action. This reinforces Brynard's case that service delivery protests are a key indicator to the failure of policy implementation (Brynard, 2007b). The co-optation of participatory processes is further supported by Lewis and Naidoo (2004), in their assessment of participation in school governance policy. The school governance policies on paper appear to encourage participation through school governing bodies, however, in reality, are window dressing of participation with real power sitting in the authority such as principals or government officials. This is a potentially dangerous situation as it reduces the legitimacy of government institutions (Fung, 2015).

2.8 YOUTH PARTICIPATION IN POLICY FORMULATION AND IMPLEMENTATION

When assessing the policy process regarding the National Youth Policy and youth participation, Booysen's (2009) description of greater control and co-optation by government and, potentially, a lack of real public participation is apt. This is further supported by Booysen (2015), whose research on youth and political participation

uncovered that for many youth voting as a transactional exercise to get a job in return for supporting a politician (Booysen, 2015). From Booysen's (2015) research, the co-optation of youth for political gain is a strong theme, which brings into question the level of public participation in the policy processes overall. The lack of real public participation around the formation and implementation of the National Youth Policy is demonstrated by the fact that the current Draft National Youth Policy 2014-2019, was gazetted for public comment for just three months (Government of the Republic of South Africa, 2015a). Additionally, there has been no public dissemination of evaluation reports on the first National Youth Policy 2009-2013 that precipitated the current policy update.

2.9 THE ROLE OF CIVIL SOCIETY IN PARTICIPATORY POLICY PROCESSES

A part of the complex system of policy implementation is the role of CSOs, which is of particular concern in this research study, particularly in the South African context. CSOs is a broad category that includes "any organisation that is outside of the state and operate on a non-profit basis" (Clayton, Oakley, & Taylor, 2000). This research brackets CSOs as non-governmental organisations that work in the arena of youth development. Globally, the importance of including CSOs in policy process is recognised (Bratton, 1989; Brinkerhoff, 1999a, 1999b; Gemmill & Bamidele-Izu, 2002; Wampler & Avritzer, 2004). In some policy implementation research, CSOs have been identified as a mechanism for engaging the public in the policy process and/or holding the government accountable for ensuring a participatory process (Brinkerhoff, 1999b; Wampler & Avritzer, 2004). According to Devarajan, Khemani and Walton (2013), civil society is a mechanism to counter the widespread government failures in Africa (Devarajan, Khemani, & Walton, 2014).

The symptoms of government failures that are highlighted by Devarajan et al (2014) include "absentee teachers, leakage of public funds… and employment-restricting regulations" (Devarajan et al., 2014 p.20) and their study focuses on the mechanisms of supporting civil society to improve overall service delivery by governments rather than bypassing the state. From this, they propose that strengthened civil society action can address issues of accountability by governments and ensure that participatory

processes are adhered to as they mobilise citizens to voice their disappointment with ineffective government (Devarajan et al., 2014). The challenge, however, comes when civil society is undermined because it is seen as undermining politicians and government creating a contested space (Devarajan et al., 2014). Barriers to CSO involvement in the policy process include deliberate actions by governments to undermine CSOs through legal and structural means (Brinkerhoff, 1999b). From the above literature, it is clear that CSOs play a vital role in ensuring that policy making and implementation are democratic and participatory and have a positive impact on their intended beneficiaries (Brinkerhoff, 1999b; Clayton *et al.*, 2000; Gemmill & Bamidele-Izu, 2002; National Youth Development Agency, 2012). If CSOs are a mechanism for public participation, a lack of engagement of CSOs and their beneficiaries negatively affects the precepts of a participatory democracy that are enshrined in the South African Constitution (Hodgson, 2013).

2.10 CONCLUSION

The literature review started with the definition of youth, demonstrating how problematic it can be to define the term. There are "a bewildering range of definitions and working definitions (are) used for youth, often organised around age but sometimes around alternative criteria, hindering comparative research" (Lintelo, 2012, p. 91). The significance of this literature review is that it has revealed extensive studies of public participation in policy implmentation, the role of civil society in enhancing public participation. However, few of these studies have been related to youth policy in spite of the policy imperative around youth put forth by global, regional and national policies. The review of policy implementation theory, demonstrated the how the plethora of policy implementation theories and research creates difficulties in relating theory to practise (Brynard, 2007a, 2007b; Cairney & Heikkila, 2014; Nilsen et al., 2013; O'toole, 2004; P. Sabatier, 1986). The importance of participatory processes in policy implementation from a practitioner perspective was emphasised, especially in a participatory democracy such as South Africa (Booysen, 2001, 2009; Brynard, 2007b; Fung, 2015; Kondlo, 2011; Lewis & Naidoo, 2004). Civil society plays a key role in increasing public participation, however there may be barriers to access related to both the lack of willingness of

government to legitimately engage in participation (Brinkerhoff, 1999b; Gemmill & Bamidele-Izu, 2002; Hodgson, 2013; Wampler & Avritzer, 2004).

In terms of youth policy, the literature has revealed that although youth have been recognised as a key demographic to engage with since the 1960s, the need for targeted policy action for youth has grown in importance globally, regionally and nationally with the view that youth are key contributors of to a country's development goals (African Union, 2011a, African Youth Charter, 2006, Government of the Republic of South Africa, 2009, United Nations, 2010, Youth Policy Press, 2014; Chaaban, 2009; Farrow, 2016; Gyimah-Bempong & Kimenyi, 2013; Lintelo, 2012). It is not clear how youth are given a role in the policy that directly affects them, and also the future development of the country. This supports the relevance of the research study into public participation in youth policy.

3 Research Methodology

3.1 RESEARCH PARADIGM

In conducting this research, an interpretive social science framework has been utilised, culminating in a basic interpretive study. The interpretive approach allows for a deep understanding of the status quo and the reasons behind what exists now from all perspectives in a value-free way (Merriam, 2002; Neuman, 2006). The interpretive approach was selected because the purpose is to explore and understand the current state of policy and practice in the youth development sphere. An alternative framework for this research is that of critical social science, which focuses on the context and what may be changed within it (Merriam, 2002). Framing the research using a critical social science approach would change the topic to focus more on a critique of policy, policy-makers and practitioners with the goal of changing the status quo (Neuman, 2006). However, taking this approach would deviate from the purpose of the research to provide insight into the construction of the situation that exists (Neuman, 2006).

The interpretative research approach also lends itself to research that looks at the construction (Neuman, 2006) of policy implementation and the way that practitioners

and policy-makers may or may not work together to ensure that policy objectives are met. This said, taking this approach did present a challenge to this researcher as an interpretivist approach requires the researcher to remain value free (Neuman, 2006). This because, as briefly discussed above and later in further detail below in 3.6 Limitations of the Study, the researcher is a practitioner in the youth development sector and may carry a biased view on government's inclusion of CSO in the implementation process. Thus, it has been important to be guided by the interprevist approach to get a deep understanding of the situation, which is primarily based on perception and anecdotal observation, the hope is that one will uncover the underlying reasons and use the understanding to make recommendations.

3.2 RESEARCH APPROACH

The research topic looks at the confluence of policymaking, policy implementation, and practice, specifically in exploring the experiences of civil society organisations and youth with youth policy. The research approach for this study was primarily qualitative. Qualitative research is typically used for "exploring, describing, identifying or explaining social phenomena" (Wagner, Kawulich, & Garner, 2012, pp. 8). This is different from a quantitative approach, in which the data is collected as numbers to assist with determining relationships between variables and look for cause and effect (Wagner *et al.*, 2012). Although, quantitative approaches are extensively used in the field of policy implementation research, they are primarily used to determine cause and effect.

This research is not looking for cause and effect; rather it is located in the perceptions and experiences of multiple actors and how they interact with each other. Some quantitative methods, such as a survey, may be used to aid in the description of the situation, however the primary purpose of the survey was to provide additional context, depth of description and exploration rather than correlation. The purpose of the research is an exploration using the 5C approach as a framework means that the study draws from the experience of multiple actors in youth policy implementation, which plays itself out in a social and political context. The experience of the people involved in youth policy - the youth themselves, civil society, and government - influences the data.

Qualitative research is the most appropriate approach as it emphasises inductive reasoning that allows the hypothesis to rise from the data.

3.3 RESEARCH DESIGN

The first National Youth Policy 2009-2014 (NYP2014) formed the basis of the most recent and current National Youth Policy 2015-2020 (NYP2020). Currently, there is currently limited research and evaluation of the youth policy, especially with that of which looks into the role and involvement of CSO in policy implementation. Thus, a basic interpretative qualitative study has been selected as the research methodology in order to focus on the building of this knowledge. As Merriam (2002) outlines, a basic interpretive qualitative study focuses on creating a deep understanding of "a phenomenon, a process, the perspectives and worldviews of the people involved, or a combination of these" (Merriam, 2002), which best aligns with the purpose of the research.

3.4 SAMPLING STRATEGY AND CRITERIA

The factors that need to be considered for selecting an appropriate sample size include the purpose of study, the population size, the risk of selecting a bad sample, degree of variability on the attributes being measured and the level of precision or risk (Miaoulis & Michener, 1976). As this research is qualitative in nature with a focus on interpretation and taking place in a limited timeframe, non-probability sampling has been utilised. Probability sampling was not selected because it involves a random process which assumes access to the whole population (Wagner *et al,* 2012), which is not possible within the timeframe, budget and would have limited value for the scope of this study.

Purposive sampling, selecting individuals based on a specific selection criteria related to their experience and information (Bryman, 2012; Wagner *et al.*, 2012), has been used as a strategy to ensure that the sample is relevant to the research case. The individuals who have been sampled, as well as the data and documents that have been reviewed are relevant to youth policy and/or youth development CSOs. The research was

conducted in Gauteng with a focus on engaging organisations and institutional representatives based in Gauteng and the Western Cape. These two provinces have been selected as they hold the largest populations of youth (Statistics South Africa, 2014a). Political party formations were deliberately excluded from the research study as there would be the assumption of implicit bias to or against government interventions influenced by local government elections that took place in 2016.

A concerted effort was made to ensure representation from government in the interviews as they are the primary drivers of the youth policy and to give key insights into the policy process for description and analysis. Interviews with civil society organizations are to get direct views on the perceived or real barriers to entry in the policy process. Since the research requires commentary on government and civil society, to maintain openness and honesty in response, anonymity and confidentiality was offered to all research interview participants.

One of the assumptions of the problem is that it is not possible for youth to participate in the policy process if the practitioners (CSO) who work with them are not able to interact with said policy. In order to gain a perspective from youth who are assumed to be participating in the policy process, an online survey was conducted and distributed through emails to identified youth organizations and social media (Twitter and Facebook promotions). The survey was an effort to test that assumption, and was more of an instrument of observation rather than of empirical study. The survey was administered to a convenience sample of youth who were able to access these electronic platforms through their organisations, the numbers would grow to a snowball sample through social media promotions and sharing. The survey was conducted for three weeks and promoted via social media (Twitter and Facebook) leveraging CSO networks and their membership or constituents. The demographics of the respondents were collected to enable description of who participated in the survey and also ensure that youth were respondents. There were a total of 25 respondents aged 16-40 years old. The majority of respondents (76%) were between 21-30 years old, female (56%) and black (92%). In terms of geographical spread, the majority of respondents were from Gauteng (52%),

and there were no respondents from Mpumalanga and Northern Cape, although all other provinces had at least one respondent.

3.4.1 Validity and Reliability

According to Wagner *et al* (2012), measures must be put in place to ensure the validity (credibility and trustworthiness) and reliability (applicability, dependability and confirmability) of the research (Wagner *et al.*, 2012). The use of multiple methods of data collection as described above (interviews, document analysis, and survey) is an effort to achieve qualitative validity and reliability through triangulation, especially as these methods focus on each of the key stakeholders involved in youth policy implementation – government, CSO and youth.

3.5 DATA COLLECTION METHODOLOGY

3.5.1 Primary Data

Primary data was collected in three ways: interviews, survey and document analysis. Semi-structured interviews were the major data collection method in order to get rich descriptive data from the perspective of participants in the research, while ensuring a focus on the purpose of the research (Wagner *et al,* 2012).

3.5.1.1 Research Interview Data Collection Methods

The research interviewees were selected from a purposive sample of individuals identified as well positioned within government and civil society to give informed and representative views on the youth policy and youth engagement in general and the NYP2020 in particular. To determine the sample, a long list of potential interviewees was created based on a rudimentary assessment of involvement in the youth development sector in the geographical focus areas of Gauteng and Western Cape. This was then shortlisted to identify 8-15 key individuals determined by a general assessment of the individual or their related organisation or institution's work in the sector based on prior knowledge, organisation / institution description, publications and reports. Shortlisted individuals were contacted via email and telephone with an invitation to participate in the research study (see Appendix 1) and availability. A total of 14

invitations were sent, with 10 positive responses received expressing interest in participation. From those, 7 interviews were conducted due to availability. The research interviews were conducted in person, via Skype® (free online phone and video conferencing tool), and over the phone. This was to accommodate the availability and different locations of the participants, although all who were based in Gauteng were interviewed in person.

There are some important ethical considerations related to interviews (Bryman, 2012; Wagner *et al.*, 2012; Winchester, 1996). Written and verbal permission to record the interviews was requested from all participants. Additionally, the procedures of the interview were clearly laid out in writing and explained to interviewees before the interviews. To ensure that confidentiality was not comprised, the description of the organisation or institution from which the interviewee originated (based on the purposive sample criteria) was generalised. Interviewees were asked their permission regarding the description, and given the option to modify the description or exclude themselves from the research if they feel compromised. The safety of both the interviewer and interviewee was considered and interview locations were selected to address safety and confidentiality concerns.

Research interviews were conducted with the following participants:

Table 1: Description of Research Interview Respondents

Code	Description
Respondent 1	Representative of civil society. Involved in the youth development sector, primarily in a funding role as a representative of a South African private foundation that has a strategic focus on youth. This individual has also done research on the sector. This interview was conducted via Skype on 23 February 2017.
Respondent 2	Representative of civil society. Involved in the youth development sector, as a key decision-maker of one of South Africa's oldest youth development organizations. This individual was previously involved in government and in early formulation of the national youth policy. This was a face-to-face interview, conducted at the respondent's offices on 6 March 2017.

Code	Description
Respondent 3	Representative of civil society. Previously involved in the youth development sector with an organisation that does policy and advocacy work with youth. This individual was previously involved in government and in the review process of the NYP2020. This was a face-to-face interview, conducted at a café on 13 March 2017.
Respondent 4	Representative of civil society. Involved in the youth development sector in a communications role of a leading youth organisation focusing on building civic leaders. They also represent their organisation in the Youth Presidential Working Group. This interview was conducted via Skype on 23 March 2017. The interview with this individual was cut short due to technical challenges, however key insights on aspects of the research questions were gathered.
Respondent 5	Representative of civil society. Involved in civil society leading and organisation that advocates for democracy and public participation. This is a general practitioner that is not directly engaged in youth development nor the youth policy. This was a phone interview, conducted on 12 March 2017.
Respondent 6	Representative of government. Involved in policy formulation, monitoring and evaluation in government. This was a face-to-face interview, conducted at the respondent's offices on 17 March 2017.
Respondent 7	Representative of government. Involved as a policy specialist at the government agency that has been mandated to provide strategy direction and direct implementation of programs in youth development. This was a face-to-face interview, conducted at the respondent's offices on 22 March 2017.

A successful semi-structured interview requires an effective questioning strategy and attention to the responses of the participants during the interview to identify and explore emergent lines of inquiry related to youth policy implementation (Wagner *et al.*, 2012). Interviews were captured in notes taken during the interview as well as electronically

recorded and transcribed. Prior to the interviews, participants received a semi-structured interview guide that had prepared questions for them to review and prepare to give informed responses. It was clearly outlined in the guide that the questions were a guide and further probing questions may be asked where the responses were not clear or added additional dimensions or perspective on the study. There were separate interview guides for individuals from civil society and government (see Appendices 2 and 3) as it was recognized that the approach and design of the questions would need to be adjusted for sensitivity to the subject matter (Neuman, 2006; Wagner et al., 2012). Furthermore, it could be assumed that the selected government representatives had prior knowledge of the NYP2020, thus the focus was on the policy implementation process and engagement.

3.5.1.2 Policy Document Data Collection Methods

Another data collection method was of policy documents with analysis using a qualitative approach to examine the "manifest and latent meanings of the text" (Wagner *et al.*, 2012 pp.141). As a key part of research is about policy and the way key actors relate to policy, document analysis is necessary to gain an understanding of the official viewpoint on youth policy (Wagner *et al,* 2012), effectively contextualise the research within youth policy, and lead to a critical analysis of the relationship between the policy and people who are affected by it. The focus of the study was on role of civil society in the implementation of the National Youth Policy 2015-2020 (NYP2020). Thus, the documents reviewed included a comprehensive overview of NYP2020, as well as of additional contextual understanding from related national policies and legislative frameworks such as the National Youth Policy 2009-2014 (NYP2014), National Youth Development Agency Act of 2008 (NYDA Act), National Youth Commission Act of 1996 (NYC Act), the National Youth Development Policy Framework of 2002, and the Draft Integrated Youth Development Strategy of 2012.

Fortuitously these are public documents that were generally accessible as they are publicly gazetted and distributed online as a regional and/or national concern. Triangulation was used to ensure that the documents identified for analysis met the

assessment criteria of authenticity, credibility, representativeness and meaning (Wagner *et al.*, 2012). It was recognised that there are limitations to document analysis of policy documents, the most significant of which is the potential of a biased framing of the documents themselves based on the political and cultural environment. Thus it was essential to maintain critical reflexivity in the analysis (Wagner *et al.*, 2012).

3.5.1.3 Survey Data Collection Methods

A survey was conducted as an additional primary data collection method. The goal of the survey was to gain a perspective from youth who are assumed (in the existing policies) to be active participants in the policy process. Although a survey is not traditionally a mechanism for data collection in qualitative research, it is being used in this study as a way of testing the underlying assumptions in the problem statement rather than as a mechanism for empirical study. Running this survey assisted in gaining insight into whether youth are participants in the policy process as well as the potential effect of CSO involvement. The survey was also useful for triangulation of the document analysis.

The survey was a self-administered online survey distributed to organizations via email and social media using purposive criteria. The advantages of an online survey is that it is relevant to the target group of the research (youth), cost-effective, can be executed in a short period of time, and data can be quickly captured and analysed automatically (McDonald & Stewart, 2003; Wagner *et al.*, 2012). There are limitations to an online survey in that it can only be accessed by those who have access to the internet (limiting the diversity of viewpoints), potential security risks, participants may not complete the survey, and the potential for loss of data if the technology fails – both for participants and the researcher. The online survey was in English, which presents another limitation in that non-English speakers were automatically excluded from the research, and that those for whom English is a second language may interpret the questions differently from the intention. Since this survey was targeted to youth who are described as a marginalized and potentially vulnerable population (African Union, 2011b), it is important that ethical considerations were rigorously applied. Permission was sought from every participant in the survey, clearly outlined in the preamble of the survey which explained

the aim of the survey, outline of ethical issues including how anonymity and confidentiality was ensured, contact information of the researcher and basic instructions of how to complete the questionnaire (Wagner *et al.*, 2012).

3.5.2 Secondary Data

Secondary data was collected from the analysis of reports from government and international agencies and relevant organisations concerned with youth policy. These were more of a challenge to access, particularly those of government agencies whose most recent publications are not usually electronically posted. The limitations and ethics of secondary data collected from institutional and organisational reports are similar to those of document analysis (discussed above). However, the assessment of credibility of these documents had to be rigorous because there is greater likelihood that political, social and environmental factors and biases may affect the content of what is reported (Wagner *et al,* 2012).

3.6 LIMITATIONS OF THE STUDY

The study was limited to people who are involved in the youth policy process either directly or indirectly involved. The use of non-probability sampling methods (purposive, convenience and snowball) also limited the study in that the data cannot be generalised to the larger population. A limitation was the issue of access to documents and also access to research participants based on their location and willingness to participate in the research as for some the research topic may be sensitive, especially considering representatives of government. Difficulty of getting interviews and accessing youth for the online survey, as well as language barriers in the interviews and survey were additional limitations.

A key limitation of the study is researcher bias especially in the use of an interpretive approach (Merriam, 2002; Wagner *et al.*, 2012). As a youth development practitioner, I do have an existing bias against the policy process as I do not feel adequately engaged with it and that my work is not be aligned to the policy imperatives. This bias was resolved through the research process so as to not let it shape the data collection

process. One way was through testing and practicing interviewing in value-neutral tone and focussing on the triangulation and analysis of data.

3.7 ETHICAL CONSIDERATIONS

As discussed above, there are several important ethical considerations in the conducting of this research. The University of the Witwatersrand and Wits School of Governance ethics forms and procedures will be used as guiding documents to ensure ethical viability of the study. For personal interviews and the online survey informed consent was sought and received. In the case of personal interviews, written and verbal permission to record the interviews will was requested, participation was voluntary, the interview procedures were clearly laid out in writing and explained verbally, and arrangements were made for the safety of the interviewers and interviewer.

Confidentiality may be comprised in the description of the organisation or institution from which the interviewee originates (based on the purposive sample criteria) which was mitigated through permissions and the option to modify the description or exclude themselves from the research if they felt that it comprises their confidentiality. The online survey was targeted to youth who are a marginalized and potentially vulnerable population. The preamble of the survey included permissions, explained the aim of the survey, outlined how anonymity and confidentiality would be ensured, contact information of the researcher and basic instructions of how to complete the questionnaire (Wagner *et al.*, 2012). A significant advantage of an online survey was that respondent identities can be further protected as handwriting is not used (Stewart, 2003).

3.8 ANALYSIS

The collected data was analysed using a combination of narrative and thematic analysis depending on the type of collection method. Interviews were transcribed by listening to the recording and capturing the data electronically and then coded using both open- and thematic-coding. The use of open coding for the interviews assisted in surfacing expected and unexpected finding which increased depth of understanding of the

perspective of the participants. Thematic analysis "involves identifying themes and patterns in the data" (Wagner *et al.*, 2012). Thematic analysis was applied to the interviews, document analysis (primary and secondary document sources) and survey. Themes were framed using the 5C Protocol as it applies to the implementation of youth policy in South Africa. Some themes included lack of information on youth policy, the need for multiple actor involvement in policy implementation, public participation, the role of civil society and youth participation.

3.9 CONCLUSION

The purpose of the research is to explore the perceived and real barriers to the involvement of CSO in youth policy implementation in South Africa. The chapter began with a presentation of the research paradigm and approach, and the reasons for their selection. An interpretive social science framework was selected as it is a paradigm that focuses on exploring and understanding the state of policy and practice in youth development. A qualitative approach was selected as an effective method of exploring the complexities of the implementation of youth policy, as it would apply inductive reasoning to surface observations and conclusions. The chapter then presented the sampling strategy and criteria, data collection methods, limitations, ethical considerations and analysis that were used in the study. The next chapter presents the research findings and engages in analysis of the data.

4 Research Findings and Analysis

4.1 INTRODUCTION

This chapter will present the findings of the research, specifically the information collected through the primary (research interviews, survey and policy documents) and secondary (institutional reports) data collection methods outlined in the previous chapter. As specified in Chapter One, the purpose of this research was to explore the perceived and real barriers to the involvement of CSO in youth policy implementation in South Africa. The data collected focused on answering the main research question:

What, if any, are the perceived and real barriers to the involvement of youth development CSOs in the implementation of youth policy in South Africa?

The following additional sub-questions were also explored as mechanisms to offer insight and feed into the main research question:

1. *How do the official government and civil society structures work in ensuring youth are adequately represented and engaged in Policy?*
2. *Are civil society organisations engaged by government in the development and implementation of youth policy in South Africa?*
3. *Are youth engaged by government to participate in the implementation of the youth policy in South Africa?*
4. *Do civil society organisations assist with the engagement and awareness of young people with youth policy and its implementation?*

This chapter is designed to reflect the aforementioned data collection findings and analysis and is organised as follows:

- Policy document review: a summary of the key information from the policy documents (National Youth Policy and related legislative frameworks) that were studied for the purposes of this research.
- Findings and analysis: the findings from the research interviews and survey results from the youth survey are presented under the themes of the 5C Protocol (content, context, commitment, capacity and clients/coalitions). Within this framework, the discussion of data and analysis is focused on the subject of the research - the role of civil society and youth in the implementation of the NYP2020.
- Conclusion: concluding remarks on the findings and analysis as they relate to the research purpose.

4.2 PRESENTATION OF FINDINGS

4.2.1 The National Youth Policy 2015-2020

2017 will mark 20 years since the establishment of the first government agency and draft policy addressing youth and youth development in South Africa (Government of the Republic of South Africa, 2015c). The political and moral imperative to recognise youth has been there from the early stages of democracy and nation building, due to the contributions of youth in the achievement of democracy in 1994, notably the student protests of 1976 and throughout the 1980s that greatly contributed to the ending of Apartheid (National Youth Commission, 2002). The National Youth Commission Act No. 19 of 1996 established the National Youth Commission (NYC) as a statutory body responsible for youth policy, with the primary mandates (amongst others) of coordinating and developing an integrated national youth policy and developing an integrated national youth development plan (Government of the Republic of South Africa, 1996). It is significant that, in South Africa, the recognition of the past and future contributions of youth and their role in nation building and democracy coincided with the first major global policy frameworks on youth such as the UN World Programme of Action for Youth (WPAY) (United Nations, 1996).

In 1997, after an extensive consultation process, the first National Youth Commission Policy 2000 (NYC Policy 2000) was submitted to and accepted by President Nelson Mandela (National Youth Commission, 1997) with cause to celebrate 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" (National Youth Commission, 1997, p. 6). Although this first draft was not ratified by parliament, it was the foundational document informing the National Youth Development Policy Framework 2002-2007 (NYDPF), a critical document setting out a comprehensive, integrated and holistic plan for achieving the aspirations set out in the NYC Policy 2000 (National Youth Commission, 2002). From the NYC Policy 2000 and NYDPF, was birthed the National Youth Development Agency Act No. 54 2008 (which replaced the NYC Act No. 19 of 1996) and the second generation National Youth Policy 2009-2013 (NYP2009) submitted to, and accepted by, parliament in 2009 (Government

of the Republic of South Africa, 2009). In 2015, NYP2009, was reviewed and public consultation was held to update the policy, culminating in the current National Youth Policy 2015-2020 (NYP2020) which was ratified in May 2015 (Government of the Republic of South Africa, 2015b; SAnews.gov.za, 2017).

The NYP2020 is South Africa's second youth policy, developed from the recognition that it is necessary to address the challenges and needs of South Africa's youth. It is informed by global, regional and national policies, inlcuding the South African Constitution, the UN WPAY, the African Youth Charter and the National Development Plan (NDP). The NYP2020 builds on South Africa's first National Youth Policy (NYP2014), and is positioned as an improvement and update of the previous policy so that new challenges faced by youth are adequately addressed. It is important to note that this is not a reformulation of youth policy, rather an update to ensure that the policy is relevant to youth in 2015.

Similar to the NYP2014, the vision of the NYP2020 remains consistent with that of the NYDPF (2002) as an:

> "Integrated, holistic and sustainable youth development, conscious of the historical imbalances and current imbalances and current realities, to build a non-sexist, non-racist, democratic South Africa in which young people and their organizations not only enjoy and contribute to their full potential in the social, economic and political spheres of life but also recognise and develop their responsibilities to build a better life for all." (Government of the Republic of South Africa, 2009, Government of the Republic of South Africa, 2015b, National Youth Commission, 2002, p. 3)

This vision is aligned that of the NDP of a "prosperous, democratic, non-sexist, non-racist and equal society" (Government of the Republic of South Africa, 2015b, p. 2), articulating the youth-specific proposals of the NDP. The desired policy outcome is "empowered young people who are able to realise their full potential and understand their roles and responsibilities in making a meaningful contribution to the development of a non-racial, equal, democratic and prosperous South Africa" (Government of the

Republic of South Africa, 2015b, p. 5). Furthermore, it emphasises a holistic approach to youth development that reflects the human capital and demographic transition models (Chaaban, 2009)

The NYP is not a standalone policy. In addition to the Constitution and NDP, the policy is informed by, interacts and integrates with the following South African legislation and policies: the New Growth Path, the Department of Trade and Industry's Industrial Policy Action Plan, the Youth Employment Accord (2013), the Skills Accord (2011), the NYDA Act, National Youth Service Development Policy Framework (2002), and the Broad-Based Black Economic Empowerment Act (2003). These legislative and policy frameworks are geared towards job creation and youth employment, infrastructural development, skills development, and economic transformation, which have been designed to build and support a more equitable and inclusive society.

Drawing directly from the policy document, the objectives of the NYP 2020 are to:

- "Consolidate and integrate youth development into the mainstream of government policies, programmes and the national budget.
- Strengthen the capacity of key youth development institutions and ensure integration and coordination in the delivery of youth services.
- Build the capacity of young people to enable them to take charge of their own well-being by building their assets and realising their potential.
- Strengthen a culture of patriotic citizenship among young people and to help them become responsible adults who care for their families and communities.
- Foster a sense of national cohesion, while acknowledging the country's diversity, and inculcate a spirit of patriotism by encouraging visible and active participation in different youth initiatives, projects and nation-building activities." (Government of the Republic of South Africa, 2015b, p. 5)

These objectives inform how interventions will be prioritised for in the implementation of the policy. The principles and values that are promoted and underpinned in the policy reflect important

An in-depth situational analysis of the state of youth highlights the following challenges: high youth unemployment; high school drop-out rates and inadequate skills development; an inadequate framework for youth work; poor health, high HIV/AIDS prevalence; high rates of violence and substance abuse; Lack of access to sporting and cultural opportunities; Lack of social cohesion and volunteerism; lack of accessibility for people with disabilities (Government of the Republic of South Africa, 2015b, pp. 10–16). The issues and challenges identified in the situational analysis are not new; many of these are the same, and for some worse, than those described in NYP2002 and NYP2014 (Government of the Republic of South Africa, 2009, National Youth Commission, 1997). This leads one to question whether the problem is that the issues are so deeply entrenched that they will take more than 20 years to change, or that the policy prescriptions are not effective. This is difficult to ascertain because monitoring and evaluation of the previous policies has not occurred, nor are there basic assessment reports available in the public domain.

To tackle the challenges identified in the situational analysis, the NYP2020 has five policy priorities with a long list of recommended/suggested actions, interventions and programs designed around each (Government of the Republic of South Africa, 2015b, pp. 16–27). The five priorities are:

- **Economic participation and transformation.** Proposed interventions include supporting youth absorption into employment, growing youth entrepreneurship, supporting existing youth enterprises and cooperatives, providing exposure to work through opportunities such as internships, and rural development and land reform for youth. (Government of the Republic of South Africa, 2015b, pp. 16–20).
- **Education, skills, and second chances**. Proposed interventions include ensuring school environment and curricula supports holistic youth development; providing support, guidance and second chances for youth who have dropped out or failed Matric, to complete their education or find "alternative pathways to attain training and skills, and the support necessary to transition to higher education" (Government of the Republic of South Africa, 2015b, pp. 21–23).

- **Healthcare and combating substance abuse**. Proposed interventions include promoting and supporting healthy lifestyles to combat disease, promoting sexual and reproductive health and rights; and combatting substance abuse through providing information and implementation of substance abuse prevention programs by government departments (Government of the Republic of South Africa, 2015b, p. 24).
- **Nation-building and social cohesion**. Proposed interventions include fostering constitutional values by increasing exposure of these for example by learning the preamble to the Constitution; contribute to nation-building, dialogue and healing by confronting discrimination and systemic racism; and fostering active citizenship and leadership; better implementation of the National Youth Service, and broadening sports and recreation. (Government of the Republic of South Africa, 2015b, pp. 25–27)
- **Effective and responsive youth development institutions**. Proposed interventions include the youth presidential working group, the DPME and Parliamentary Portfolio Committee on Public Services and Adminsitration holding the executive including the NYDA accountable, optimising relations and cooperation between national, provincial and local government; government departments at all levels establishing youth desks that provide contextually relevant youth development services; allocation of sufficient funds for youth desks to implement interventions; amending the NYDA Act to reduce duplication and overlap between it and the Youth Directorate, as well as provide clarity on its mandate; formal recognition of the SAYC as an apex body for young people; engagement of the private sector and civil society. (Government of the Republic of South Africa, 2015b, pp. 28–30)

Policy actions and interventions are designed around these pillars. Again, although they have been reworded to reflect the times and some show a slight changes in focus; these pillars and the programs proposed under them are not new. Since 1994, there

have been multiple policies designed to support youth development, however their achievements have largely been minimal. The NYP2020 document does attempt address this by reflecting on the NYP2014, discussing some of the challenges and failures that resulted in its lacklustre performance. As described in the document,

> "the socio-economic situation of young people has improved over the past five years. While these improvements may not necessarily be attributable to the NYP 2009–2014, the policy provided a framework and space for other policies to contribute to youth development." (Government of the Republic of South Africa, 2015b, p. 3)

The main reason behind the implementation failure of NYP2014 was the lack of an integrated youth development strategy (IYDS), which was drafted by the NYDA in 2012, but was not presented to cabinet. Other reasons why NYP2014 was unsuccessful was dissolution of the Youth Development Forum that coordinated the private sector and brought them on board, limited of mainstreaming and integration of youth development of government departments at all levels, and suboptimal engagement by civil society due to lack of funding and loss of leadership.

To ensure the failure of the previous policy is not a repeated, the NYP2020 is focused on building and developing capabilities that will contribute to a long-term solution, rather than "quick fixes" (Government of the Republic of South Africa, 2015b, p. 2). However, it must be stressed that without a concommitent strategy, that more clearly defines roles and responsibilities for all stakeholders and role players in implementation, the policy will also fail. This is recognised in the policy document, and some processes have been been suggested in the solutions, that can be viewed as quick wins.

One mechanism that has been designed and is currently operational is the Youth Presidential Working Group (YPWG). The YPWG is made up of youth and youth formations from different sectors such as education, small business, sports, health, and religion. agriculture, education, agriculture, small business, sports, religious sectors, health. The YPWG is officially chaired by the President and supported by the Department of Planning, Monitoring, and Evaluation (DPME). The selected YPWG participants are split into task teams under each of the pillars based on sector, skills

and/or experience. The task teams are responsible for providing insight and input into strategic implementation and the mainstreaming youth development and empowerment in the work of government (Government of the Republic of South Africa, 2015b, The Office of the Presidency, 2015; Respondent 4, 2017).

The NYP2020 formally recognises two youth development institutions, the NYDA (a government's policy implementation agency) and the South African Youth Council (SAYC) (Government of the Republic of South Africa, 2015b). The SAYC is described as a voluntary civil society youth council that represents the interests and aspirations of its various affiliated organizations. Within the policy is an acknowledgement of "the general perception that the existing youth development institutions have failed young people" (Government of the Republic of South Africa, 2015b, p. 9), an analysis of the challenges and suggestions for redress, for example through strengthening involvement and partnership with the private sector and civil society " (Government of the Republic of South Africa, 2015b, p. 30). It is critical to note that the Youth Directorate (or Youth Directorate) in the Office of the Presidency is the primary coordinator of the policy at national level.

In summary, the NYP2020 is a comprehensive policy document outlining the vision, goal, objectives, principles and policy outcomes, as well as an in-depth critical analysis of the legislative frameworks, formal structures and context of youth development in South Africa. It outlines the 5 policy priorities, with suggestions of interventions for each, concluding with an outline of the roles and responsibilities of youth.

4.2.2 Findings & Analysis of Data

As outlined in the previous chapter (Research Methodology), primary data was collected from research interviews and a youth survey. Research interview respondents were selected from a purposive sample of individuals identified as well positioned within government and civil society to give informed and representative views on the youth policy and youth engagement in general and the NYP2020 in particular. The youth survey was conducted to gather perspectives directly from young people. The youth

survey was used as an instrument of observation to triangulate and validate the data gathered from interviews around youth engagement and awareness of the policy, and the role that civil society played in the lives of youth.

The findings and results from both data collection methods have been organised thematically using Brynard's 5C Protocol of policy implementation: content, context, commitment, capacity and client/coalitions. Within this framework, the discussion of data and analysis is focused on the subject of the research - the role of civil society and youth in the implementation of the NYP2020.

4.2.2.1 Content

The theme of content relates to the type of policy, goals (what the policy sets out to do), causal theory (how issues are problematized) and methods (how it will achieve the solutions of problems identified) set out in the policy (Brynard, 2005b). The NYP2020 is a distributive policy in that it is designed to enhance the general welfare of youth in South Africa. It has a clearly articulated vision and objectives designed to achieve the policy outcome of an empowered youth population, ensuring that there is integrated, holistic youth development to enable young people to contribute to their full potential in all spheres of life and understand their roles and responsibilities in making a meaningful contribution to building South Africa. The role of youth and related youth development institutions is directly addressed throughout the policy, particularly in the importance of the engagement of youth to inform, influence and contribute to formulation and implementation. Overall, there was a lot of effort put into ensuring that the policy was comprehensive, well researched, identified issues and proposed solutions. From the interviews and youth survey, the content of the policy is generally understood and accepted as good, however there were concerns regarding youth engagement and the role of civil society.

Youth are at the centre of the NYP, thus it is necessary to discuss the content as it relates to youth. In general, interview respondents agreed that it was necessary to have a policy for youth and applauded the comprehensiveness of the NYP and its content. For example, Respondent 2 (6 March 2017) described it as effectively outlining "all the critical areas and challenges facing young people and therefore the policy interventions

that the state and civil society needed to address those challenges." However, there was a point of departure between government and CSO respondents in that they differed in their characterisation of who the National Youth Policy was for and who was responsible and accountable for it's implementation. Government respondents described the NYP as being for everyone and that it is constructed to guide everyone – individual citizens, civil society, and the private sector – not just government. For CSO respondents, the NYP was perceived as primarily a government mechanism and not as reflective as it could be to the reality of CSOs and youth on the ground.

This assessment was reflected in the youth survey, which had open-ended questions for participants to share their understanding of the NYP, general assessment of its relevance to youth, and insights on its implementation. Survey participants described the role of the policy as seeking to involve youth in decision-making, redressing poverty and inequality, and expanding the horizons of youth. In terms of relevance, the majority of participants wrote that the goals and objectives the NYP did not fully address the issues that young people truly face, that there was minimal engagement with circulation amongst elite/selected people, and that though the themes were relevant the proposals for tackling them were not as relevant to youth.

In terms of engagement of youth as key contributors to the participatory process of policy formulation, it is asserted in the policy language that the content was developed through extensive consultation and engagement with youth to inform and contribute to its formulation. However, the youth survey reveals that this may not be the case. It is significant that although the policy goes to great lengths in describing youth and the problems and issues they face, the language of the policy, positions youth generally as passive recipients of the aims and implementation actions of the policy. As one youth survey respondent described in response to an open-ended question around their thoughts on the content, "the NYP makes youth the problem instead of problematizing the county's inability to nurture youth."

Of the 15 survey respondents that were aware of the NYP, critical engagement could be described as limited. Specifically, only 3 of the 15 respondents could be described as having a high level of critical engagement as they had read the policy, attended events

and been involved in the public consultations. This was echoed in the interview data; Respondent 1 (23 February 2017) lamented that the content of the NYP was "too focused on aspiration rather than specific targets" which made it difficult to advise youth on the things to critically engage with. This respondent further described that to effectively raise youth awareness and critical engagement work had to be done to distil the document for youth, and identify the points of leverage in the policy that young people could use to advocate on their own behalf. As s/he described it "there is a real missing piece where civil society dissects, distils, synthesizes, to help youth understand what the critical opportunities are from the policy."

According to Adu-Gyamfi (2013), achieving holistic development and integrated approaches requires a deep understanding of the target demographic. Thus, it is essential that the content of the policy in its situational analysis, causal theory and proposed solutions demonstrates understanding of youth (Adu-Gyamfi, 2013; Brynard, 2005a). To a large extent, these essential precepts are reflected in the content of the NYP2020, as agreed by research and survey respondents, thus enhancing the potential for successful implementation. The youth policy was designed to be for everyone and belonging to everyone in the country, but the research findings show that youth and CSOs do not necessarily see it that way. This is critical as it indicates the issues of control and co-optation that can lead to the distrust by citizens that then undermine effective policy implementation (Booysen, 2009),.

4.2.2.2 Context

The theme of context focuses on the institutional context in which the policy and its implementation is situated, with a particular focus on the working relationships between role players in the implementation process (Brynard, 2005b). From the policy document, the key role players are the government at all levels (including national, provincial and local government departments), government agencies, youth development institutions, and the private sector.

In terms of government, the primary role player is the Youth Directorate in the Presidency, which sits in the Department of Planning, Monitoring, and Evaluation (DPME), and is responsible for monitoring policy implementation and coordinating other stakeholders to advance effective implementation (Government of the Republic of South Africa, 2015b; Respondent 6, 2017). Almost all government departments are identified as having a role in implementation through their programs and services. However, those that are mentioned most frequently in the NYP2020 are the Departments of Economic Development, Basic Education, Higher Education and Training, Correctional Services, Treasury, and Labour. The NYDA is the government agency that is responsible for youth development, thus central to policy implementation (Government of the Republic of South Africa, 2015b; Government of the Republic of South Africa, 2008). Other government agencies that are mentioned in the NYP2020 are the Industrial Development Corporation (IDC), Small Enterprise Development Agency (SEDA) and the Small Enterprise Finance Agency (SEFA), specifically to address the unemployment issues. In terms of youth development institutions, other than the NYDA, the South African Youth Council (SAYC) is positioned as a key role player, particularly as it draws affiliation from political and issues-based youth organisations. It is important to note that the policy admits that youth development institutions have not performed well and are generally perceived to have failed young people (Government of the Republic of South Africa, 2015b, sec. 4.7 Youth Development Institutions). The private sector, as positioned in the policy, can be described as all other institutions outside of the purview of government such as business and civil society (nongovernmental and citizen-based organizations).

The research interviews confirmed that the institutional context was highly complex and challenging to navigate. Respondent 4 (23 March, 2017) stated, “Government is such a maze! Whoa!”. The issue of duplication of activity in government was brought up. As Respondent 6 (17 March, 2017) put it, “often the left hand doesn’t know what the right hand is doing.” One of the reasons cited by the respondent for this situation was the lack of an integrated strategy on youth development in government, which greatly hampered coordination. Furthermore, although coordination of all stakeholders in the NYP is the responsibility of the DPME, capacity challenges were highlighted particularly

that there are just 3 people on the Youth Directorate – the Director, the Assistant Director and an administrator. Respondent 7 (22 March, 2017) concurred with this, also highlighting that the NYDA's implementation role was hampered by a legislative framework that did not give it power to mandate implementation at provincial or municipal levels. As the s/he described, "the NYDA cannot instruct and provincial government to do anything. It (youth development) is more on a voluntary basis right now because it is not legislated anywhere…. It cannot be formally followed up". These limitations are addressed in the NYP2020 document, specifically the need to amend the NYDA Act and moving the policy formulation and implementation monitoring from the NYDA to the Youth Directorate.

From the interviews, all respondents were able to identify the main government institutions and structures that have direct responsibility and involvement in the NYP – The Youth Directorate and the NYDA. However, for CSO respondents it was difficult to understand how these structures work together and where to go to lobby or advocate for youth. Furthermore it was evident that the way the structures and implementation work is not clear from the outside (for CSOs), but very clear from the inside (for Government). It was much clearer to government respondents that policy formulation, monitoring and evaluation was the purview of the Youth Directorate, while implementation and programs was the purview of the NYDA as well as other government departments and agencies. These lines and relationships were not as clear to CSO respondents, particularly those that expressed curiosity and desire to engage. For Respondent 4 (23 March, 2017), it was only through working on the Youth Presidential Working Group, that distinctions became clearer.

The youth survey also explored young people's awareness and engagement with the formal structures outlined in the NYP as playing a primary role in its implementation. Overall, survey respondents who were aware of the NYP were more likely to be aware and engaged with these officially recognized structures than those were not aware of the NYP. The structure with the highest level of awareness and engagement by youth was the NYDA, evidenced by 13 respondents selecting either "I know this organisation well and have interacted directly with them" (6 respondents), or "I know this organisation

very well and have been part of their programs or used their services" (7 respondents). Even those who responded with a lack of awareness of the NYP, knew of the NYDA although they had not directly interacted with the institution. There were also relatively high levels of awareness of the Youth Directorate, although engagement and interaction was lower than that of the NYDA. Of all of the structures, the SAYC was the least known to and engaged with by the respondents, as evidenced by 20 respondents selecting either "I don't know this organisation" (13 respondents), or "I know of this organization but haven't interacted directly with them" (7 respondents). These findings echo the challenge of the lack of a credible body representing youth and civil society that was highlighted in the interviews. In the NYP and from data collected from government respondents, the SAYC is positioned as the "go to" organisation for youth and CSO input. However, the issue of its representativeness is evident in the findings from both the interviews and the survey as its membership and interaction with the body is largely unknown.

Part of the purpose of this research study was to better understand how the system worked and points of leverage and opportunity for youth and civil society to better engage in policy implementation. Several scholars have indicated that the more opaque the government system, the greater the difficulty to engage and hold policy makers accountable for implementation (Adu-Gyamfi, 2013; Booysen, 2009; Checkoway, Allison, & Montoya, 2005; Head, 2011; Kudva & Driskell, 2009; Richter & Panday, 2007). The above discussion seeks to demystify the institutional context and make the interconnectedness and complexity apparent to all stakeholders. The formal structures and mechanisms created by government and civil society for policy implementation are complex and difficult to navigate from the outside. This leads to the perception from outsiders that there is a lack of clarity in the lines of responsibility and accountability by both CSOs and government in implementation of the youth policy. However, the research findings show that once one knows how and where to engage and hold institutions to account increases the likelihood of successful implementation. Further, for implementation to be seen as credible, it is essential that the public sees the non-state actors that government engages with as credible representatives. Thus, a significant challenge and barrier to CSO involvement is the perceived lack of representativeness of

the SAYC, as it leads to dissatisfaction and disengagement that reduce commitment by CSOs to implementation and impact on government garnering effective support through coalitions.

4.2.2.3 Commitment

The commitment theme looks at how those who are responsible for and entrusted with policy implementation have the willingness and ability to do so (Brynard, 2005b). Commitment is the visible and tangible administrative and political will to deliver policy (Brynard, 2009). There was no greater expression of willingness than in the public consultation process and work to engage youth and CSOs to contribute to the policy formulation process. According to media statements, there were over 100 written submissions made by civil society organizations, and over 100,000 young people were reached through face-to-face interaction, youth dialogues and social media campaigns (Mafika, 2015; Office of the Presidency, Government of the Republic of South Africa, 2015). As interview Respondent 1 (23 February 2017) described,

> "What was interesting was that Buti Manamela (*eds. note:* Deputy Minister of the DPME and political principle for the Youth Directorate) was far more visible than I think I had expected… I had a lot of positive feedback from young people who had gone to sessions all over the country. They did feel engaged with."

Additionally, civil society was engaged and involved; all but one of the CSO interview respondents had participated directly in consultation events and/or contributed written submissions. Furthermore, visible political will is demonstrated in the policy language, goals, and proposed solutions within the document, and is tangibly expressed through the Youth Directorate as well as the establishment and activity of the YPWG. From the top-down lens, commitment appears to be high from key role players and stakeholders.

However, a comment from a youth survey respondent that "I think even the Deputy Minister doesn't seem interested now that it (NYP2020) has been passed" sparked the realisation that, from a bottom-up lens, when it came to policy implementation the tangible expressions of commitment may be lacking. Deeper investigation and research findings did raise concerns about the level of commitment of government and of CSOs

to youth development and the prescriptions set out in the NYP2020. The ways in which government engages youth is primarily through youth dialogue sessions and campaigns implemented by the NYDA or recognized CSO partners like the SAYC. Interview respondents raised concerns around whether or not the forms of participation were in enough depth, and if youth were equipped to critically engage in ways that would make their participation more effective. The majority of respondents described engagement and participation by youth as tokenistic or haphazard based on specific campaigns. Interview Respondent 7 (22 March 2017) described that many youth

> "sometimes attended dialogue sessions because they were interested in being at an event and a chance to meet up with other youth… they are not necessarily there for the purpose of the event or prepared to critically engage with the issues presented".

Often the engagement of youth is structured around asking questions of youth and their input, but there is limited feedback to youth participants after these sessions were completed. Respondent 1 (23 February 2017) described that youth engagement needed to be less about what government provided and the issues that government was focused, but rather should be more about listening to youth and gathering information about their lived experience. Regarding the public consultations a critique by Respondent 1 (23 February 2017) was that these would have better if they "Don't talk at all about what government does. Don't make it into a jamboree. Avoid the politicization of events. And I think they really struggled to do that."

An unexpected finding was that commitment from CSOs in the youth development sector was questionable. This is most saliently demonstrated in the lack of deliberate, coordinated and informed engagement by youth CSOs with government or the NYP. The reason given for this, as articulated by Respondent 2 (6 March 2017), was that CSOs are "generally inwardly focused on implementing their own projects and programs," and only engage with government by necessity for financial support or for specific activities. This was found with other respondents who expressed disappointment, pointing out that a primary reason for this was a lack of capacity of youth CSOs to engage with the research and advocacy work required for this kind of

engagement. However, it was acknowledged by some respondents that there is work being done to change this status quo. From the youth survey, respondents were asked to share how CSOs could be more useful for youth empowerment and development. This question was designed as a way of getting commentary and feedback from youth on how CSO could do better in their role of generating awareness and engagement of youth. Respondents advised that organizations need to be more accessible, have different structures that ensure youth engagement with policy, teaching youth to be critical thinkers, not be politically based but progress based and better funded. The need for greater visibility of youth structures and more accessible information of how youth could participate was also a repeated by many respondents.

Commitment from CSOs could also be assessed by willingness, or lack thereof, to participate in the SAYC, the recognized representative of CSO. All research participants could identify and describe the SAYC, none were sure of its membership or speak to its representativeness. Interview respondents from government had had multiple engagements and/or meetings with SAYC leadership, could report on youth dialogue sessions that had been held by the organisation, and that it is the “go to” civil society organisation for government. However, it is significant that none of the CSO respondents’ organizations were members of the SAYC, did not know how to become members, nor could name organizations (outside of political youth formations) that were affiliated to the SAYC. As Respondent 6 (17 March 2017) described, “the SAYC is not particularly liked by other civil society organisations” and suggested that CSOs should make efforts to become a member to find out more to change the negative perception or affect change to make the Council more representative. The onus is on CSOs to engage and that the Council is not necessarily the only avenue for coordination and representation.

Hodgson (2013) and Brinkerhoff (1999b) that it is essential that CSOs and their beneficiaries are engaged and the importance of the existence of legal and structural mechanisms for that engagement and participation to take place. The above exploration of commitment revealed that there is a high level of commitment by government to implement the policy. This is evident in the assignation of responsibility to the Youth

Directorate for monitoring, regular meetings of the YPWG and on-going review of the NYDA Act. The commitment of CSOs, however could be questioned. It is evident from the lack of coordination and organisation that civil society may not be doing enough to be involved in policy development and implementation, which is self-limiting.

4.2.2.4 Capacity

The capacity theme focuses on the functional, structural and cultural ability of implementers to deliver and includes both tangible and intangible resources (Brynard, 2005b). Tangible resources include the people assigned, financial allocation, technical knowledge and administrative capability, while intangible resources include motivation, leadership, courage and endurance (Brynard, 2005b). In the analysis of the policy document, although there are policy prescripts that money should be found and allocated to certain projects, financial allocation for youth development was not really addressed. Interview Respondent 1 (23 February 2017) was concerned by the lack of financial analysis in the policy document, commenting,

> "I don't know if there was any focus put on analyzing the national budget and understanding where is money going to for youth development, how do we understand why money is going there, how do we start to engage with that and ask questions."

Beyond the allocation of financial resources, interviews revealed other major capacity challenges for both government and CSOs. For government the administrative capacity is sorely lacking. Although coordination of all stakeholders in the NYP is the responsibility of the DPME, capacity challenges were highlighted particularly that there are just 3 people on the Youth Directorate – the Director, the Assistant Director and an administrator. All respondents were aware of and acknowledged the capacity challenge, in particular the lack of assessment or measurement tools for youth development targets associated to the NYP.

For CSOs, findings were that there was a general lack of capacity, skills and resources for civil society to effectively coordinate. All respondents pointed to the lack of

professional skills and understanding of youth development; an issue that is also reflected in the policy document. For some, this was due to youth organizations often being started by youth, and therefore in the process of building that understanding and capacity. Another challenge was funding, or lack thereof, which meant that organizations were often focused on their own survival and activity, which affects the ability to engage with policy. Additionally some CSOs are dependent funding from government and therefore critique was perceived as unhelpful to their survival, especially due to politicization.

The capacity theme also surfaces the political nature of resource provision. All interview respondents raised concerns that youth development is a very political domain. CSO respondents in particular had the perception that it was necessary to be politically connected or popular in the media to be included. The politics and personal agenda were seen as highly problematic; as Respondent 6 (17 March 2017) explained “many organizations when they come to meetings they come representing themselves as individuals. They don’t go back out there and give feedback to the youth. So that’s not effective.” This was a sentiment echoed by other respondents.

There are capacity challenges faced by all stakeholders – government, CSOs and youth. There is awareness of these capacity challenges, however commitment to overcoming the capacity issues differs for each stakeholder. The research findings on the politicisation of the youth development sector raises concerns as it has had a negative impact on the commitment of CSOs to effectively engage. This finding supports Booysen (2009) characterisation of public participation’s devolution from being widespread and spontaneous, to structured forms that may be controlled and co-opted for personal political benefit (Booysen, 2009). Thus, a highly political and politicised sector builds contempt and cynicism within civil society that results in disengagement and/or lack of trust in government efforts and those of other CSOs that are partnered with government.

4.2.2.5 Client and Coalitions

The Client and Coalition theme acknowledges that support from clients (target beneficiaries) and coalitions (non-state actors that are implementation partners) is necessary for successful implementation. The interests of clients and coalitions may be enhanced or diminished by the policy, and, depending on their interests may work to strengthen or deter policy implementation (Brynard, 2005b). Clients and coalitions were main focus of this research and questions proffered.

The theme of Client and Coalition is central to the interviews and research questions. As described above, the clients are the youth that are targeted by the policy, and the key coalition partners are civil society organizations that aid government in implementation. In the context of the NYP, the clients are the young people of South Africa. Thus, it is essential that their interests be considered in the implementation of policy. As discussed earlier in Content and Context, government has made efforts to ensure that youth interests are represented in the policy document. The YPWG is part of implementation that seeks to ensure that youth interests are captured in a formal and structured way.

Information on the level of education and employment status was gathered to assist in understanding the assertion from some interview respondents that those who were better educated and had access to resources were more likely to be critically engaged. This was supported by the youth survey results showing that the majority of respondents who knew about the National Youth Policy (prior to the survey) had undergraduate university degrees and were employed. In the youth survey, the 60% of respondents that were aware of the NYP had found out primarily through community organizations or NGOs they participated in (54%), with social media, work colleagues and personal research as other mechanism through which awareness could be generated. Of the 10 survey respondents who were unaware of the NYP, 60% were involved with organizations, programs or projects that work with youth. This finding supports the assertion that CSOs assist with youth engagement and awareness. Additionally, it supports findings from the interviews that involvement with CSOs did not

necessarily lead to awareness and engagement with the youth policy and it's implementation.

Most interview respondents expressed that although CSOs did assist with youth engagement and awareness in general, their actions were not specifically or deliberately linked to the NYP or it's implementation. It was acknowledged that some CSOs do try to engage from a policy and advocacy space, but only a few could be named. A description of CSO work in the space was that activities often were coincidentally aligned with the youth policy, but this was often not deliberate. This reinforced the capacity challenge that was outlined above, in that many CSOs are inwardly focused and not necessarily engaged in the bigger picture because focus was on their programs. If their programs are aligned to policy then yes, there was deliberate work to raise youth engagement and awareness of policy and implementation.

In terms of civil society participation and coalition building, research findings were that it was necessary for civil society to be involved and work in partnership with government for effective implementation, although there was recognition that each party plays different roles. Overall, it was identified that the role of government should be primarily focused on the formulation of the policy, ensuring that the policy was implemented and/or operationalized as stated in all levels of government (national, provincial, municipal), and overall monitoring and evaluation to meet the targets or aspirations expressed in the policy. The role of civil society was generally described as assisting government in implementation by filling the gaps in the areas that government was not able to due to political or other structural challenges. There were particular emphases on civil society's role in helping government understand what is happening on the ground, especially in mobilizing and educating youth to engage with policy processes.

An additional role of civil society that was identified was as a check and balance to government (Respondents 5 and 6), highlighting that it was necessary for civil society to engage critically with the work of government and provide both positive and negative feedback. This was an interesting perspective, especially from Respondent 6 (17 March 2017), a government representative, who stated "the relationship between civil society and government must not always be a smooth relationship" and that the nature of that

did not need to be adversarial. This was echoed by Respondent 5 (12 March 2017), a CSO representative, who highlighted the need for more "win-win" approaches such as mediation and negotiation, versus litigation and protest methods that have become popular or seen as the only ways to engage with government.

To determine engagement of civil society by government, interview questions were positioned around CSO involvement in the development and implementation of the NYP. It was found from respondents that relationships and partnerships between government and civil society were often ad hoc and issues based, thus those closest to the system and involved historically had greater access. Government representatives concurred, citing the capacity challenge and lack of organisation in CSO as the main reasons for the limited reach beyond known networks. It was also acknowledged by all respondents that the role of advocacy and lobbying on behalf of youth has often been left to political party youth formations, which do not offer non-partisan representation in the way that civil society should.

However, as discussed in the context, commitment and capacity themes there are barriers to that involvement, which are linked to the client and coalition perspective in the lack of a deliberate, coordinated and informed engagement by CSO with government or the NYP. Those CSO respondents that had engaged with the public consultation process by making written submissions expressed disappointment that these were not reflected in the final NYP2020. One result was a concerted effort by some CSO respondents to seek greater involvement and engagement, actively working to be part of the YPWG. Respondents 2 and 4 described as only possible because they were "making noise", recognized in the media and had the national reach that government looks for in partnership. Government representatives concurred, citing the capacity challenge and lack of organisation in CSO as the main reasons for the limited reach beyond known networks.

On the other hand, some responded with disillusionment with the process, emphasized politicization and disengaged in order to focus on their own work. An important finding from the interviews was the lack of reciprocity by civil society; specifically that civil society was not proactive in engaging government. Several respondents (both CSO and

government) expressed that often it is either that civil society waits for government to engage them, or that they only engage with government when they have a need. Respondent 2 (6 March 2017), a CSO leader, described the reason behind this as

> "if you have sufficient cash to drive your programs and organizations from international donors or from the private sector, you just don't need government…. They don't see the value in interacting with government."

For many CSOs engagement with the NYP is not a core part of their work, either due to focus on programs or lack of capacity.

All respondents highlighted that CSOs in the youth development sector were not particularly well organized. There is no centralized database of youth development organizations, limited research and measurement on the youth development sector, and lack of a collective voice. Without an organized representation it is difficult for government to partner and engage meaningfully. It is significant that all interview respondents pointed out that youth CSOs were not doing enough to get organized, and that the failure was squarely on the shoulders of civil society and not government.

Youth have a desire and willingness to be engaged in the policy process, but to a large extent are not adequately equipped by government and CSOs to be part of policy development and implementation. Overall, results from the youth survey demonstrated interest from youth to have greater awareness and engagement and involvement with the NYP and the structures that are supposed to be representing their interest. Additionally, it supported many of the findings from the interviews in terms of insights on the barriers of a lack of credible representation, preparation and/or education of youth to critically engage, and that CSOs could and need to do more in empowering youth to be effective participants in the policy process.

Furthermore, research findings show that that there is general understanding that civil society has a role to play in the implementation of process and awareness that the role has different facets and approaches. This aligns with the foundational assumption of the research study that civil society does have a role to play. This understanding is mainly what assists civil society's participation and involvement in implementation. Beyond

that, the recognized constitutional prerogative for public participation means civil society must be involved and government actively seeks out that participation. A fact that all respondents were aware of and agreed was necessary. Government does work to engage, however there are limitations in that engagement was one-way (government → CSO / government → youth). An unexpected finding was the lack of reciprocity from CSOs in proactively working to engage with government. The lack of coordination of youth civil society organizations is highly problematic in this vein and reduces the effectiveness of CSO in their role.

4.3 CONCLUSION

The goal of this chapter was to present the data, describe key findings and provide and analysis. The data was collected from the policy document, interviews of government and CSO representatives and a youth survey, and then discussed analysed using Brynard's 5C protocol of policy implementation. An unexpected finding from the overall discussion was that CSOs themselves may be the greatest barrier to their own involvement. Civil society is not doing enough to be involved in policy development and implementation. Specifically, the lack of coordination and organisation of CSOs in the youth development sector, and lack of commitment to engage in existing structures are self-limiting. Further research is necessary to provide more in-depth understanding of the barriers to CSO involvement and youth engagement that were surfaced, particularly the issues around coordination and organisation of CSOs. To this extent, the following chapter will present conclusions and recommendations.

5 Conclusion

5.1 INTRODUCTION

The study was focused on establishing a better understanding of the role of civil society in the implementation of the National Youth Policy. Specifically, it was to better understand the role that civil society plays in engaging youth in policy, as well as the real and perceived barriers to the involvement of youth development CSOs in the

implementation of youth policy in South Africa. This was an exploratory study with the goal of providing clarity and recommendations for civil society and state partnership in policy implementation. A qualitative approach was used to gather data with the use of document analysis, semi-structured interviews and observations gathered from a youth survey. The purposive sample of interview respondents was selected from individuals identified as well positioned within government and civil society to give informed and representative views on the youth policy and youth engagement in general and the NYP2020 in particular. The youth survey was conducted to gather perspectives directly from young people. The youth survey was used as an instrument of observation to triangulate and validate the data gathered from interviews around youth engagement and awareness of the policy, and the role that civil society played in the lives of youth. The findings and results from both data collection methods were then presented and analysed thematically using Brynard's 5C Protocol of policy implementation: content, context, commitment, capacity and client/coalitions.

The thematic analysis of the data was useful in answering the research questions. In particular, the discussion of the client and coalition themes was helpful in answering the sub-questions on how government engages youth and civil society, as well as how civil society engages youth. The discussion and analysis revealed that CSO have a significant role in the implementation of the NYP, particularly in the engagement of youth, and in partnering with government with government to ensure that implementation happened at the ground level. This gels with the literature that CSO play a vital role in ensuring that policy making and implementation are democratic and participatory and have a positive impact on their intended beneficiaries (Brinkerhoff, 1999b; Clayton *et al.*, 2000; Gemmill & Bamidele-Izu, 2002; National Youth Development Agency, 2012). Furthermore, research findings revealed that government is aware of, and has created mechanisms to support civil society to engage n the policy process and/or holding the government accountable for ensuring a participatory process (Brinkerhoff, 1999b; Wampler & Avritzer, 2004). The discussions and analysis under the capacity, commitment and context themes were useful in addressing the main research question regarding the real and perceived barriers to CSO involvement in policy implementation. Therefore, the barriers to involvement were:

- Difficulty in identifying responsibility and accountability for the implementation of the policy in government.
- The formal structures and mechanisms created by government and civil society for policy implementation are complex and politicised
- The lack of deliberate, coordinated and informed engagement by youth CSO with government or the NYP. This is hampered by the lack of a credible CSO representative.

5.2 IMPLICATIONS OF THE STUDY

What motivated the study was the realisation that the NYP had already been formulated, thus, considering the importance of the policy for youth development, the best role that one could play was to assist in its implementation of the policy. The question was where and how to start. Thus, the research was a mechanism to better understand the status quo of the involvement of civil society in policy implementation. This would ideally help identify pathways for civil society and government to partner and work with youth to implement a policy that is necessary to ensure that youth are empowered and developed.

The main research question was to understand the real and perceived barriers to the involvement of civil society in the implementation of the NYP. To answer this it was first necessary to understand the status quo, or context, of the systems and structures that existed for policy implementation. This first step of understanding would help to identify the opportunities for engagement and involvement for youth and CSOs. Findings showed that the institutional context is complex and, that as revealed in the interviewers, it is challenging for someone outside these systems to engage effectively. The systems and structures are simplified in the below diagram which shows the role players and how they are connected or interact with each other:

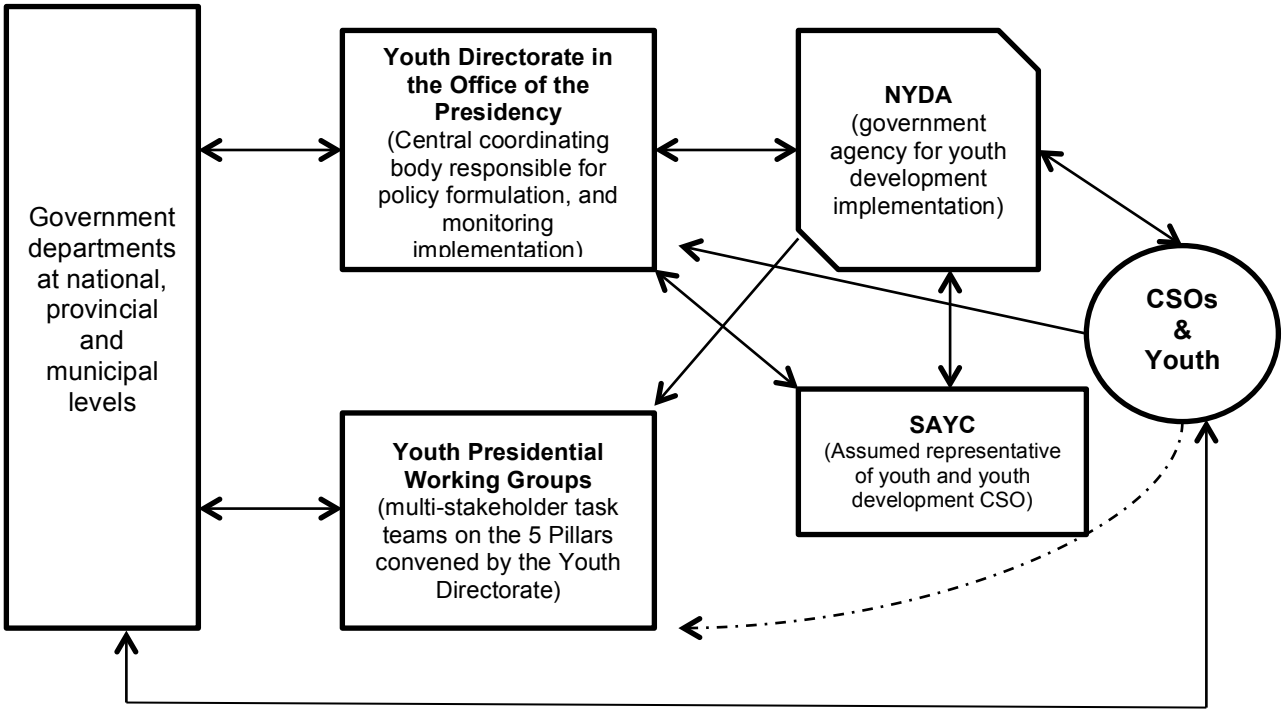

Figure 1: Mapping the Role Players in Policy Implementation for the NYP and their relationships

From this understanding, one could pinpoint that for youth and CSO, the opportunities and barriers for the most effective engagement and involvement was primarily through the Youth Directorate and the NYDA. When it came to the questions of whether government engaged youth and CSOs, the policy documents discussion of youth development institutions and the respondents from government were quick to point to hi the South African Youth Council (SAYC). This surfaced the issue of representation, as the SAYC has been positioned as the primary conduit for government agencies and structures to engage with youth and CSOs. The SAYC has high level of engagement with government, which assumes its credibility. However, the survey and interviews revealed that although the SAYC, to a some extent, may not be as well known as assumed, lacks transparency and has unknown membership. The issues around the SAYC are expressed in the NYP document; however, the solution proposed was for the body to be strengthened through legislation. This shows that the SAYC has been co-opted by government (Booysen, 2009), thus cannot be considered as a participatory

mechanism for youth or CSOs. representative or participatory anachronous to participation as it would essentially be co-opting , non-partisan representation because

A significant finding was that CSOs themselves were a barrier to their own involvement, particularly due to a perceived lack of interest and also the lack of coordination and organisation. The lack of interest and commitment is because the NYP is largely not seen as necessary or central to the projects and programs of youth development CSOs, which affects the commitment to engage themselves, or youth associated to them, in its implementation. Further, It was found from respondents that relationships and partnerships between government and civil society were often ad hoc and issues based, thus those, like the SAYC, that were closest to the system and involved historically had greater access. As discussed above, though the SAYC may not be a credible representative of youth and CSOs, there is no other coalition or association of youth development CSOs for government to work with. All interview respondents were aware of this and described that with greater organisation and coordination, CSOs could be more involved. The ideal was an apolitical, non-partisan, representative body that convened CSOs and youth and was equipped to research, lobby and advocate on their behalf. Although each interview respondent could describe this ideal, they could not pinpoint who should be responsible for establishing such a body. The reason given for this was that it was difficult to collaborate because many CSOs in the sector are under-resourced and donor dependent, which leads to competition for funding or an inward focus on survival and/or running programs that would attract donors.

As evidenced by the #FeesMustFall university protests, youth are tired of waiting for change to come and want to be active participants in social change and their own empowerment (Davids & Waghid, 2016; Msila, 2016). The perception by youth of a lack of responsiveness by government to the issues youth face, and apparent unsuccessful implementation of a policy designed to tackle these issues has two potential negative consequences. On one hand, as Booysen (2014) outlines, it can lead to disillusionment and disengagement where young people do not see the point of contributing to society or to the development of the country. While, on the other hand, it leads to protest, which, although it demonstrates active citizenship, can lead to political and social

instability when violent (Alexander, 2010; Booysen, 2009; Richter & Panday, 2007). The NYP2020 was designed for everyone, but the study revealed that for youth and the CSOs that they engage with, this is not the case. It is necessary to go beyond engaging youth in just the public consultation process and ensure that youth are continually engaged and involved in the policy process, and that implementation is visible and tangible is essential.

The study revealed that there is tangible progress in the implementation of the NYP2020. Through the research interviews, it was found that the Youth Directorate is coordinating and facilitating YPWG meetings, the NYDA is working with the University of Johannesburg to create a research hub for youth development, the Youth Directorate has started creating a monitoring and evaluation framework, and the NYDA Act is being reviewed and changed so that there is greater accountability possible at all government levels. However, this is not in the public domain. Young people and CSOs not affiliated to government structures are therefore unaware; thus, implementation of the policy is invisible to key role players and stakeholders of the NYP.

Overall, the study provided insights into the National Youth Policy, policy implementation and pathways of engagement for youth, civil society and government to effectively partner in its implementation. It is hoped that by revealing the barriers to involvement of civil society and youth in policy implementation, this study will help overcome those challenges and generate meaningful engagement and partnership between youth, civil society and government to ensure that the aspirations outlined in the National Youth Policy are made a reality.

5.3 RECOMMENDATIONS

Considering the policy imperative, the situation of youth as an increasingly important demographic, perception of the continual failure of implementation and progress from the youth policy, it is necessary to address the implementation challenges and overcome the barriers to civil society and youth involvement and engagement. The recommendations presented are drawn from the findings, and designed to assist in

increasing engagement and participation by civil society, and provide the necessary support and recognition for the work of government structures in implementation. Recommendations are as follows:

1. **Establishing a database of youth desks at government levels and of youth development CSO.**

   A critical barrier to engagement and understanding of youth development is that the lack of a centralised database of information on key role players in policy implementation. At the government level, it is important to know which government departments (at all levels - national, provincial and municipal) have youth desks or targeted youth programs. This will help the Youth Directorate and the NYDA locate gaps and reduce duplication. Further, a database of youth development CSOs will help the Youth Directorate and the NYDA in building partnerships and ensuring that there is credible representation from CSO and youth. A database for youth development CSO could be created through partnering with the Department of Social Development NPO Directorate, which oversees the registration of NPOs. Alternatively, especially in light of the fact that many ground level youth development organisations do not have the capacity for formal registration, the NYDA could facilitate by having an online registration for CSOs in the same vein as their existing youth business information registration. The exercise to create a database of youth development by government departments is admittedly more difficult and resource intensive. The benefits of a centralised database are in the reduction of duplication and informed partnership creation, which will help support the limited capacity of the Youth Directorate.

2. **Ensuring that youth receive feedback and information on the progress of implementation.**

   The high level of visibility and engagement that occurred during the policy formulation public consultation was effective in increasing awareness of the NYP. This should be continued as it would provide proactive evidence that policy implementation is happening and potentially reduce the perception of the ineffectiveness of the NYP. This can be through targeted social and news media

campaigns at regular intervals highlighting actions of the YPWG, publicising of youth dialogue sessions that have occurred and who attended, and progress on the amendment of the NYDA Act. Furthermore, it should be mandatory that all organisations involved in the YPWG report back to the constituents they represent. This can be enforced by making stakeholder feedback reports a requirement of continued representation on the Working Group.

3. **Public reports of the work of the YPWG**

   The YPWG is a demonstration of the political will of the Presidency to understand, strategise and effectively operationalize solutions proposed in the NYP. However it seems to operate relatively clandestinely with little public information readily available on the individual(s) and/or organization(s) that are part of the Working Group. This lack of transparency is an issue because it undermines the legitimacy of the Working Group as a mechanism for engagement and gives credence to the cynicism associated to it. According to one interviewee, proceedings that occur in the YPWG are recorded and summarised for members to engage in the next activity. Quarterly reports of these could be briefly summarised and published by the Presidency.

4. **Finalisation of an integrated youth development strategy and monitoring and evaluation framework for government**

   A key challenge to implementation is the lack of an integrated youth development strategy that can give more strategic methods for policy implementation that clearly demarcate responsibility rather than the suggestions in the NYP. It is significant that the NYP was ratified in 2015, and it is now 2017 and these documents still do not exist. It is acknowledged and appreciated that there is currently work being done towards this by the Youth Directorate.

5. **Capacitating the Youth Directorate with the human and financial resources to be effective in their role**

The Youth Directorate is the central coordinator of everything to do with the formulation and implementation of policy, however it is made up of just 3 people. Although there are efforts to lobby for more resources, the political nature of resource allocation and lack of prioritisation are challenges that need to be overcome.

6. **Critical assessment of the SAYC and its representativeness**

   The SAYC is the government's "go to" representative of CSO in youth development. However, the research study surfaced a lot of issues around this assertion, as the organisation has no website, phones are unanswered and emails are not responded to. It is important for government to critically assess the SAYC and its credibility and capacity to be a representative. Further, it is concerning that one of the solutions proposed in the NYP is to legislate the SAYC as a representative body. This is problematic as this then may be a co-optation of representation of CSO, which will further undermine engagement.

7. **Creation of an apolitical, non-partisan coalition or association of youth development CSO:**

   Creating an association or coalition of youth development CSO will assist in greater awareness of youth development activity and increase advocacy and lobbying power. This recommendation is drawn directly from all of the research respondents who described this as an urgent need. However, CSO must take responsibility in starting this for it to have credibility.

5.3.1 Recommendations for Future Research

The research findings and scope of this research study was relatively limited, thus there is a need for further research in the following areas:

- The different government services and programs that have been established to address youth development
- The factors that enable successful implementation of youth policy

- Coalition building and representation for CSOs in the South African context
- How youth policy implementation structures are created and their effectiveness
- A mapping of youth development organizations, their activities and work
- An evaluation study of the implementation of the NYP

5.4 CONCLUSION

The research study was an attempt to address the identified knowledge gap regarding youth policy implementation in the South African context (O'Toole, 2000; Saetren, 2005) and the potential role of civil society in that policy process. The data, findings and analysis discussed to some extent addressed the knowledge gap in that they described how the youth policy is being implemented; identified the key role players in the implementation (the Youth Directorate, NYDA, SAYC and other CSOs), and the ways in which civil society is involved (engaging youth, partnering with and ensuring accountability of government). The research findings and analysis answered the research questions, revealing the barriers to civil society, the nature of youth and CSO engagement by government, which achieved the purpose of the research in providing clarity and recommendations for youth participation and civil society and state partnership in policy implementation.

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7 Appendices

7.1 APPENDIX 1: EXAMPLE OF REQUEST FOR RESEARCH INTERVIEW EMAIL

Subject: Request for Research Interview: Civil Society & National Youth Policy

Dear XXX,

I hope this finds you well and having a good start to the year. While running enke, I am also studying towards my Masters in Management in Public and Development Management at the Wits School of Governance. I am busy with a research project required to complete the qualification. I am writing this email in my personal/academic capacity to request your participation in a research interview for my research.

My research is on the role of civil society in the implementation of the National Youth Policy. Specifically, it is to better understand the role that civil society plays in engaging youth in policy, as well as the real and perceived barriers to the involvement of youth development CSOs in the implementation of youth policy in South Africa. This is an exploratory research with the goal of providing clarity and recommendations for civil society and state partnership in policy implementation.

I am approaching you because of your own research and work with youth and active citizenship in South Africa. I believe that there are many valuable insights that you can share to inform this research.

The interview is expected to last for about an hour. May you kindly afford me an opportunity to interview you on a date and time convenient to you before 28 February 2017.

I'm looking forward to your positive response.

Warm regards,

Rufaro

Ms. Rufaro C.E. Mudimu
Masters in Management, Public & Development Management (Candidate 2015-17)
Wits School of Governance
University of the Witwatersrand
rufaromudimu@gmail.com / 083-362-6789

7.2 APPENDIX 2: RESEARCH INTERVIEW GUIDE FOR CSO

Civil Society - Interview Question Preparation

Thank you for taking time to participate in this study. The study is about the role of civil society in the implementation of the National Youth Policy. Specifically, it is to better understand the role that civil society plays in engaging youth in policy, as well as the real and perceived barriers to the involvement of youth development CSOs in the implementation of youth policy in South Africa. This is an exploratory research with the goal of providing clarity and recommendations for civil society and state partnership in policy implementation. This document is a guide for the interview that will be conducted. Please note that no names will be linked and/or identified with an individual or organisation that is part of the study. Your contribution will be recorded and coded with specific identifiers removed to protect your anonymity (see Consent Form for Research Interview). This interview is semi-structured with the following prepared interview questions. It is understood that not all interview questions will necessarily be covered in the interview and that different questions may arise through the interview process.

Questions

1. What is the nature of your work in the civil society and youth development space?
2. Are you aware of the National Youth Policy of South Africa?
    a. If yes, how did you become aware of the National Youth Policy? What are your thoughts on the National Youth Policy?
    b. If no, do you feel a National Youth Policy is needed in South Africa? If yes, why? If no, why not?
3. Have you been involved in the development of the national youth policy in South Africa? If yes, in what way? If no, why not?
4. Have you been involved in the implementation of the national youth policy in South Africa? If yes, in what way? If no, why not?
5. In your opinion, should civil society and government work together in the implementation of youth policy in South Africa?
    a. If yes, why?
    b. If no, why?
6. What may assist partnership between civil society and government (representatives and/or agencies) in the implementation of youth policy in South Africa?
7. What, if any, are barriers to partnership between youth development CSOs and government (representatives and/or agencies) in the implementation of youth policy in South Africa?
8. Do civil society organisations assist with the engagement and awareness of young people with youth policy and its implementation?
    a. If yes, why and how?
    b. If not, why and how?
9. Are civil society organisations engaged by government in the development and implementation of youth policy in South Africa?
    a. If yes, why and how?
    b. If not, why and how?
10. Is government engaged by civil society engaged in the implementation of youth policy in South

Africa?

a. If yes, why and how?
b. If not, why and how?

11. Are youth engaged by government to participate in the implementation of the youth policy in South Africa?
    a. If yes, why and how?
    b. If not, why and how?
12. Please feel free to share any other comments you have on the subject.

7.3 APPENDIX 3: RESEARCH INTERVIEW GUIDE FOR GOVERNMENT

Government - Interview Question Preparation

Thank you for taking time to participate in this study. The study is centred on the National Youth Policy, a comprehensive and holistic policy statement that clearly articulates the government's support of youth and youth development. The research is focused on creating a better understanding the policy landscape of the NYP, the role that civil society plays in engaging youth in policy, as well as the engagement and partnership between government and civil society in the implementation of youth policy in South Africa. This is an exploratory research with the goal of providing clarity and recommendations for civil society and state partnership in policy implementation. This document is a guide for the interview that will be conducted. Please note that, if you prefer, no names will be linked and/or identified with an individual or their institution that is part of the study. Your contribution will be recorded and coded with specific identifiers removed to protect your anonymity (see Consent Form for Research Interview). This interview is semi-structured with the following prepared interview questions. It is understood that not all interview questions will necessarily be covered and that different questions may arise through the interview process.

Questions

13. What is the nature of your work in government as it is related to
    a. Youth?
    b. Youth development in general?
    c. National Youth Policy?
14. Were you involved (either directly or indirectly) in the development / formulation of the National Youth Policy?
    a. If yes, in what way(s)?
    b. If no, why so?
15. Are you involved (either directly or indirectly) in the implementation of the National Youth Policy in South Africa?
    a. If yes, in what way(s)?
    b. If no, why so?
16. In your opinion, what role does government play in the implementation of youth policy in South Africa?
17. In your opinion, what role, if any, should civil society play in the implementation of youth policy in

South Africa?

18. In your opinion, should civil society and government work together in the implementation of youth policy in South Africa?
    a. If yes, why?
    b. If no, why?
19. What may assist partnership between civil society and government (representatives and/or agencies) in the implementation of youth policy in South Africa?
20. What, if any, are barriers to partnership between youth development CSOs and government (representatives and/or agencies) in the implementation of youth policy in South Africa?
21. In your opinion, do civil society organisations assist in the engagement and awareness of young people with youth policy and its implementation?
    a. If yes, why and how?
    b. If not, why and how?
22. Are youth engaged by government to participate in the implementation of the youth policy in South Africa?
    a. If yes, why and how?
    b. If not, why and how?
23. Is government engaged by youth to participate in the implementation of the youth policy in South Africa?
    a. If yes, why and how?
    b. If not, why and how?
24. Please feel free to share any other comments and views you have on the subject.

7.4 APPENDIX 4: CONSENT FORM FOR INTERVIEW PARTICIPANTS

Consent for Participation in a Research Interview

Research Title:
The Role of Civil Society in the Implementation of Youth Policy in South Africa

Researcher name: Rufaro C. E. Mudimu
Supervisor name: Dr. Anne McLennan

Institution information:
Wits School of Governance, University of the Witwatersrand

I _____ (full name) agree to participate in a research project conducted by Rufaro C. E. Mudimu. The purpose of this document is to specify the terms of my participation in the project.

1. I have been given sufficient information about this research project. The purpose of my participation as an interviewee has been explained to me and is clear.
2. My participation as an interviewee in this project is voluntary. I understand that I will not be paid for my participation. There is no explicit or implicit coercion whatsoever to participate.
3. Participation involves being interviewed. The interview will last approximately 60 minutes.
4. I allow the researcher(s) to take written notes during the interview. An audio recording of the interview and subsequent dialogue will be made. It is clear to me that in case I do not want the interview to be recorded, I am fully entitled to withdraw from participation.
5. I have the right not to answer any of the questions. If I feel uncomfortable in any way during the interview session, I have the right to withdraw from the interview.
6. I have been given the explicit guarantees that, if I wish so, the researcher will not identify me by name or function in any reports using information obtained from this interview, and that my confidentiality as a participant in this study will remain secure. Subsequent uses of records and data will be subject to standard data use policies which protect the anonymity of individuals and institutions.
7. I understand that the data collected from my participation will be used for academic purposes, and I consent for it to be used in that manner.
8. I understand that all data collected will be securely stored and available only to the research, Rufaro C. E. Mudimu, and her academic supervisor.
9. I understand that this research study has been reviewed and approved by the Ethics Committee of the Faculty of Commerce, Law and Management of the University of the Witwatersrand.
10. I have read and understood the points and statements of this form. I have had all my questions answered to my satisfaction, and I voluntarily agree to participate in this study.

_____ _____
Participant Signature Date

_____
Participant Printed Name

_____ _____
Researcher's Signature Date

7.5 APPENDIX 5: YOUTH SURVEY QUESTIONNAIRE