

CHAPTER 1

1. INTRODUCTION

In order for a country to plan and implement youth development programmes that respond to the needs of young people it must have a better understanding of the demographic profile of its young people. (Magongo B., March 2011) South Africa is one of the few countries in Africa that has comprehensive youth policy. However, the policy requires strategies and programmes to implement it. Good policies and strategies are developed across the world. The purpose of these policies is to guide and address certain challenges in service delivery within government.

The success of any organization is dependent on the design of its policy and the strategies of the implementation of the policy. These strategies should direct the organization's purpose, ambitions and resources (Letsoalo, 2006). Encouraged by this, a study was conducted to further investigate how this policies are applied, are they coordinated and integrated. In support of this the recently developed, Integrated Youth Development Strategy 2012-2016 calls for all sectors of government, business and civil society to integrate youth development in their programmes.

This study will in its investigation focus on; the importance of integration and coordination of youth development programmes within the Social Cluster of government. The focus of the project is to look at the physical accessibility of four government services from the Social Cluster and Economic and Infrastructure clusters in the country. The government departments and services that will be specifically included in this study are those in the Departments of Health, Education, Social Development, Labour as well as Home Affairs, because these were at least the first Departments to have youth dedicated directorates.

1.1 BACKGROUND

In 1996 South African government through the National Youth Commission developed a youth policy for the country, which later became the national youth development policy framework. The aim of the policy was to co-ordinate and develops an integrated national youth policy. In

2001 Umsobomvu Youth Fund (UYF) was established, and set itself a target to be a catalyst for an integrated youth development. The catalyst role meant that the UYF had realized the enormity of the problem of youth unemployment in South Africa. Addressing the problem of youth unemployment, required extensive resources to facilitate and promote mainstreaming of youth development, thus achieving integration of youth development initiatives.

The challenges of youth were not only going to be resolved by government. There was a need to also strengthen civil society. The South African Youth Council (SAYC) was formed in 1997 to provide a platform and voice for civil society youth organizations, religious youth organizations, political party youth organizations, Non-governmental organisations (NGOs), and community-based organizations (CBOs). SAYC brought together all NGOs, faith-based organisations (FBOs) and community-based organisations (CBOs) together to assist government in integrating and coordinating youth development. Some of the Departments have also established Youth Development Directorates or Sub-Directorates to deal with Youth Development, unfortunately most of them were without resources, like financial and human resources.

New research in South Africa reveals that while the country's unemployment ratcheted up from 13% in 1994 to 25% in 2010, and the proportion of the youth under 24 years of age unemployment is at a shocking 74% Youths who are not in employment, education or training. (the NEETS) seem to be inversely related to the decline in attendance of educational institutions. The proportion of youth NEETS increases briskly after age seventeen until it eventually seems to turn at age 23. Out of a total of 10,1 million individuals in the 15 to 24 age cohort, 32,7% (or 3,3 million youth) were NEETS and approximately half (52%) were still studying while 15% have taken on employment (Sheppard, 2009). Unemployment and underemployment of young people is a consequential form of marginalization, creating further capability deprivations that restrict young people's ability to participate in social and political life. Inability to find decent work creates a sense of uselessness and low self-esteem, and propensity to crime, violence and drug abuse. In terms of social cohesion, youths also are faring badly, as out of the total inmate population in the South African prisons of 164,793, an astonishing 56,520 are youth.

Data from the 1998 and 2003 South Africa Demographic Health Surveys show that between 1968 and 2003 sexual activities among teenagers almost constant, with approximately 25% of children below the age of 16 experiencing sexual intercourse and 10% experiencing a pregnancy. High teenage sexual activity is also a proxy to high rates and exposure to HIV transmission, especially among the girl child (Zambuko, 2010- August 11-12). In 2009, the HIV prevalence among the youth aged between 15 and 34 was approximately 29.2%⁹ The prevalence among the 15 - 24 year olds (which is the Millennium Development Goal 6, Target 7 indicator 18) remained the same, unchanged from the 2008, estimated at 21.7%, while among the 25-34 years olds it was at 38.8% in 2009.

South Africa has been successful in developing integrated and comprehensive legislation and policies aimed at protecting and promoting the rights and development prospects of young people. Despite improvements, marginalization of youth persists as can be seen with unemployment, poverty, often poor education, family and community disintegration, and exposure to crime and violence (Morrow et al, 2005).

More than two-thirds (69%) of South Africa's population is comprised of people under the age of 35 years. The age cohort 15–34 (youth) comprises 38% of the total population (Statistics South Africa, 2010) and it is significant to note that, largely due to declining levels of fertility, this cohort has been growing faster than the population as a whole (based on the growth between Census 2001 and Community Survey 2007). The relative upsurge in the proportion of people in their working ages relative to the proportion of dependants such as children and older people might provide a demographic impetus for development in which fewer investments are needed to meet the needs of the youngest age groups and resources are released for investment in the economic development and family welfare. This opportunity is known as the demographic 'dividend' (Morrow et al, 2005)

According to the latest social profile by Statistics South Africa, effective policies are needed in key areas. Health and sanitation interventions need to be prioritised in order to lay the foundation for a healthy workforce, while education and training should be improved in order to transform the population into a productive work force. The developmental potential can however only be

unlocked if adequate job opportunities are created. The Government of South Africa, created the National Youth Development Agency to be an operational vehicle of this policy. The National Youth Development Agency act, itself state that the “Agency” must develop an integrated youth development strategy to ensure that the country has programmes that respond to the needs of young people. The act also mandated the “Agency” to develop programmes that addresses key policy areas outlined in the National Youth Policy 2009-14, for the agency and the country to develop effective youth development programmes, it requires understanding the population dynamics of young people. This is crucial in ensuring that planned programmes are informed by needs of young people. It is also important that demographic dynamics of a population are constantly monitored to ensure that programmes and interventions are relevant to the time and environment for the targeted population group. (National Youth Development Agency Act, No.58 Of 2008)

The inability to engage the youth meaningfully into the society and the economy might lead to high unemployment, increased crime and ultimately political instability (Bloom, Canning, Fink and Finlay, 2007: 4). To reap the benefits and to realise the potential of youth, South Africa has been successful in developing integrated and comprehensive legislation and policies aimed at protecting and promoting the rights and development prospects of young people. Despite improvements, the marginalisation of youth persists as can be seen with unemployment, poverty, often poor education, family and community disintegration, and exposure to crime and violence (Morrow et al, 2005)

The economic participation and poverty amongst youth has been painted as follows that, unemployment is arguably South Africa’s major scourge. However, the lack of jobs is not confined to South Africa alone, or to any one age, or racial group. Nonetheless, privileged for some and lack of privileged for others in the past and even in the present, this meant that unemployment impacts most heavily on the black population, and particularly on young people who are crowding into the labour market. According to Morrow et al., the big issue for youth in terms of the economy and poverty are that unemployment affects young people in different categories. The different youth categories are as follows; youth with little education, women and rural youth are worse affected by unemployment than others. Social capital which is the family,

networks of friends and acquaintances, clubs and associations are often crucial to the economic participation of youth, especially to their entry into labour market. Lastly insecure employment, and low levels of self-employment, characterizes the work experience of many young people. (Morrow, et al: 2005). Poverty is closely linked to employment and unemployment, because the youth are poor because they depend on poor households. Poverty among youth between the ages of 25 and 35 stems more from unemployment than from direct dependence on impoverished households.

In terms of education, the youth start to drop out of the system in significant numbers after the age of 16. Attendance of educational institutions is still high at more than 90% for the ages 14 to 16. However, by 18 years of age slightly more than 70% of youth are still attending and by age 24 only 10%. Participation in education for women aged 18 years and older increased significantly between 2002 and 2009. For men on the other hand rates have remained the same or declined slightly for the same age groups. The study found that a much larger proportion of Africans and coloureds remain in school after their eighteenth birthdays while a large proportion of their Indian and White counterparts move into higher education. Since gender is an important predictor of the distribution of youth poverty, improving the education levels of young women may contribute significantly to addressing poverty and closing the gender gap (Morrow, Panday and Richter, 2005).

In the status of youth report in 2005, the health and wellbeing of youth was reported that youth comprise the healthiest section of the community, however substance abuse and use is increasing. However there is significant number of youth who have mental and suicide problems. HIV/Aids is a major threat to the well-being and survival of youth, however the majority are taking preventative measures. The latest report from Statssa (2010) health and wellbeing status of youth in the country, according to the Social Profile of South Africa 2009, most of the youth in the country are covered medically.

1.2 PURPOSE STATEMENT

The transition to democracy in 1994, South Africa emerged as a society with a variety of inherent problems. The legacy of racial, gender and urban/rural inequality inherited from the

policies of the previous government had a negative impact on the living conditions of certain sectors of the population. These policies affected the provision of basic services such as water and electricity, the provision of housing, and access to education, health care and employment. (Sekwati W.M, Hirshowitz R., 2001)

Since 1994 the government has been addressing these imbalances. Particular attention has been paid to improving the living conditions of rural communities, women and the youth.

As it has been discussed in the background on the history of youth development in South Africa since 1994, it is evident that some of the interventions and programmes introduced did not make so much impact. Good policies have been developed around youth development but the impact of programmes has not changed. This is evident by comparing the status of youth report conducted in 2005 by Umsobomvu Youth Fund and the social profile of youth conducted in 2009 and the latest status of youth report conducted in 2011. The government of South Africa has made several commitments to improve the lives of the youth. It has endorsed platform of action, such as the International Conference on Population and Development (1994) and the World Programme of Action for Youth (1995) as well as legally binding conventions such as the Convention on the Rights of the Child (1990). South Africa has also ratified the African Youth Charter, which was adopted by the Assembly of the African Union, and entered into force in August 2009. The Charter creates a legally binding framework for governments to develop supportive policies and programmes for young people. It also provides a platform for youth to fulfill their responsibility to contributing to the continents development.

Youth development in South Africa is largely guided by the National Youth Policy 2009-2014 which is based on a series of legislative and policy frameworks which have been implemented since 1994. These include the National Youth Commission Act, 1996 (Act 19 of 1996); White Paper for Social Welfare, 1997; National Youth Policy, 2000; Nation Youth Development Policy Framework, 2000-2007; and the Draft National Youth Policy, 2008-2013. The policy relies upon information on the particular needs and circumstances of the country's youth to address identified gaps and challenges. The National Youth Policy 2009-2014 prioritizes four policy

imperatives, namely: education; health and wellbeing; economic participation; and social cohesion.

The need for this project stems from South Africa's exceptionally high rates of youth HIV and AIDS, unemployment, crime and education failure among other things. Data from the 1998 and 2003 South Africa Demographic Health Surveys show that between 1968 and 2003 sexual activities among teenagers almost constant, with approximately 25% of children below the age of 16 experiencing sexual intercourse and 10% experiencing a pregnancy⁸. High teenage sexual activity is also a proxy to high rates of CSA and exposure to HIV transmission, especially among the girl child. In 2009, the HIV prevalence among the youth aged between 15 and 34 was approximately 29.2%⁹ The prevalence among the 15 - 24 year olds (which is the Millennium Development Goal 6, Target 7 indicator 18) remained the same, unchanged from the 2008, estimated at 21.7%, while among the 25-34 years olds it was at 38.8% in 2009.

The most noticeable change or significance is within the health sector. The education sector which is a pillar has dropped, in the social sector the improvement is realized only in the grant allocation through Social grants. The education sector also affects the economic sector because lack of skills and training results in youth being unemployed. There is also evidence that Youth that find themselves in households without anyone who is employed will inevitably be at a disadvantage as they will have less access to a social network that may help them to find a job. Those who live in a tri-generational household are perhaps better off than those who are single as they have a social support network that can help them to improve their circumstances. Programme interventions that strengthen and increase the social networks of especially unemployed youth will be very important if these youth are to be integrated into the main stream economy. At face value these findings confirm the need for support programmes that will allow youth who are neither working nor studying to complete their education, and perhaps to access some kind of post school education at universities, colleges or Further Education and Training (FET) institutions. In addition, opportunities such as internships should be explored to facilitate their entry into the labor market. (Statssa: 2010)

The delivery of services remains a complex process. A developmental framework demands interrelated, intersect and integrated service delivery from the many sectors and government departments involved. For it to be successful, this collaboration and coordination must be underpinned by the attitudes and values of the developmental approach, and good relations between national, provincial and local government are essential. South Africa has adopted the cluster approach in an effort to improve policy co-ordination and the integration of service delivery. Such arrangements included for example social or economic and finance clusters, clusters for good governance and security clusters. These arrangements have been mirrored in the executive of Government where technical committees have been developed to ensure joint planning and integrated service delivery (Statssa: 2010).

A focus on youth is well founded, from an equity and human rights perspective alone, young people's issues warrant a place on public policy agendas, more especially since these age groups constitute a significant share of national populations, particularly in developing countries (Panday, 2007). Second, the high proportion of young people is recognized as a window of opportunity for rapid human capital development and economic growth (World Bank, 2006). The basic thesis is that young people's energy, creativity, flexibility and adaptability to interface with the scope of change in the globalizing world constitute a recipe for steady, sustained growth and development.

Evidence from several countries has demonstrated that failure to invest in young people can turn their potential assets into stubborn – even explosive – problems, while investing in them can accelerate the fight against poverty, inequity and gender discrimination (U879NICEF, 2011). Also failure to implement the strategies and policies correctly will result in all the investment being just flushed. The issues raised here make this study necessary action to add to the recommendations that integration and coordination in relation to implementation of government programmes is necessary.

The challenge is that of understanding and having knowledge about the policy and strategy process, which has a significant bearing on the successful implementation of the said policies. The process of policy and strategy formulation and implementation is a very complex process,

which requires that policy and strategy practitioners should understand the context in which these policies are to be implemented. Therefore we cannot assume that everyone who is confronted with a policy will have the knowledge on how to implement and understand the entire policy and strategy process.

1.3 PROBLEM STATEMENT

This study provides a snapshot of youth development workforce system coordination within four social cluster departments number of sites at a point in time where youth in South Africa, constitute 39% of the total population. This makes it significant, to note that, largely due to declining levels of fertility, this cohort has been growing faster than any other cohort in the population. The growing number of youth population causes the spotlight to be on how well the programmes and systems should be managed in order to capitalize on this opportunity, effectively.

Youth development in South Africa remains a critical challenge for the government. The past years after the inception of the new democratic government, has been trying to deal with the unjust and inhumane policies of the past regime and its effects on the social and economic standing of young people. The ability of young people to live a fulfilling life, realize their potential and participate meaningfully in the social political and economic mainstream activities of society is hampered by a variety of challenges. The following are some of the challenges: HIV/AIDS, school dropout, unemployment, crime, and substance and drug abuse. Youth problems, opportunities, initiatives and imagination are prominent in South Africa than in countries dominated by older societies. (Marrow,et al, 2005).

Furthermore, whilst literature on this subject matter has been explored from the perspectives of experts, civil society organizations, and youth development and internationally by policy makers, the fundamental gap is that there has not been any research undertaken regarding the issue of coordinating and integrating youth development within the social sector. The inability to engage the youth meaningfully into the society and the economy might lead to high unemployment, increased crime and ultimately political instability (Bloom, Canning, Fink and Finlay, 2007: 4) In this regard, it is fundamentally important that service management and delivery that will

ensure that the country tap into effective social, economic and political development potential of the youth, future development. The purpose of this study is to assess the policy framework applied in the management of youth development in South Africa, in order to make recommendations for improved management. This meant also assessing the basket of services that the four social cluster Department are offering to the youth, and what are the gaps within the services delivered to youth.

1.4 Research question

The need for assessing integration and coordination within the social cluster cannot be overemphasised, taking into account the history of youth development and the crosscutting nature of youth development in South Africa. A young person cannot be fully developed unless all the key Departments in the Social Cluster are coordinated and integrated.

At the moment every Department is guided by its own policies, mandate and strategies and they sometimes clash with each other. Some of the questions that the researcher asked herself in formulating questions were that, have these services made an impact or changed the lives of youth in all the previous years? What were the challenges in implementing the programmes? Was there coordination and integration in implementing and what impact would it have?

Furthermore, the following the sub questions were formulated as guide towards the theme of the research:

- a. What are the gaps in management of youth development programmes?
- b. Does the different system in different departments allow integration and coordination to take place?
- c. Is there leadership to drive this integration and coordination?

1.6 Research design and methodology

This section is going to outline the research method used in this study. Firstly, the research design will be discussed and the reasons behind using the qualitative approach, and all the other supporting reasons for the qualitative research design. Secondly, the section will explore the data collection method that was employed in the study. Thirdly, this chapter will outline how the data was analysed. Lastly it will discuss the limitations and the reasons behind the limitations.

1.5.1 Research Design

A qualitative research approach was used in the study. This approach was chosen because it allows complex relationships to be investigated meaningfully without narrowing or simplifying the subject matter to meaningless or irrelevant constructs. This approach is also creative. It demands a great deal of time and critical thinking, as well as emotional and intellectual energy (Leedy, P.D., Ormond, J.E., 2005).

A qualitative research according to Welman et al (2005, p 188) can be described as an approach rather than a particular design or set of techniques this allowed the researcher to understand people according to their own definition of their own world. There are about 14 Departments within the social cluster; the sample that was used to conduct this research was four departments, which are Education, Health, and Social Development. These were the first departments to establish youth development directorates within the social cluster. Each and everyone of these departments have certain way of doing things, and guided by the mandate of their own departments, policies and strategies. Therefore qualitative approach demonstrated to be a fundamentally descriptive form of research in this instance ((Welman, J.C; Kruger, S.J.; Mitchell, B., 2007)

The specific design selected is a phenomenological study with an emphasis on participant observation. A qualitative method attempts to understand participants' perspectives and views of social realities. Its focus is a particular phenomenon as it is typically lived and perceived by human beings (Leedy, P.D., Ormond, J.E., 2005). This study is relevant to this design, because the challenges which were described by the participants were their lived experience. It was important for the researcher use the most flexible design because this study seeks to understand participant's experience from their point of view. Since this study is focusing on finding out the challenges of integrating and coordinating youth development. Questions were free flowing, to allow participants to give as much information as possible. The researcher also needed to guard against over-information that might take her out of context and be difficult to analyse.

The method of reporting data using the qualitative research method differs from that of the quantitative, whereby data analysis and data interpretation are, in large part, two separate steps, with numerical data being mathematically manipulated and statistically analysed, and then the results of those manipulations and analyses being interpreted with respect to the original research questions and hypotheses. The qualitative approach focuses on phenomena in all their complexity. Qualitative researchers rarely try to simplify what they observe. Instead, they recognize that the issue they are studying has many dimensions and layers, and so they try to portray the issue in its multifaceted form (Leedy, P.D., Ormond, J.E., 2005).

Thus, given the type of the research report where an investigation is done on challenges of coordination and integration, the researcher was dealing with facts and feelings at the same time. Challenges to some of the respondents were viewed as obstacles. As a result, it involved some element of emotions. Other respondents viewed obstacles as a lesson learned and issues that need to be corrected. In the two types of research methods, qualitative research was relevant.

1.5.2 Data Collection

In collecting and gathering data, documents relating to the study, concept papers and conference reports were used in order to gain more insight of the Social Sector Cluster and Youth Development issues. It was also important to familiarize oneself with the topic and generate ideas and themes that can be explored in the research process (Mouton (Mouton, 2001). Data collection and research methodology centre on the National Youth Development Policy Framework (Commission, 2002-2007), as it is the main document that is advocating coordination and integration of youth development. Senior Managers who attend the Social Cluster meetings were interviewed. Not all departments within the Social Cluster Department were interviewed; only the three core departments (namely Social Development, Health and Education), and then the Presidency as the coordinating department of all clusters and the National Youth Commission as the major agency and policy maker.

The information received from the interviews conducted, gave a very informative data, being able to get different views from what are other views concerning integrating and coordination. It was also mostly interesting on how the Presidency through Clusters is able to monitor and

evaluate all government departments. The questions asked were complementary to the research questions and categorised in that manner. The questions asked, were classified per categories of the three main research questions, to enrich data and evidence.

CATEGORY: GAPS IN MANAGEMENT ➤ Which category is your department targeting in terms of youth? ➤ Which category of youth is the Social Cluster targeting? ➤ What are the external barriers for integrating and coordinating youth development? ➤ What are the internal barriers for integrating and coordinating youth development?
CATEGORY: GOVERNANCE ➤ Is there a need to integrate Youth Development? ➤ What are the reasons of integration and coordination of youth development?
CATEGORY: INSTITUTIONAL ARRANGEMENTS ➤ What is your recommendation ➤ How can Social Cluster improve or achieve integration and coordination of Youth Development?
NB: QUESTIONNAIRES ARE ATTACHED ON APPENDIX 1

Table1. Questionnaires asked classified per category as at

Both primary and secondary data were collected for the purposes of this study. Primary data was made up of interviews conducted with senior managers who are heading Youth Development programs in Departments that are within Social Cluster. Secondary data is mainly literature review and documentation on youth development, which includes Social Cluster reports and minutes of relevant meetings concerning integration and coordination.

1.5.2.1 Primary Data

In depth, semi-structured interviews were utilized as the primary data collection tool, because the complexity of the research problem required the flexibility to probe the respondents and to search for deep underlying issues.

Unstructured interviews were used for this study since they are more flexible and more likely to yield information that the researcher had not planned to ask for; their primary disadvantage is that the researcher gets different information from different people and may not be able to make comparisons among the interviewees (Leedy, P.D., Ormond,J.E , 2005). Purposive sampling

technique was used to select the key informants. The key informants are only senior managers who attend the Social Cluster meetings. According to (Leedy, P.D., Ormond, J.E., 2005) in purposive sampling, people or other units are chosen for a particular purpose. Interviews were held with the following people and Departments as per the table below:

Department	Contact Person	Position
1. Department of Social Development	Mr Mzwandile Radebe	Director: Youth Development
2. Department of Health	Dr. Amos	Director: Youth and HIV/Aids
3. Department of Home Affairs	Mr Segodi Mogotsi	Acting Director: Governance
4. Department of Education	Mr Chris Swepu	Deputy Education Specialist: Youth Development
5. National Youth Commission	Ms Petronella Linders	Deputy Chairperson of the Commission
6. The Presidency	Dr Vusi Gumede	Deputy Director General: Policy and Coordination

Table 2: *Interviewees, departments and their position*

Appointments were made with all the respondents so that they could respond to question. A brief background of the research was presented to the respondent, and interview questionnaire was explained to them. Interviews, where the researcher “puts a collection of questions from a previously compiled questionnaire to respondent face to face and records the latter’s responses” (Welman and Kruger, 2001:160) were administered to target group as identified for information gathering. After explaining the background and aim of the study, all the respondents wanted to be named. The responses given were recorded on the questionnaires. The researcher also captured reflective notes and used them to supplement the information given. Welman and Kruger write that (2001:182) “The Researcher may adapt their data collecting procedure during the study to benefit from data of which they have only become aware during the research process itself”.

1.5.2.2.1 Secondary Data

Secondary was gathered from the following resources: Minutes of the Social Cluster workshop on youth development, integrated youth development report that was submitted to the Director General's Forum in 2005, the conference on Youth Development Policy. The secondary data, which was related to the definition of youth development context, and the context of integration and coordination, is presented in the literature review.

Data used was also collected from the media reports, information available from internet, legislative documents, speeches, magazines and articles to enable the researcher to gather more information regarding the situation being researched. The data collected has been integrated with the data obtained from the responses received from the interviews.

1.5.2.3 SAMPLING

The sampling method that will be undertaken in this study is a non-probability sampling method because they are less complicated and more cost-effective in respect of time and the use of financial resources. Based on this method, the research would employ purposive sampling method because it is based on the understanding of sampling those in the population that is available. Purposive sampling is most successful when data review and analysis are done in conjunction with data collection (Welman and Kruger 1999: 63).

1.6 Data Analysis

In this paper the researcher will follow the thematic way of analysing data. The data analysis of identification is one of the most fundamental tasks in qualitative research. These themes can be described as “umbrella” constructs which are usually identified by the researcher before or during the data collection. These themes can also be identified by reviewing the original field notes. ((Welman and Kruger, 2001:211) When data was analysed it was discovered that more information was provided by the respondents, at some stage the information was not necessary,

at some instance they were necessary and highlighted some of the issues that were not in the questionnaires. This happened because the questions were open ended.

The questions that were asked were very straight forward and there was no right or wrong. The questions were open-ended. Most of the respondents were actually agreeing to the fact that youth development should be integrated within the social cluster. There were those that were against integration. The themes were categorised according to: First, those who supported integration and coordination. Secondly it was those that did not support integration. Thirdly, there was one respondent who supported both the non-integration and integration.

Another mode of data analysis that was used in this paper was method the comparison method of all the papers, policies, strategies to see what they say about youth development both in national context and international context as well as regional. The method according to Welman and Kruger, 2005 is called comparison and contrast. In this case we were comparing statistical data of the status of youth in 2005 and the one in 2010. This approach corresponds well with the ethnographic interviews.

The researcher as indicated in the introduction of this section benefited a lot in the discussion held with the officers and was able to note the existing culture or whatever nuances that surrounded the focus of this study (Neuman, 1997:331). The research findings highlight the different views as well as the agreement from respondents and related documents regarding the research problem. These were tested against the governance and recommendation questions obtained from the literature review.

1.7 Scope and Limitations

The inherent limitation of the use of data from different studies is that the studies were designed for different purposes and as such certain youth development questions required for assessing, monitoring evaluating implementation, of youth interventions might not be answered. Other studies used for this literature review were once off, which makes it impossible to draw comparison over a period of time.

Secondly, whilst attempt was made to use the most up-to-date data, it was difficult to get the most up-to date information in certain areas, especially health and wellbeing. The implication of this is that the data used might in some areas not necessarily reflect the status of youth as it pertains currently. However, in most cases up-to-date data was used.

1.8 STRUCTURE OF THE REPORT

In conclusion the outline of the report is structured as follows: Chapter 1 introduces the study. It gives background of the study and the purpose of the study. Then it outlines the problem statement and the research questions. Chapter 2 reviews the extant literature on the subject of capacity building and change management, which was required to give more clarity on what is being investigated. Chapter 3 presents a detailed record of the findings of the research while Chapter 4 will give a detail analysis and interpretation of the research findings. Lastly, Chapter 5 concludes the study and makes some recommendations.

1.9 SUMMARY

This chapter gave a background of the status of youth in South Africa, and gave a better understanding of the demographic profile. The profile indicated that there are more youth in the South African population than any other age group, which means there is a youth bulge. The bulge will be visible for the next coming few years which means there is a need for planning and that is where coordinated and integrated is needed. All the ill and challenges facing youth, it is evident that they cannot be resolved in silos.

The problem statement has reflected that after years of implementing youth programmes not much impact on the lives of youth has been change. The sector continues to experience high unemployment rate amongst youth, poverty, low levels of education, substance abuse, HIV/AIDS and crime. All this are interconnected and are impacting on social fibre and affects the economic development. The purpose of this study is to assess the policy framework applied in the management of youth development in South Africa, in order to make recommendations for improved management. This meant also assessing the basket of services that the four social cluster Department are offering to the youth, and what are the gaps within the services delivered to youth.

In order to derive the answers to the issues raised, a qualitative research design will be adopted. The data collection methods are predominantly semi-structured interviews, dissemination of a qualitative questionnaire and secondary data analysis of reports, minutes and investigation of institutional arrangements of the government, as well as the review of relevant literature. Content analysis as a data analysis technique would be used.

CHAPTER 2

LITERATURE REVIEW

This research is predicated on the subject of integration and coordination of youth development within the social cluster department. The primary objective has been to determine the extent to which youth development programmes are implemented, integrated and coordinated. The secondary purpose of the study is to determine the constraints and opportunities for implementation of youth development programmes in a coordinated and integrated manner, in order for them to make an impact by changing lives of youth in South Africa. There are three themes that this literature will be focusing on, in order to answer, the questions that the study is trying to address. The following themes have been focused on; understanding the context of youth, examining the management gaps in implementation, and an extensive explanation of the concepts coordination and integration. Lastly looking at institutional arrangements the study will also examine how the change management concept affect coordination and integration and also the organizational culture, since youth development is a new arrangement in government departments.

This chapter is structured in five sections; the first section will review a brief history of population projections and section in order to understand the status of youth in South Africa and Africa, and also comparing the previous studies so as to get the status quo. The second section will provide the definitions and understanding of youth definitions which will address the gaps in the system of managing the implementation of youth programmes. The third section will look into the international perspective of implementation of youth programmes. The chapter is concluded with a summary of the main issues contained in the chapter.

2.1 YOUTH DEVELOPMENT AND EMERGING MEANINGS

This section will look at what is perceived to be youth development. For the purpose of this study it is important to understand what we are basing our arguments on when we talk about youth development. In most of the literature reviewed around the definition of youth development, the definition has influenced the perception of what characterises youth development.

The literature review will look into Youth as defined differently by organization, government departments, and different civil society groups and different countries. In South Africa the definition of Youth has been based on age. Youth in South Africa is defined as those that are between the ages of 14 and 35 years. Several studies have been conducted around youth development in South Africa, for example, by institutions like Joint Enrichment Project, Youth development Network, CASE, HSRC and also government agencies like Umsobomvu and National Youth Commission. It is important to examine the contextual definition of Youth, because different people perceive it differently. Even though youth is defined as being between the ages of 14 and 35 years, also different Departments have their unique way of defining youth; this is derived from the individual department's mandate which sometimes affect the accessibility of services.

The Oxford advance Dictionary defines youth as a period of being young, especially the time between childhood and maturity (Oxford Dictionary). The study will explain the different definition of youth, so as to make it clear of the category being targeted to enable the readers to link the target group to the problem statement. The study will further do a thorough review of youth as it is understood and also the practicality of being young in South Africa. For the purpose of this study we will use the definition of youth as provided (Placeholder1) by the Youth Policy of 2002 to 2007.

Effective youth development is severely limited without the involvement of positive adults in a young person's life. We have seen the most promising occurrences when these relationships are sustained over time and not just on a temporary basis. Community youth development stresses the establishment of environments that promote encouraging relationships with youth, their peers and adults. Within these relationships, there should be opportunities for youth to enhance skills that are developed within 4-H youth development programs, while learning how to address local needs. Moreover, they should become engaged in the promotion of positive youth development and community endeavour. (Kenneth, 8 May 2008)

The term ‘young people’ or ‘youth’ has different meanings depending on the context. One meaning is based on a sociological definition of youth as a life stage comprising a series of “transitions from adolescence to adulthood, from dependence to independence, and from being recipients of society’s services to becoming contributors to national, economic, political and cultural life” (Curtain, 2003: 74). Therefore, the socio-economic inequality across nations, the cultural diversity that governs and defines these life phases, as well as varying legal definitions in terms of minimum age for voting, etc., mean that a global consensus on an age definition of youth is, and will remain, hard to reach (Richter and Panday, 2005). For the purposes of statistical comparisons, however, international organizations such as the United Nations and the World Bank define youth as those aged 15–24 years. Notwithstanding the limitations of this narrow categorization (see UNECA, 2009), and the African Union’s definition of youth as people aged 15–35 years, this report – also for ease of comparison – defines youth as those aged 15–24 because this is the age group for which internationally comparable data (except for demographic data) are available.

Due to unemployment and high rate of crime and all the ills facing the youth in South Africa, there is a shift from politics to social and economic challenges. Iver, highlights the fact that adults see the youth as self-absorbed, fun seeking, undisciplined, uncommitted, and uninterested in long-term plans. This could also be, because of young people can choose careers, vocations, and they know their rights. (Iver,2002)

With all the examples and perspective that have been given about young people, there has been at least one guide of what is youth in South Africa. According to the National Youth Policy, the age cohort for youth is between 14 and 35 years. Different Government Departments are targeting different age groups but in that age range. It was important to note that as the strategic plans of different departments were reviewed, we noted that different department means different age group when we talk about youth. The Departments age cohort is guided by the mandate and objectives of that particular Department. According to Jennings (1997), age undoubtedly remains one of the more easily recognized markers of youth. Apart from the age factor, the needs and the paradigm or status quo mostly determine what youth is. In most faith-based organizations, youth

is anybody who is not married. For the purpose of this study youth is anybody between the ages of 14 and 35. (Jennings, 1997)

In South Africa, National Youth Development Agency Act, No.58 of 2008 defines youth as those between the ages 14 and 35, however, there has been a lack of consistency with regard to the definition of youth across the different sectors. Each government department normally defines youth to fit into its own vision, goals, and objectives; this depends on the services that are provided in that department. This paper will therefore focus on youth as it applies to the Social Sector. The White Paper for Social Welfare defines youth as all those between the ages of 16 and 30. This is aimed at defining mainly the levels at which government social welfare endeavours can be effected. This means that child support grants, and foster care, are valid until the age of 18. Department of Home Affairs defines youth as those from 16 years to 35 years, since one is eligible to can get an identity when they are 16 years of age. Youth in South Africa, have through different generations been consistently, defined in a manner that defines the events of the that time. Each generation of young people has been defined mainly according to its circumstances in each epoch. The definitions have mainly portrayed youth negatively as dependents, rather than as change or developmental agents.

The pre-1994 youth in South Africa were called names such as the stone throwers. The post 1994 generation has mainly been called names that are more derogatory such as apolitical, born-frees, carefree, consumerist, materialistic, and lost generation. They have been associated with violent, unruly, and undisciplined behaviours, not totally out of context though. To a certain extent, some segments of young people have been perpetrators of violent acts. At the same time, some have been victims of the violent acts. This has happened at the hands of abusive parents. This forms part of the mandate of the Department of Social Development; they should promote youth development and integration within families.

The United Nations (UN) has for statistical purposes defined youth as those between the ages of 15 and 24 years and acknowledges that, the meaning of the term youth varied in different societies around the world and that definitions of youth had changed continuously in response to fluctuating political, economic, and socio-cultural circumstances. The United Nations

Convention on the Rights of the Child (UNCRC) applies to children and young people aged 0-18. This, in a way, is a crosscutting definition, which also goes into the group defined as youth.

The Centre for Youth Development and policy research defines youth as the ongoing growth process. All youth are engaged in attempting to their basic personal and social needs to be safe, feel cared for, be valued, be useful and be spiritually grounded, and to build skill and competencies. This is to allow them to function and contribute in their daily lives. The definition accurately describes youth development as a process that all young people go through on the way to adulthood. As the definition implies, a process or journey automatically involves all of the people around a youth's family and community.

A young person will not be able to build essential skills and competencies and be able to feel safe; cared for, valued, useful, and spiritually grounded unless their family and community provide them with the supports and opportunities they need along the way. (<http://cyd.ead.org/whatis.html>) Thus, youth development is a process in which family and community actively participate. Youth development, then, is a combination of all of the people, places, supports, opportunities, and services that most of the people need to be happy, healthy, and successful.

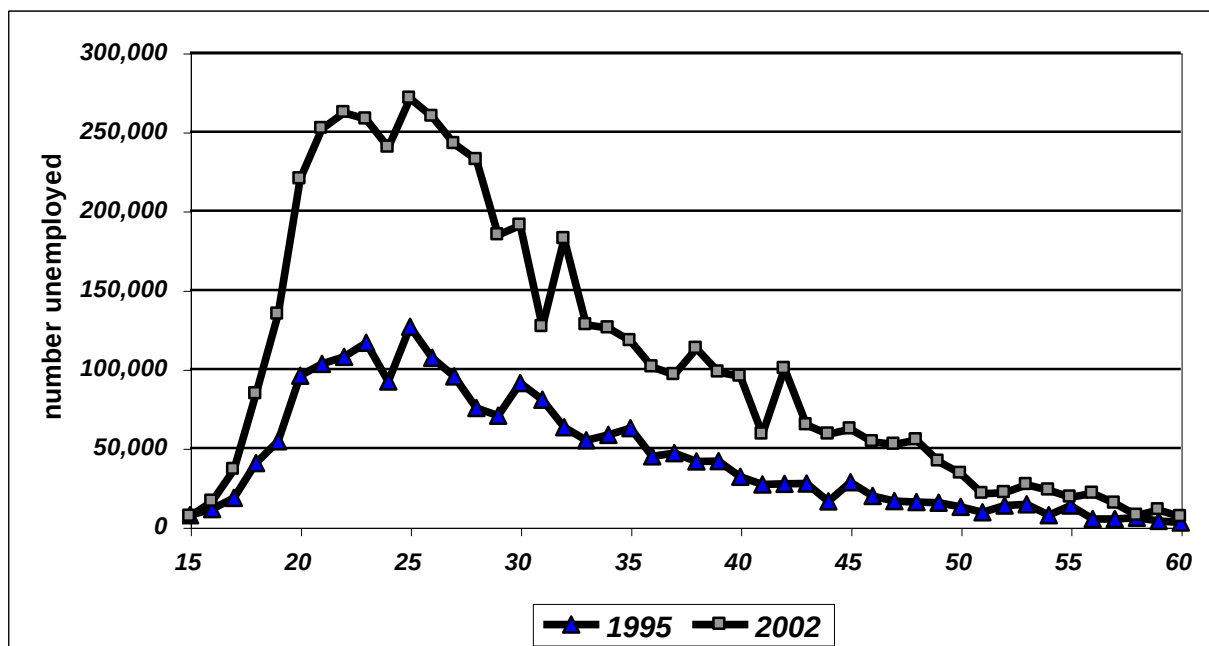
2.2 Historical milestones in South African youth development

Roth, defines youth development as an elusive and evolving character. It is about exposure to supportive and empowering environments where activities create multiple opportunities for a range of skill-building and horizon- broadening. (Roth, 2003). This brings us to our next section, where the historical milestones in South African youth development will be discussed. The importance of discussing the historical milestones is that we will link with our historical method of research that has been used in this research report to find out the history of youth involvement, touching specifically on the impact of the implementation of programmes of government. The history of youth development in South Africa cannot be defined independently from the history of the youth movement in South Africa. It was only after 1994, that government of South Africa started to have youth focused programmes. According to the results of Census 2001 youth form a significant percentage of the South African population. Of

the 44, 5 million people in South Africa, 18, 1 million are youth between the ages 14 and 35, constituting 40.5 % of the population.

Between 1997 and 2002, the population of people between 18 and 35 years of age who could be, but are not, participating in the labour market increased from 6 million to 8.4 million, while the number of people who were employed only rose from 4.3 to 4.9 million. The Report went further to note that “During this period, the number of unemployed young people therefore increased from 1.7 to 3.5 million”. Figure 1 and Figure 2 demonstrates how chronic and serious unemployment is amongst the black youth in particular (Stats SA, LFS Sept 2002)

Figure 1: Number of unemployed by age, 1995 & 2002



Source: Woolard and Altman (2004), forthcoming, calculated from Stats SA: OHS 1995 and LFS Sept 2002.

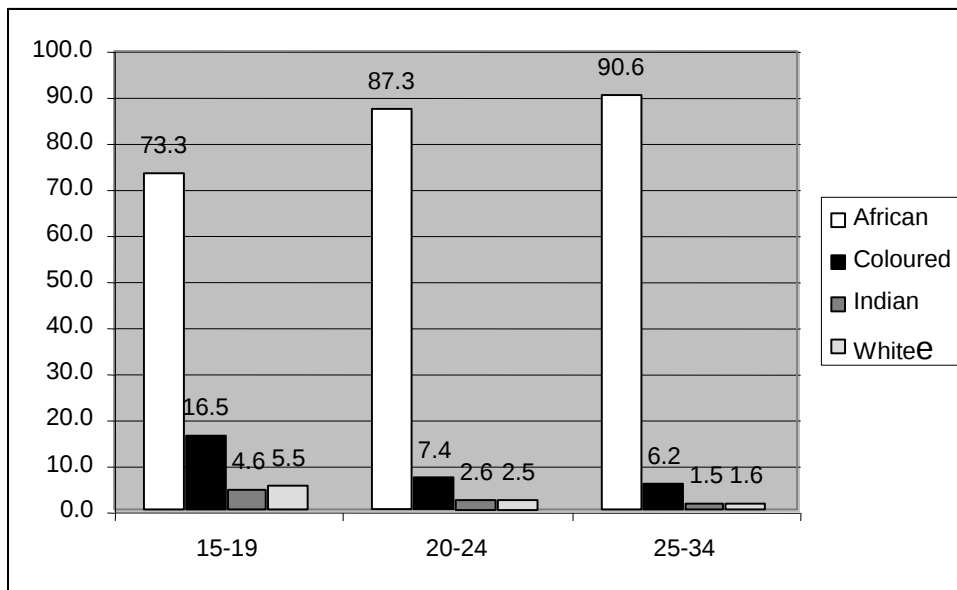


Figure 2: Unemployment by age and race, 2002

Source: Stats SA, LFS Sept 2002

According to Wiedeman and Sader (cited in Sader et al. 2004:5) , the youth in South Africa account for approximately 60% of the working age population. Strikingly, however, the very same young people constitute 70% of the unemployed in South Africa. There have been some significant changes with regard to the youth since the advent of democracy in South Africa. However, there is still no synergy, coordination, and integration amongst the role players in the Youth Sector. The following are the some of the achievements so far:

In Education there has been an increase in primary school enrolment, which is at 95.5% while the enrolment at secondary level stands at 85%. However many young people are hampered by financial constraints and are still faced with the challenge of furthering their studies. This affects more than 40.7% of South African Youth (www.gov.za). The youth are still the ones experiencing most of the challenges in Education.

On Employment about 1.7 million new jobs have been created. Institutions have been established for financing and supporting youth entrepreneurship, including the Khula Finance Enterprise, Ntsika and the Umsobomvu Youth Fund. But, the creation of these institutions has not

necessarily benefited the youth of South Africa as it was envisaged, with difficult procedures preventing young people from accessing information and the finance they are supposed to provide. Therefore, young people remain unemployed.

On hunger and poverty, youth can form a significant portion of the labour force. Youth begin seeking employment at the age of sixteen. Thus, Youth in the age group between 16 and 34 are employable. Census 2001 found that out of a total population of 18, 1 million defined as youth, 15, 5 million (85.7%) fall within this age group. Of these 4,2 million (27.3%) are employed, while 4,4 million (28.3%) are unemployed and 6,9 million (44.3%) are economically inactive.

The operational structure of Departments in National government is isolated; every Department has its own strategy, and policies in implementing youth programmes. In spite of the fact that the NYC is the coordinating and integrating body, some of the Departments and Youth Development agencies are still working on their own without guidance from them. This silo approach has made youth development programmes not to have an impact. Another problem is that there has been duplication of services, no proper exit strategy, because there is no communication. There is a need of a well-coordinated and integrated structure to deliver youth development services.

Several programmes have been introduced aimed at addressing hunger and poverty in South Africa, particularly amongst the youth, including the National Youth Services Programme, the Expanded Public Works Programme. There is also income support in the form of social grants, decreasing the number of those living in dire poverty from 13.1% to 4.2% and the Integrated Food Security Programme that provides for the distribution of food parcels to vulnerable households. Unfortunately, young people do not benefit directly to social grants. As soon as children reach 16, they no longer benefit from the Social Grants. As for those in institutions, as soon as they turn 18, they have to support themselves, and move out of the institutions. Young people are still experiencing hunger and poverty. (Development, 2007)

On Health, youth have been introduced to free access to health care benefits of women (young women included) and all children under the age of six. An Integrated Nutrition Programme has been introduced, benefiting young people in schools. Further, a Comprehensive HIV/AIDS

Programme has been introduced; it is centred on prevention, care and support to those affected and infected, as well as treatment. This has resulted in a decrease in the numbers of young people being infected by the disease. On full and effective participation of youth, the government has introduced a National Youth Policy 2012 - 2016. This sets the priorities for youth development in the country. A National Youth Commission has also been established to lobby and advocate for youth development. A civil society organization, the South African Youth Council, has been established. It comprises youth clubs, community based organizations, political organisations and all the youth formations in different interests of youth development. (Zambuko,2010)

In order for a country to plan and implement youth development programmes that respond to the need of young people must have a better understanding of the demographic profile of young people in South Africa. South Africa is one of the few countries in Africa that has comprehensive youth policy. However, the policy requires strategies and programmes to implement it. The Government of South Africa, created the National Youth Development Agency to be an operational vehicle of this policy. The National Youth Development Agency act, itself state that the “Agency” must develop an integrated youth development strategy to ensure that the country has programmes that respond to the needs of young people. The act also mandated the “Agency” to develop programmes that addresses key policy areas outlined in the National Youth Policy 2009-14.(Magongo,2011) The design of both South African Youth Policy (2000) and the South African National Youth Development Policy Framework (2002 - 2007) were aimed at defining the different needs of the different strata of youth in South Africa. Therefore, for the purpose of this document the age groups 14 – 35 will be applied to define youth. To address the different needs of these young people effectively, there is a need to have an integrated and coordinated plan for youth development in South Africa.

In conclusion, I agree with Sheppard that, both distributions and trends of values within a demographic variable are of interest. Demographic profiling is essentially an exercise in making generalizations about groups of people. As with all such generalizations many individuals within these groups will not conform to the profile-demographic information is aggregate and probabilistic information about groups, not about specific individuals. Critics of demographic

profiling argue that such broad-brush generalizations can only offer such limited insight and that their practical usefulness is debatable.

2.3 Integration and coordination

This section will discuss different theories of integration and coordination both internationally and nationally. It will also make references to some of the comments of those interviewed and daily experience. This section will assist in addressing the question on the management gaps by discussion different approaches of integration and coordination.

Over the years, the terms integration and coordination, as well as collaboration have often been used interchangeably and with varying meanings. More recent studies have reached some consensus and define coordination as, where two or more organizations work together, through a formal organized arrangement, to meet one or more goals such as improving the effectiveness and efficiency of programmes, avoiding the unnecessary duplication of services and performance (Trutko, 1999). He further explains integration as working together to achieve specified goals. Coordination generally refers to situations where two or more organizations work together, through a formal or informal arrangement, to meet one or more goals such as improving the effectiveness and/or cost-effectiveness of programs, improving access to services, avoiding the unnecessary duplication of services, and improving performance. There is generally a distinction between **service integration** and **coordination**. Integration is characterized by features such as common intake and “seamless” service delivery, where the client may receive a range of services from different programs without repeated registration procedures, waiting periods, or other administrative barriers. In contrast, coordinated systems generally involve multiple agencies providing services, but clients may have to visit different locations and re-register for each program to obtain services. Integrated services are sometimes, but not always, physically co-located. (Martinson K, 2000).

The workforce development system generally refers to a broad range of employment and training services whose purpose is to enable job seekers, students, and employers to access a wide range of information about jobs, the labour market, careers, education and training organizations, financing options, skills standards or certification requirements, and needed support services.

There is not currently one typical workforce development system. In most (but not all) states, much recent attention has focused on creating user-friendly one-stop career centres that provide job seekers and employers with one-stop access to a broad range of employment and training services at particular locations or through electronic linkages. As of April 1998, 46 states received grants from the U.S. Department of Labour to establish one-stop centres, and in many states these centres have become the focal point of the workforce development system.

Most state workforce development system reforms strive to build a more integrated system from the existing array of federal and state programs. After several years of consideration, Congress last summer enacted the Workforce Investment Act that restructures and streamlines multiple funding streams for scores of programs that aim to provide employment and training assistance to various segments of the population, particularly the economically disadvantaged. Under the new workforce legislation, all states must establish one-stop career centres. However, many state and local jurisdictions and agencies had already moved ahead with their own approaches to integrate multiple programs or funding streams and to coordinate staff in different programs in order to develop systems that are intended to improve the quality of jobs and workers in their local economies. (Martinson,K, 2000)

It is also exciting to discover that in some of the international studies coordination and integration can be used in multiple disciplines or across teams. Integration and coordination has been recommended in teams, such as team-based rewards and job rotation, and coordination mechanisms, such as project structure and information technology, and project leader's management style, support an effective team process, and overcome the negative effect of geographic distance and time-difference in cross-national teams. In addition, there are interesting implications for organisational learning. (Hirji,2002)

Coordination and integration can benefit both the clients and programmes. However, there are barriers that make coordination difficult. The most common are bureaucratic barriers and turf-protection, different philosophies or missions, difference in performance measures, incompatible management information systems, and different eligibility restrictions (Grubb, 1990). The way government departments are structured is that they have mandates, policies and strategies to guide them. They are also interconnected, for example for a young person to get a child support

grants from Department of Social Development they will need first to go to the Department of Home Affairs to get an identity document. Without Home Affairs, Department of Social Development will not give a permanent grant. Sometimes government departments would work together, use the same resources, and not duplicate any programme to improve effectiveness and efficiency; this is what cluster system is trying to achieve coordination. According to Trutko, 1999, there are different approaches to coordinating services. Several models have been developed that allow one to characterise different coordination efforts. These models offer useful ways of thinking about the variety of state and locally integrated workforces (Martinson, 1999).

2.4 INSTITUTIONAL ARRANGEMENTS

In this section the paper will look into the management systems of government, to assess whether there is a provision for an enabling environment for integration and coordination. The government has created the policies and systems to allow integration. They have also established a National Youth Development Agency which is responsible for mainstreaming and implementing youth development programmes together with other government departments. The National Youth Development Agency has been further instructed to develop an Integrated Youth Development Strategy through NYDA Act Number 54 of 2008.

2.4.1 Government Departments and the Functioning of Clusters

When the government sets its priorities, policy coordination and implementation in the respective departments, it looks at them in terms of the “clusters” that have been formed through the inter-ministerial committees. The policies formulated and implemented in the various national and provincial governments ‘clusters have both direct and indirect influence on the lived experience of Persons with Disabilities in different ways. Government’s departmental integration through inter-ministerial committees result in the following clusters: “Social Sector Cluster”; “Economic Cluster”; “Governance and Administration Cluster”; “International Relations, Peace and Security Cluster”; and the “Justice, Crime Prevention and Security Cluster”. The main reason of having these clusters is to instil and retain an integrated and synchronised approach to policy formulation and coordination, to combat a silos approach to governance, and to build a collegial approach and shared perspective on government priorities. (GCIS, 2008)

In line with the “integration approach”, the Integrated Youth Development Strategy (IYDS) restates that policy-makers should consider youth issues as part of the whole societal policy-factored issues. Therefore, the thinking that informs integration and departmental efforts’ clustering shows consistency with the aspirations of youth integration as expressed in the IYDS. This cluster deals with the social development as well as macro-social issues including social cohesion. Through its focus, this cluster affects youth more than any other cluster. This is made so because the basic requirements of youth and disabilities are met through this cluster’s work. Various government departments comprising this cluster are the following: Department of Health; Department of Agriculture; Department of Transport; Department of Social Development; Department of Housing; Department of Education; Department of Labour; Department of Environmental Affairs and Tourism; Department of Public Works; Department of Sports and Recreation; and Department of Public Services and Administration.

The central programme of the social sector focuses on poverty alleviation through a range of programmes aimed at addressing income inequalities, human capital application, and poverty alleviation. It is in the intersection of the cluster’s programmes where the issues of poverty trends that manifest among youth should be examined. The main objectives of this cluster are: Education; Quality of life; Housing, shelter and water; Health care; Social cohesion; and Social justice. According to the Statistics South Africa (1995), it was estimated that approximately 28% of the households live below the poverty line.

The Director Generals and their Proxies represent the departments. . The meetings are held every two weeks on strategic matters, especially those in the Programme of Action of Government and deal with matters that are going to Cabinet. The Chairs or Co-Chairs of these Clusters make up a Forum of South African Director General (FOSAD) and Management Committee (MANCO) and they meet once a month to deal with high-level strategic issues and challenges. There are two FOSAD workshops in a year, mainly to prepare for Cabinet Lekgotla that happens twice a year.

The Policy Coordination and Advisory Services Unit (PCAS) in the Presidency provides secretariat to Forum of South African Director Generals, which assists clusters with

administration and logistical arrangements. The head of sectors in the PCAS attend Cabinet and Cabinet Committees, of which there are five of them, except that in this case, the President or Deputy President chairs those and its only Ministers that attend Cabinet Committees, and Director Generals (DG) are sometimes invited to attend. Director Generals present progress reports, in line with the Programme of Action (PoA) which emanates from Cabinet Lekgotla and the President's State of the Nation Address. The Programme of Action contains specific issues or priorities of government for that particular year.

South Africa has developed focused policies and programs that are synthesized in the Vision 2014, which is the template for the Government's efforts to meet its development priorities within the framework of the developmental state. In the document, the Government has laid out the following "five big ideas" as follows.

2.4.2 Governance and Institutional Leadership

This section of the literature review will look into the last pillar of our research question which is focusing on leadership. The section is reviewing other elements that influence and sustain integration and coordination. Some of those elements are; governance, social cluster, institutional leadership, and managing change. The elements will be reviewed for the following reasons; governance will be looked at to try and resolve the gaps identified that are hampering integration and coordination of youth development. The social cluster will give a picture on the institutional arrangement of the social cluster and the role that it plays and can play to improve integration and coordination within government and youth development. Lastly the element on institutional leadership will pave a way on what the literature has reviewed. Then the summary of the literature review and will foregoing takes us to the question of governance. Even if all the benefits were realized and all the barriers removed, there would be need for good governance. Peters (1995) defines governance as striking a balance between the public and the private, between the need for order and the need for freedom. Governance in this context means the management of the system in order to maintain order and achieve objectives.

The concept of governance has been around in both political and academic discourse for a long time. Governance is referred to in a generic form as the task of running a government or any other appropriate entity such as, for example, an organization (Hyden: 1983). In this review, the

study will look at how good governance can improve coordination and integration. During the interviews with respondents some of the issues mentioned were around issue of governance, that for the past years since 1994 to 2006, there was a programme of action for youth development within the Social Cluster. This programme of action was never reported on year after year and no Director General was held accountable to report on. This shows that the governance system on integration and coordination of youth development was not a priority.

An emerging meaning within democratic politics suggests good governance to be a creation of an environment that permits free, active and creative participation by relevant stakeholders in the formulation and implementation of policies aimed at achieving equitable distribution of national goods and resources. Democratic good governance is understood better as an intimate part of emerging politics of the New World Order (Leftwich, 1993). The large question of democratic politics is whether democratic good governance can promote development in developing countries. What emerges out of this review is that governance entails a complex interrelationship of the following factors; accountability, civil society involvement, contestation of limited resources, administrative efficiency and effectiveness.

2.5 CHANGE AND CHANGE MANAGEMENT

For successful implementation of the solution, change should be the result. To integrate and coordinate youth development, there is a need for change. The historical development of the youth movement in South Africa was characterized by political events that shaped not only youth development, but also the broader emancipation of the population of South Africa. Organisational change is usually a planned process triggered by a number of factors, either internal or external, that are a play in that organisation. Rollinson *et al* write that (1998: 609) “It is an intentional action that has a commitment to producing a specified outcome”. This could be either at a large-scale level, it would be associated with strategic changes for the organisation aimed at introducing transformational changes, which will result in an organisation moving to a state that is very different from what it was before.

Since 1994, many initiatives have been taken as part of redressing past imbalances and reconstructing the fabric of development to ensure inclusion and integration. Yet, the efforts

have been disappointingly ineffective. For integration and coordination to happen there is a need to change mind-set of government officials, policymakers and implementers. One of the barriers to integration and coordination is fear of substantial change. Rollinson *et al* (1998:610) also suggests that the nature of change is to be identified first in order to determine the type of action plan to be developed, since it has to be tuned in anticipation of external events. The indication given here is that change has to be managed in a manner that will bring success in achieving the intended outcome. It is important to note that change will occur in various ways in organisations, as every organisation has its own unique characteristics.

Thus, to successfully introduce transformational change in any organisation, several change models have been developed whereby change managers normally choose as to which one model to follow to guide a process. Rollinson *et al* (1998: 611) outlined a few models which adopt either a micro or macro level approach to change. Some of those models will be discussed to give more perspective to this study, drawing from both traditional and recent change models.

2.6 SUMMARY

The concepts that unfolded in this chapter were to highlight the main themes of this paper being; management of the implementation gaps, institutional and systems governing the implementation of youth programmes, and extensive theories of integration and coordination. To further explain the paper also investigated the different definition of youth and the historical milestones of youth development in South Africa in order to give a context on the investigation. The paper also looked at the population trends of youth, because one cannot discuss implementation without looking at statistical issues.

The following are the themes; understanding the context of youth, examining the management gaps in implementation, the literature has given extensive explanation of the concepts coordination and integration. Lastly looking at institutional arrangements the study also looked at the change management concept to determine how coordination has and integration affected the organizational culture, since it is a new arrangement in government departments.

The definition of youth concepts assisted us to understand that youth is defined differently at different circumstances. In most cases the definitions are negative. This paper defines youth according to the Youth Policy of 2008/13. The institutional arrangements for youth development have created an enabling environment to improve the lives of youth but what is missing is the coordination and integration of programmes by different departments.

CHAPTER 3

RESEARCH METHODOLOGY

Through literature review on Youth Development issues, an observation made is that most of the researches conducted on youth agenda in South Africa were quantitative in nature, frequently investigating status of youth in prison, how many young people are HIV positive and employment status. This study will be conducted using qualitative research method. According to Mouton: 2001, one of the distinguishing characteristics of qualitative research is the fact that the researcher attempts to understand people in terms of their own definition of their world. By utilizing a qualitative approach, an attempt will be made to understand the dynamics and challenges of integrating youth development, from the subjective perspective of the individual involved, because youth development issues are diverse and depending on the context of where an individual is viewing it from.

The researcher has chosen qualitative method due to the nature of youth development being diverse. Since there are many methods of qualitative research, ethnography will be used in this research project. Ethnography is the process of describing a culture or way of life from everybody's point of view. The ethnographic method involves observation and note taking. Through ethnography the researcher tries to be invisible. (Neuman &Wiegand,2000)

3.1 Research Design

A research design refers to the “plans or procedures that allow the study’s goal to be achieved” (Padgett 1998: 28). Becker and Bryman (2005: 186), state that the terms research design and research method are similar and it is often used “interchangeably.” However, these concepts do not necessarily mean the same thing as a research method is a practice or procedure for collecting data and the research design is an outline within which data is collected. Similarly Welman et al (1999: 46) state that “a research design is a plan according to which we obtain research participants and collect information from them.” The study employs an exploratory design within a qualitative research theoretical framework.

Becker et al (2005: 247) explain that the main methods of qualitative research are semi-structured and unstructured interviewing, ethnography, focus groups, documents and the use of the internet for collecting qualitative data.

A qualitative research approach was used in the study. This approach was chosen because it allows complex relationships to be investigated meaningfully without narrowing or simplifying the subject matter to meaningless or irrelevant constructs. This approach is also creative. It demands a great deal of time and critical thinking, as well as emotional and intellectual energy (Leedy and Ormonde, 1993). A qualitative method is a method of collection, analysis and interpretation of data on phenomena, which is not easily reduced to numbers or liable to be destroyed by any attempt to do so. This method is particularly appropriate to studying pluralism and in comparing different perspective of different groups (Carter and Thomas, 1997).

The specific design selected is a phenomenological study with an emphasis on participant observation. A qualitative method attempts to understand participants' perspectives and views of social realities. Its focus is a particular phenomenon as it is typically lived and perceived by human beings (Leedy, 2005). This study is relevant to this design, because the challenges which were described by the participants were their lived experience. It was important for the researcher to use the most flexible design because this study seeks to understand participant's experience from their points of view. Since this study is focusing on finding out the challenges of integrating and coordinating youth development. Questions were free flowing, to allow participants to give as much information as possible.

The method of reporting data using the qualitative research method differs from that of the quantitative, whereby data analysis and data interpretation are, in large part, two separate steps, with numerical data being mathematically manipulated and statistically analysed, and then the results of those manipulations and analyses being interpreted with respect to the original research questions and hypotheses. The qualitative approach focuses on phenomena in all their complexity. Qualitative researchers rarely try to simplify what they observe. Instead, they recognize that the issue they are studying has many dimensions and layers, and so they try to portray the issue in its multifaceted form (Leedy, 2005).

Thus, given the type of the research report where an investigation is done on challenges of coordination and integration, the researcher was dealing with facts and feelings at the same time. Challenges to some of the respondents were viewed as obstacles. As a result, it involved some element of emotions. Other respondents viewed obstacles as a lesson learned and issues that need to be corrected. In the two types of research methods, qualitative research was relevant.

3.2 Data Collection

In collecting and gathering data, documents relating to the study, concept papers and conference reports were used in order to gain more insight of the Social Sector Cluster and Youth Development issues. It was also important to familiarize oneself with the topic and generate ideas and themes that can be explored in the research process (Mouton,2001). Data collection and research methodology centre on the National Youth Development Policy Framework of 2002 -2007, Integrated Youth Development Strategy, as they are the main document that are advocating coordination and integration of youth development. Senior Managers who attend the Social Cluster meetings were interviewed. Not all departments within the Social Cluster Department were interviewed; only the three core departments (namely Social Development, Health and Education), and then the Presidency as the coordinating department of all clusters and the National Youth Commission as the major agency and policy maker. The Department of Home Affairs represented the not so core Departments of the Social Cluster Sector.

Both primary and secondary data were collected for the purposes of this study. Primary data was drawn from interviews, conducted with senior managers who are heading Youth Development programs in Departments that are within the Social Cluster. Secondary data is mainly literature review and documentation on youth development, which includes Social Cluster reports and minutes of relevant meetings concerning integration and coordination.

3.2.1 Secondary Data

There are many sources of data collection that is available but the choice of data collection should be made based on a number of key considerations. These key considerations can be described as follows: what does one need to know, how or where does this information exist, what are costs and time implications for collecting this information, how often do you need to collect this data and what structure would the data analysis entail? (Imas et al, 2009:290)

In respect of this study, the key considerations informing the method of data collection was the premise that the responses to the questions on coordination and integration of youth development programmes within social cluster departments. Minutes of the Social Cluster workshop on youth development, integrated youth development report that was submitted to the Director General's Forum in 2005, the conference on Youth Development Policy. The information on secondary was gathered from the following resources, meetings, workshops as follows:

MEETINGS, WORKSHOP	PURPOSE	DATE	VENUE
1. Meeting	To discuss the programme of action for youth development	24 October 2005	HSRC Building, Pretoria
2. Meeting	To form a task team	22 November 2005	Union Building, The Presidency, Pretoria
3. Workshop	To define the roles and prepare a presentation to Cabinet	05-06 December 2005	Cape town, The Pavillion
Minutes and documents used for secondary data gathering:			
Documents		Dates	
Draft cluster wide youth development framework		06 January 2006	
Notes of the Social Sector Cluster		22 November 2005	

Progress report	January 2006
Task Team minutes	24 October 2005 and 22 November 2005
Social Cluster Report	10 December 2006

Table: 4 *the schedule of meetings and information that have been used for primary data collection*

The secondary data, which was related to the definition of youth development context, and the context of integration and coordination, is presented in the literature review. This consist of the following documents: state of the African youth report, statistical report of youth in South Africa, State of the youth report 2005, state of the youth report 2011 and Integrated youth development strategy 2012-16.

3.2.2 Primary Data

In depth, unstructured interviews were utilized as the primary data collection tool, because the complexity of the research problem required the flexibility to probe the respondents and to search for deep underlying issues. Unstructured interviews were used for this study since they are more flexible and more likely to yield information that the researcher had not planned to ask for; their primary disadvantage is that the researcher got different information from different people and may not be able to make comparisons among the interviewees (Leedy, 2005). Purposive sampling technique was used to select the key informants. The key informants are only senior managers who attend the Social Cluster meetings. According to Leedy (2005) in purposive sampling, people or other units are chosen for a particular purpose. Interviews were held with the following people and Departments:

Department	Contact Person	Position
1. Department of Social Development	Mr Mzwandile Radebe	Director: Youth Development
2. Department of Health	Dr. Amos	Director: Youth and HIV/Aids
3. Department of Home Affairs	Mr Segodi Mogotsi	Acting Director: Governance
4. Department of	Mr Chris Swepu	Deputy Education

Education		Specialist: Youth Development
5. National Youth Commission	Ms Petronella Linders	Deputy Chairperson of the Commission
6. The Presidency	Dr Vusi Gumede	Deputy Director General: Policy and Coordination

Table 4: *the people that were interviewed and their position together with the Department that they were working for.*

3.3 LIMITATIONS

The inherent limitation of the use of data from different studies is that the studies were designed for different purposes and as such certain youth development questions required for assessing, monitoring evaluating implementation, of youth interventions might not be answered. Other studies used for this literature review were once off, which makes it impossible to draw comparison over a period of time. Secondly, whilst attempt was made to use the most up-to-date data, it was difficult to get the most up-to date information in certain areas, especially health and wellbeing. The implication of this is that the data used might in some areas not necessarily reflect the status of youth as it pertains currently. However, in most cases up-to-date data was used.

3.4 SUMMARY

The interest for the topic emanated largely from the researchers current field of employment being that within the domain of Social Development which is primarily concerned with the improvement of quality of life, which any development agenda ultimately seeks to achieve. The focus on youth is influenced by the demographic transition of population dynamics which has serious consequences for developing countries. Whilst the population of youth is in the majority within the population it also calls for more resource to cater for youth so that the country can reap the dividend of the bulge.

Fundamental to the research problem is to determine if the social cluster is ready for having coordinated and integrated programmes which will improve the quality of life of youth. In order

to derive the answers to the issues raised, a qualitative research design will be adopted. The specific design selected is a phenomenological study with an emphasis on participant observation. The unstructured interviews were utilized as the primary data collection tool and documents and minutes were utilised as secondary tools.

CHAPTER 4

PRESENTATION OF RESEARCH FINDINGS

In this chapter the research finding will be presented in two folds the findings from the primary data which is information gather from reading and gathering meeting reports, minutes and other governmental document to support the study. The second part will be secondary data research findings where respondents were interviewed.

4.1 Primary Data

This study provides a snapshot of youth development workforce system coordination within four social cluster departments number of sites at a point in time where youth, in South Africa, constitute 39% of the total population. This makes it significant, to note that, largely due to declining levels of fertility, this cohort has been growing faster than the population. The growing number of youth population causes the spotlight to be on how well the programmes and systems are managed in order to capitalize on this opportunity, effectively. Therefore, the study looks at integration and coordination of youth development, if it will make impact and change the lives and challenges faced by youth in South Africa.

4.1.1 Understanding the concept of Social Development

The concept of social development is not defined consistently and there are various authors that articulate their interpretation of the concept. According to Lombard and du Preez (2004: 232-245), there are no clear conceptual frameworks for social development. Patel (2005: 2) defines developmental social welfare as a “pro-poor strategy promoting participation of the socially excluded in development activities to achieve social and economic justice, a partnership approach to social development, social solidarity and active citizenship.”

Midgley (1995: 25) defines social development as “a process of planned social change designed to promote the wellbeing of the population as a whole in conjunction with a dynamic process of economic development.” This definition is also used by Lombard (2005) and Patel (2005). Neilson (1996) cited in Gray (1997: 213) alternatively mentions that “social development draws

on the descriptive, explanatory and normative theories. It has an interdisciplinary focus and requires planned inter-sectoral cooperation, yet emphasises grassroots participation. It is universal and inclusive but specifically targeted at the poorest and most disadvantaged. It is consensus based, uniting liberal, democratic and socialist ideologies. In short, social development attempts to be all things to all people.”

Meinert, Kohn and Strickler cited in Sullivan (1994: 100) mention that social development is “directed towards the release of human potential in order to eliminate social inequities.” Gil (1999: 2) describes social development “as evenly shared, balanced progress of entire populations towards enhancement of the circumstances of living, the quality of life and the quality of human relations.” This definition does suggest that there should be elements of redistribution for this to be achieved.

In respect of linking the concept of social development to sustainability, Marais, Muthies, Jansen van Rensburg, Maaga, de Wet, and Coetzee, (2001: vi) explain that sustainable social development can be defined as “those processes through which the quality of life of a community can be improved in a sustainable way to the best possible level within the confines of increasing globalization. It is aimed at restoring disrupted relationships between individuals, groups and opposing communities, as well as the relationship between society and the resources accessible to them.” Mbambo, cited in Gray (1997: 213) defines social development “as an approach to social welfare and a philosophical framework for welfare services.” The rest of the definition is exactly the same as the definition stated by Midgely (1995) mentioned above.

The framework of action that was agreed by the UN commission of Social Development in Copenhagen in 1995 included a commitment on social development. There was no official definition generated but rather the focus was on goals and outcomes of social development. There is a list of twenty one commitments and this is summarised in respect of its focus issues including “placing people at the centre of development, ensuring equity among the generations, integrating economic, cultural and social policies, equitable distribution of resources, protection for vulnerable groups in society, empowerment of women, assert universality of social development, security for people and communities, support for indigenous people, achievement

of a better life for older persons, voluntary repatriation of refugees and return of all prisoners of war” (UN 1995).

In an analysis of the above listed definitions as it relates to defining social development, the common themes that emerge are improvements in the quality of life for the entire population, human development, targeted to the poor and vulnerable, sustainable development, integrating economic and social policies, partnerships and security for people and communities. The critique of social development is that there is an inherent implication of continuous progress that requires state intervention. Authors such as Herbert Spencer and Robert Nisbet, cited in Midgley (1997: 202-220) are of the view that societies would undergo a natural process of evolution toward higher levels of civilisation and that state intervention would encumber this process.

Murtaza (1995: 57-65) mentions that states in developing nations have an obligation to intervene because much of what goes wrong is not due to the individual but the problem is due to “malfunctioning economic and government institutions, inappropriate national development policies, lack of control over their own natural resource base, and exploitation by international and national cities. Therefore, state intervention is reasonable. For social development to be effective, it requires a cooperative approach to ensure the fair and equitable distribution of all types of resources in a sustainable manner (Cetingok and Rogge 2006: 1-15).

In reviewing all these definitions, within the context of youth development, it is evident that quality of life for the entire population and in particular, vulnerable groups is central to the concept of social development. That is why Social Development is the co-chair of the Social Cluster.

The determinants of quality of life relate to the indicators of population ageing, including health, access to services, education etc. If states are not cognisant of their population structures and changes within these structures, they will not be able to plan and allocate resources accordingly to address these changes and its associated implications which inevitably will impact on the quality of life of all its citizens. The UN articulation of one of the goals of social development explicitly state “improving the possibility of youth achieving a better life.” These, articulation is,

premised within the context of reaping from the demographic dividend, realises that for the youth to effectively contribute towards the economic and social development of the country, access to service delivery plays a crucial role in developing their potentials. Service delivery covers a wide spectrum of services, which in this paper will focus on health, education, labour and social development services. The assumption is that if youth have a better education, better health both physically and psychologically with meaningful participation in the employment and business opportunities, it would lead to a viable sustainable economic and social development of the country.

The DSD accentuates three core functions that further give effect to the concept of social development, namely the provision of comprehensive social security, developmental social welfare services and community development. The programme on youth development is located within the function of community development. Although DSD is silent on a proposed definition of social development, it is evident that it is on par with the common themes that have emerged in respect of a brief analysis of the definitions of social development recommended by the various authors and institutions mentioned above. This is so because inherent in both the mission and vision statements of DSD (listed above) are some of the themes of improvements in the quality of life, human development, targeted to the poor and vulnerable, sustainable development, and the mention of partnerships.

4.1.2 Social Cluster

Due to fragmentation and government working haphazardly, the cabinet of South Africa took a decision to establish cluster system to improve coordination and integration. There are five clusters in the South African government, economic, social, justice, international relations and governance clusters. Each comprise of lead departments key dealing with matters pertinent to that cluster. The Social Cluster comprises of departments such as Social Development, Education, Health, Provincial Local Government, Environmental Affairs and Tourism, Sports and Recreation, Housing, Arts and Culture, Water Affairs, Agriculture and Land Affairs, Government Communication and Information, Science and Technology, Department of Communications, Home Affairs, Labour, Public Works, Correctional Services, National Treasury and Statistics South Africa. The study focuses on the lead departments, which are

Health, Education, and Home Affairs. The National Youth Commission and The Presidency, forms part of the coordinating team of the Government Departments.(service, 2005)

The Director Generals and their Proxies represent the departments. The meetings are held every two weeks on strategic matters, especially those in the Programme of Action of Government and deal with matters that are going to Cabinet. The Chairs or Co-Chairs of these Clusters make up a Forum of South African Director General (FOSAD) and Management Committee (MANCO) and they meet once a month to deal with high-level strategic issues and challenges. There are two FOSAD workshops in a year, mainly to prepare for Cabinet Lekgotla, which takes place twice a year, in January and July. .(service, 2005)

The Policy Coordination and Advisory Services Unit (PCAS) in the Presidency provides secretariat service to FOSAD Secretariat, which assists clusters with administration and logistical arrangements. The head of sectors in the PCAS attend Cabinet and Cabinet Committees, of which there are five of them, except that in this case, the President or Deputy President chairs those and its only Ministers that attend Cabinet Committees, and Director Generals (DG) are sometimes invited to attend. DGs and Chief Directors, of departments present progress reports, in line with the Programme of Action (PoA) which emanates from Cabinet Lekgotla and the President's State of the Nation Address. The PoA contains specific issues or priorities of government for that particular year. .(service, 2005)

The National Youth Commission supported integration and coordination because it was going to improve communication between departments. Most of the departments interviewed have also seen some work improving. There have been strides to coordinate and integrate youth development within Social Cluster Departments. Some of this was evidence during the State of Nation address 2005 whereby the President of South Africa, President Mbeki, stated and tasked Departments to report quarterly on Youth Development issues. This prompted most of the departments to establish youth units. Integration has assisted in deliberately conscientising most of the Departments that their core business is Youth Development. For example, the Department of Education is conscious about the fact that their core business is Youth Development. Resource sharing was one of the main challenges in addressing integration and coordination. In

most cases, the National Treasury allocates funds according to mandate and objectives of a particular Department or agency.

In conclusion of this section, various recent policy documents stress the need for the integration of sector policies. In practice, policy-makers recognize the need for policy-integration but often do not have a complete picture of what it entails or how to put theory into practice. According to Stead (2005), the institutional and political factors can affect policy integration. These institutional and political factors include the division of roles and responsibilities within an organization. An observation made by the researched is that in integrating and coordinating youth development, there is also a negative attitude displayed by executive managers who have decision-making powers towards integration and coordination of youth development.

4.2 Secondary Data

The secondary data was gathered through interviews with youth development managers who are based at National Offices of governments. These were the only departments within the Social Cluster that had youth development dedicated directorates. Six managers were interviewed in all the eight questions. We also included the policy coordinating unit of the presidency.

The findings are under the central themes that were covered in the interview, which are integration, coordination and barriers. The information gathered is structured around these eight questions.

CATEGORY: GAPS IN MANAGEMENT

- | |
|---|
| <ul style="list-style-type: none">➤ <i>Which category is your department targeting in terms of youth?</i>➤ <i>Which category of youth is the Social Cluster targeting?</i>➤ <i>What are the external barriers for integrating and coordinating youth development?</i>➤ <i>What are the internal barriers for integrating and coordinating youth development?</i> |
|---|

CATEGORY: GOVERNANCE

- | |
|--|
| <ul style="list-style-type: none">➤ <i>Is there a need to integrate Youth Development?</i>➤ <i>What are the reasons of integration and coordination of youth development?</i> |
|--|

CATEGORY: INSTITUTIONAL ARRANGEMENTS

- | |
|--|
| <ul style="list-style-type: none">➤ <i>What is your recommendation</i>➤ <i>How can Social Cluster improve or achieve integration and coordination of Youth Development?</i> |
|--|

This information is derived from the interviews and is structured to provide essential background information to the service delivery and policy improvement on youth development issues.

4.2.1 Target Market For Social Cluster

- | |
|---|
| <ul style="list-style-type: none">➤ <i>Which category is your department targeting in terms of youth?</i>➤ <i>Which category of youth is the Social Cluster targeting?</i> |
|---|

The question wanted to find out their target group, since different departments use different age groups to target youth. The National Youth Commission Act, 1996, defines youth as those between the ages 14 and 35. In spite of the definition, there is inconsistency with regard to the definition of youth across different sectors and departments. Each government department defines youth to fit into its own vision, goals and objectives.

Since the Social Cluster is made up of 14 departments, it was also important to establish which age cohort a particular department was referring to, especially given that the interviewees were responding to challenges that they face in governance issues. Most of the participants said the National Youth Commission Act and the National Youth Policy Framework 2002 – 2007 guides them. Then guidance is tailored to each department's mandate, objective or vision.

The Department of Health refers to youth as persons between the ages of 12 and 18; this is based on the service, which they offer that is primary health care. In Social Development, a youth is a person between the ages of 17 and 35. This is guided by the main service, which are Social grants that not anybody from 18 will benefit directly because they are no longer regarded as children. It is also guided by the newly approved Children's Bill, which benefits children from 0 to 18.

The Department of Education regards youth as from the ages of 14 to 18 and this is guided by the ages of school going individuals. The National Youth Policy Act is used as the guide.

Different Departments are using their own target. According to the Deputy Director General (DDG) in the Presidency, the Social Cluster is targeting ages 14- 35 years, which accommodates all Departments that are falling within the Social Cluster Departments.

4.2.2 Importance of Integration and Coordination

Six managers in the different departments were interviewed.

CATEGORY: GOVERNANCE

- *Is there a need to integrate Youth Development?*
- *What are the reasons of integration and coordination of youth development?*

The second theme explored the need to integrate Youth Development and the reasons thereof. All the Departments gave different reasons why it was important to integrate and coordinate Youth Development. The respondents pointed out to several factors, which were based on their challenges in their respective Departments.

Majority of the respondents, concentrated on issues of resources; that due to the haphazard ways in which the Youth Development Sector is functioning, in a fragmented way, there is waste when it concerns financial resources because they are targeting or engaged in a similar programme. They also have limited resources. The youth sector does not have a pool of donor funding, most programmes are mainly funded from government. As a result, if they do not integrate the service, they end up duplicating programmes. This supports the reasons why the Presidency introduced the Cluster system and Task Team in trying to get Departments work together. They believe that integration will reduce duplication of programmes targeting the same people. One of the managers from National Youth Commission recommended that government should establish a ministry of youth affairs.

The respondent from the Department of education responded differently to the question on the importance of integration and coordination. His response was that integration and coordination is good except that other departments will overshadow some departments, or Youth Development agencies like Umsobomvu Youth Fund and National Youth Commission might be seen as the ones that are delivering service than concentrating on their value and contribution.

He even mentioned that we do not have a performance system or monitoring and evaluation system that measure integrated performance, it is rather called duplication. The respondent recommended that there is a need for a government wide youth integrated and coordinating strategy.

4.2.3 INSTITUTIONAL ARRANGEMENTS

- *What is your recommendation*
- *How can Social Cluster improve or achieve integration and coordination of Youth Development?*

One of the highlighted points by all the respondents was the issue of institutionalization. The respondents felt that for proper integration and coordination to take place, there is need to review the institutional arrangement of youth development Directorate and Agencies. The civil society organisations dealing with young people need to be strengthened. For example, an organization like the South African Youth Council needs to be strengthened and monitored accordingly. The Departments according to the NYC should respect the legal age restrictions of youth and implement interventions on these cohorts accordingly. Finally, for the purpose of future development of young people it is important to integrate and coordinate youth development in this country. She felt that this will be a good investment, because through programs like ASGISA and skills development young people will be able to access skills and job opportunities. If youth are working and are also in school, the rate of crime, drug and alcohol abuse and poverty will be reduced amongst them.

He thought that integration and coordination will curb ownership of programmes by other departments and creation of working haphazardly. It will also improve or work on attitudes of those senior managers who take youth development as a ‘by the way’ issue, not as a priority stipulated in the 2006 Programme of Action and the President’s state of the nation address, this was emphasized by the acting director of governance in the department of Home Affairs.

4.3 Internal and external barriers of integration

<i>What are the internal barriers for integration and coordination of youth development?</i>
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4.3.1 Internal barriers

All respondents pointed out such issues as negative attitudes displayed by executive managers who are Deputy Director Generals and Director Generals towards youth issues; lack of interest and understanding of youth issues, lack of integration of youth development issues into strategy, buy-in of top and executive managers into youth development still lacking, and the mindset to why youth development should be prioritized has not improved. There is also lack of political leadership championship in most of the departments.

Other important factors that were identified by Social Development, Education, Health and Home affairs are that there is lack of legislative framework in allocating resources. The most important highlight again was the issue of clarifying what is youth development and that this needs to be done from local, to provincial to national government. Finally, there is no proper coordination and no impact of youth development sections in departments.

The Presidency as the coordinating department says that youth development is not given the same priority as the other programmes. There is no clear framework for senior managers and the role of agencies like National Youth Commission versus Presidency.

4.3.2 External barriers to integration and coordination

Respondents did not have much to say about external barriers. They felt that a lot still needs to be done internally before they can consider dealing with external barriers. NYC felt that some of the external barriers are caused by the fact that there is no proper coordination of government programmes. There are also gaps within the existing policies, which might be reviewed in due course.

The presidency felt that support is still a challenge and lack of understanding of what is comprehensive youth development. Lack of visible political leadership, when it comes to youth development issues is still one of the external barriers. The conceptual confusion about youth

development when it comes to definition and programmes contributes to the external barriers for integration.

The Department of Education, Social development, Health and Home Affairs, shared the following sentiments; that political decisions that are taken without consulting youth development managers, whose rank and positions does not allow them to attend some of the top management meetings, which then leads to fragmentation. There is also lack of understanding of different mandates by agencies when they impose decisions on departments, which leads to non-coordination. There is invisible political leadership, like what each Minister is saying about youth development in his or her Departmental budget vote and on other platforms.

4.3.3 Difficulties Of Implementing Coordination And Integration

This questionnaire was meant to elicit the opinion of the respondents on implementation. This question involved more emotions, and surprisingly most of the respondents had almost the same opinion around this matter. As one was observing the reactions of the respondents, it was clear that this brought frustration to managers of youth development programmes.

The need for change of personalities was the first issues highlighted. Most of the executive managers view youth development as a programme that is not a priority. During discussions during meetings youth is the last item on the agenda. The budget of youth programmes in the respondents department can only afford to pay personnel, the budget are the lowest compared with other units within various departments.

Lastly, there was also a reflection of territorialism, reflected on by some of the respondents. Youth development practitioners want to have some kind of ownership of programmes, and this defeats integration and coordination of youth development. Young people are taken as barriers according to the respondent from National Youth Commission. Most of the things that are initiated by youth are not taken seriously, for example most of the civil society organisation are not funded because they think the young people will not take care of the funds.

4.4 Overview of the Findings

Looking at the responses from all respondent, a summary of findings is made here which looked at areas of agreement from all respondents and highlight areas where disagreement had been

observed. The necessity of a situational analysis had been observed. The necessity of a situational analysis has been shown to be the starting point for assessing recommended change area. What is desirable should not be put before what is possible.

4.4.1 Target group for Social Cluster

The theme here was meant to assess what is guiding principle of the age group that the Social Cluster is targeting. The theme was important so that the issue of defining youth differently, and so that a consensus is reached why are different age groups used.

It came out that the social cluster uses the youth policy which defines youth as people who are between the ages of 14 and 35 years, as a guide. The other departments are guided by their mandates and mission statements, for example social development regards youth as those from 18 to 35 years because children are all those that are from 0 to 18 years.

4.4.2 Importance of integration and coordination

The importance of integration and coordination of youth development was met with agreements and disagreements. Out of six respondents only one thought integration and coordination will take away the uniqueness of departments, and it will encourage other organisations like Umsobomvu and National Youth Commission to overshadow other departments. The other reason was that there are no systems to measure integrated programmes and integrated performance. The other five respondent supported integration and some even suggest the creation of a Ministry of Youth Affairs with their own Minister and Director General, and the abolishment of agencies.

For the researcher the disagreement meant that there are people who are afraid of change. That for integration and coordination to happen there is a need for change management and change of attitude to take place. In this regard the researcher is pleased by the fact that majority of the respondents support integration and coordination of youth development.

4.4.3 Institutional arrangements

The findings here from everyone else agree that the present institutional arrangement does not support integration and coordination. The top or executive management needs to have an in depth understanding of the youth development agenda, and to create a conducive environment for integration and coordination of youth development. There is also a need for senior managers to participate during decision making forums so as to improve and encourage integration and coordination. There is also agreement among respondents that integration need to start internally. Lastly that there is a need to also involve other youth organisations that are not in government to encourage integration and coordination in order to improve service for youth and improve lives.

4.4.4 Difficulties of implementing integration and coordination

This was a very emotional part of my research. The issues raised are concerning situational analysis being made before implementation of any change strategies. The theme was aimed assessing the challenges that can be encountered or that can be an impediments in departments achieving integration and coordination.

A number of issues came up as challenges towards implementation of integration and coordination, and the researcher observed some emotions in this part of her work. Some of the factors mentioned included lack of recognition for youth development work in most of the Departments. Limited resources allocated to the delivery of youth development programmes. Political leadership not supporting and championing youth programmes. There is a need for senior managers not only executive managers to attend cluster meetings.

4.5 SUMMARY

The results show a major miscommunication amongst issues of youth development. Looking at the first argument of the definition of youth, but the conclusion is that the Youth policy will be the guide when it comes to definitions, which define youth as those between the ages of 14 and 35 years. This is going to outline the research method used in this study. Firstly, the research design discussed the reasons behind using the qualitative approach, and all the other supporting

reasons for the qualitative research design. Secondly, the chapter explored the data collection method that was employed in the study. Thirdly, this chapter outlined how the data was analysed. Lastly it discussed the limitations and the reasons behind the limitations.

CHAPTER 5

ANALYSIS AND INTERPRETATION OF RESEARCH FINDINGS

This section of the research makes an analysis concerning literature reviewed and findings made through reading minutes, attending workshops and investigation of the social cluster in order to address problems that impede integration and coordination of youth development in the social cluster. The researcher presents findings from the different activities that she undertook while gathering data.

It is now for the researcher to make a judgement on whether the assumption that to implement youth development programmes that make an impact in the lives of youth, there is a need to have integrated and coordinated systems. The research paper was premised on three main themes, which understand of the youth development sector, institutional arrangement, and integration and coordination.

5.1 UNDERSTANDING THE YOUTH CONTEXT

The literature review saw the need to first clear it and understand, that when we talk about youth within the social sector cluster, who we are talking about. Several studies have been conducted around youth development in South Africa, for example, by institutions like Joint Enrichment Project, Youth development Network, CASE, HSRC and also government agencies like Umsobomvu and National Youth Commission. It is important to examine the contextual definition of Youth, because different people perceive it differently. The Oxford advance Dictionary defines youth as a period of being young, especially the time between childhood and maturity (Oxford Dictionary). The study will explain the different definition of youth, so as to make it clear of the category being targeted to enable the readers to link the target group to the problem statement. The study will further do a thorough review of youth as it is understood and also the practicality of being young in South Africa. For the purpose of this study we will use the definition has been provide by the National Youth Policy 2009-14.

The purpose of any state policy is to provide guidelines to all stakeholders with regard to what an institution of government intends to do in order to enhance the quality of life of a specific target

group. Due to its multi-dimensional characteristic, youth development can be defined in several ways. As a process of human growth, this dimension defines youth development as a process through which youth are enabled to lead a productive life. It is a philosophy or an approach or orientation to the social environment and community. According to this approach, there are several theoretical models or approaches towards youth development. These approaches focus on building on youth's strengths rather than seeing them as a problem, which is one of the things that hamper youth development in South Africa (Pennstate Family and Consumer Sciences, 2000). In some instance youth has been described as a character of those who are young men from working-class backgrounds. (Jennings, 1997)

Youth can also be referred to as a characterization of negativity. Due to unemployment and high rate of crime and all the ills facing the youth in South Africa, there is a shift from politics to social and economic challenges. Iver (2002) highlights the fact that adults see the youth as self-absorbed, fun seeking, undisciplined, uncommitted, and uninterested in long-term plans. This could also be, because of young people can choose careers, vocations, and they know their rights.

With all the examples and perspective that have been given about young people, there has been at least one guide of what is youth in South Africa. According to the National Youth Policy, the age cohort for youth is between 14 and 35 years. Different Government Departments are targeting different age groups but in that age range. It was important to note that as the strategic plans of different departments were reviewed, we noted that different department means different age group when they talk about youth. The Departments age cohort is guided by the mandate and objectives of that particular Department. For Jennings (1997), age undoubtedly remains one of the more easily recognized markers of youth. Apart from the age factor, the needs and the paradigm or status quo mostly determine what youth is. In most faith-based organizations, youth is anybody who is not married. For the purpose of this study youth is anybody between the ages of 14 and 35. To conclude the issue of the youth context, the following analysis has been made, that in order for a country to plan and implement youth development programmes that respond to the needs of young people it must have a better understanding of the demographic profile of its young people. South Africa is one of the few countries in Africa that has comprehensive youth

policy. However, the policy requires strategies and programmes to implement it. (Magongo et al, 2011).

5.2 INSTITUTIONAL ARRANGEMENTS

This section of the analysis looked into the second theme of our research, which is focusing on issues of institutional arrangements. This section analysed the institutional arrangements of managing youth development in South Africa. These included a detailed discussion on the cluster system and main focus being on the Social Cluster, which is leading on most issues of youth development. Some of those elements are; governance, institutional leadership, and managing change. The elements were reviewed for the following reasons; governance will be looked at to try and resolve the gaps identified that are hampering integration and coordination of youth development. The social cluster gave a picture on the institutional arrangement of the social cluster and the role that it plays to improve integration and coordination within government and youth development. Lastly the element on institutional leadership was a recommendation on what the literature has reviewed. Even if all the benefits were realized and all the barriers removed, there would be need for good governance. Peters (1995) defines governance as striking a balance between the public and the private, between the need for order and the need for freedom. Governance in this context means the management of the system in order to maintain order and achieve objectives.

The concept of governance has been around in both political and academic discourse for a long time. Governance is referred to in a generic form as the task of running a government or any other appropriate entity such as, for example, an organization (Hyden: 1983). In this review, the study looked at how good governance can improve coordination and integration. During the interviews with respondents some of the issues mentioned were around issue of governance, that for the past years since 1994 to 2006, there was a programme of action for youth development within the Social Cluster. This programme of action was never reported on year after year and no Director General was held accountable to report on youth issues from departments. This shows that the governance system on integration and coordination of youth development was not a priority.

In spite of a Constitution that advocates for good citizenship through the Bill of Rights, the South African youth comprise a sector of the community beset by multi-factor challenges concerning development, entry and retention into the mainstream of the economy, poverty, and sound social security. Although policies and laws have been established, lead agencies, in the main government departments, function in an isolated and haphazard fashion in their efforts to implement these policies. The past decade has seen some progress as researchers and practitioners have focused more attention on the concept of “youth development”. At its inception, youth development was neither a field nor an approach. It was a concept and a movement united around politics and achieving freedom (Connell, 2005). According to the status of youth 2005, in keeping with the youth development framework, there are general principles that should continue to guide youth policy. The principles are; youth development should be approached as part of the development of the whole society and should not be seen in isolation. This also applies to governmental initiatives. Young people are not homogeneous, and their diversity must be factored into youth policy and practice. Most importantly, youth development is too important an area in which to waste resources; there should be coherence in the roles, institutions and capacities needed for youth development. Positive youth development can be integrated into any youth development program. First and foremost, all youth serving organizations should work towards assuring that young people have the chance to develop across all aspects of their lives in order to acquire the most positive experience possible. Positive youth development strategies include giving youth access to experiences that build leadership, boost self-awareness, and connect youth to caring adults (Eccles J.S., & Gootman J.A., 2002).

5.3 INTEGRATION AND COORDINATION

Over the years, the terms integration and coordination, as well as collaboration have often been used interchangeably and with varying meanings. More recent studies have reached some consensus and define coordination as, where two or more organizations work together, through a formal organized arrangement, to meet one or more goals such as improving the effectiveness and efficiency of programmes, avoiding the unnecessary duplication of services and performance (Trutko, 1999). He further explains integration as working together to achieve specified goals.

For the purpose of this study it can imply that Government departments can be working on youth development issues but not using the same resources and management systems to achieve the same goals; this implies integration. Sometimes government departments would work together, use the same resources, and not duplicate any programme to improve effectiveness and efficiency; this is what cluster system is trying to achieve by encouraging integration and coordination.

According to Trutko, 1999, there are different approaches to coordinating services. Several models have been developed that allow one to characterise different coordination efforts. These models offer useful ways of thinking about the variety of state and locally integrated workforces (Martinson, 1999).

Two coordination models have been developed: System oriented efforts and service-oriented models coordination. System-oriented efforts have goals that are focused on reforming the service delivery system. These types of efforts are intended to develop new human service delivery systems, create new services to fill gaps and reduce conflicts and inconsistencies. This model requires change of planning and funding of programmes. (Trukto, 1999) It is advisable that the integration and coordination of youth programmes adopt this method, because it will improve service delivery and impact will be realised.

Several studies point to the benefits of coordination and integration, which can potentially accrue to both clients and programs. Holcomb points out the following benefits of coordination and integration. First, coordination often enables clients to access a wide range of services. Secondly, it reduces duplication of programmes, which sometimes can cause a waste of resources. The organization's perspective, the primary benefit of coordination is to eliminate duplication of services and refocus resources on the provision of new or expanding services (Holcomb,P.A., Seefeldt,K.S., Trutko,J.,Barrow , 1993)

However, there are barriers that make coordination difficult. The most common are bureaucratic barriers and turf-protection, different philosophies or missions, difference in performance measures, incompatible management information systems, and different eligibility restrictions

(Grubb, 1990). Turf issues are cited as one of the major barriers if not the most hindering to the establishment and maintenance of coordination. According to Burbridge (1989), turf issues refer to the desire to maintain autonomy and thus avoid having been identified with other agencies to effect changes within one's own organization. There is a common fear among agencies that coordination and integration may result in the agency being taken over or in a loss of decision-making autonomy for officials. They are often fearful of yielding authority to another agency or relinquishing control outside of their own agency. Trutko et al (1991) adds that coordination and integration can also bring distrust of the agencies and lack of ownership. (Trutko,J., Ballis,L., Barrow,B., French,S., 1991)

Young people have talents, ideas and aspirations, which must be harnessed. Youth are agents of their own change who should be capacitated and empowered to become responsible people and take ownership of the process geared towards empowering them. The main rationale for this cluster is related to the current lack of any effective integration of youth affairs into the institutional arrangements of government departments, and the need to develop practical guidelines for effective integration. Youth are a resource and young people are agents of their own change and should be capacitated and empowered to become responsible people. Long term investments are a need in order for the programmes to be effective they ought to have long-term commitment to young people. Development of skills through effective programmes is those that impart essential skills to youth. Follow up and tracking of youth post programme implement is viewed as important because it expands their knowledge base and also informs its policy. In conclusion integration and coordination will curb ownership of programmes by other departments which are the cause for working in an uncoordinated way. It will also improve access to funding of big programmes that will benefit young by government. This will also improve or work on attitudes of those senior managers who take youth development as a 'by the way' issue, not as a priority stipulated in the 2006 Programme of Action and the President's state of the nation address, this was emphasized by the acting director of governance in the department of Home Affairs.

5.4 SUMMARY

The report begins by reflecting present practices and progress in selected departments in pursuit of integrating youth development issues. Departmental programmes that address youth issues vary in type and size. Some programmes, such as that aimed at the prevention of substance abuse in the Department of Health, are extensive and widespread whereas that for the training of tour guides in the Department of Tourism is a far smaller (lesser resourced and a more narrowly targeted) programme. Some departments are clearly more active in the youth arena than others. A small, relatively under-resourced department such as Sports, Arts, Culture, Science and Technology is introducing a range of more imaginative. (Buso,N., Mogoera,L., Lenka,M., 2004)

In conclusion integration and coordination is important in improving service delivery, reducing wastage and fiscal spending. The impact of service delivery is visible.

CHAPTER 6

CONCLUSION AND RECOMMENDATIONS

6.1 CONCLUSION

Youth development in South Africa remains a critical challenge for the government. The past 20 years of democracy, has been trying to deal with the unjust and inhumane policies of the past regime and its effects on the social and economic standing of young people. The ability of young people to live a fulfilling life, realize their potential and participate meaningfully in the social political and economic mainstream activities of society is hampered by lack of formal youth development issues.

There have been several programs and projects introduced within government especially in the Department of Presidency around youth development issues, but there has not been a significant change in the status of youth development. In 1996 the National Youth Commission was established, by Act no.19 of 1996 (National Youth Commission Act; 1996). One of the mandates of the National Youth Commission (NYC) is to co-ordinate and develops an integrated national youth policy. In 2001 when Umsobomvu Youth Fund (UYF) began operating, it set itself an ambitious target to be a catalyst for integrated youth development. The catalyst role meant that the UYF had realized the enormity of the problem of youth unemployment in South Africa, and the fact that addressing the problem of youth unemployment required extensive resources to facilitate and promote mainstreaming, thus achieving integration, scale and sustainability of integrated youth development initiatives.

In 2003 the South African Youth Council was formed to deal with mobilization and advocacy of Youth Development. Different municipalities have also introduced youth desks, to deal with challenges facing youth at local level. Then followed other National Department, especially the one who are in the Social Cluster Sector of government saw a need to establish Youth Development Directorate which is expected to work with other Cluster since Youth Development is cross cutting issue. They are also expected to work especially with youth, both organized and unorganized, including the South African Youth Council (SAYC), National Youth Commission (NYC) and Umsobomvu Youth Fund (UYF) to formulate and implement youth

development programmes, within the context of the Ministerial Ten Point Plan of 2000, White Paper on Social Welfare (1997), National Policy Framework (2002-2007).

In most of the strategies and policy development of different departments, youth, women and disability have been classified under transformational issues. Given all these efforts that Government and civil society have been trying to address, youth development still remains a challenge. More young people are unemployed, involved in substance abuse, lack skills relevant to a demanding market and are infected by HIV/ Aids. Therefore, the overall aim of this study is to assess the policy framework applied in the management of youth development in South Africa, to look at challenges which impede successful implementation of youth development programmes which will make an impact.

Youth Development is a multifaceted function nationally and internationally. Youth Development has a plethora of definitions, making the systematisation of thought on it rather hard. . Some define it according to circumstances, some define it according to age cohorts, and others define it according to programmes offered to different young people by different countries, organizations, governments and agencies. The review revealed that one could just take youth and youth development as meaning the same thing all over. According to some definitions, youth development is an association of negative things, crime, HIV/Aids and the lost generation. Nevertheless, it was important for the study to bring about different definitions and compare them, to realize how policy and decision makers are viewing youth development, and how this exacerbates the challenges that they face in integrating and coordinating youth development. This study looks at youth from the age cohort point of view. Even though different departments with the Social Cluster view youth development from different age cohorts, the age cohort that covers all age cohorts is the one developed by National Youth Development Policy Framework—14-35.

On the theme of coordination and integration, Trutko (1999) and Burbridge (1989) argue that coordination and integration do not mean the same thing. One can occur without the other, but coordination is related to control and integration is related to working together. Holcomb (1993),

viewed it differently that they complement each other. There are external and internal barriers to integration and coordination.

The cluster system assists in monitoring and evaluating whether departments are delivering services to all the people. Through the cluster system, the programme of action on youth development was established in 2005/06 State of the nation address. The Cluster system shows how government manages so many departments and decision making machinery within government. The cluster system also models how integration and coordination can be achieved. In one cluster, a different department is willing to implement a program from different angles. Overall, the literature reviewed reflects a growing realization of the complex and diverse nature of the governance context. It also reflects how governance can affect integration and coordination. It also reflects how managing change can affect good coordination, and integration.

Since 1994, government has been struggling with the integration of youth development issues. The ideal is that youth development is conducted in an integrated and holistic manner that addresses the social, economic, medical and psychological aspects of the target group. All over South Africa, youth development programming is unnecessarily and unproductively isolated. All vocational training schemes, credit provision schemes, youth self-help project, family life education programmes, HIV/AIDS peer-education projects exist in hermetic bubbles. None is working effectively in such isolation. (Everatt, 1994).

According to the National Youth Policy, youth development is part of building a non-sexist, non-racist, democratic South Africa. It should be approached in a similar manner and with similar vigour as other crucial areas in need of transformation such as visual disability, gender and economic participation. This should be done in line with government's broad approaches to fundamentally address poverty and underdevelopment through comprehensive, integrated, cross-sector and sustainable policies and programmes (National Youth Development Policy Framework : 2002). This also goes to show that when programmes are integrated and there is unity, moving to the same direction, resources can be saved, more ideas from different sectors and people can be utilized.

6.2 RECOMMENDATIONS

In light of the findings made in the research, the following is recommended:

That there should be more recognition of youth development in the Department first, and should be streamlined and have an effect. Synergy should be established but also acknowledging all Departments and reflecting on their efforts equally. Duplication will be avoided and there will be maximum usage of resources and effective service delivery. All government Departments must have Youth Development Directorates which are well resourced and coordinated. These directorates within departments should be placed strategically, so that they can influence mainstreaming and integration. The work done in clusters of government should be strengthened and all departments should report on it at all times. There should be compulsory reporting at Cabinet by accounting officers on Youth Development. Cabinet should set targets for each Department as per their mandate. Youth development should feature more prominently in the Government's Programme of action. The National Youth Development Agency should be given more resources to fulfil its mandate and the appointment of board members should be apolitical and more on skills and experience of the field.

The issues in Department of health are that, there is no clear mandate, no communication and also the mainstreaming of Youth development is not visible. Youth Development is at a sub programme level coupled with other programmes so there is no clear focus on what is the mandate. Therefore in integrating with other Departments it will be difficult since internally it is not clear on what is happening to Youth development. The recommendation is that Youth Development sub programme be elevated to directorates in all departments, where there can be representativity at senior level where decisions are made, this might assist in also developing a strategy on youth development in Health.

According to the Department of Social Development recommended that there is a need to lobby that youth issues be highlighted all the time with targets in the programme of action. To achieve that there is a need to bind all accounting officers to report on youth development and Treasury to allocate necessary financial resources. In this way when targets are established, and reports are made available gaps will be established and in that way integration and coordination will

forged because there will be communication. This will curb duplication and it will strengthen mandates of Departments but in an integrated manner. There is a need to strengthen the National Youth Development Agency, as the advocating agency, through research, policies and strategy. Lastly to build capacity of the civil society, by supporting and strengthening the South African Youth Council. There is need for a ministry of youth affairs in South Africa.

The Department of Home Affairs highlighted governance as one of the challenges that are hampering the progress of integration and coordination in Departments. As results the following were recommended: even if good governing structures are created in the lower ranks of Departments, but are not well represented at senior and decision making all efforts will just go to waste, no action will be recognized especially at level of the Forum Of South African Director Generals. No issues of youth development will be taken seriously if they do not form part of their performance agreement in every department. There is a need for youth development to be represented at the higher level where decision are taken so that mandates and boundaries can be created and known for integration and coordination to take place.

The National Youth Commission (NYC) recommended that: the youth development strategy needs to be reviewed. There is a need to work out the strategy as collective, meaning that Departments needs to work together. The Social Cluster needs to advocate and support the work of NYC by increasing resources to capacitate them to do their work. There is a need to influence the budget process so that the needs of youth sector are covered in the country's budget. Youth development should be seen as an integral program of government, not isolated to certain people, departments or agencies only. There is also a need to improve on reporting on youth matters by departments, just like it is done by HIV/ Aids.

The Presidency recommended that youth in South Africa have through different epochs been consistently defined in a derogatory manner. Each generation of young people has been defined mainly according to its circumstances in each epoch. The definitions have mainly portrayed youth negatively, rather than as change or development agents. As a result for youth integration and coordination to be achieved, there is a need to clarify the work of Youth Development practitioners to all stakeholders. To try and innovate a process of prioritizing and making

choices of youth programmes as per need per time. The most important is to identify visible champions for Youth Development outside the political field. Lastly, there is a need to create appropriate capacity to deliver on youth development.

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