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# An evaluation of the alignment of the Gauteng Youth employment strategy

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# An Evaluation of the Alignment of the Gauteng Youth Employment Strategy

**by**

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**Dissertation submitted in partial fulfilment of the requirements for the degree of Masters of Management: Public Policy in the Wits School of Governance Witswatersrand University**

**Supervisor: Professor Anne McLennan**

**2018**

# DECLARATION

I, Lindokuhle Siyabonga Nkomonde, do hereby declare that this thesis is the result of my investigation and research and that this has not been submitted in part or full for any degree or for any other degree to any other University.

_____ _____

**L. S. Nkomonde** **Date**

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# ABSTRACT

When developing policies or policy programmes, the South African Government often refers to public participation as an important part of the process. However, public participation in policy making in the country has often been described as inadequate and creating a false perception of public participation. This is because oftentimes policy makers think the objective data they have is sufficient for adopting policy positions and regard subjective evidence (people's own thoughts and perceptions) as superfluous.

The challenge created by implementing policies that are not in line with people's thoughts and perceptions is that governments roll out policies that are not responsive to the needs of its intended beneficiaries, while they also create a possibility for non-participation, at the least, or opposition to the policy or programme by the public at the worst.

This study sought to understand how sensitive the Gauteng Youth Employment Strategy (GYES), as a developmental policy, is to the Gauteng youth's own perceptions of the social environment and their own circumstances. It did this by juxtaposing the aims of the GYES vis-à-vis the expectations of unemployed Gauteng youth; the assumptions underlying the GYES vis-à-vis the perceptions and expectations of the unemployed youth; as well as obtaining insights – for purposes of improving the GYES' responsiveness – on unemployed Gauteng youth's perceptions of socio-economic trends in South Africa and how they should be addressed.

Because there seems to have been no considerable effort to understand the subjective views of the unemployed youth of Gauteng in the formulation of the GYES, the policy programme is shown to be misaligned with their expectations on a number of matters of significance. So while the programme set out to address a real need or problem, a lack of insights which can only be gained from considering subjective views, means that some of the programme interventions stand little chance of being implemented successfully. As such, the study demonstrates that important insights can be gained by considering subjective measures and views from the public in policy formulation.

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# LIST OF ACRONYMS

| | |
|---|---|
| COSATU | Congress of South African Trade Unions |
| DPME | Department of Planning, Monitoring and Evaluation |
| DPSA | Department of Public Service and Administration |
| GEP | Gauteng Enterprise Propeller |
| GYES | Gauteng Youth Employment Strategy |
| ISS | Institute for Security Studies |
| NCV | National Certificate Vocational |
| NDP | National Development Plan |
| NSFAS | National Student Financial Aid Scheme |
| PSC | The Public Service Commission |
| Sefa | Small Enterprise Finance Agency |
| SETA | Sector Education and Training Authority |
| SMMEs | Small, Medium and Micro-Enterprises |
| Stats SA | Statistics South Africa |
| TVET | Technical and Vocational Education and Training |

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# Chapter One - Introduction

## 1.1 Introduction

This study sets out to establish the alignment of a policy programme to the expectations of its intended beneficiaries. When developing policy programmes, the South African Government often refers to public participation as an important part of the process. So important is public participation that the democratic Government has adopted an approach to policy making that makes receiving inputs from the public an integral part of the policy process (Department of Public Service and Administration (DPSA), 2014).

The process followed to get public input on proposed policies involves publishing the policies on the Government Gazette and inviting public comments on it. However, public participation in policy making has been described as inadequate (Public Service Commission (PSC), 2008, 2010). In fact, some analysts have even suggested that the existing avenues put in place to get the views of the public on policy matters is a ruse aimed at creating a false perception of public participation (van Donk, 2014 and Institute for Security Studies, 2011). This is because policy makers tend to think the objective data they have is sufficient for adopting policy positions and regard subjective evidence (people's own thoughts and perceptions) as superfluous.

Bodies like the Public Service Commission have tried to improve the public participation process by providing guidelines to Government Departments (PSC, 2010). Some of the recommended guidelines include making an effort for direct interaction with members of the public to gather their uninhibited thoughts and feelings. However, these ideas remain largely unimplemented because they exist only as best practices and not regulations that Government Departments are obliged to implement (Public Service Commission, 2010).

The challenge, therefore, created by implementing policies that are not in line with people's thoughts and perceptions, or for which inadequate or no public participation

has taken place, is that governments roll out policies that are not evidence-based and unresponsive to the service delivery needs of its intended beneficiaries (Public Service Commission, 2010). This also causes the public to feel misunderstood, resulting in the breakdown of trust and loss of confidence in government and its policies (Department of Public Service and Administration, 2014).

This study therefore sets out to understand how aligned the Gauteng Youth Employment Strategy (GYES) to the views and expectations of its intended beneficiaries.

## 1.2 Background to the Problem

The Gauteng Provincial Government has adopted the GYES as a policy programme to reduce youth unemployment in the Province (Gauteng Department of Economic Development, 2013). The GYES uses a number of objective data sets to define the policy problem and underpin its approach. Such objective data includes the number of unemployed youth (age 15 – 34), their race, level of education, and the number of people these young people have to support.

Informed by this objective data, the GYES then sets out a number of key deliverables aimed at improving recorded numbers. In other words, the GYES wants to improve the skills of the youth through education so that more of them become employable or start their own small businesses, which in turn will reduce the number of households that struggle to put food on the table.

However, three years into the five year programme, youth unemployment in Gauteng remains at unacceptable levels if not worsening. Whilst unemployment is a factor of many variables, it is important to look at whether the Gauteng Provincial Government has, through the GYES, contributed positively to lowering the Gauteng youth unemployment rate of 39.8% (Stats SA, 2015) by implementing a responsive and relevant policy programme.

## 1.3 The Research Problem

In most cases when governments craft developmental policies they rely on statistical data or objective measurements which measure things like income and expenditure, or the number of people accessing a particular service (Bourguignon, 2015). The policies are then geared towards improving these objective measurements. The South African social security programme is a classic example of this; it focuses on getting more people onto the social grant programme and annually increases the social grants paid to beneficiaries as a way of addressing poverty (Zuma, 2017). For instance, the number of social grant recipients has increased from an estimated 4 million in 1994 to about 17 million at an escalating cost over a five-year period, of about R87 billion in 2010/11 to about R121 billion in 2014/15 (Statistics South Africa (Stats SA), 2016).

However, this purely statistics-driven approach to policy formulation for development has now been challenged. For instance, the French economist and former chief economist and senior vice president of the World Bank, François Bourguignon (2015), addressing the issue of reducing inequality, has argued that policies cannot adequately address their purpose if they rely on objective measurements alone.

Bourguignon (2015) contends that:

> "There are also non-monetary forms of inequality that are also socially and economically significant from the point of view of both social justice and the perception that the public may have of the equity of the economy. This is the case, in particular, of the inequality of opportunities," (p.60-61).

Stiglitz, Sen, Fitoussi (2009:7), have also remarked that "there often seems to be a marked distance between [standard measures of important socio economic variables] and widespread perceptions."

As such, Bourguignon (2015), engaging on the issue of reducing inequality, advances that people's perceptions of social phenomena and changes in these perceptions over time are important

> "…because they reveal the limits of a purely statistical approach to inequality while suggesting implicit recognition of dimensions of economic inequality that are not sufficiently represented by measurements of a primarily monetary nature. In addition, they are important because they shape the political economy of economic reforms, starting with those that concern distribution, but also more generally all policies that have an indirect effect on distribution," (p.72).

This research, therefore, sets out to understand how sensitive South African government developmental policies are to people's own perceptions of the social environment and their own circumstances. The research will focus on one such policy intervention – the Gauteng Youth Employment Strategy (2014 – 2019) – by investigating the assumptions underlying the policy programme, its programme interventions as well as its objectives and their alignment to the perceptions of its intended beneficiaries in terms of what the policy is meant to deliver.

To contextualise further, employment creation ultimately seeks to address historical socio-economic discrepancies in South Africa – a legacy of our apartheid past; as such, an assessment of perceptions of the GYES must consider Gauteng youth's views on whether current socio-economic trends can be reversed, whether the GYES addresses key issues in trying to change their circumstances, and whether policy interventions such as the GYES are even worthwhile. Development theory seeks, among other things, to identify conditions that will possibly obstruct, delay or detract progress towards stated objectives and argues that interventions that do not make ordinary citizens their starting point are almost destined to fail (Martinussen, 1997).

According to Statistics South Africa's most recent National and Provincial Labour Market: Youth Report (2015), Gauteng had a youth unemployment rate of 39.8% - a 7.3% increase from 2008. In spite the roll out of the GYES youth unemployment in Gauteng's Metropolitans, City of Johannesburg, City of Tshwane and Ekurhuleni has remained unacceptably high at 31.5%, 32.6% and 36.9% respectively. Although the GYES does not

set out a numerical target for reducing youth unemployment in Gauteng, it is safe to say that these figures show the GYES has not had the desired impact.

There may be a number of reasons that led to the increase in youth unemployment in Gauteng over the stated period, including the state of the domestic economy, the state of the global economy, level of skills among youth, and so forth. However, as per the focus of this research, our interest is in the alignment of the GYES with Gauteng's youth perceptions and needs because this may contribute to the youth's readiness to participate in such a programme.

If this research finds misalignment in these variables, it is probable that Gauteng youth may perceive it to not be beneficial participating in the GYES, thus rendering the policy programme irrelevant and affecting its successful implementation.

Based on the findings, inductive statements will be drawn about government's approach to policy-making and its contribution to policy success or failure. With an improved understanding of this aspect of social reality, one more step will be taken towards improving policy processes in order to formulate policies that are relevant and responsive to the needs of society. Recommendations will be put forward on improving policy sensitivity to perceptions by intended beneficiaries.

## 1.4 The Gauteng Youth Employment Strategy

The GYES draws its mandate from the New Growth Path – national government's strategy for economic growth – which aims to create 5 million jobs by the year 2020. It targets young people from the ages 15-35 years, matric and National Certificate Vocational (NCV) 4 graduates and Youth in schools, youth out of school and graduates, unemployed youth, youth in townships, young entrepreneurs, and youth owned businesses (Gauteng Department of Economic Development, 2013).

The GYES is also guided by the Gauteng Employment, Growth and Development Strategy which aims to achieve increased shared socio-economic growth and development, job creation and support to targeted economic growth sectors (2010).

The outcome envisaged by this strategy is to get more young people working in order to improve their quality of life and ultimately contribute to the reduction of inequality.

The GYES (2014:7) is underpinned by four pillars:

i. *"Skills development initiatives that provide working and or income generations for young people;*
ii. *Transition and placement mechanisms for the preparation and placement of Grade 12/NCV 4 graduates including establishment of a support mechanism;*
iii. *Direct employment mainly into public sector jobs which includes government facilitated private sector employment; and*
iv. *Youth entrepreneurship development and training."*

The GYES notes that unemployment in the country affects youth more than others. It states that "in 2010 the unemployment rate for the 20-24 age group was 48,7% and for the 15-19 age group 63,7% amounting to 1.37million unemployed amongst 15-24 year olds," (pg.9). According to the GYES 55% of those aged 15-24 are unemployed and characterises this cohort as mostly black; many of them (40%) are matric graduates under the age of 24 with the remainder having not completed secondary school; nearly 70% of them have never worked; and the majority of them (71%) have to support between 1 and 4 dependents.

The GYES further puts forward some suggestions on the causes of youth unemployment, pointing towards lack of education and job related skills and experience as the primary grounds. The document also points to the global economic climate as a cause of youth unemployment, stating that the global recession has reduced demand for workers.

From the preceding account, it is evident that the GYES has identified a number of objective measures that define the youth unemployment situation in Gauteng, and has therefore focused its interventions on improving these objective measures.

## 1.5 Aim of the Study

The aim of this study is to understand how sensitive the GYES as a developmental policy is to the Gauteng youth's own expectations and perceptions of the social environment and their own circumstances.

## 1.6 Objectives of the Study

The objectives of the study can be identified as follows:

- To determine unemployed Gauteng youth's expectations of the Gauteng youth employment programme;
- To assess the alignment of the assumptions underlying the youth employment programme to the perceptions and expectations of the unemployed youth in Gauteng;
- To determine unemployed Gauteng youth's perceptions of their socio-economic circumstances and how they think they can be addressed.

## 1.7 Primary Research Question

Does the GYES as a policy programme represent the aspirations of Gauteng's unemployed youth?

## 1.8 Supplementary Research Questions

- What are the expectations of unemployed Gauteng youth of the GYES?
- Is there alignment of the assumptions underlying the GYES and the perceptions and expectations of the unemployed youth?
- What are unemployed Gauteng youth's perceptions of socio-economic trends in South Africa and how they should be addressed?

## 1.9 Significance of the Study

The study will assist in gaining insights into government's approach to policy-making processes and its contribution to policy success or failure. With an improved understanding of this, we will take one more step towards improving policy processes in order to formulate policies that are relevant and responsive to the needs of society.

## 1.10 Format of the Study

The study will begin by laying out a literature survey as well as providing an overarching outline of literature sets that are going to be studied. As such, the survey of literature will cover public input in policy making, public participation as a democratic process, explore the concept of development (as we are dealing with a developmental policy) and available policies for development, as well as the role of institutions in the policy process.

Thereafter, the theoretical framework will be sketched, indicating what may be missing in available literature as it relates to the study. The section on the theoretical framework will summarise the key ideas emanating from the review of theory and their relevance to the study. It will conclude by providing the rationale on the selected theoretical framework through which the study will be conducted.

The research method will also be laid out and will cover components such as the justification for research approach where details on the use of the qualitative research methods (face-to-face interviews and documentary analysis) for the study will be outlined. Further, the preferred sampling technique and its significance will be discussed in this section as well as an explanation of how primary and secondary data will be collected. This will include the presentation of the research instrument for primary data collection. Issues around data analysis methods (defining thematic analysis) and how it will be applied on the primary data, as well as the ethical considerations that must be addressed when conducting the research will also be detailed.

Finally, a presentation of the various themes emerging from primary data analysis will be made. These themes will be interpreted and analysed for their significance to the study. Secondary data findings will also be presented, whilst concluding by showing how the research questions have been answered as well as providing recommendations on how the findings can be used to make the GYES more sensitive to subjective input from citizens.

## 1.11 Conclusion

This chapter has introduced the research problem and outlined what the study aims to achieve. Further to introducing the research problem, an outline of the policy programme under scrutiny – the GYES – has been provided as a basis for engagement. Lastly, the chapter has provided a framework on how the study will be undertaken systematically to the point of drawing conclusion and making recommendations. We now turn our attention to the literature relevant for this study.

# Chapter Two – Literature Survey and Theoretical Framework

## 2.1 Introduction

The literature survey will explore a number of theories relevant to the study. It will review theories on public participation in policy making and consider different views that are in literature on the appropriate level of public involvement in policy development, including looking at public participation as a democratic process. Further, the literature survey will seek out the various conceptions and theories on development and how these differ in focus as well as how much they rely on objective or subjective data in their conception of development. The literature survey will further investigate commonly used policies for development, with a special focus on the development policies used in South Africa. Finally, we will look at institutional arrangements and how these impact on the policy process and influence policy outcomes.

Public participation is an important part of governance. Maathai (2009), Plattner (2013), Dahl and Soss (2014), and Tsekpo (2015) all agree that civilian participation and cooperation must be undertaken in holistic manner where every citizen capable and willing to participate in policy making is given the opportunity to do so.

In South Africa, the Constitution of the Republic promotes public participate in policy-making by stating that “people’s needs must be responded to, and the public must be encouraged to participate in policymaking” (Section 195(1)(e)). It further states that “both the national and provincial levels of government must facilitate public participation,” (Sections 59, 72 and 118).

The Public Service Commission (PSC) – an independent body established by the Constitution to promote the constitutionally enshrined democratic principles and values – in 2010 noted that it had

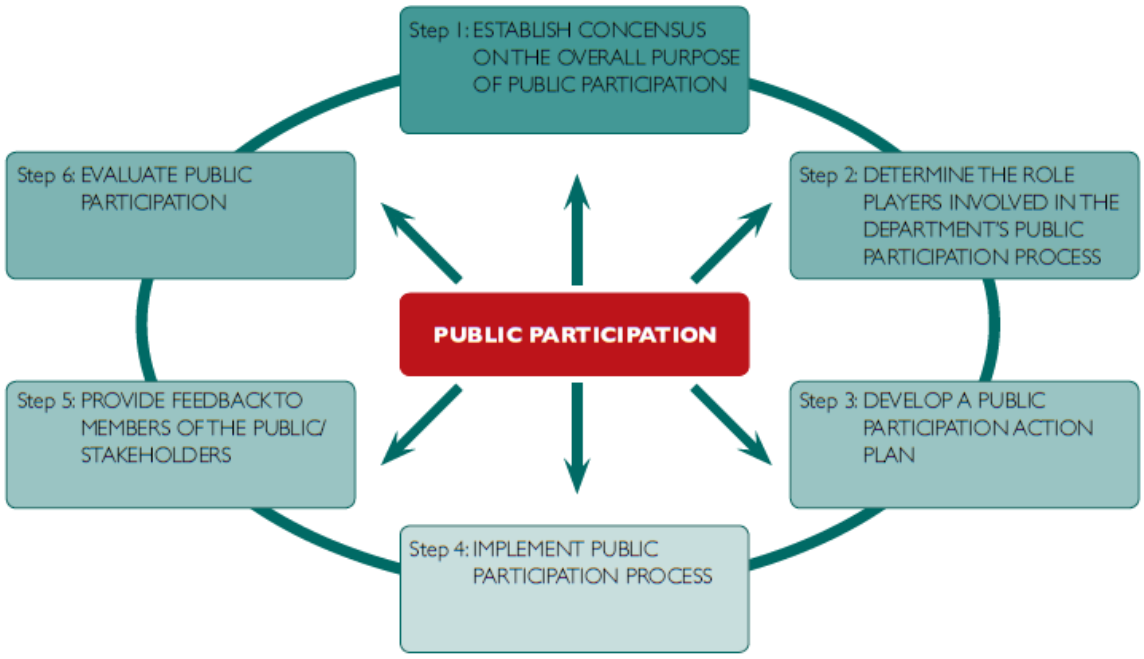
> "over the years investigated the mechanisms implemented by government departments to facilitate public participation in the Public Service… [and had] found that the nature and extent of public participation is generally inadequate, and that concerted efforts are necessary to improve the situation," (PSC, 2010, p.2).

The PSC (2010, p.3) states further that

> "the aim of public participation is to inform the community about proposed policies and/or actions; allow public inputs on proposed policies and administrative actions; cooperate with the community to shape policies and priorities; [as well as] share decision-making with the community."

The PSC defines the public participation process as logical steps or actions that must be undertaken in order to reach a point where consensus is reached in policy direction, represented as follows:

**Figure 1.1 – The public participation process** (PSC, 2010:7)



From the above, we begin to get a sense that public participation only takes place once policy problems have been conceptualised. In other words, the public does not participate in the conceptualisation of the policy problem. Because of this, the public's participation in the decision-making process is influenced in the direction of those who have already decided what the problem is.

By canvassing the views of the public before we define the policy problem, we afford the public the opportunity to be part of the process of deciding what the problem is by enunciating on subjective factors such as thought, feelings, and desires instead of just relying on objective data. In other words, policies would be in line with the public's own perception of what the problem is.

## 2.2 Public participation as a democratic process

Stiglitz (2012) argues that in a democracy any public institution must function in accordance with its mandate and that the mandate must be in line with the public interest, whilst also being transparent about how decisions are made. This is because governments can never hope to become know-all experts in this complex world and need input from the public (Kean, 2009).

Norris (1999) contends that not only is public participation good for democracy, but it also gets governments involved in new policy areas or issues that are of interest to the public. According to this perspective by Norris (ibid), where democracies have been challenged it has been "because established institutions did not respond effectively or efficiently to long-term changes in public expectations [of] government" (p.60).

In many democratic societies, argues Norris (ibid), the casting of votes during a multi-year electoral cycle is incorrectly perceived as adequate public participation. However, strengthened commitments to the democratic ideal, and increased skills and resources on the part of contemporary publics, are leading to increased political participation forced on governments in different forms, such as protests – which are common in South Africa. Such forms of participation create pressure on governments to develop forms of more direct, participatory democracy (Norris, 1999).

As we have already seen in sections 1.1 and 2.2, there is general consensus on the inadequacy of public participation in the policy making process in South Africa. But beyond publishing policies in the Government Gazette for public comments, are there any other avenues that the South African government can adopt to improve direct public input? Currently the government uses the annual Imbizo Focus Week programme – which is an opportunity for community members to "engage with leaders about programmes to resolve the challenges of unemployment, poverty and inequality" (South African Government, 2016).

A number of public participation initiatives are available to governments (Keane, 2009), including participatory budgeting, focus groups, consensus conferences, public memorials, local community consultation schemes and open houses, citizens' assemblies, brainstorming conferences, etc. All these can be used to strengthen public participation as a democratic process.

## 2.3 Development

There are many notions and dimensions of development. The founding Charter of the African Union (1963) defines development broadly as achieving a better life for the peoples of Africa. More recently, in Agenda 2063 (2015), the African Union describes development as shared prosperity and well-being, unity and integration, affirmed freedom, opportunity creation, an environment where the full potential of women and youth are realised and an absence of fear, disease and want.

The United Nations (2017) argues that the global understanding of development has evolved over the years and that all its members now agree on the concept of 'sustainable development' or development that promotes prosperity and economic opportunity, greater social well-being, and protection of the environment.

South Africa's National Development Plan – Vision 2030 or the NDP (2012) sees development as the "elimination of poverty and the reduction of inequality [through] growing an inclusive economy, building capabilities, enhancing the capacity of the state, [as well as] promoting leadership and partnerships throughout society" (p.24).

Martinussen (1995), explaining the historical context referred to by the United Nations, says the notion of development has been tied particularly to countries and population groups in the Third World since the mid-1950s when, parallel to the decolonisation of Asia and Africa, the social conditions on these continents increasingly became the object of international attention. Martinussen (ibid) continues to outline a number of development concepts that have been influential over the years. These include:

- **Economic growth**: the idea that economic growth is the supreme goal of development;
- **Increased welfare and human development**: closely linked to the concept of sustainable development as promoted by the United Nations, this concept argues that human welfare is the overall objective of development;
- **Modernisation**: this conception of development – popular in the 1940s and 1950s – argues that development is a structural change process whereby the traditional and backward Third World countries develop towards greater similarity with the North-Western world;
- **Dialectical transformation**: a progression of the modernisation concept of development, this theory did not object to tradition, but only as far as it did not impede or oppose development. As a result, it proposes an open conception of development, the contents of which had to be decided in accordance with each individual society's particular circumstances and the preferences of its citizens;
- **Elimination of dependency**: driven by dependency theorists who maintained that colonial powers and imperialism had actively underdeveloped or impeded the development of the Third World, this view of development implies the gaining of real national independence and self-centred economic progress;
- **Capacity building and development by people**: according to this conception of development people's effective participation in decision making is a necessary part of development. Therefore, popular participation is a developmental goal in itself; and
- **Sustainable development**: a process that fulfils present human needs without endangering the opportunities of future generations to fulfil their needs.

From the foregoing text one can argue that, depending on the development concept adopted, varying outcomes can be achieved based on the differing focus of each concept. However, and critically for this research, depending on the concept of development adopted, it can be presumed and argued that space will either be created or not created for the views of the public to be considered in policy making. For instance, it seems reasonable to presume a modernisation approach to development – where a government tries to mimic developed countries (Martinussen, 1995) without really considering its own country's exceptional circumstances – will allow a lot less public input in policy making than a capacity building and development by people approach in which people's effective participation in decision making is a necessary part of development (Martinussen, 1995). Further, it can be argued that the perceptions of citizens on the type of development approach undertaken by their country will have a significant bearing on the effectiveness of developmental policies adopted insofar as acceptance of or resistance of the development approach used. We now turn our attention to the available policies for development.

## 2.4 Policies for development

It follows that whatever policies for development chosen by governments are directed by the development concept that prevails in that country. We will begin by looking at policies in line with the economic growth concept of development.

According to the World Bank (2007) underdevelopment is "a symptom of a state's inability or unwillingness to generate economic growth." From this perspective, economic growth is the panacea for developmental challenges. World renowned British economist and former director of Development Research at the World Bank, Paul Collier (2007), makes an elaborate case in support of the World Bank's view. According to Collier, any government that is serious about addressing poverty and inequality must pursue a policy of economic growth. Collier (2007:11) says "The failure of the growth process… simply has to be our core concern, and curing it the core challenge of development."

There are those who do not agree with this view. In fact, some argue outright that high economic growth, instead of bringing about development, brings about higher levels

of inequality and that the free market tends to generate an unequal distribution of income. Fioramonti (2013) illustrates this point by recounting the economic situation of the 1990s in the United States. He says:

> "In spite of the GDP boom and the creed of infinite economic growth, the 1990s were also characterised by profound social imbalances, a growing income gap and pervasive psychological distress," (p.43-44).

Some of Collier's colleagues in the field of developmental economics do not hold his type of undeviating view. For instance, Piketty (2015) advises that any policy intervention aimed at promoting development and reducing inequality must address the unequal ownership of capital because this is the fundamental source of underdevelopment and inequality. However, continues Piketty, because it has been established that all around the world household income is generated mainly from compensation for labour, there must be a specific focus on labour income inequality in order to determine the kinds of redistributive instruments that might combat it. To this end, Piketty puts forward a number of policy options available for this purpose, including reducing discrimination in the labour market, affirmative action, fiscal redistribution (via taxes and transfers) and social insurance.

Bourguignon (2015) also puts forward that

> "…the most common [policy] method for promoting equitable national development is [through] taxation and, more precisely, the… taxation of income … and revenues which fund transfers in purchasing power to the bottom end of the income distribution," (p.158).

He highlights the importance of interventions that promote equality of opportunity through educational policies and taxation of wealth.

Rodrik (2001, p.7) in a report prepared for the United Nations Development Programme on global trade and development notes that "policies that increase the incomes of the poor, such as investments in primary education, rural infrastructure,

health, and nutrition, tend to enhance the productive capacity of the whole economy, boosting the incomes of all groups." It is necessary at this point to turn our attention to policy interventions that have been used in South Africa to promote development and reduce inequality.

According to Mohr and associates (2015) personal income distribution in South Africa has conventionally tracked racial lines, with whites earning the highest, Asians coming second, then coloureds and blacks last. As such, van der Berg (2010:2) has noted that "wage inequality, deeply rooted in South Africa's history, plays a central role, and patterns of human capital development are fundamental to the future growth path and thereby to poverty and inequality." Without more equal labour market outcomes, notes van der Berg (2010:16), "aggregate inequality will remain high and will undoubtedly encourage further direct labour market interventions in an attempt to affect distributional outcomes."

Some writers have warned that the situation is worsening based on the argument that the share of labour remuneration in South Africa – the mainstay of household income – has been falling over years. Burger (2015) notes that labour remuneration in South Africa has been losing ground to capital income having moved from 57% in 1994 to just below 50% in 2013 leading to a deteriorating income distribution. With 26.6% (as at Quarter 2 of 2016 – Statistics South Africa) of working age South Africans without jobs and income, the South African government has since 2009 placed employment creation drives at the centre of its development policy.

Gumede (2011), former policy chief director in President Thabo Mbeki's administration, explains approaches to development in the country through the Human Development Index (HDI), which has three components: longevity, knowledge and income. These translate to government policy on health, education and improving household income. Gumede's assessment is that while the South African government has put in place policy measures to improve access to primary health care, access to basic education as well as access to income through employment and social grants, these have not succeeded in bringing the poor within society to an acceptable level of development.

Netshitenzhe (2013) of the Mapubungubwe Institute for Strategic Reflection and former policy head in Thabo Mbeki's administration, submits that in trying to identify holistic approaches to address underdevelopment and reduce inequality, it is necessary to interrogate indicators such as assets, access to services and opportunity, and social capital. According to Netshitenzhe (2013):

> "Measures required to deal with inequality include the absorption of more people into economic activity, quality education, efficient public services, progressive taxation and appropriate spatial settlement patterns," (p.1).

So what does this mean for this study? It tells us that South Africa requires a comprehensive and multi-dimensional approach to policy making for development in order to achieve its objectives for human development / wellbeing, redistribution / equity, and a better performing economy. This requires an intimate understanding of both objective and subjective variables for development. While public policy researchers may collect objective data on, for example, the number of unemployed people, number of households living in poverty, and the number of people without access to services, this data will not give them insights into their thinking about well-being, their aspirations, or their views on how politically charged issues like redistribution must be addressed.

This is why, for instance, there seems to be divergence on the policy of 'willing-buyer willing-seller' in the land redistribution issue. While government has admitted the failure of the policy and the dissatisfaction it has caused (Zuma, 2017), it seems unable or unwilling to review the policy to align it with the views and aspirations of the many South Africans who are opposed to it in its current form.

## 2.5 The role of institutions in the policy process

It goes without saying that a close relationship exists between public institutions and public policy. The reason for this is that the authority to conceptualise, execute, and evaluate public policies rests with public institutions. Institutional analysis is therefore

important if we are to gain an understanding of how policy processes are determined and implemented and how this impacts policy responsiveness and relevance.

Thelan and Steinmo in Hay and Wincott (1998), tell us that institutional analysis is important because “institutions can shape and constrain political strategies in important ways, [while] they are themselves also the outcome (conscious or unintended) of deliberate political strategies of political conflict of choice” (pg.955). This is why there is a great level of importance placed on improving public institutions through institutional policy analysis – a focus on “procedural choices, the redefinition of relationships within public institutions that affect the influence of outsiders on government itself” (Gormley, 1987:154). In other words, the procedures, conventions, routines and norms entrenched in the public institution will determine how much and what kind of public participation takes place in the policy making process, or whether the public’s views are considered at all.

Further, political democracy depends not only on economic and social conditions but also on the design of public institutions because institutions are collections of standard operating procedures and structures that define and defend interests (March and Olsen (1984) in Hill, 2005). Therefore, it is argued in Hill (ibid), that “organisational factors affect the degree of power that any one set of actors has over the policy outcomes, whilst they also affect the degree of pressure an actor can bring to bear on policy and the likely direction of that pressure” (p.81).

Some writers have expressed the view that institutions in Africa contribute to underdevelopment. For instance, Kumsaa and Mbeche (2004), have argued that African countries need to undertake serious institutional reform policies in order to improve the capacity of the state to address the development challenge in the continent.

In South Africa, the Presidency provides policy direction for government. It does this through the Department of Planning, Monitoring and Evaluation (DPME) located within the Presidency. In its 2017/18 Annual Performance Plan, the DPME states that its mandate is

> "derived from section 85(2) (b-c) of the Constitution of the Republic of South Africa which states that the President exercises executive authority, together with the other members of the Cabinet, by developing and implementing national policy and coordinating the functions of state departments and administrations," (p.12).

The DPME was responsible for the establishment of the Planning Commission that produced the country's primary policy document, the NDP (2012). In this way, policy development in South Africa is centralised at the national level of government and then cascaded down to provincial and local government levels. To show how this works; the NDP prioritises job creation as one of its fundamental objectives and, as such, provinces like Gauteng through the GYES and other policy interventions, prioritise job creation to reflect alignment with the NDP.

The fact that the institution of the Presidency plays such a central and leading role in policy making limits the participation of others in the process and therefore affects policy outcomes as has been argued above (Hill, 2005). It is common cause that not all important actors agree with the NDP. For instance, the Congress of South African Trade Unions or COSATU (2013) has long called for the redrafting and fundamental overhaul of the NDP. This points to challenges in the participation process where the views of an actor seem not to have been taken fully into consideration in policy making. In fact, this policy document was drafted before any public participation could take place. A public participation process was initiated only after the document had been drafted and handed over to the President in November 2011 ("Trevor Manuel punts new national development plan", 2011, para. 5). As we have seen in section 2.1.2, this is an area of contestation in South Africa with regards to public participation, where public inputs / views are sought once policy problems and interventions have been conceptualised by those institutions that control policy development.

## 2.6 Policy analysis models

For purposes of this study, it is necessary to explore some theoretical approaches to public policy to get a sense of how they respond to both objective and subjective

measurements. However, making sense of policy requires a recognition of the two dimensions policy, that is; the vertical dimension which perceives policy as a rule concerned with top-down transmission of government decisions; as well as the horizontal dimension which is concerned with relationships among policy participants in different organisations with whom policy must be negotiated and agreed. Any form of policy analysis and policy process must therefore take these dimensions into cognisance (Colebatch, 2002). Further, it must be noted that policy analysis for the purpose of this study is concerned with information for policy making where data is rationalised for decision making in order to ensure that policy and practice are evidence based (Hill, 2013). Cloete and de Coning (2011) refer to these models as models for analysing the development of policy content for the determination of the most appropriate policy options. Some of these main models are discussed below.

First amongst these models is the **rational-comprehensive model** which, according to Hanekom (1987) implies that the policy maker has a full range of policy options to choose from and all these possible policy options must be analysed, exploring the consequence of each alternative, and ultimately choose a variety of options that will achieve the outcome desired. Therefore, rationality in policy making needs both rational rules for decision making as well as the rational use of those rules (Andrews, 2007).

The next model is the **incremental model**. This model regards public policy as a furtherance of prevailing government activities with the potential for slight, incremental changes, thus decreasing the complexity of decision making (Dye, 1987 and Shafritz et al., 2005). According to Cloete and de Coning (2011. p.38)

> "Proponents of this model argue that incremental change is more expeditious that comprehensive change, that the conflict potential is considerably lower than with radical change and that incremental adaptation contributes to a redefinition of policy on a continuous basis," (p.38).

The third model, the **mixed-scanning model**, as introduced by Etzioni (1967), takes the best of the rational-comprehensive model and the incremental model and

configures a model that reviews the entire policy generally, whilst also focusing on the specific policy results sought.

Other content-analysis models include **judgemental techniques** (Cloete and de Coning, 2011) involving scenario development and feasibility assessments, among others; **policy recommendations** (Cloete and de Coning, 2011) using techniques such as cost-benefit analysis, policy mapping, plausibility analysis, etc.; as well as the **"garbage-can" model** (Kingdon, 1995) in which policy makers avoid taking a decision because the options are not clear and allow circumstances to force them into a particular policy direction.

Cloete and Wissink (2000) also introduce what they term an **institutional theory** – also known as **classical theory**. According to Cloete and Wissink (ibid), institutional theory emphasises that the different concerns and interests of government should be given preference in policy analysis.

Finally, Dye (1995), outlines the **public choice model**. According to Dye (ibid), this model assumes that all political actors seek to maximise their personal benefits in politics as well as in the marketplace, but that even with selfish motives they can mutually benefit through collective decision making in public policy making in order to protect life, liberty, and property. Its strength therefore is in its ability assess how public preferences of different interest groups find their way into public policies. However, the model offers little in the way of how such preferences can be incorporated into public policies, especially for those sectors of society that are not well-organised and that find it difficult to access decision makers.

## 2.7 Policy processes

This category of models of policy analysis centres on the process used in policy making and how this impacts on policy outcome. Some of the prominent policy making processes are discussed below.

Dye (1995) and Cloete and Wissink (2000) outline the **systems model** which focuses on the contributions of interrelated forces to policy making. The systems model

portrays public policy as an output of the political system and the logical sequences of activities to develop public policy is emphasised (Kraft and Furlong, 2004). According to Dye (1995:38), "the concept of system implies an identifiable set of institutions and activities in society that functions to transform demands into authoritative decisions requiring the support of the whole of society." The model assumes that, within a society, the demands made by the public on the government will trigger a chain of events within the political system that will ultimately produce outputs responding directly to the demands. A shortcoming of this model is that it proves limited in unravelling a social system that involves different ideas, preferences, interests and approaches (Dye, 1995).

Another model discussed by Dye (1995) and Cloete and Wissink (2000) is the **elite/mass model** wherein public policy is viewed as the preferences and values of a governing elite. The model suggests that the people are apathetic and ill-informed about public policy, that elites actually shape mass opinion on policy questions more than masses shape elite opinion. When this model for policy analysis is employed, therefore, the attitudes of those in power must be considered or reviewed as these will often manifest themselves in public policies that are adopted. The disadvantage of this model is its one-dimensional approach through the assumption that public policy is a product of only the elite. It is therefore not suitable for analysis in democracies. However, it may prove useful in countries run by monarchs or dictators.

Another policy making process model is the **institutional model**, which puts forward that institutions may be so structured to facilitate certain policy outcomes and obstruct other policy outcomes or, they may give advantages to certain interests in society and withhold advantage from other interests (Dye, 1995 and Cloete and Wissink, 2000). The focus of this model, therefore, is essentially on the people who make up government institutions and how they structure these institutions in terms of how things are done and how decisions are made (Dye, 1995). From this it can be deduced that, according to this model, an institution led by statisticians is more likely to take an objective approach to policy making as opposed to one led by social scientists who may have a keen interest in subjective measures to influence their policy decisions.

Kraft and Furlong (2004) also discuss the **group model** which involves pressure groups asserting themselves in the policy process by interacting with policy makers on preferences and self-interest such that the outcome of public policy is representative of an equilibrium reached in the contestation between groups. This model is closely related to the **social interaction model** which creates the opportunity for general participation, negotiation and mediation in the policy making process (Cloete and Wissink, 2000).

The next model is the **policy network and communities model** – an expansion of the systems model combined with some elements of the group model and social interaction model – where policy decisions are an outcome of negotiations between networks of policy stakeholders who may operate outside the public sector (Cloete and Wissink, 2000). Börzel (1998, p.254) defined a policy network as follows:

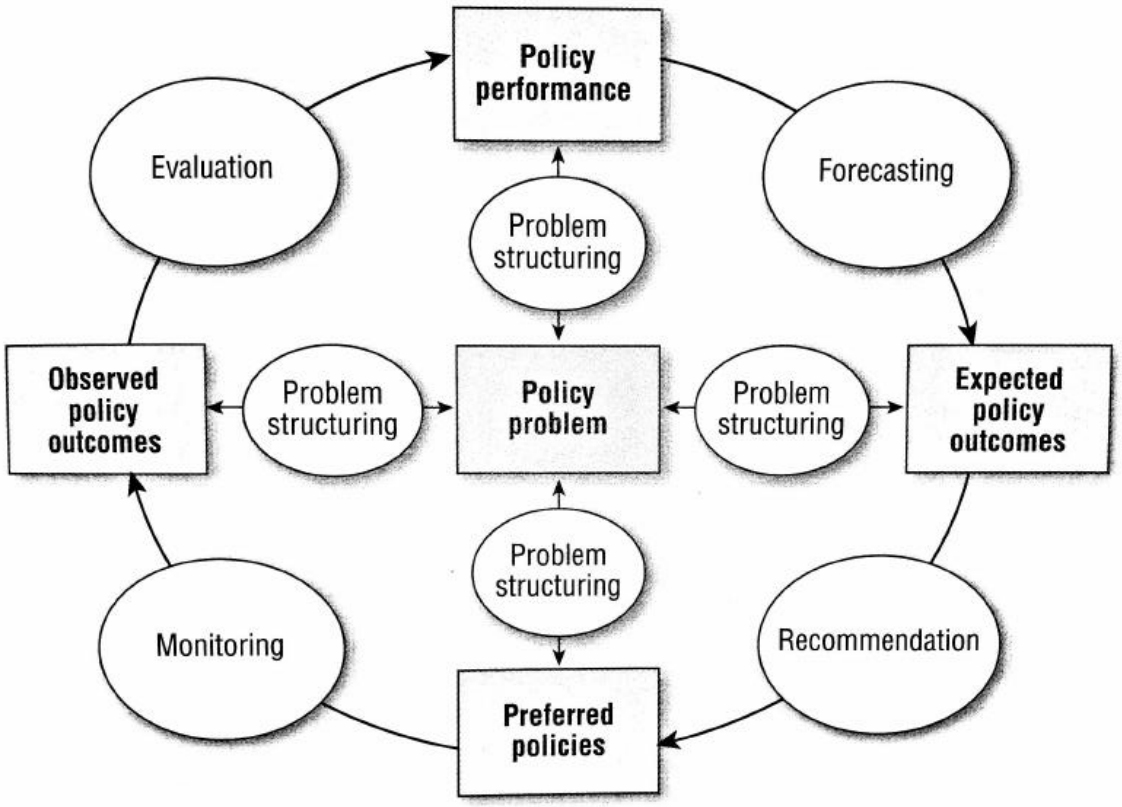
> "… a set of relatively stable relationships which are of non-hierarchical and interdependent nature linking a variety of actors, who share common interests with regard to a policy and who exchange resources to pursue these shared interests acknowledging that co-operation is the best way to achieve common goals."

Finally, Hogwood and Gunn (1984) discuss the **stagist policy process** where the policy process is analysed through a number of stages through which a policy issue may pass. A number of models have emerged from the stagist policy process and the common among these are discussed by Cloete and de Coning (2011).

These include **Dunn's policy-process model** which describes an intellectual endeavour undertaken by government technocrats to identify issues that require policy intervention and to develop a policy intervention to address the identified problem. The model incorporates five major efforts, namely, problem identification, identification of expected policy outcomes, assessing policy options and identifying those that are preferred, implementing selected policies and observing their outcomes and evaluating policy performance (Cloete and de Coning, 2011). The model is represented diagrammatically in Figure 2.1 and shows how the policy problem forms

the core of the policy process and how it interacts with the various stages of the policy process to define and refine the policy on an ongoing basis to make it responsive.

**Figure 2.1 – Dunn's Policy-Process Model** (Cloete and de Coning, 2011:45)




Whilst the model scores important marks for its demand for intellectual rigour in identifying challenges and evaluating the effectiveness of policy interventions, it falls short on inclusivity. It does not allow space for other role players in society to partake in the process.

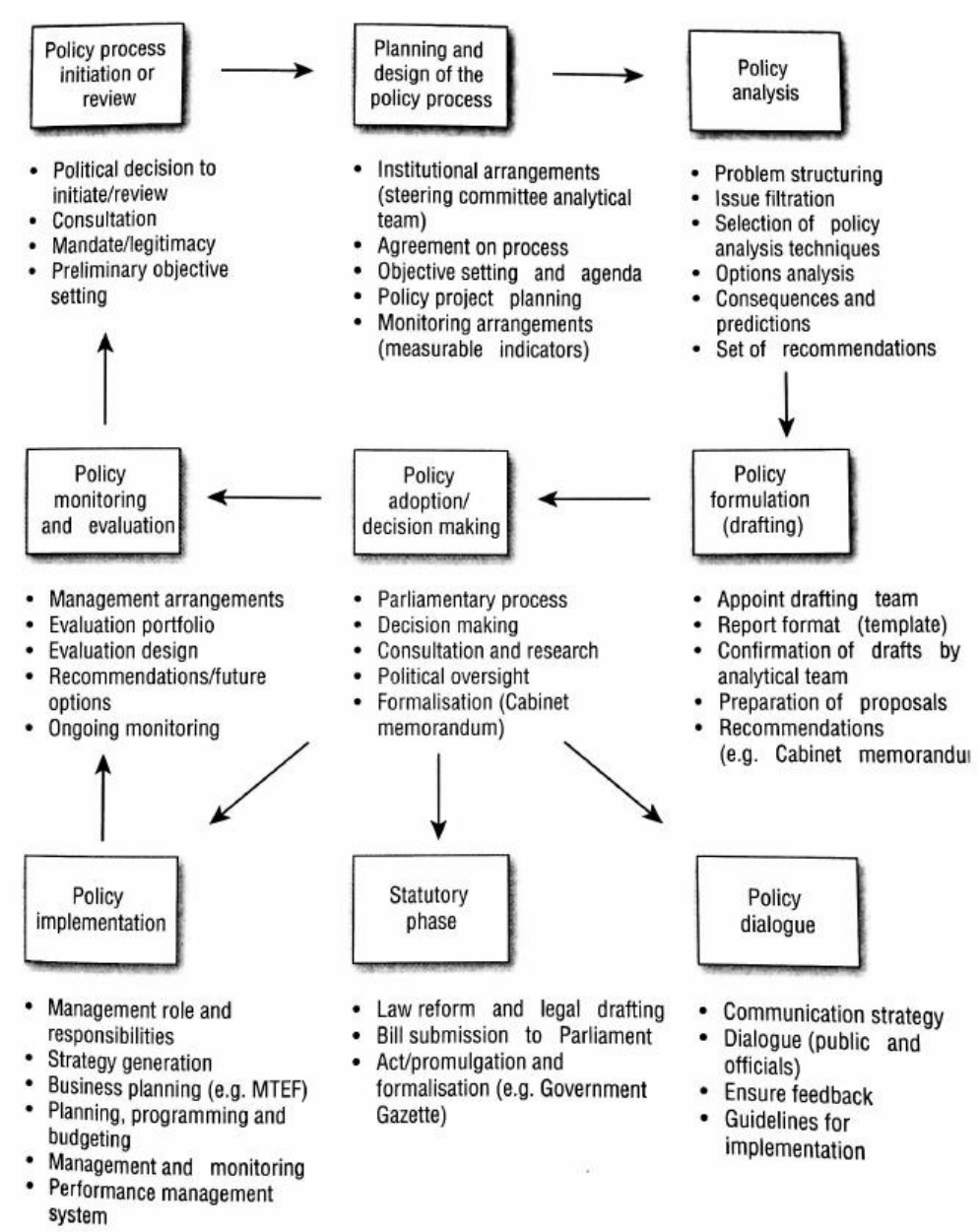
Another stagist policy process is **Bardach's eightfold path**. This is a process for policy development that generally proceeds in a certain direction, from defining the problem at the beginning all the way to making a decision and explaining it at the end. It follows eight steps (Cloete and de Coning, 2011), namely defining the problem > assembling evidence > constructing alternatives > selecting the decision criteria >

defining project outcomes > confronting the trade-offs > policy decision > communicating the policy for public buy-in.

Bardach's eightfold path does not seem too divergent from Dunn's Policy-Process Model. The major difference between the two seems to be that Bardach's eightfold path introduces a step at the end of the process that involves 'selling' the selected policy intervention (and its outcomes) to the public. So whilst the model also falls short on inclusivity, it tries to make up for it through a communication campaign to convince the public that the correct policy intervention was chosen.

Lastly, Cloete and de Coning (2011) discuss the generic process model. According to Cloete and de Coning (ibid), this model "redefines and synthesises existing process models into a generic-type model which can accommodate the demand for a comprehensive and generic process" (p.47). It is useful for understanding policy making processes in South Africa. It recognises that any policy process has various role players that must be accommodated and whose views must be considered throughout the process such that the policy intervention implemented represents an inclusive effort. The generic policy-process model is represented in Figure 2.2 and lays out a series of stages – from conceptualisation to policy dialogue and to policy adoption and implementation and review – that, when followed, will lead to a clearly defined and responsive policy.

**Figure 2.2 – The generic process model** (Cloete and de Coning, 2015:49)




Parsons (1995) has critiqued the stagist policy process stating that its rigid phases attempt to impose stages on a reality that is infinitely more complex, fluid and interactive. Whilst recognising its 'heuristic (and hermeneutic) usefulness', Parsons (1995:81) does raise further concern that "the stagist framework naturally lends itself to a 'managerialist', 'top-down' approach to the policy process and to a view of the role of policy analysis as a form of elite resource, rather than as involving wide social enlightenment."

## 2.8 Participatory planning

Martinussen (1997) notes that there are several, sometimes contradictory theories about people's participation. Some theories regard too much involvement of ordinary citizens in decision making as an impediment to economic growth – "because ordinary citizens lacked the foresight and imagination required to plan for the future" (p.232) – and a threat to political stability.

Other theories, notes Martinussen, recognise that broad public participation in political life could probably be reconciled with economic growth provided the participation was carefully organised and controlled. Accordingly, these theories acknowledge that increased public participation should be seen as worth striving for.

"Carefully organised and controlled' participation", continues Martinussen, means giving attention to

> "(a) who should participate; (b) how the concerned groups should participate; (c) what the scope of the participation should be; and (d) how much weight should be given to the wishes and demands expressed by the people as compared with the priorities determined by the government," (p.235).

This type of approach has been challenged for its exclusion of the poor in the participatory planning process. Martinussen (1997) says

> "As long as participation is controlled and limited to being a support activity for state development planning and state-centred institution building, the poor will remain without any real influence on the development process and priorities in the broader sense. Only by involving the poor in participation and other aspects of political decision making can there be a move away from the narrowly defined interests of the powerful and richer segments of their societies," (p.235).

## 2.9 Conclusion on literature survey and theoretical framework

As has been stated, in South Africa, the Presidency provides policy direction for government. It does this through the Department of Planning, Monitoring and Evaluation (DPME) located within the Presidency. In its 2017/18 Annual Performance Plan, the DPME states that its mandate is derived from section 85(2) (b-c) of the Constitution of the Republic of South Africa which states that the President exercises executive authority, together with the other members of the Cabinet, by developing and implementing national policy and coordinating the functions of state departments and administrations. According to Cloete and de Coning (2011), the generic process model (see section 2.7) is useful for understanding policy making processes in South Africa. When it comes to the actual public participation process, the Department of Public Service and Administration (DPSA), in its published "Guide on Public Participation in the Public Service" (2014), endorses the PSC's public participation model (see Figure 1.1).

According to the DPSA (2014), public participation goals in SA are four fold:

- "To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and opportunities and/or solutions;
- To obtain public feedback on analysis, alternatives and/or decisions;
- To work directly with the public throughout the process to ensure that the public concerns and aspirations are consistently understood and considered;
- To partner with the public in each aspect of the decision including the development of alternatives and the identification of preferred solution; and
- To place final decision-making in the hands of the public," (p.36).

Whilst this indicates a recognition by the South African government of the need for public participation in policy decision making – in order to inform, consult with, involve, collaborate with, and empower the public to have a say in policy decisions by expressing their concerns and aspirations – public participation has been shown to be ineffective (PSC, 2008 and 2010). Because of this limitation in involving the public in public policy making, policy analysis in South African government can be seen to have

a somewhat vertical dimension where policy decisions are transmitted top-down from the government to the public (Colebatch, 2002).

It is reasonable to accept that the South African government favours the incremental model – wherein public policy is seen as a furtherance of prevailing government activities with the potential for slight, incremental changes over time (Dye, 1987) – as its policy approach. This is supported by the Medium Term Strategic Framework (MTSF) method the government has adopted since the advent of democracy to drive government programmes. With each electoral term the ANC government has introduced a MTSF to build incrementally on policies and programmes from the previous electoral term. This is evidenced by the use of such phrases as "South Africa has begun a new phase of its democratic transition… to deepen transformation and… accelerate growth" and "Over the last 20 years, the first phase of our democratic transition, the foundations have been laid for a non-racial, non-sexist, united and prosperous South Africa…" (DPME, 2014).

As it has been seen from Cloete and de Coning (2011), those who favour the incremental model support it for its ability to be more 'expeditious' and reduce conflict potential in policy making. It can be argued, however, that, because the incremental model assumes one policy vision implemented incrementally over time, it may fail to take cognisance of changes in the environment that might necessitate a change in policy vision and goals. As such, the predetermined 'phases' set out in the MTSF of the South African government may become irrelevant but may continue being implemented because of the incremental approach. Further, the incremental policy goals set out in South Africa's MTSF are commonly based on objective measures such as accelerated growth, job creation, investment promotion, etc. I argue that, whilst objective measures can be well represented by an incremental approach, subjective factors tend to be less fixed and require regular citizen engagement to comprehend and ensure they are represented in public policy.

The literature survey has shown that public participation in policy making is something to aspire for. Not only because it is good democratic practice, but also because it helps fortify policies with subjective views from the members of the public that cannot be deciphered from objective data only. Further, when policies take into cognisance

these subjective views it makes them responsive, relevant and acceptable to the public.

In South Africa, limitations in the public participation process have been identified (PSC, 2008 and 2010). By unpacking the favoured public policy process – the generic process model – we are able to identify two limitations in the way the public is involved in policy making in South Africa. First, the current approach is not holistic. While recommendations are made by the relevant bodies on how to attain a more comprehensive approach to public participation, these recommendations remain mere recommendations which government departments may or may not implement. Second, public participation in the policy process takes place at the wrong time, that is, only after policy problems have been conceived. Consequently, the public cannot participate in the identification of the policy problem. As we have seen, this is also the object of institutional arrangements in place for policy making in the country which give the Presidency great influence in the policy process.

Such inefficiencies make the public participation process inadequate as a democratic process. We have seen that as democracies mature, citizens demand to have more say in how decisions are made and this requires governments to find inventive ways of broadening public participation in the policy process. If this is not done, it has a negative impact on the political economy as people rise up against government and its unrepresentative policies.

The primary aim of public policy is to respond to public problems or challenges warranting public action for their solution or attainment (Dearlove, 1973 in Colebatch, 2002). In other words, public policies about development, however they may be defined in that country. Development, as we have seen in section 2.4, can take on a number of meanings depending on geopolitical factors, economical dynamics, and the prevailing philosophical ideas in a country. Depending on the notion of development adopted, and the extent to which the citizens' views on development are taken into account, varying policy outcomes can be achieved.

The notion of development favoured directs the type of developmental policies that are preferred. We have seen that sometimes there is a preference to make the

economy the core concern of development, while others warn against this policy approach to development. In other instances, there is favour for a redistributive approach to development policy, where resources are transferred from those who have to those who do not have, through increased access to productive capital for the poor, taxation of income, as well as capacitating the poor through education, infrastructure, health services, and so forth. With all these different options available, it is important to ground whatever policy choices are made on the views and aspirations of the people they are meant to serve. All of this must be done if development is to be achieved. However, more importantly for this study, it must be done with the full involvement of citizens because any policy intervention decided upon without public input and buy-in is likely not to be supported as it is seen to be unresponsive, irrelevant and sometimes leading to public resistance; rendering it ultimately ineffective.

For purposes of this research, therefore, the process model for policy analysis will be used to understand how well the public's aspirations or subjective factors were taken into account in developing the GYES, examining specifically the generic process model used in South Africa as advanced by Cloete and de Coning (2011). Other than being the preferred policy process in South Africa, the process model is chosen because it instructs policy makers to follow certain logical steps in policy making, one of which is public participation or policy dialogue – a key component of this research.

Further, the aim of this research is to assess the alignment of the GYES to the expectations of Gauteng's unemployed youth. By its nature this question lends itself to an evaluation of whether the key policy interventions of the GYES, when paralleled with the data collected on the aspirations of Gauteng's unemployed youth, compares favourably or not when subjected to thematic analysis.

# Chapter Three – Research Methodology

## 3.1 Introduction

The study set out to discover the expectations of unemployed Gauteng youth of the Gauteng youth employment programme; to test the alignment of the assumptions underlying the youth employment programme of Gauteng and the perceptions and expectations of the unemployed youth; and to discover the unemployed Gauteng youth's perceptions of their socio-economic circumstances and how they should be addressed. Chapter Three will outline the justification for the research methodology as well as lay out the thinking and explanation for the selected research methodology. The chapter will begin by setting out the research paradigm, design and approach. Thereafter, the target population and population sampling will be discussed. Following that will be a discussion on the gathering of primary data, including the presentation of the research tool, how it will be administered, and how data will be analysed. The latter section of the chapter will deal with validity and reliability, limitations and delineations, bias of the study, as well as the ethical considerations that needed to be taken on board for the study.

## 3.2 Research Paradigm

The constructivist / interpretivist paradigm was chosen for this research. This research paradigm addresses the understanding of the world as others experience it and can be traced back to phenomenology where the "essence" of human experiences concerning a phenomenon, as described by participants in a study, is identified. According to Nieswiadomy in Cresswell (2003, p.15), "understanding the 'lived experiences' marks phenomenology as a philosophy as well as a method, and the procedure involves studying a small number of subjects through extensive and prolonged engagement to develop patterns and relationships of meaning".

This research paradigm was chosen because the study was searching for new information based on each individual's experience as it relates to youth unemployment and the policy interventions in place to reverse the negative trend. This research

paradigm is employed also because, often data collection in phenomenological (constructivist / interpretivist) studies consists of in-depth interviews with participants (Creswell, 2003). For purposes of this research, open-ended questions, posed through a face-to-face interview, provide a good way of gaining insights into the aspiration and expectations of Gauteng's unemployed youth of the GYES.

The semi-structured interview was employed to collect primary data. By creating the opportunity to explore and probe deeper, the researcher gains more insights as participants contribute as much detailed information as they desire and fully express their perspectives and experiences (Turner, 2010).

### 3.3 Research Design and Approach

The aim of this study was to understand expectations and perceptions that may exist, and that we are currently unaware of, to assist in order to ascertain the alignment of the GYES to the expectations of Gauteng's unemployed youth. Therefore, the exploratory research design was used. Exploratory research identifies the boundaries of the environment in which the problems, opportunities or situations of interest are likely to reside, and identifies the salient factors or variables that might be found there and be of relevance to the research (Van Wyk, 2010).

A qualitative approach to research was favoured for this study as it gives an opportunity to probe and discover from Gauteng's unemployed youth, using face-to-face interviews, whether the GYES represents their aspirations as a section of society at the poor end of the inequality continuum. The qualitative philosophy also presents a viable way to conduct a documentary analysis of the GYES in order to ascertain its assumptions and objectives. According to Nieuwenhuis and Smit, cited in Wagner, Kawulich and Garner (2012), qualitative research is appropriate where one seeks to discover new insights into a topic; explain or understand the reason why people have certain perceptions or act in a particular way; or describe the lived experiences of participants in a certain situation.

## 3.4 Target Population

The GYES states that youth in Gauteng – those between the ages of 15 and 35 years – constitute 37.2% of the total population of Gauteng, which stands at 10.4 million. This means youth in Gauteng amount to 3 868 800. As it has been stated earlier, according to Statistics South Africa's most recent National and Provincial Labour Market: Youth Report (2015), Gauteng had a youth unemployment rate of 39.8%. Stated differently, according to Stats SA, there are 1 539 782 unemployed youth in Gauteng. This is the target population for the study.

## 3.5 Sampling

The sample population is comprised of thirty (30) young people from Gauteng with an average age of twenty six (26). Thirteen (13) are male and seventeen (17) are female. The sample size was capped at thirty (30) in order to make it possible to manage the intense and in-depth nature of the study, as well as the need to undertake deep and meaningful analysis. As per Mason (2010), Bertaux (1981) suggests that a sample size of fifteen (15) is the smallest acceptable sample size for all qualitative research. Further, as per van Esch and van Esch (2013), there are different acceptable sample sizes that are acceptable in qualitative research. For instance, write van Esch and van Esch (2013), Creswell (1998) and Morse (1994) recommend a sample size of five (5) to twenty five (25), Charmaz (2006) recommends a sample size of twenty five (25), while Ritchie et al. (2003) recommend that a sample size for qualitative research should not be greater than fifty (50). The sample size of thirty (30) used in this research is therefore in line with acceptable sample size for qualitative research.

The respondents were sourced from three of the major municipalities in Gauteng, namely, the City of Johannesburg Metropolitan, Tshwane Metropolitan, and Ekurhuleni Metropolitan. These three Metropolitans are the 'centres of economic activity' in Gauteng and recorded the highest Gross Domestic Product by Region in 2015 – R455 billion for the City of Johannesburg Metropolitan, R271 billion for the Tshwane Metropolitan, and R233 billion for the Ekurhuleni Metropolitan – compared to Sedibeng's R62 billion and the West Rand's R48 billion according to the Gauteng Provincial Treasury (2016). It was therefore reasonable to expect that, based on the

level of economic activity in these Metropolitans, a programme such as the GYES would have found fertile ground. Moreover, the sectors targeted by the GYES are dominant in these three Metropolitans - the City of Johannesburg Metropolitan is the hub of commerce, the Tshwane Metropolitan is home to many government services and is the base of the automotive industry and many research institutions, whilst the Ekurhuleni Metropolitan has the largest concentration of manufacturing concerns (Young, 2017).

The specific localities from which the respondents were sourced are Brakpan (Ekurhuleni), Centurion (Tshwane), Kempton Park (Ekurhuleni), Naturena (Johannesburg), White City, Soweto (Johannesburg), Dlamini, Soweto (Johannesburg), Thokoza (Ekurhuleni), Ponong (Ekurhuleni), Vosloorus (Ekurhuleni), Atteridgeville (Tshwane), Orlando, Soweto (Johannesburg), Mapetla, Soweto (Johannesburg), Clayville, Midrand (Johannesburg), and Tembisa (Ekurhuleni).

The sampling technique used was non-probability (including people in the sample because they are available and willing to participate in the study (Wagner et al, 2012)), specifically using the snowball sampling method in which respondents suggest further individuals as respondents (Wagner et al, 2012). This is because there is no existing list of all unemployed youth in Gauteng to work from. Further, members of the population are spread out through the province, making it difficult to locate them. As such, an effort was made to find one or two members of the population in at least all the major municipalities of the province and rely on their referrals for more members of the population to interview.

As has been indicated, this study sought to establish the alignment of the GYES with the expectations of its ***intended*** beneficiaries (in other words, those still awaiting the opportunity to participate in the policy programme) in order to gauge the success of the public participation process – its ability to go beyond objective data and take on board subjective evidence. This is because implementing policies that are not in line with people's thoughts and perceptions leads to policies that are not responsive to the needs of its intended beneficiaries while also creating a possibility for non-participation, at the least, or opposition to the policy by the public, at the worst. As such, the youth engaged through this research were those who could provide insights

on the readiness of youth to participate in the GYES. It was also expected because of this reason that the sample group would be homogenous.

## 3.6 Data collection

Interviews were used as a data collection method. The study mainly sought to understand how sensitive the GYES as a developmental policy is to the Gauteng youth's own perceptions of the social environment and their own circumstances. As such, fact-finding interactions were undertaken with respondents through which the researcher obtained a clearer understanding of individual backgrounds and experiences by asking questions and getting responses (Seidman, 1998 in McClure, 2002) relating to their expectations of the Gauteng youth employment programme and make a determination on whether it represents their aspirations. The method offered the opportunity to probe for reasons and collect data that is current (Wegner, 2012).

Secondary data is collected through documentary analysis of the GYES in order to explain the basis for the programme and its interventions. It was also expected that primary data would reveal the target group's expectations on access to opportunities (e.g., access to quality education, access to employment, access to credit, etc.) and thus requires an investigation of available statistical information to gauge how these expectations have been met.

## 3.7 The Questionnaire

The questionnaire (Figure 3.1) has two sections. The principal section deals with the expectations of the GYES, while the secondary section deals with the perceptions of Gauteng's youth as they relate to their own socio-economic circumstances.

The first section starts off at a basic level by determining whether the respondents are aware of the policy programme in question. This is important for gauging the policy programme's association with its intended beneficiaries. The questions that follow then get into the detail about their expectations of the GYES. Questions are put to respondents relating to expectations on opportunities that must be offered by such a policy programme; whether they find the major programmes of the GYES relevant to

them; as well as whether they think there are any other areas the GYES can focus on that it does not cover currently. There is a specific focus on gauging the relevance of the GYES' four Pillars in which all its interventions are anchored. The questionnaire further unpacks the four Pillars and poses questions that assist to determine whether the specific interventions within them are aligned to the expectations and aspirations of the unemployed youth in Gauteng. This line of questioning assist to answer the research questions "What are the expectations of unemployed Gauteng youth of the GYES?," and "Is there alignment of the assumptions underlying the GYES and the perceptions and expectations of the unemployed youth?"

The second section of the questionnaire tries to get a general sense of whether the population group thinks policy programmes like the GYES are worthwhile. It starts off by trying to ascertain whether respondents think their access to economic opportunities are different to other groups in society, because this may have a bearing on them participating on policy initiatives like the GYES. Other questions in this section relate to the respondents' views on who should be responsible for moving more South Africans into economic activity and whether they think discrepancies in economic opportunities can be overcome. This section responds to the research question "What are unemployed Gauteng youth's perceptions of socio-economic trends in South Africa and how they should be addressed?"

With insights gained from responses to these two sections of the questionnaire, the primary research question "Does the GYES as a policy programme represent the aspirations of Gauteng's unemployed youth?" will be answered.

The administering of the questionnaire was fairly straight forward and presented no real challenges. An appointment was made ahead of time with each respondent and the interview was conducted at a suitable place of their choosing, mostly at their homes. The questionnaire was administered mostly in English, and in some cases IsiZulu was used. The sequence of the questions was followed as it appears in the questionnaire with each respondent.

## Figure 3.1 – The Questionnaire

| **SECTION A – EXPECTATIONS OF THE GYES** | | |
|---|---|---|
| 1. The Government of Gauteng has adopted the Gauteng Youth Employment Strategy (GYES) to create work opportunities for young people aged 15 – 35. Are you aware of the GYES? | *Yes* | *No* |
| 2. If you were to participate in the GYES as a beneficiary, what opportunities would you expect the programme to afford you? | | |
| 3. The GYES is underpinned by four pillars. Please rate their relevance in terms of your own circumstances, with 1 representing the least relevant, and 5 representing the most relevant. | | |

| GYES Pillar | Score |
|---|---|
| *Skills development initiatives that provide working and/or income generation.* | |
| *Transitional and placement mechanisms for the preparation and placement of Grade 12 / NCV4 graduates.* | |
| *Direct employment of Grade 12 / NCV4 graduates into public sector jobs and government facilitated private sector employment.* | |
| *Youth entrepreneurship development and training.* | |

| 4. As part of its skills development initiative, the GYES has sought to offer more bursaries in the fields of IT, Medicine & Pharmacy, Science Studies, Accounting, Auditing, Finance, and Business Management. Which of these fields would you like to receive skills training in, if any? | | | |
|---|---|---|---|
| Information Technology (IT) | | Auditing | |
| Medicine & Pharmacy | | Finance | |
| Science Studies | | Business & Entrepreneurship | |
| Accounting | | None of the above | |

| 5. What field of study / training / work, not listed above, are you most interested in? | | |
|---|---|---|
| 6. With regards to the creation of township businesses, the GYES has sought to create cooperatives in the Automotive (repairs and maintenance of government vehicles), Industrial (carpentry, metals and metals work, creative and cultural sectors), and Enterprise or Retail (car wash, laundry, coffee bar, hair salon, cigar lounge, convenience shops) Sectors. Are any of these sectors of interest to you? | | |
| Automotive sector | *Yes* | *No* |
| Industrial sector | *Yes* | *No* |
| Enterprise hubs / Retail sector | *Yes* | *No* |
| 7. Which sectors would you like to see the GYES focusing on to create businesses for the youth? | | |

| **SECTION B – PERCEPTIONS ON SOCIO-ECONOMIC CIRCUMSTANCES** |
|---|
| 8. Is your access to economic opportunities different to other groups in South African society?<br>*If YES, in what way is it different?*<br>*If NO, please substantiate.* |
| 9. Do you think the gap between the rich and the poor is growing in South Africa?<br>*If YES, what is making it grow?*<br><br>*If NO, what do you think is narrowing the gap or causing it not to grow?* |
| 10. Who should be responsible for creating economic opportunities for the poor in South Africa? Please select from the list below and motivate your answer. |

| | | | |
|---|---|---|---|
| *The Government* | | *Poor individuals themselves* | |
| *Business* | | *Poor communities* | |
| *Individual families / households* | | *Rich people* | |

| 11. Can the discrepancies in economic opportunities be overcome in South Africa?<br>*If YES, how?*<br><br>*If NO, what are the obstacles?* |
|---|

## 3.8 Data Analysis

The primary data collected through face-to-face interviews is analysed using the method of thematic analysis. Thematic analysis is used for "identifying, analysing and reporting patterns (themes) within data. [Thematic analysis] minimally organises and describes your data set in (rich) detail. However, frequently it goes further than this, and interprets various aspects of the research topic," (Braun and Clarke, 2006:79).

Collected data is analysed with the view to understanding what respondents "really" think of their own circumstances as unemployed youth and whether they think the Gauteng government is doing the right things, in terms of the GYES, to help improve their circumstances. Beginning in the interview process when respondents answer the research questions, themes emerge and are identified. The structure of the questionnaire – the separate enquiries on the GYES Pillars, the specific interventions, views on accessibility of economic opportunities, etc. – makes it easy for the themes to emerge. Further analysis and theme identification takes place when notes and audio clips are analysed and are categorised accordingly to be used as a basis for putting forward recommendations.

Documentary analysis of the GYES is conducted in order to identify its relevance, significance and meaning, firstly on its own, and as compared to the views of the respondents (i.e., testing for alignment between the policy programme and expectations of the respondents). This involves identifying the rational for the policy programme, the assumptions and rational used in drawing up its objectives and interventions, the relevance of the programme interventions, as well as monitoring measures the policy programme puts in place to assess progress.

Further, the process model for policy analysis was used to understand to understand how well public perceptions or subjective factors were taken into account in developing the GYES, applying specifically the generic process model used in South Africa as advanced by Cloete and de Coning (2015). The process model was chosen because it instructs policy makers to follow certain logical steps in policy making. One of these steps is public participation or policy dialogue, through which insights on perceptions or subjective factors

can be gained. The aim of this research was to assess the alignment of the GYES to the expectations of Gauteng's unemployed youth. By its nature this question lends itself to an evaluation of the process used to formulate the policy, specifically to ascertain whether there has been any failure in the policy process by not taking into account the views of the intended beneficiaries.

### 3.9 Validity and Reliability

Wagner et al (2012) highlight that qualitative researchers should not concern themselves with accurate measurement – a concept linked to validity and reliability. Instead, argues Wagner et al (ibid), qualitative researchers should focus on achieving 'credible' and trustworthy' findings by ensuring applicability, dependability and confirmability.

Noble and Smith (2015) cite a number of strategies a researcher can put to use in order to ensure the trustworthiness of their findings and some of these are used in this study. They include meticulous record keeping, demonstrating a clear decision trail and ensuring interpretations of data are consistent and transparent; establishing a comparison case/seeking out similarities and differences across accounts to ensure different perspectives are represented; including rich and thick verbatim descriptions of participants' accounts to support findings; as well as demonstrating clarity in terms of thought processes during data analysis and subsequent interpretations.

The strength of this research with regards to trustworthiness depends on meticulous record keeping of responses to questions captured in writing and in audio recordings. This makes it easy for anyone to access research records for purposes of confirming the findings. Further, when capturing findings, the respondents' own words are used as much as possible for transparency and clarity. When combined with clarity in terms of thought processes during data analysis and subsequent interpretations, these strategies have proven sufficient to ascertain the trustworthiness of findings.

## 3.10 Limitations and Delineations of the Study

Whilst this study seeks to determine the relevance of the GYES to the subjective perceptions of its intended beneficiaries, and therefore the contribution of these factors to the success of the policy programme, it does not consider any other factors that may have contributed to the success or failure of the policy programme.

Further, whilst the study will make findings and put forward recommendations on improving the GYES taking into consideration subjective measures in public policy making, its recommendations will not be tested for effectiveness as part of this study.

It is important to note, therefore, that the study's contribution to the understanding of the social reality around the GYES as a policy intervention that aims to create youth employment is focused only on the aspect of aligning policy programmes to beneficiaries' subjective inputs. With an improved understanding of this aspect of social reality, we will be able to get one step closer to formulating policies that are relevant and responsive to the needs of society.

## 3.11 Bias

Pannucci and Wilkins (2010) state that bias in research is any tendency which prevents unprejudiced consideration of a question or encouraging one outcome or answer over others. However, because there is no paradigm solution to the elimination of error and bias, it is always a factor (Norris, 1997). Sarniak (2015) explains that the goal of reducing bias is to ensure that questions are thoughtfully posed and delivered in a way that allows respondents to reveal their true feelings without distortions. Sarniak (2015) outlines a number of biases that researchers should look out for. These include acquiescence bias, where a respondent tends to agree with and be positive about whatever the researcher presents; social desirability bias, where respondents answering questions in a way that they think will lead to being accepted and liked; confirmation bias, which occurs when a researcher forms a hypothesis or belief and uses respondents' information to confirm that belief; culture bias, where a researcher makes assumptions about motivations and influences based on her/his cultural disposition; question-order bias, occurs when one question

influences answers to subsequent questions; leading questions and wording bias, occurs when a researcher elaborates on a respondent's answer and puts words in their mouth or asking leading questions; and the halo effect, which occurs when the researcher formulates an assumption about a respondent based on a single attribute and causes the researcher to interpret everything the respondent says based on the assumption (Sarniak, ibid).

Bias in this study is dealt with in some of the following ways. With regards to acquiescence bias, none of the research questions required the researcher to present any thoughts, ideas or opinions and, as such, there was not opportunity to influence respondents in a particular way. On social desirability bias, participants were informed at the start of the interview that the interview was about their personal views and there were no wrong or right answers. Further, respondents were informed that they remain anonymous and can answer questions as truthfully as possible. Confirmation bias was avoided by recording interviews both in writing (interview notes) and in audio. As such, the availability of raw data for audit purpose did not create an opportunity for the researcher to dismiss evidence that does not support a certain view. Whilst cultural disposition can be sub-conscious and affect the researcher without her/him even knowing it, cultural bias was dealt with by taking responses given by respondents at face value and recording them, as much as possible, verbatim in the findings. With regards to question order bias, the questionnaire is structured in such a way that it starts with general questions before moving to the specific. Further the order of questions was the same with all respondents. Leading questions have been avoided on the questionnaire and simple language has been used for clarity to eliminate leading questions and wording bias.

Norris (1997) also outlines potential sources of bias in research that may be relevant for this study. These include sample selection bias and the availability of data to different researchers. Whilst the snowball sampling method may have worked to identify potential research respondents, it may have had the effect of directing the researcher to respondents with similar views. With regards to the availability of data to different researchers, many of the interviews were conducted in the vernacular. Whilst the field notes were taken in English and therefore assumed accessible to other researchers, the audio recordings are not accessible to a researcher who does not

understand the language(s) used, making the confirmability of data limited to those who understand the language(s) used.

### 3.12 Ethical Considerations

Some of the major ethical considerations to consider in research include informed consent, which requires that participants agree to participate on their own volition, and that they are fully informed about the purpose, duration, methods and potential use of the research; avoiding misrepresentation by the researcher of herself/himself on any facts about the research; ensuring privacy and confidentiality by not to disclosing the identity of participants or any sensitive or potentially embarrassing information they share with the researcher; and reporting data factually (Christians, 2005).

For this study, informed consent was obtained verbally from participants ahead of the start of the interview. Further verbal consent was obtained with each respondent to audio record the interview. While some demographic information of respondents is recorded – such as age and location – responses are captured incognito on the questionnaire. The respondents, therefore, cannot be identified and their participation in the study cannot cause them any harm.

### 3.13 Conclusion

This Chapter has provided the basis for the entire research methodology used for this study and its limitations and delineations. It has been indicated that the constructivist / interpretivist paradigm is used and the reasons thereof outlined. Issues of research design have also been covered, specifically exploratory research design which is seen as the most appropriate for this study. The research approach (qualitative approach) has also been spelt out and issues of the target population and sampling outlined. The data collection method has been identified (interviews); the questionnaire that is used presented with supporting information about how it helps to answer research questions; and the rational for the preferred data analysis method (thematic analysis) provided. The Chapter concluded by addressing validity and reliability issues, how the bias will be minimised, as well as addressing ethical considerations relevant to the study.

# Chapter Four – Findings

## 4.1 Introduction

In this chapter, findings from the face-to-face interviews (primary data) undertaken with a sample of the target population will be presented. The aim of this study has been to understand how sensitive the GYES as a developmental policy programme is to the Gauteng youth's own expectations and perceptions of the social environment and their own circumstances.

The GYES as a policy programme aims to reduce youth unemployment in the Province of Gauteng (Gauteng Department of Economic Development, 2013) through the roll out of four broad interventions, namely, skills development initiatives that provide working and or income generations for young people; transition and placement mechanisms for the preparation and placement of Grade 12/NCV 4 graduates including establishment of a support mechanism; direct employment mainly into public sector jobs which includes government facilitated private sector employment; and youth entrepreneurship development and training. The GYES targets young people from the ages 15-35 years, matric and National Certificate Vocational (NCV) 4 graduates and Youth in schools, youth out of school and graduates, unemployed youth, youth in townships, young entrepreneurs, and youth owned businesses.

In order to achieve the aim of the study, the following study objectives were set:

- To determine unemployed Gauteng youth's expectations of the Gauteng youth employment programme;
- To assess the alignment of the assumptions underlying the youth employment programme to the perceptions and expectations of the unemployed youth in Gauteng;
- To determine unemployed Gauteng youth's perceptions of their socio-economic circumstances and how they think they can be addressed.

From these objectives the primary research question was developed and stated as follows: *Does the GYES as a policy programme represent the aspirations of Gauteng's unemployed youth?* Supplementary questions were further developed to help answer the primary research question. These were:

- What are the expectations of unemployed Gauteng youth of the GYES?
- Is there alignment of the assumptions underlying the GYES and the perceptions and expectations of the unemployed youth?
- What are unemployed Gauteng youth's perceptions of socio-economic trends in South Africa and how they should be addressed?

This Chapter therefore outlines how these questions have been answered. Summaries of actual responses to questions 2, 7, 8, 9, 10 and 11 in the questionnaire are attached as annexures B to G, respectively, to provide the opportunity, to an extent, to engage directly with the primary data.

## 4.2 Findings on the awareness of the GYES

Of the thirty (30) respondents, twenty nine (29) or ninety seven percent (97%) answered in the negative when asked if they were aware of the GYES.

That all but one respondent were unaware of the GYES seems to suggest two things: a) that the Gauteng unemployed youth were not engaged by the Gauteng government on the GYES prior to its adoption and implementation, and b) that not enough has been done by the Gauteng government to create awareness of the GYES during implementation. With regards to the alignment of the GYES to unemployed youth's aspirations, these findings point to an unfavourable situation in terms of public participation efforts and how the policy programme has been implemented.

The generic process model for policy making recognises that any policy process has various role players that must be accommodated and whose views must be considered throughout the process such that the policy intervention implemented represents an inclusive effort (Cloete and de Coning, 2011). This phase of the policy

process is referred to as policy dialogue and requires the development of a comprehensive communication strategy to create awareness of the proposed policy or policy programme, the receiving of public input through a feedback process, as well as the development of guidelines for the implementation of the policy or policy programme. The lack of awareness of the GYES seems to suggest a failure in the policy process, specifically in relation to policy dialogue.

Further, once a policy or policy programme is adopted, the generic process model requires that a communication plan be put in place which, amongst other things, serves to galvanise all role players around the policy or policy programme for successful roll out. Three years since the adoption and implementation of the GYES there seems to be a serious lack of awareness of the policy programme. This suggests that the implementation phase of the policy programme has had some shortcomings which have resulted in the non-participation of the constituency the policy programme is meant to assist.

### 4.3 Findings on the opportunities expected from the GYES

In order to gauge at a basic level if the basis for the GYES is in line with the unemployed youth's expectations of such a programme, respondents were asked to indicate whether if given an opportunity to participate in the GYES as a beneficiary, what opportunities they would expect the GYES to afford them.

After being given a brief description of the GYES, respondents were asked to indicate the opportunities they would expect from a programme of this nature. By far the most expected opportunity was access to skills training and development. While some respondents were not specific on the type of skills training and development they would like to receive, others were clear in this regard and therefore indicated a preferred career path.

Some of the respondents who specified areas of skills development mentioned training in the 'finance field', skills development initiatives in line with qualifications already attained, skills training and development in the arts and culture sector, 'property management' training, and training on safety or artisanship. What we find from this is

that the unemployed youth of Gauteng who know what they would like to receive skill straining on have varied interests. We can also infer that those who are unable to specify a clear skills training and development path will most likely take up any skills development initiative offered to them as long as it provides hope for employment and they feel they can be successful in it.

However, regardless of whether the respondents were specific or not about a preferred area of skills training and development, the expression of the need for skills training and development importantly indicates a recognition by the unemployed youth of Gauteng of their lack of skills and the need to develop in this regard in order to improve their prospects for employment or going into business. Further, that skills training and development is the most sought after opportunity is an indication of how education and training continues to be inaccessible by those who lack the resources to pay for it. From this we can formulate first impressions of the relevance of the GYES pillar "Skills development initiatives that provide working and/or income generation". We can also formulate first impressions on how the GYES pillar "Direct employment of Grade 12 / NCV4 graduates into public sector jobs and government facilitated private sector employment" would struggle to be attained based purely on the youth's own admission of not being work ready. This leads us to the next point of discussion – work placement.

The second most sought after opportunity from the GYES is placement in jobs. As with the issue of skills, there were those respondents who indicated the kinds of jobs they would like to be placed in based on current qualifications (minority of respondents), as well as those who seem to want any job (majority of respondents). Linked to access to work opportunities is the level of work experience the unemployed youth have. As such, some respondents have argued against being placed in just any job and have expressed an interest in learner-ships and/or internships in big companies because the experience they would gain there would put them in a good position to access permanent employment opportunities in these companies.

Respondent 1 (10 April 2017, Brakpan) captured this idea in this way:

> "Barriers to jobs in big companies is work experience, which young people don't have. An obligation must therefore be placed on big companies to create internships (12 – 24 months long) for young people as a way in into big companies."

Respondent 19 (20 May 2017, White City, Soweto) echoes these sentiments by stating: "The biggest problem faced by unemployed young people is not having work experience. Wherever you go they want to know what work experience you have. So an opportunity for work experience is important (e.g., learner-ships, internships) even if it is not a permanent job."

The fact that most of the respondents readily admit to their lack of readiness for work – this time on the basis of a lack of or inadequate work experience – points to a need for on-the-job training opportunities in both the public and private sectors. Whilst this pillar, as indicated in Table 4.1 below, is rated as the most relevant by unemployed youth, this scenario points to a need to adjust its intention in order to bring it more in line with the aspirations of Gauteng's unemployed youth and the reality of their circumstances.

The next sought after opportunity from the GYES was the opportunity to start a business. We can infer based on the realities already discussed (lack of education/skills and work experience) about accessing employment opportunities that some unemployed youth think starting a business is the next best thing to pursue. Respondent 13 (13 May 2017, Vosloorus) captures this idea succinctly while advocating for business skills training by stating: "Most young people in the township dropped out of school and therefore can't get jobs… the only thing that can help them is to start businesses."

Among those who favour the option of starting a business there was also a specific recognition that such businesses must be established in the areas where young people live in order to boost local employment and access to facilities that aid in accessing economic opportunities. For instance, Respondent 3 (3 May 2017,

Kempton Park) states that “opportunities to create employment in the area I live in where people need jobs” are important. Respondent 5 (6 May 2017, White City, Soweto) puts forward that township businesses must be established “where young people can run businesses… grouped together per area,” whilst Respondent 12 (13 May 2017, Vosloorus) expects the GYES to help promote “access to technology, computer labs and libraries” in the townships through which young people can learn about existing opportunities. All these factors, on first impression, seem to be aligned with the GYES’ pillar on “Youth entrepreneurship development and training” as well as the GYES’ objective to help unemployed Gauteng youth start township businesses.

Finally, a couple of respondents expressed an expectation that the GYES should provide life skills training “that will help you get what you want” (Respondent 24, 27 May 2017, Ponong) or “knowledge and information to improve your life”, according to Respondent 30, because, the argument goes, without this intervention young people will not be able to take full advantage and sustain any opportunity presented to them. This aspect is not covered by the GYES.

### 4.4 Findings on the relevance of the GYES pillars

As a way of exploring whether the four pillars of the GYES responded to the needs of unemployed young people, respondents were asked to rate the relevance of the four pillars underpinning the GYES in terms of their personal circumstances, with 1 representing the least relevant, and 5 representing the most relevant. The pillars were rated as follows:

**Table 4.1 – The relevance of the GYES pillars**

| GYES Pillar | Average rating |
|---|---|
| Skills development initiatives that provide working and/or income generation. | 4 |
| Transitional and placement mechanisms for the preparation and placement of Grade 12 / NCV4 graduates. | 3.8 |
| Direct employment of Grade 12 / NCV4 graduates into public sector jobs and government facilitated private sector employment. | 4.3 |
| Youth entrepreneurship development and training. | 4 |

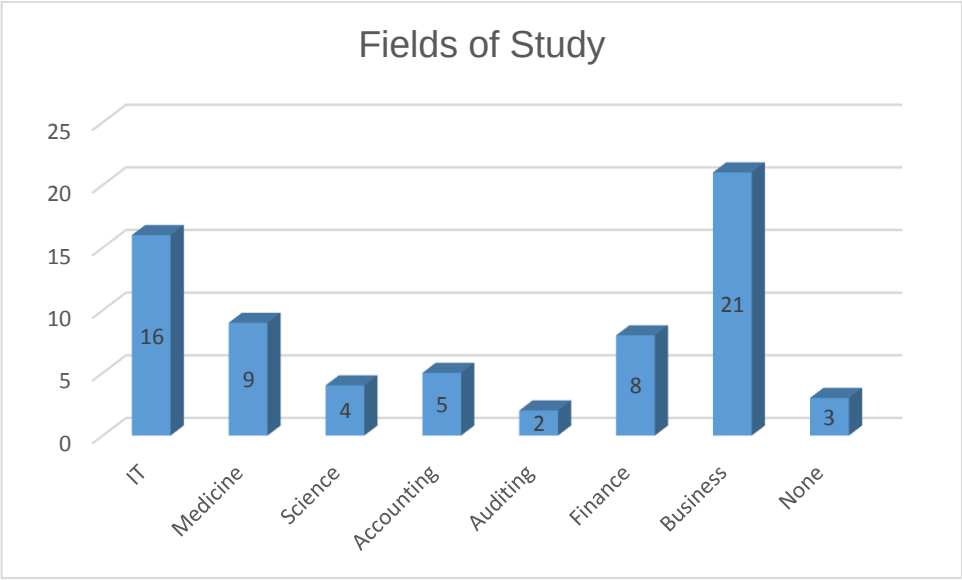
The average high rating of all four pillars indicates that, according to the primary data, the GYES has adopted the correct general idea about what the focus should be in trying to empower young people to access economic opportunities. However, when we drill down into the detail that is meant to achieve this general idea, shortcomings begin to emerge as already seen in section 4.3, and as will be discussed when we explore targeted fields of study (section 4.5) and township businesses under sections 4.7 and 4.8.

## 4.5 Findings on interest in fields of study targeted by the GYES

In order to examine whether there is a match between the fields of study targeted by the GYES and what the unemployed youth want and can pursue, respondents were requested to indicate their interest in the fields of study targeted by the GYES for more bursaries. The table below represents the number of times each field of study was selected by respondents. As shown, Business & Entrepreneurship was selected the most times (twenty one (21) times), followed by Information Technology (selected sixteen (16) times).

Graphically, the outcomes can be presented as follows:

**Figure 4.1 - Interest in fields of study targeted by GYES**



The top two favoured areas of study are Business and Entrepreneurship as well as Information Technology (IT). It is reasonable to assume that Business and Entrepreneurship training is selected based on its appeal as an alternative to highly inaccessible direct employment. The reasons for this have been discussed in section 4.3. Although respondents were not requested to give reasons why they would prefer certain fields of study, it may be reasonable to assume that young people see IT as the driver of new opportunities (in sections 4.6 and 4.8 we will discuss young people's interest in new and trending sectors) that they may want to be on board with. However, the interest of this study is in the overall alignment of the GYES with the aspirations of the unemployed youth of Gauteng. As such, it has to explore why five of the seven fields of study were much less favoured by the respondents, causing major misalignment between the targeted bursaries for skills training and what Gauteng's unemployed youth can do.

While a number of respondents expressed an interest in some of the study fields for which more bursaries are offered, they were concerned about their school leaving curricula not being in line with those studies. Worse still, others have not completed matric (e.g., Respondent 10). For instance, Respondent 9 says "My problem is I [didn't do science at school]… but I like the study fields involving science, so that's my problem… I'm not interested in accounting, but I did it at school. When I chose subjects at school I wasn't really sure." Respondent 20 also laments "not doing science and accounting at school", whilst Respondent 21 sees their "General" school curriculum as limiting.

So, while an opportunity is created by the GYES to study at post school level, an obstacle to pursuing these studies is created by the choices made by the youth at school level. In other words, young people did not have the foresight to select school subjects that would create opportunities for them in future; probably more so those with uneducated parents or guardians who were unable to guide them effectively in this regard. The result of this, as seen from the collected data, is that less than the majority of the respondents have shown an interest in taking up studies related to science or those perceived to require a working knowledge of mathematics.

The majority of respondents gravitate towards business and entrepreneurship because the social narrative, true or not, is that anyone can start and run a successful business. While IT (a Maths and science based field) is selected as the second most popular field of study, it may not necessarily offer a contradiction to the aforementioned argument. It may seem that an interest is shown in IT because it is seen as a driver of business and offers prospects to enter into new currently non-existent industries.

Therefore, while more bursaries are offered in the fields of Medicine and Pharmacy, Science Studies, Accounting, Auditing, Finance, uptake of these opportunities will be low because young people feel unsuited to these fields based on their school-leaving curricula. A solution to this may involve reviewing the fields of study in which the bursaries are offered. Alternatively, the GYES can take a step back and capacitate young people with the relevant basic skills in Maths and Science so that they feel more confident to take up further studies in these fields.

### 4.6 Findings on other fields of study of interest

Further exploration with regards to fields of study was undertaken by asking respondents to indicate whether there were any other fields of study, besides the one targeted by the GYES, they were interested in. The aim of this enquiry was to determine if any other pattern would emerge with regards to fields of study based on the youth's own interests. The respondents expressed interest in the following fields of study:

**Table 4.2 – Fields of study of interest**

| Field of study | Number of times mentioned |
|---|---|
| Mining industry / Geology | 1 |
| Animation and design (media) | 1 |
| Mechanical engineering | 1 |
| Weaponry / machinery | 1 |
| Law | 5 |
| Psychology | 1 |
| Music, film, casting (arts) | 4 |

| Field of study | Number of times mentioned |
|---|---|
| Welding | 1 |
| Life skills training | 1 |
| Emergency Medical Services training | 1 |
| Media studies (TV and Radio careers) | 3 |
| Police training | 1 |
| Education / Teaching | 4 |
| Tourism studies | 1 |
| Military work | 1 |
| Child care worker training | 1 |
| Sound engineering | 2 |
| Logistics | 1 |
| Vinyl application | 1 |

As evident, respondents gave varying responses when asked to indicate study areas of interest not listed among the priority study areas identified by the GYES. Twenty of the respondents suggested a study field of interest; the rest of the respondents could not offer any. The most mentioned field of study was law / legal studies – mentioned five times – followed by musical studies and teaching (both mentioned four times) as well as studies in the media production / broadcast fields (mentioned three times). The obvious thing about these selected fields of study is that they are not maths or science based and therefore seem accessible as explained in section 4.5. This may very well suggest that the GYES may need to increase the number of bursaries offered in these fields if more young people are to participate in its bursary programme and improve the alignment of this aspect of the GYES with the aspirations of unemployed young people.

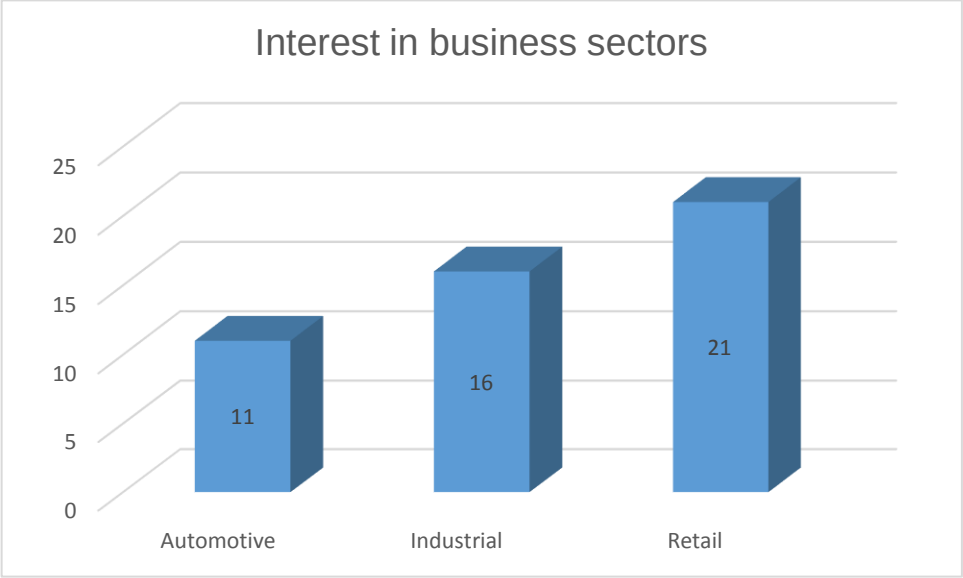
## 4.7 Findings on interest in business sectors targeted by GYES for township businesses

In order to examine whether there is a match between the business sectors targeted by the GYES and what the unemployed youth want to pursue, respondents were asked to indicate whether they were interested in any of the business sectors targeted

by the GYES for creating cooperatives / businesses in the townships. These were the results:

These outcomes can be presented graphically as follows:

**Figure 4.2 – Interest in GYES business sectors**




The only sector targeted by the GYES for township businesses the respondents indicated a clear interest in is the Retail / Enterprise Hub sector, with a seventy percent (70%) interest. For the Industrial sector there is almost a halfway split, thus putting it in an area of uncertainty. The Automotive sector records the least approval with interest for it sitting at only thirty seven percent (37%). We can therefore say for certain that only one of the three sectors targeted by the GYES for township businesses is aligned to the aspirations of intended beneficiaries. The next section explores further the interests of unemployed young people as they relate to township businesses.

## 4.8 Findings on business sectors the GYES should focus on

Further exploration with regards to business sectors was undertaken by asking respondents to indicate whether there were any other business sectors, besides the ones currently targeted, that the GYES should focus on in helping young people start township businesses.

When indicating the sectors the GYES should focus on to create businesses for unemployed youth in Gauteng, most respondents follow the line offered when questioned about their preferred field of study. This means they are consistent about their preferred career paths.

However, perhaps the most important finding in this area is the need expressed by young people to look further than the current status quo and explore new areas in which young people can be assisted to start businesses. Respondent 1 (10 April 2017, Brakpan), for instance, argues that he would not go into any of the business sectors currently targeted by the GYES because "businesses in the sectors currently identified by the GYES have a poor survival rate…" Respondent 24 (27 May 2017, Ponong) agrees with this view, stating "We see a lot of people starting businesses in these sectors but they don't last ..."

When probed further to indicate which specific business sectors should be explored, some respondents cannot really say, save to indicate that they should be "sectors that are not yet tapped; things we are not yet aware of in the country; opportunities not yet discovered" (Respondent 3, 3 May 2017, Kempton Park). This is an indication of young people's forward thinking mind-set but which needs to be supported with access to information for exploration purposes.

However, other respondents do offer examples of these new sectors or new ways of doing business or sustainable businesses that should be explored. Respondent 12 (13 May 2017, Vosloorus) speaks of "home-based care for older persons [in townships] who cannot afford private care" in traditional old-age homes. Respondent 2 (28 April 2017, Centurion) argues that young people are interested in 'trending' industries and would like to see the GYES assisting young people start businesses in "industries relevant to the time and age group [that] find new ways to deliver needed services" such as a mobile van for vehicle repairs as opposed to a brick and mortar operation.

Respondent 24 (27 May 2017, Ponong) also raises the important element of sustainability. He argues that "there should be a focus on sustainable businesses (e.g., after school care programme / business in the township) [and] a focus on

supporting businesses that develop others and make a lasting impression in their lives." Respondent 1 (10 April 2017, Brakpan) is of the same mind, putting forward that "young people need to be empowered with skills in sectors that are sustainable, like forex trading" because even if you are unemployed you can still make an income through stock trading if you have the knowledge.

### 4.9 Findings on differences in accessing economic opportunities

In order to explore whether unemployed youth feel economically marginalised, respondents were asked to give a view on whether they thought their access to economic opportunities was any different to other groups in South African society, as well as motivate their answer. Sixty seven percent (67%) of the respondents said, yes, their access to economic opportunities was different to other groups in South African society; while thirty three percent (33%) thought there was no difference.

Four main themes emerge from the responses of the sixty seven percent (67%) respondents who are of the view that their access to economic opportunities is different to other groups in South African society. The themes seem to suggest that unemployed youth feel economically marginalised. It is important to indicate that the term 'groups' this question makes reference to is not defined, leaving respondents to define it for themselves based on how they primarily identify themselves. The emerging themes listed below are however a clear indication of the groups with which the respondents identify with or don't identify with.

- **Nepotism – it's about who you know**

  The respondents expressed a view that their access to economic opportunities differed to those who were more connected than them as they were able to use these connections to access opportunities, whether jobs or funding for starting businesses. Respondent 13 (13 May 2017, Vosloorus) says "If you're going to get anything out there you have to be known by or know the right people. Some deserving people don't get their dues because opportunities are taken by those who know the right people."

When it comes to access to jobs, there are different views from respondents on whether the private and the public sector display the same level of nepotism. While Respondent 1 (10 April 2017, Brakpan) is of the view that "nepotism is endemic in government employment", he thinks "it is less likely to take place" in the private sector even though it also exists there. On the other hand, Respondent 28 (7 June 2017, Tembisa) raises issue with nepotism in the private sector by arguing that "business people who open businesses in townships bring their own people from other areas to work in those businesses as opposed to hiring people who reside in that area."

This has implications for the GYES as it relates to efforts to place young people in public sector jobs or government facilitated private sector jobs. The phenomenon of discouraged work-seekers (those who have lost hope in finding any kind of work) is prevalent in South Africa. Statistics South Africa (2017) estimated the number of discouraged work-seekers nationally (population aged 15 – 64 years) at the end of March 2017 at 2 277 000. This means the Gauteng Provincial Government requires to put measures in place to inspire confidence in young people that nepotism will not be a factor when direct placement in jobs takes place. Failure to do this may result in cynicism of the GYES and a hesitance to participate by the targeted group.

- **Racial prejudice – skin colour still a factor**

  There are some respondents who have pointed out that being black is still a factor in determining what kind of economic opportunities they access and how they access them. A concern is raised about qualified young black people still being "overlooked in favour of other race groups" when there are job openings (Respondent 4, 6 May 2017, Naturena) and about "companies that still don't want to hire black people" (Respondent 19, 20 May 2017, White City, Soweto). There is also a perception that, generally, "opportunities still fall to white people" (Respondent 6, 6 May 2017, Dlamini, Soweto) and that "white people are still treated with preference" (Respondent 8, 13 May 2017, Thokoza). There is moreover a concern that "funding for starting businesses is never enough for black people" even when this funding is made available by the government (Respondent 22, 20 May 2017, Orlando East).

Whilst some of these issues may be based on perceptions, and others on real life experiences, they do not take away the reality of entrenched structural weaknesses in the labour market due to the mismatch between skills and available jobs reflected in the high incidence of long-term unemployment among both youth and adults (Stats SA, 2015). However, when young people continue to be unemployed – whether through denial of opportunity or through lack of skills – they become discouraged.

According to Stats SA (2015), the frustration of not finding employment has led many young people to become discouraged and exit the labour force altogether. Moreover, states Stats SA (2015), compared to the other population groups, over the period 2008–2015, a larger proportion of working-age black African adults and youth were discouraged. The global economic downturn of 2008 has over the years resulted in an increase of 3,7 percentage points in the proportion of black African youth that became discouraged (the largest increase among racial groups), followed by Indian/Asian youth (3,5 percentage points) with smaller increases among youth from the coloured and white population groups, according to Stats SA (2015).

All of this has taken place while government has since 2009 launched numerous programmes (e.g., Women Economic Empowerment Financial Assistance, Black Business Supplier Development Programme, Youth Economic Participation, Youth Build, S'hamba Sonke, and the National Rural Youth Service Corps programme, to name a few) to boost employment, and youth employment in particular.

The implication of these factors for the GYES is that it needs to prove itself as not just another government jobs programme destined not to have an impact. Critically, the GYES needs to show that it can provide a solid skills programme – which we have shown the youth are desperate for – which can skill black youth to the level of youth from other races, and provide tangible outcomes in job placements as well. Only through these outcomes can the GYES inspire confidence in young people and bring them out of the ‘discouragement’ where they

feel opportunities will always be accessed by other racial groups. This would assist to better align the GYES with the aspirations of the unemployed youth of Gauteng.

- **Access to resources – money talks**

  The findings in this regard indicate that the unemployed youth feel caught up in a cycle of deprivation which gets harder to escape over time. One respondent (Respondent 2, 28 April 2017, Centurion) explains that deprivation starts early in life through the quality of schools and education one is able to access, with this foundation (or lack thereof) being a determinant of the economic opportunities one is able to access later in life. For the respondents who have completed matric, this manifests itself in their inability to further their studies because they do not have money to pay for higher education and training, as Respondents 7 (6 May 2017, Dlamini, Soweto), 12 (13 May 2017, Vosloorus), 20 (20 May 2017, Orlando East), 22 (20 May 2017, Orlando East), 23 (20 May 2017, Orlando East) and 26 (7 June 2017, Clayville) attest. And so the cycle of being unable to access economic opportunities continues.

  Based on Stats SA figures (2017) the national unemployment rate for those with only a matric is 27.5%, almost on par with the national unemployment rate of 27.7%. For graduates and those with other tertiary education, the unemployment rate is recorded much lower at 7.3% and 17.8% respectively. This puts into perspective the importance of young people studying past matric and being capacitated with skills useful to the economy.

  The GYES' response to this challenge is the implementation of programmes that aim to provide 3 000 learnerships, 1 000 internships, training of 1 470 young people in artisanship, FET Colleges, and general skills, as well as an unemployed youth database which aims to benefit 3 000 young people from recruitment and placement. With 2 143 000 unemployed youth in Gauteng (Stats SA, 2017) – the majority of whom are youth – this seems hugely insufficient and not aligned with the youth's needs for proper development. The skills programmes therefore need to be rolled out on a much larger scale for them to have the impact of breaking unemployed young people who cannot afford to pay for higher education and

training out of the cycle of deprivation in which they struggle to access economic opportunities.

- **It's about where you live – location, location, location**

  The findings on this theme are that townships are too distant from places of economic activity, and information about economic opportunities reaches the townships too late when those closer to the action, so to speak, have already taken them up. Further, even when economic opportunities arise within the township, the view from the respondents is that the competition for them is too great because of the high numbers of unemployed people, making such opportunities difficult to access as well. Simple activities such as typing and emailing a résumé tend to be difficult for township based youth who have no access to internet cafés in their localities nor have the money to travel to business districts to carry out these activities.

  The GYES element that intends to respond directly to this challenge is the Township Hubs initiative (Pillar 3) which aims to provide a suit of interventions to aid and grow informal business in townships to enhance business ability for the creation of decent work and increase economic activity. The township hubs initiative focuses on three sectors including automotive, industrial and enterprise hubs. As already discussed in section 4.7, only one of the three sectors targeted by the GYES for township hubs is aligned to the aspirations of intended beneficiaries. The findings here therefore support the earlier finding that, while the general idea to bring economic opportunities closer to the communities where unemployed young people reside is correct, the specific methods for achieving this, that have been put in place by the GYES, require review to make them more responsive to intended beneficiaries needs and encourage their participation.

The one third of the respondents who expressed a view that their access to economic opportunities was no different to other groups seem to generally base their argument on the reasoning that information is key to accessing economic opportunities. Therefore, because information is available for everyone to access, it follows that anyone can access whatever economic opportunities they desire. This seems to contradict the view expressed by the majority of the respondents that information on

economic opportunities is not available in the townships. This may be because some young people are better empowered than others in looking for and finding information. It does not necessarily take away the need for the GYES to create platforms where young people can access information where they live, either through the township hubs or any other initiative.

### 4.10 Findings on the growth of the gap between the rich and the poor

Respondents were requested to indicate whether they thought the gap between the rich and the poor was growing in South Africa and to substantiate their response. This was done to explore whether young people thought there were things the country was doing right that cause the gap to narrow and that more of should be done through programmes like the GYES; or whether they thought there are things that should be done that are currently not implemented. Eighty seven percent (87%) of the respondents said the gap between the rich and the poor was growing, seven percent (7%) said it was not growing, while three percent (3%) said it was fluctuating. One respondent (3%) did not answer the question.

The overwhelming majority of respondents were of the view that the gap between the rich and the poor is growing. One of the key findings here as articulated by respondents was that, even though poor people face difficult circumstances, they lack the get-up-and-go mentality required to grind out and improve their situation, whilst others have lost hope that their lives can improve and have given up trying as a result. This points to a need for programmes like the GYES to create platforms in townships or poor communities where unemployed young people are given hope and assisted to attain a positive outlook and mind-set on life in general. In fact, the need for such initiatives was raised by Respondent 5 (6 May 2017, White City, Soweto) when he referred to “brothers’ talk motivational sessions” as he spoke about his expectations of the GYES.

The second key finding relates to a lack of access to capital for productive purposes. This is an age old problem that the democratic government has tried to resolve through initiatives like the Small Enterprise Finance Agency (Sefa) nationally, and the Gauteng Enterprise Propeller (GEP) – an initiative that provides financial and non-financial

support to Small, Medium and Micro-Enterprises (SMMEs) and Co-operatives. The GEP is the vehicle through which the GYES tries to close the funding gap for young and budding entrepreneurs. However, the data also finds that access to funding is not only a challenge for those who want to start businesses, but also for those who want to further their studies. Respondents lament the inadequacy of the National Student Financial Aid Scheme (NSFAS) and the difficulties in accessing bursaries from private funders. For instance, Respondent 20 (20 May 2017, Orlando East) points out that in order to access a bursary to study beyond matric, a poor student must achieve exceptional grades. In essence this means the bar is set very high for poor students who depend on bursaries to access higher education, while average students from well-resourced families can go on to study beyond matric without overexerting themselves because they don't have to rely on conditional bursaries. This, according the data, contributes to the widening gap between the rich and the poor. This may necessitate the Gauteng government, through the GYES, to engage private funders to make their bursaries more accessible to poor students.

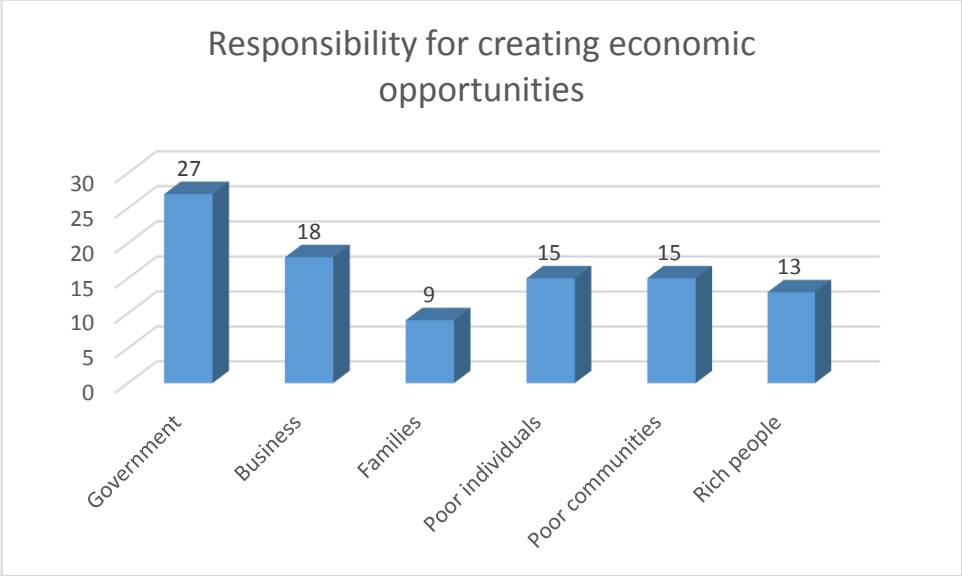
What also came out strongly from the data was that respondents were of the view that corruption in government and the waste and/or misuse of public resources earmarked for developmental projects contributed to a widening gap between the rich and the poor because projects are not delivered as a result, and the condition of the poor is not improved.

The last key finding on the causes of the widening poverty gap relates to what some respondents have expressed as the tendency of poor people to bear children in spite of their difficult circumstances. The view expressed here is that the uneducated young people from poor backgrounds are either unemployed or, those who are lucky enough to find employment, are in lowly dead-end jobs that cannot free them from the poverty trap. That many of them have children in spite of their grim conditions perpetuates their own poverty as well as the generational cycle of poverty. This points to a need for programmes like the GYES to go further than trying to provide skills training for young people, placing them in jobs or assisting them with starting businesses. It points to a need to provide a holistic programme that grooms young people to be rounded individuals empowered with both technical and life skills for their own benefit as well as the benefit of their future children.

### 4.11 Findings on creating economic opportunities for the poor

There are different views in the country about who should create economic opportunities for the underprivileged youth. The Fees Must Fall Movement, for instance, has advanced a narrative that places most of this responsibility on the shoulders of government; although they also think the private sector has a role to play (Bateman, 2016 and Pather, 2016). Moreover, some political parties, particularly the Economic Freedom Fighters, have been vocal about the major role that must be played by the private sector to create economic opportunities for the poor (EFF, 2015). In order to explore this question and begin to get a sense of the role players unemployed young people may be prepared to work with, respondents were asked to select from a list who should be responsible for creating economic opportunities for the poor in South Africa. The government was selected the most times (27), followed by business (18 times), and poor individuals / poor communities (15 times each) making up the top three. The graph below shows the outcomes in this regard:

**Figure 4.3 – Responsibility for creating economic opportunities**




That the vast majority of respondents are of the view that the government is responsible for creating economic opportunities for the poor is a positive finding for programmes such as the GYES because it implies that young people are still prepared to cooperate with government on initiatives aimed at achieving this end. As the custodian of national resources and institutions mandated with development and

service delivery, government is seen by the respondents as the principal role player in the effort to improve poor South Africans' lives. However, this view also needs to be properly managed by the government not to evolve into a widely accepted view by unemployed young people that government is the primary employer in the country and make them unwilling to look for economic opportunities elsewhere.

Business and rich people are also seen by the respondents as significant role players in this regard based on their capacity to create employment as well as provide goodwill support to poor people and communities. As Respondent 1 (10 April 2017, Brakpan) puts it: "Businesses [and the rich people who own businesses] depend on communities for their success. They must therefore give back to communities by creating economic opportunities for the poor." The GYES articulates itself sufficiently on the need to engage and invite the business sector to invest in initiatives like the township hubs in order to support and grow businesses owned by young people. However, it is a known fact that business, directed by their rich owners, is not ploughing back into the economy. For instance, Khanyile (2016) reports that

> "Corporates in [South Africa] are so negative about future growth prospects that they're sitting with record amounts of cash in the bank… Companies had R689.4 billion ($52 billion) on deposit in South African banks at the end of June [2016], compared with R671.5 billion in November [2015], according to data compiled by Stanlib from South African Reserve Bank data."

Even with the so-called booming township retail industry, the jury is still out on the kind of impact the big retailers that monopolise this sector is having on township economies (the Competition Commission is currently investigating the impact of the entrance of major supermarket chains into townships). However, some argue that these national grocery retail giants are having devastating effects on the township economies by killing spaza shops and pavement traders through unfair competition (Mabena, 2017). All of this may be an indication that government should rely more on resources available within itself and less on resources available from business (and the rich) in order to drive township investment that will boost youth owned businesses in line with their aspirations.

Having said that, the primary data further finds that there seems to be a significant sense of self-reliance with regards to creating economic opportunities. A significant number of the respondents have advanced a narrative that puts poor individuals and poor communities at the forefront of efforts to find and exploit available economic opportunities. It also implies, at least in theory, that the young people are out there actively seeking opportunities and trying different things to improve their lives. This bodes well for the GYES, and government in general, because it means that the unemployed youth are ready to take up opportunities offered through government initiatives.

Finally, the data reveals a minority view of the important role that needs to be played by individual families in encouraging and supporting their young people in their endeavours. Although not sharply highlighted by the data as other role players, we have seen for instance the negative effect of a disengaged family in the future prospects of a young person who makes wrong curriculum choices during their high school years – see section 4.5. Parents of children who have completed their schooling by all accounts were raised by parents who grew up in a society that did not allow them the opportunity to be model parents because of the many negative effects of apartheid that will not be discussed here. This means they have not had the opportunity to experience model parenting and in turn do not know how to provide it to their own children. Whilst these kinds of issues may seem at face value to fall outside the scope of the GYES, they present a challenge to the successful implementation of the GYES. If young people join the GYES as beneficiaries but are not supported in their efforts by their parents and families/households, they are likely to be discouraged and even cease participation. This means the GYES might have a role to play in this regard. One idea might involve coordinating sessions with parents of GYES beneficiaries with the view to empowering them on supporting their youth who are either studying or trying to build small businesses, thus bringing the GYES in closer alignment with young people's aspirations.

### 4.12 Findings on overcoming discrepancies in economic opportunities

It is important to assess youth's hopefulness about the future as they perceive it from their current undesirable circumstances. This provides an opportunity to get insights

on how they view society, as well as gauge their levels of apathy and whether they are still prepared to exert themselves – through their own initiatives or those provided by other role players – to improve their access to economic opportunities. This inquiry also provides the opportunity to get a sense of the broad issues young people think should be addressed in order to improve the country. As such, respondents were requested to indicate whether they thought discrepancies in economic opportunities can be overcome in South Africa. Sixty seven percent (67%) of the respondents said discrepancies can be overcome, while thirty three percent (33%) said discrepancies cannot be overcome.

It is pleasing to find that most (67%) of the unemployed young people interviewed have a sense of hope about their economic future as they perceive it from their current undesirable circumstances. Whilst they seem to share the view that overcoming discrepancies in economic opportunities will take many years, they think it is something all South Africans should work towards together. This is expressed in phrases such as “with unity, we will find a way forward”, “we need to get back to Ubuntu”, “only if we work together as different groups and races”, “we must join forces”, and “everyone must commit to playing their role”. This provides a tacit indication that they have not become apathetic and that they are still prepared to exert themselves – through their own initiatives, the initiatives of others, or initiatives like the GYES – to improve their access to economic opportunities.

On the broad issues that need to be addressed in order to overcome discrepancies in economic opportunities, the respondents put forward a number of suggestions, some of which are already in the public discourse. These include dealing with fraud and corruption in government; finding ways to make information on economic opportunities available to everyone; assisting the poor in ridding themselves of the mind-set that they are failures; improving access to higher education and training for the poor; and introducing people with fresh ideas in government.

Although those respondents who are of the view that discrepancies in economic opportunities cannot be overcome are in the minority (33%), they are still a significantly high enough proportion to be concerned about. The danger is that they may slip into the swelling ranks of discouraged work seekers and erase their potential to participate

in the GYES or similar programmes. Their negative feelings and hopelessness – expressed by statements such as “The discrepancies have been there for too long and they can’t be overcome” or “People who have made it don’t want to help others improve their lives” – can only lead to social and political conflict. Also disconcerting is that some within this group think that it is in the natural course of life that discrepancies in economic opportunities exist. Statements such as “We will never be equal; that’s how God decided it” or “We will never be all rich on earth or be equal” give a worrying indication that there are young people who accept the deprivation in their lives and have no ambition to improve their situation. This points to a need to work on the mind-set of young people so that they believe that their lives can be improved.

To sum up, it appears there is no widespread pessimism among the unemployed youth of Gauteng. Generally, the youth are hopeful about the future, with a minority of young people conveying a contrary outlook that their situation, and that of the country, is unlikely to improve.

### 4.13 Findings from secondary data

Whilst the preceding findings have painted a picture of the alignment of the GYES’ key interventions with the aspirations of its intended beneficiaries, it is important to take a step further and consider – based on the information available from the GYES document – whether the assumptions used to draw up the GYES’ strategic objectives promoted alignment, and whether the document articulates itself sufficiently on monitoring and evaluation to ensure continued alignment.

As previously indicated, the policy process model favoured for secondary data analysis in this study is the generic process model. To recap, this model redefines and synthesises existing process models into a generic-type model which can accommodate the demand for a comprehensive and generic process. It is useful for understanding policy making processes in South Africa. It recognises that any policy process has various role players that must be accommodated and whose views must be considered throughout the process such that the policy intervention implemented represents an inclusive effort (Cloete and de Coning, 2011).

### 4.13.1 On the GYES policy process

As has been indicated, the salient point in the generic process model is the participation of all relevant stakeholders in the policy process in order to ensure a policy outcome that represents, as much as possible, the views of all concerned. In such a situation, a stakeholder engagement programme becomes important.

The GYES is silent on the process followed in its development and, as a consequence, on the stakeholders engaged during the development of the programme. The document however makes reference to 'stakeholders' in various sections dealing with the implementation of the programme. Under Pillar 1, the document mentions that the "department of economic development will partner with labour organizations, business associations in manufacturing and other sectors, SETAs to create more job opportunities for young people in Gauteng." For Pillar 2, the document speaks of leveraging "stakeholder management and partnerships to enhance the employability of young people by facilitating access to the labour market." And under Pillar 4, the document mentions the implementation of a stakeholder management programme involving "youth groups or youth organisations, cooperatives and chambers of commerce." The concluding section of the GYES states that "All stakeholders, government, business, labour and youth organisations should collaborate with the department and support all programmes and interventions targeted at youth unemployment in the Province." None of these offer any specifics about how these role players will be engaged.

The lack of a clear plan with regards to stakeholder participation or policy dialogue seems to suggest a weak link in the policy process – both during policy formulation and implementation – resulting in a policy programme that is in part not aligned to the aspirations of its intended beneficiaries. This is corroborated by findings which point to a lack of awareness of the GYES by intended beneficiaries and suggesting a failure in the policy dialogue and implementation phases.

### 4.13.2 On the strategic objectives of the GYES

There is a logical expectation that when looking for a solution to a problem, the manner in which organisations define the problem informs the how strategic objectives are crafted. Accurately defining the problem essentially translates to laying out the organisation's strategic course for the future, whilst providing managers with a reference point in making strategic decisions and preparing the organisation for the future (Hough et al, 2011).

The core problem the GYES is attempting to resolve is captured in its problem statement as follows:

> …[Y]outh entrepreneurship in South Africa and Gauteng is very low. South Africa is experiencing [a] high level of youth unemployment, especially amongst the youth cohort of 18-24 years. This mismatch increases South Africa's youth unemployment rate. Almost over 45 percent of the South African youth is unemployed; hence the recent call … to address this challenge.

The strategic objectives outlined in the GYES that flow from this problem statement are the following:

- Develop an integrated framework to guide interventions and programmes developed by Gauteng Provincial Government departments;
- Develop interventions and coordinate existing programmes that create employment opportunities for young people in the Province;
- Develop targeted skills development programmes that address the required skills to grow the economy of the Province;
- Partner with the private sector and non-governmental organizations in addressing scarce and critical skills gap in the Province;
- Develop a youth quota system on filling GPG vacancies and awarding procurement services;
- Encourage participation of youth in the mainstream economy through promotion of SMMEs and cooperatives; and
- Provide Gauteng youth with access to information.

As can be seen, there is sufficient strategic alignment between the problem statement and the strategic objectives as they relate to youth employment and entrepreneurship. It is also important to note that the strategic objectives are implemented through the four pillars underpinning the GYES, namely, Skills development initiatives that provide working and/or income generation; Transitional and placement mechanisms for the preparation and placement of Grade 12 / NCV4 graduates; Direct employment of Grade 12 / NCV4 graduates into public sector jobs and government facilitated private sector employment; and Youth entrepreneurship development and training. This is the point where strategy – through strategic interventions (the pillars) – makes first contact with the public and where the relevance of the strategic approach is first tested. As evident, the pillars also seem to flow directly from the strategic objectives thus providing alignment of the problem statement and the strategic interventions.

This alignment is supported by the findings of the primary data which indicate an average high rating by unemployed youth of all four pillars. This shows that the GYES has adopted the correct strategic approach in trying to address youth unemployment in Gauteng, notwithstanding the shortcomings it reflects in targeted interventions as discussed in sections 4.3, 4.5, 4.7 and 4.8.

### 4.13.3 On monitoring and evaluation

According to Porter and Goldman (2013) monitoring helps managers and policy makers to understand what the money invested is producing and whether plans are being followed up. Evaluation helps to establish what difference is being made, why the level of performance is being achieved, what is being learned from activities, and whether and how to strengthen implementation of a programme or policy.

The GYES does not outline a monitoring and evaluation plan to monitor whether plans are being achieved, or to evaluate the impact being made / not being made, and whether to change anything to make the programme much more effective. On monitoring the evaluation, the GYES states only that monitoring of each of the 4 Pillar Programmes will be undertaken at a departmental level; that the evaluation of all the interventions and programmes will be undertaken annually; and that the overall

monitoring and evaluation of the strategy will be managed at a Provincial Steering Committee level.

Without a clear monitoring and evaluation plan, the Gauteng government is unable to determine whether the assumptions that underlie the GYES are true in practice and whether the chosen interventions are having the desired impact on youth unemployment in Gauteng. Without this, it can never be said that what the GYES is offering is aligned to the expectations and aspirations of Gauteng's unemployed youth. Perhaps what is most telling about the lack of monitoring and evaluation of the GYES is the unavailability of revised documents of the programme that would have been published following the targeted annual evaluations.

## 4.14 What the findings reveal about the alignment of the GYES with beneficiary expectations

The study has primarily sought to answer the question: Does the GYES as a policy programme represent the aspirations of Gauteng's unemployed youth? For this primary question to be answered, further questions were developed and stated as follows:

- What are the expectations of unemployed Gauteng youth of the GYES?
- Is there alignment of the assumptions underlying the GYES and the perceptions and expectations of the unemployed youth?
- What are unemployed Gauteng youth's perceptions of socio-economic trends in South Africa and how they should be addressed?

Below is an outline of how the research questions have been answered.

**What are the expectations of unemployed Gauteng youth of the GYES?**

The GYES has set itself a number of 'key strategic objectives' through which it hopes to improve the economy of Gauteng by getting an increased number of youth economically active. If achieved, these 'key strategic objectives' are meant to meet the developmental objectives of government as well as the expectations of the sector of society the programme is targeting. As such, the 'key strategic objectives' of the

GYES should represent the expectations of Gauteng's unemployed youth. The main thrust of the GYES' key strategic objectives is in the creation of employment opportunities for youth in the public and private sectors as well as capacitating young people with the necessary skills, including scarce skills, aimed at making them more employable or ready to start their own businesses.

After being given a brief description of the GYES, the study gave respondents the opportunity to indicate what opportunities they would expect the GYES to afford them if given a chance to participate in the programme as beneficiaries. The findings have shown that by far the most expected opportunity was access to skills training and development. The second most sought after opportunity from the GYES is placement in jobs. The next sought after opportunity from the GYES was the opportunity to start a business. Finally, a small number of respondents expressed an expectation that the GYES should provide life skills training to help young people take full advantage and sustain any opportunity presented to them.

Through this line of questioning the study was therefore able to determine clear expectations from the unemployed youth of the opportunities expected from the GYES. It can also be noted that the youth's expectations are largely in line with the programme's key strategic objectives. The only expectation, raised by a minority of respondents (but equally as important) not catered for in the GYES' key strategic objectives, was life skills training. However, the study reveals that the key strategic objectives of the GYES do not require a fundamental review.

**Is there alignment of the assumptions underlying the GYES and the perceptions and expectations of the unemployed youth?**

In order to understand the core assumptions underpinning the GYES it was necessary to look at the four pillars around which the policy programme is structured. Further to this, a closer investigation of the interventions within these pillars (namely, Skills development initiatives that provide working and/or income generation; Transitional and placement mechanisms for the preparation and placement of Grade 12 / NCV4 graduates; Direct employment of Grade 12 / NCV4 graduates into public sector jobs and government facilitated private sector employment; and Youth entrepreneurship development and training), including the skills development initiative and

entrepreneurship development, was necessary in order to determine alignment with expectations of youth. The findings indicate that there is much alignment between the pillars of the GYES and the expectations of the unemployed youth. The average high rating of all four pillars indicates that the GYES has adopted the correct general idea or assumptions about what the focus should be in trying to empower young people to access economic opportunities.

However, a deeper investigation of the key interventions through which the GYES pillars are implemented reveals a lack of alignment between what the GYES offers and what the unemployed youth of Gauteng imagine. With regards to the seven fields of study for which the GYES offers more bursaries, only two appealed to the youth (IT and Business & Entrepreneurship). Five of the seven fields of study were much less favoured by the respondents, causing major misalignment between the targeted bursaries for skills training and what Gauteng's unemployed youth can and want to do.

With regards to sectors targeted by the GYES for township businesses, the study finds that there is clear interest in only one of the three sectors, namely, the Retail / Enterprise Hub sector. The findings therefore suggest that only one of the three sectors targeted by the GYES for township businesses is aligned to the aspirations of intended beneficiaries. Further exploration with regards to business sectors was undertaken by asking respondents to indicate whether there were any other business sectors, besides the ones currently targeted, that the GYES should focus on in helping young people start township businesses. When indicating the sectors the GYES should focus on to create businesses for unemployed youth in Gauteng, most respondents follow the line offered when questioned about their preferred field of study. These findings indicate that the specific interventions of the GYES as they relate to skills development and entrepreneurship require a review to bring them in line with the aspirations of intended beneficiaries.

**What are unemployed Gauteng youth's perceptions of socio-economic trends in South Africa and how they should be addressed?**

The findings on this question indicate that the majority of respondents are of the view that their access to economic opportunities is different to other groups in South African society but that this discrepancy can be overcome. They cite nepotism, racial

prejudice, a lack of access to resources, and the absence of opportunities in the townships they live in. Further, the study found that an overwhelming majority of respondents were of the view that the gap between the rich and the poor is growing and that the government should lead efforts to create economic opportunities for the poor. Business and rich people are also seen by the respondents as significant role players in this regard based on their capacity to create employment as well as provide goodwill support to poor people and communities. Through this enquiry, youth's hopefulness about the future as they perceive it from their current undesirable circumstances was assessed and found to be positive. The findings show that Gauteng's unemployed young people are still prepared to exert themselves through initiatives like the GYES in order to improve their circumstances. All that is required is for policy programmes like the GYES to have a clear understanding of their aspirations and capabilities and put in place relevant interventions that young people can participate in.

Based on the findings from these research questions, the primary research question: ***Does the GYES as a policy programme represent the aspirations of Gauteng's unemployed youth?*** can be answered by stating that the GYES, broadly in terms of what it aims to achieve strategically, represents the aspirations of Gauteng's unemployed youth. However, it is let down by the key interventions that have been put in place to achieve its broad objectives as these are found not to be representative of the aspirations of Gauteng's unemployed youth.

## 4.15 Conclusion

The findings have revealed the problem of youth unemployment to be a truly wicked public policy problem – a complex and intractable problem whose scope is usually inadequately defined, is constantly changing, the solutions to which may be addressing the symptoms instead of underlying causes, and to which some solutions may depend on achieving major shifts in attitudes and behaviours (Head, 2008).

The chapter has laid out the research findings from the primary data and their implications for the alignment of the GYES with the aspirations of Gauteng's unemployed youth have been presented. Through the primary data we have been

able to juxtapose the aims of the GYES vis-à-vis the expectations of unemployed Gauteng youth; the assumptions underlying the GYES vis-à-vis the perceptions and expectations of the unemployed youth; as well as obtained insights – for purposes of improving the GYES' responsiveness – on unemployed Gauteng youth's perceptions of socio-economic trends in South Africa and how they should be addressed.

Lastly, through the analysis of the key bases of the GYES, it has been showed whether the policy process followed in developing the GYES promoted alignment with beneficiaries, whether the assumptions used to draw up the GYES' strategic objectives promoted alignment, and whether the document articulates itself sufficiently on monitoring and evaluation to ensure continued alignment.

The final chapter provides a conclusion to the study and puts forward recommendations on improving the GYES to bring it more in line with the expectations of Gauteng's unemployed youth.

# Chapter Five – Conclusion and Recommendations

## 5.1 Introduction

The aim of this study has been to understand how sensitive the GYES as a developmental policy programme is to the Gauteng youth's own perceptions of the social environment and their own circumstances.

The study has sought to achieve this by determining unemployed Gauteng youth's expectations of the Gauteng youth employment programme; assessing the alignment of the assumptions underlying the youth employment programme to the perceptions and expectations of the unemployed youth in Gauteng; as well as determining unemployed Gauteng youth's perceptions of their socio-economic circumstances and how they think they can be addressed. This was done to ascertain the impact of subjective measures of the public in the development of public policies that are responsive to their needs and represent their aspirations.

This concluding Chapter therefore summaries the findings from the study and offers, based on the findings set out in Chapter Four, a number of recommendations on how the core interventions of GYES can be adapted to make it more responsive to the aspirations of Gauteng's unemployed youth.

## 5.2 Findings on the research objectives

The study has set out to achieve the following objectives:

a) To determine unemployed Gauteng youth's expectations of the Gauteng youth employment programme;
b) To assess the alignment of the assumptions underlying the youth employment programme to the perceptions and expectations of the unemployed youth in Gauteng;

c) To determine unemployed Gauteng youth's perceptions of their socio-economic circumstances and how they think they can be addressed.

**Findings on Objective A**

Research Objective A has been sufficiently achieved. The study has shown that by far the most expected opportunity was access to skills training and development in order to improve their prospects for employment or going into business. It has also been found that the youth expect the GYES to offer them employment opportunities as well as learner-ships and/or internships in big companies.

The study has also shown that young people expect the GYES to afford them the opportunity to start businesses in the areas where they live and that some are of the view that this is their last resort to earning a living as they didn't finish school and therefore have no prospects of attaining formal employment. All these findings are in line with the proposition of the GYES.

The findings have also revealed an expectation for the GYES to provide life skills training so young people are able to take full advantage and sustain any opportunity presented to them. This expectation is not met by the GYES.

Through these findings the study has generated a clear understanding of the expectations of the unemployed youth of Gauteng from the GYES.

**Findings of Objective B**

Research Objective B has also been sufficiently achieved. By assessing the relevance to the unemployed youth of the GYES pillars, determining their interest in the fields of study in which the GYES has sought to offer more bursaries, as well as determining their interest in the business sectors targeted by the GYES in assisting youth to create businesses in the township, the study has been able to show the level of alignment that exists between these core interventions of the GYES and the expectations or aspirations of the unemployed youth.

The study has found alignment between the GYES pillars and the expectations of the unemployed youth. The average high rating of all four pillars indicates that the GYES

has adopted the correct general idea about what the focus should be in trying to empower young people to access economic opportunities.

However, the study has further shown major misalignment between the fields of study targeted by the GYES and what the youth can and want to study. While two of the seven fields of study (IT and Business & Entrepreneurship) were highly favoured by the youth, five of them are much less favoured, causing major misalignment between the targeted bursaries for skills training and what Gauteng's unemployed youth can and want to do.

The study has also found misalignment between the business sectors targeted by the GYES in assisting youth to create businesses in the township and the interest and expectations of the unemployed youth. Whilst there is a definite interest in the Enterprise hubs / Retail sectors, much less interest was recorded for the Automotive and Industrial sectors. Instead, the study finds that youth have an interest in new, trending, and sustainable industries – or industries of the future.

**Findings of Objective C**

Lastly, research Objective C has too been sufficiently achieved. The study has found that, mostly, youth hold a perception that they are economically marginalised. Nepotism, racial prejudice, a lack of resources, and living far away from economic activity have been counted as the major reasons for this economic marginalisation.

The study has also found that the unemployed youth are of the view that the gap between the rich and poor is growing in the country because of a negative mind-set of hopelessness consuming the poor based on extended periods living in poverty; a lack of access to capital for productive purposes; a lack of funds for accessing higher education; corruption in government and the waste and/or misuse of public resources earmarked for development; and poor family planning in poor communities.

With regards to creating economic opportunities for the poor, the study has found that government is seen as the major role player in this regard. Business and rich people are also seen as significant role players in this regard based on their capacity to create employment as well as provide goodwill support to poor people and communities.

However, there is also a strong view from the unemployed youth that poor individuals and poor communities must be at the forefront of efforts to find and exploit available economic opportunities. Youth, especially, must be encouraged and supported by their families.

The study also finds that, mostly, the unemployed young people have a sense of hope about their economic future as they perceive it from their current undesirable circumstances. Their suggestions on overcoming economic discrepancies include dealing with fraud and corruption in government; finding ways to make information on economic opportunities available to everyone; assisting the poor in ridding themselves of the mind-set that they are failures; improving access to higher education and training for the poor; and introducing people with fresh ideas in government. However, a third of the youth are of the view that discrepancies in economic opportunities cannot be overcome.

With regards to the core interventions of the GYES, we can summarise the findings as follows:

- The four pillars of the GYES are in alignment with the expectations of Gauteng's unemployed youth's expectations of the GYES;
- There is major misalignment of the bursary scheme of the GYES and the study fields it targets with the aspirations of Gauteng's unemployed youth in terms of the studies they want, and can, pursue;
- The township business promotion intervention and the business sectors it targets is not aligned to the aspirations of Gauteng's unemployed youth.

## 5.3 Implications of findings on the policy process

Flowing from the findings we are better able to appreciate the importance of taking the subjective views of the public into account when formulating public policies. The GYES has been formulated on the basis of objective measures defined through, for example, the unemployment rate, critical skills needed, the number of employment opportunities that must be created, the number of bursaries that must be offered, and

others. There appears to have been no effort to gather subjective views from the public in order to further enrich the policy programme.

It has already been shown in the literature survey that public participation in policy making is an essential aspect of the policy making process (Maathai, 2009; Plattner, 2013; Dahl and Soss, 2014; Tsekpo, 2015) and an important democratic practice (Stiglitz, 2012; Norris, 1999) because of its ability to fortify policies with subjective views from the public that cannot be understood from objective data only. That the findings suggest that the public has not been engaged in the formulation of the GYES exposes the chronic failings in the public participation process in South Africa as has been shown (PSC, 2008 and 2010). As such, public policies continue to fall short in their responsiveness and relevance to the needs of the public.

The literature survey has shown that as democracies mature, citizens demand to have more say in how decisions are made, otherwise they lose faith in government and develop apathy (Norris, 1999). The findings have indicated that amongst the unemployed youth of Gauteng there are already a small group who are becoming apathetic and hold negative views of government and society at large. If left to fester among young people these perceptions will lead to social and political unrest which will have a negative impact on the country's political economy.

The literature survey has also shown the importance of adopting the correct developmental approach based on the country's needs and available resources. Whereas the GYES seeks to take a redistributive approach to development policy (as defined by Bourguignon, 2015), where government resources (taxes) are redistributed to fund skills programmes, bursaries, internships/learnerships, incentives to employers to employ more youth as well as access to productive capital for the poor, the approach seems to be hindered by the ability of the youth to take up the opportunities created (e.g., inability to take up studies for critical skills because of a lack of a foundation in Maths and Science; the inability to take up job opportunities because of a lack of skills; or lack of interest by youth in the business sectors the GYES wants to help them start businesses in).

Whilst the literature review has shown that the South African Constitution (Sections 195(1)(e), 59, 72 and 118) recognises and promotes public participation in the matters of government and public policy making; and whilst the commonly followed policy process in South Africa (Cloete and de Coning, 2015) accommodates 'policy dialogue', weaknesses have been identified in this policy process and in its implementation. The challenge with the used policy process is that it involves the public in the policy process only once the policy problem has been defined; the public is not involved in defining the problem. Further, the implementation of public participation in the policy process has been shown to be weak (PSC, 2008 and 2010). The findings of the study seem to corroborate this by showing misalignment on key factors between what is offered by the GYES and what the unemployed youth of Gauteng want and are able to do.

Based on the presented findings, this study has therefore demonstrated that important insights can be gained by considering subjective measures and views from the public in policy formulation. As such, public policies must be developed with the full involvement of citizens because any policy intervention decided upon without public input and buy-in is unlikely to be supported as it is seen to be unresponsive, irrelevant and sometimes leading to public resistance; rendering it ultimately ineffective.

Further, the findings make a case for a review of the stagist policy process models, such as the generic process model preferred in South Africa (Cloete and de Coning, 2011). As the literature has shown, the generic process model makes provision for public participation half-way through the policy process, whilst other stagist policy processes – e.g., Dunn's Policy-Process Model and Bardach's eightfold path (Cloete and de Coning, 2011) – do not make provision at all for public input into policy making. The significance of the input policy makers can gain from considering subjective feedback from members of the public has been shown by the findings of this study. As such, what the study findings have shown is that the stagist policy processes must make provision for public input in policy making, and early in the policy process, so that, as much as possible, members of the public participate in the defining and framing of the policy problem. This would contribute to making policies more relevant and responsive to the needs, expectations and aspirations of the public.

Using the findings of the study, some recommendations can be put forward on improving the GYES. These are discussed in the next section.

## 5.4 Recommendations on improving the GYES

Based on the insights gained from an analysis of subjective views of Gauteng's unemployed youth, some recommendations on improving the alignment of the GYES with the aspirations of the young people can be put forward.

- **A comprehensive communications plan**

The lack of awareness of the GYES demands that the Gauteng government put in place a communication plan to galvanise all role players around the GYES for successful implementation and improve the participation of intended beneficiaries. With improved participation of the targeted population, engagement between the Gauteng government and beneficiaries will improve and create opportunities for feedback that may assist to improve the policy programme.

- **Improve on-the-job-training opportunities**

The fact that most of the unemployed youth readily admit to their lack of readiness for work on the basis of a lack of or inadequate work experience and skills points to a need for a large scale roll out of on-the-job training opportunities in both the public and private sectors.

- **Life skills training**

The Gauteng government should strongly consider introducing life skills training as part of the GYES in order to assist youth be sustainable individuals and make the best use of opportunities afforded to them. This must be coupled with regular motivational sessions conducted by youth themselves where unemployed young people are given hope and assisted to attain a positive outlook and mind-set on life in general while networking with each other.

- **Offer Maths and Science bridging courses**

While a number of respondents expressed an interest in some of the study fields for which more bursaries are offered by the GYES, they were concerned about their school leaving curricula not being in line with most of those studies because they did not take Maths and Science in Matric, if they completed Matric at all. The GYES can address this by offering bridging courses for Maths and Science geared towards enabling entry to the targeted fields of study, in line with the needs of the economy.

- **Establish information and innovation hubs in townships**

Based on the findings of the importance of access to information and the youth's need to be involved in industries of the future, it might be a good idea for the GYES to establish Information and Innovation Hubs where young people can explore new information and be allowed to share ideas on new products and industries that can be pursued. These must be established in the townships where young people live in order to improve their access to information and economic opportunities.

- **Supportive families programme**

The study reveals the important role that needs to be played by individual families in encouraging and supporting their young people in their endeavours. If young people join the GYES as beneficiaries but are not supported in their efforts by their parents and families/households, they are likely to be discouraged and even cease participation. This can be addressed by coordinating sessions with parents of GYES beneficiaries with the view to empowering them on supporting their youth who are either studying or trying to build small businesses.

- **Put in place a monitoring and evaluation mechanism**

The GYES seems to have missed the opportunity to receive inputs from the youth during its formative stage. This makes it important that, going forward, a proper monitoring and evaluation plan is put in place in order to receive the much needed

feedback from the public and other role players on the content and implementation of the programme. This will allow the GYES to be adapted and improved over time.

## 5.5 Conclusion

As it had set out to do, this study has brought us closer to understanding how sensitive the GYES as a developmental policy programme is to the Gauteng youth's own perceptions of the social environment and their own circumstances.

The study has demonstrated that important insights can be gained by considering subjective measures and views from the public in policy formulation. Not only is this a necessary democratic practice, it is also an important part of the public policy process that ensures policies are responsive, relevant, sensitive to the public's perceptions of the social environment, and ultimately effective.

Because there seems to have been no considerable effort to understand the subjective views of the unemployed youth of Gauteng in the formulation of the GYES, the policy programme has been shown to be misaligned with their expectations on a number of matters of significance. So while the programme set out to address a real need or problem, a lack of insights which can only be gained from considering subjective views, meant that some of the programme interventions stood little chance of being implemented successfully.

When this misalignment exists and the public do not participate in a government programme, it is easy for policy makers and government officials to jump to conclusions about the indifference of the public if there is no deeper understanding of the issues at play. As the study has shown in the case of the unemployed youth of Gauteng, such quick conclusions are misleading. That none in the sample population were participants in the GYES is not an indication of their indifference. As shown by the study, generally, the unemployed youth of Gauteng are hopeful about the future and take full responsibility for working to improve their lives. All they require is information, chance and an ear.

In providing answers to some important questions, the study has also brought to fore an important matter for further research. Gaining an understanding of the public's subjective views is a function of the public participation process in policy making. This process, as has been suggested, has been shown to be a failure in the formulation of the GYES. However, the failure of public participation in general seems to be a chronic governance problem in South Africa.

As it has been shown, as far back as 2008, the PSC has reported that the nature and extent of public participation in South Africa is generally inadequate, and that concerted efforts are necessary to improve the situation. Whilst the PSC has tried to improve the public participation process by providing guidelines to Government Departments – some of which recommend making an effort for direct interaction with members of the public to gather their uninhibited thoughts and feelings – these ideas, if the findings of this study are anything to go by, seem to remain unimplemented.

An investigation into why the public participation process repeatedly fails in the country may very well be required in order to determine whether the challenge is created by inadequate capacity to roll out effective public participation campaigns; inadequacy of public participation approaches employed; perhaps a negative perception by policy makers and government officials of public participation; public indifference; or whether politics is a factor. With this understanding, measures can be put in place to improve the way public participation takes place in the country and ultimately assist in producing public policies that are more responsive and relevant.

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## ANNEXURE A

# GAUTENG
# YOUTH EMPLOYMENT STRATEGY

## Glossary

| | |
|---|---|
| **GPG** | Gauteng Provincial Government |
| **GIYDS** | Gauteng Integrated Youth Development Strategy |
| **GDED** | Gauteng Department of economic Department |
| **GYES** | Gauteng Youth Employment Strategy |
| **GEGDS** | Gauteng Employment, Growth and Development Strategy |
| **NYDA** | National Youth Development Agency |
| **MTSF** | Medium Term Strategic Framework |
| **IYDS** | Integrated Youth Development Strategy |
| **GPG** | Gauteng Provincial Government |
| **GEP** | Gauteng Enterprise Propeller |
| **GEDA** | Gauteng Economic Development Agency |
| **GIPF** | Gauteng Industrial Policy Framework |

## Introduction

The Constitution of the Republic of South Africa, 1996, is the supreme law of the country entrenching specific rights, responsibilities and an ethos that all South Africans are to uphold. In the Bill of rights, specific human rights are guaranteed and these rights and responsibilities guide the inherent rights and responsibilities of all young South Africans.

The National Youth Policy 2008 - 2013 is specifically aimed at closing the identified gaps, addressing the challenges and recommending new measures to improve and accelerate implementation thereby making major strides in the development of young people by ensuring that they assume their rightful place in building a non-racial, non-sexist, prosperous and democratic South Africa.

The following are the key objectives of the National Youth Policy 2008 – 2013:

- Integrate youth development into the mainstream of government policies, programmes and the national budget;
- Ensure that mainstream policies function effectively and curb the marginalization of young people;
- Strengthen the capacity of key youth development institutions and ensure integration and coordination in the delivery of youth services;
- Strengthen the capacities of young people to enable to take charge of their own wellbeing through building their assets and ultimately realizing their potential to the fullest;
- Strengthen the culture of patriotic citizenship among young people and help them to become responsible adults who care for their families and others;
- Support prioritized youth groups and ensure that they have every opportunity to play their part in the development of our country;
- Foster a sense of national cohesion, while acknowledging existence of diverse circumstances and needs by providing opportunities to address these;
- Inculcate the spirit of patriotism by encouraging visible and active participation in different youth initiatives/projects and national building activities,

- promote the culture of treating all races in South Africa with dignity as well as embracing the African values, such as “ubuntu” at all times;
- create a wider range of learning pathways to provide young people with multiple routes and exit opportunities for making the transition from youth to adulthood smoother;
- design implement interventions that seek to provide a wide variety of opportunities for needy young people and
- create a safe environment free from discrimination, abuse, and violence, in which young people feel protected.

There is however a policy and implementation gaps that were identified. It is through the realization of these policies and implementation gaps that the framework for youth development was changed at the national level, which led to the promulgation of the National Youth Development Agency (NYDA). NYDA was formally established the President of the Republic of South Africa in 2009, under the NYDA Act 54 of 2008. Part of NYDA’s mandate is to implement the Integrated Youth Development Strategy (IYDS) which aims to set specific targets and milestones for programmes to be implemented, as well as mainstream youth development in government departments. The private sector is also expected to support certain aspects of the IYDS as provided for in the National Youth Development Agency Act and the draft National Youth Policy. In Gauteng NYDA works very closely with the government to ensure, alignment, integration and support on various programmes and initiatives designed for youth development.

**New Growth Path**

In his inaugural State of Nation Address in June 2009, President Jacob Zuma stated: *“It is my pleasure and honour to highlight the key elements of our programme of action. The creation of decent work will be at the centre of our economic policies and will influence our investment attraction and job creation initiatives. In line with our undertakings, we have to forge ahead to promote a more inclusive economy*”

The main objective and vision of the New Growth Path (NGP) is to create 5 million new jobs by 2020. The New Growth Path must provide bold, imaginative and effective strategies to create millions of new jobs South Africa needs especially the youth. It must also lay out a dynamic vision for how South Africans can collectively achieve a more developed, democratic, cohesive and equitable economy and society over the medium term, in the context of sustained growth. The strategy sets out critical makers for employment creation and growth and identifies viable changes in the structure and character of production that can generate a more inclusive and greener economy over the medium to long run. To that end, it combines macroeconomic and microeconomic interventions. Achieving the New Growth Path requires key tradeoffs to be addresses. Amongst other decisions, government must priorities its own efforts and resources more rigorously to support employment creation and equity; business must take on the challenge of investing in new areas; and business and labour together must work with government to address inefficiencies and constraints across the economy and partner to create decent work opportunities.

The 2009 – 2014 Gauteng Medium Term Strategic Framework (MTSF) approved by the Gauteng Executive Council in 2009, outlines the strategic priorities and programmes for government that give effect to the electoral mandate in Gauteng for the five year period ending 2014. "Working together to build a better future for all" is the overall stated aim of the current five year term. "The renewal campaign, under the slogan "*Kuyasheshwa! Get Gauteng Working!"* encompasses a range of initiatives to renew the public service delivery and democracy in general. The MTSF focuses on improving the living conditions of the people in Gauteng and so contributes towards building a better South Africa. It places the creation of decent work and sustainable livelihoods at the centre of Gauteng's policies and programmes. It intends to harness its resources to minimize the impact of the global recession and stimulate inclusive and equitable economic growth including the identification of new opportunities for growth.

In order to provide better life for all, protect the poor and the vulnerable, and increase the number of better quality, sustainable jobs, and the MTSF sets out the following strategic priorities for 2009 – 2014 term of office:

- Creating decent work and building a growing, inclusive economy;
- Promoting quality education and skills development;
- Better healthcare for all;
- Stimulating rural development and food security;
- Intensifying the fight against crime and corruption;
- Building cohesive and sustainable communities and
- Strengthening the developmental state and government governance.

The Gauteng Growth, Employment and Development Strategy (GEGDS) 2009 – 2014 led by the Gauteng Provincial Department of Economic Development (GDED) focuses primarily on creating decent work and building a growing, inclusive economy. The outcome statement for this strategy is "to stimulate redistributive economic development to create decent work, sustainable livelihoods and reduce income inequality. To achieve the ultimate objective of the GEGDS, there are **Five Key Strategic Pillars** which the various government departments, through relevant social compacts with business, labour, community stakeholders and NGO's will collectively work together through a series of interventions or drivers (policies, programmes or strategies). The drivers are the tools used to progressively create decent work and build a growing, inclusive economy. These are:

- Transforming the provincial economy through improved efficiency;
- Sustainable employment creation;
- Increasing economic equity and ownership;
- Investing in people and
- Sustainable communities and social cohesion.

The broader national and provincial youth policies and interventions acknowledge the reality that, for youth development to be effectively realized, all structures of government must assume the responsibility of its implementation, including the national, provincial and local structures of government. This has then led to the Gauteng Provincial Government integrating, within its policies and programmes, the implementation of youth development mainstreaming it as one of its strategic deliverables.

The Gauteng Provincial Government (GPG) adopted the Gauteng Integrated Youth Development Strategy (GIYDS) (2010-2014) in May 2010, which sets new targets and priorities for youth development in Gauteng. To ensure that the macro policies of government are effective and young people have access to government programmes, GIYDS identified **four strategic focus areas** which contribute towards creating an enabling environment for young people to reach their full potential in Gauteng namely:

i) Youth development advocacy
ii) Youth labour market and employment strategy
iii) Youth friendly government services
iv) Youth citizenship rights and responsibilities

The Gauteng Youth Employment Strategy (GYES) to be led by the Gauteng Provincial Department of Economic Development (GDED) is founded on four strategic pillars that will consolidate various scalable interventions and programmes in Gauteng Province that will require partnership between government, business and labour for its resourcing and implementation.

**The Four Pillars underpinning Gauteng Youth Employment Strategy are:**

1. Skills development initiatives that provide working and or income generations for young people
2. Transition and placement mechanisms for the preparation and placement of Grade 12/NCV 4 graduates including establishment of a support mechanism
3. Direct employment mainly into public sector jobs which includes government facilitated private sector employment
4. Youth entrepreneurship development and training

## 2. Key Strategic Objectives

2.1 Develop an integrated framework to guide interventions and programmes developed by Gauteng Provincial Government departments

2.2 Develop interventions and coordinate existing programmes that create employment opportunities for young people in the Province

2.3 Develop targeted skills development programmes that address the required skills to grow the economy of the Province

2.4 Partner with the private sector and non-governmental organizations in addressing scarce and critical skills gap in the Province

2.5 Develop a youth quota system on filling GPG vacancies and awarding procurement services

2.6 Encourage participation of youth in the mainstream economy through promotion of SMME's and cooperatives

2.7 Provide Gauteng youth with access to information

## 3. Outcome of Youth Development Strategy

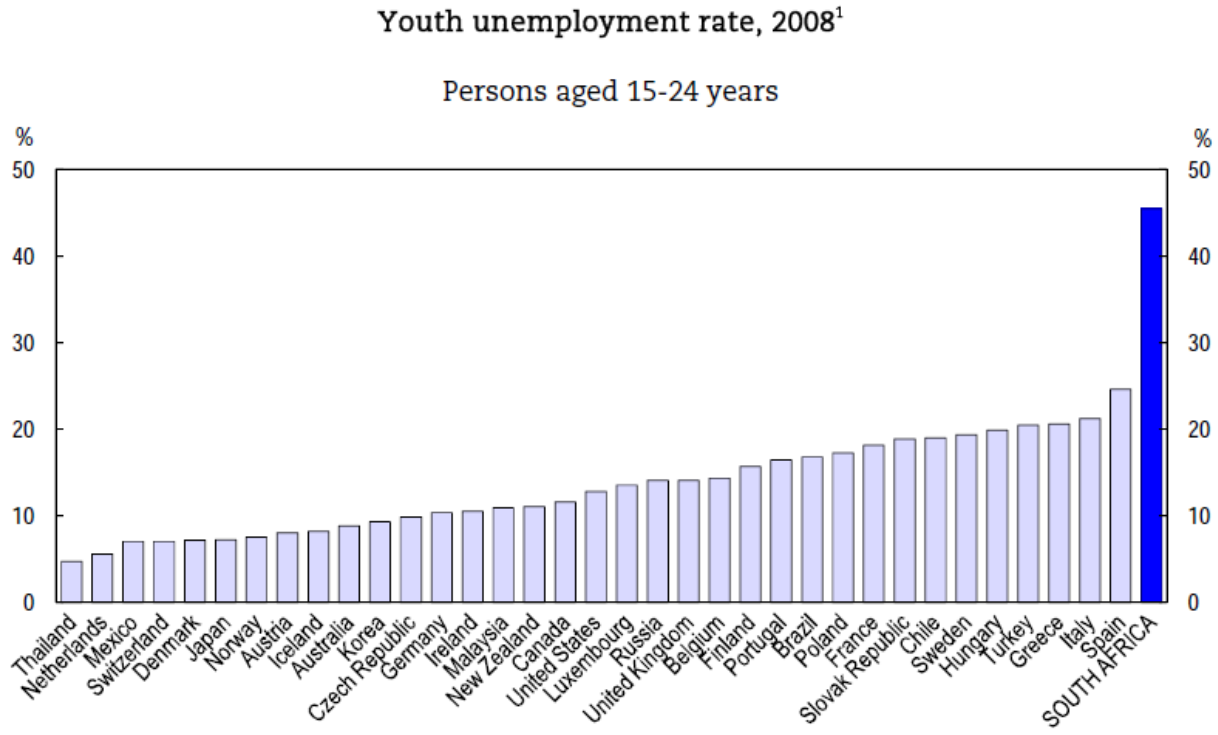
**Outcome statement**

*Facilitate the integration of young people into the mainstream economic activities of the Gauteng province, through creating decent work, sustainable livelihoods* and reduction of income in-equalities.

The proposed interventions towards achieving this policy imperative from the GIYDS include and not limited to the following:

- Provision of business support and training for youth-owned enterprises
- Adoption and promotion of youth preferential procurement
- Establishment and support of youth entrepreneurial cooperatives
- Youth participation in the EPWP projects en masse
- Development of an online unemployment database
- Increase access to youth economic opportunities
- Improve access to and registration of on the GPG central supplier database by youth owned companies

## 4. Problem Statement




***Source: OECD, 2010***

A number of developed countries have experienced the rise in youth unemployment since the global economic recession of 2009. Contrary, other emerging economies such as Mexico, Thailand and Malaysia have a very low level of youth unemployment. One of the reasons is that there is a high level of entrepreneurship, especially in Mexico and Malaysia. The youth in these countries study entrepreneurship and get supported for over a three year period, and most of them are able to create more jobs. In most emerging economies, youth within the age of 18-24 spend time acquiring practical skills for the labour market.

Conversely, youth entrepreneurship in South Africa and Gauteng is very low. South Africa is experiencing high level of youth unemployment, especially amongst the youth cohort of 18-24 years. This mismatch increases South Africa's youth unemployment rate. Almost over 45 percent of the South African youth is unemployed; hence the recent call from the Congress of South African Trade Union to address this challenge.

COSATU describes youth unemployment as a recipe for disaster (ticking time bomb) and calls for urgent response.

## 5. Youth Unemployment Overview

According to an International Labour Organisation (ILO) study conducted in 2004, youth between ages 15-24 years make up nearly half (47%) of the world's unemployed, 88million of 186million, even though youth are only 25% of the world's working age population.

In South Africa the unemployment rate is extremely high currently estimated to be 25,2% (2010), comprising approximately 4,2 million people. While the problem applies to all age groups it affects youth more than others. In 2010 the unemployment rate for the 20-24 age group was 48,7% and for the 15-19 age group 63,7% amounting to 1.37million unemployed amongst 15-24 year olds.

**Table 1: Youth Population and Unemployment**

| Youth | Youth Cohort by Age Group | Gauteng | | South Africa | |
|---|---|---|---|---|---|
| | | 2009 | 2010 | 2009 | 2010 |
| Working Population | 15 – 19 | 7.6% | 7.6% | 10.5% | 10.5% |
| | 20 – 24 | 9.3% | 9.6% | 9.8% | 10% |
| | 25 – 34 | 20.2% | 19.8% | 16.8% | 16.8% |
| Unemployment | 15 – 19 | 70.2% | 76.3% | 58.6% | 63.7% |
| | 20 – 24 | 50.3% | 53.1% | 46.5% | 48.7% |
| | 25 – 34 | 28.0% | 32.4% | 28.% | 29.1% |

***Source: HSRC, 2010***

In Gauteng the population is approximately 10,4 million. Youth in Gauteng between the ages 15-35 years constitute 37.2 of the total population. The rate of youth unemployment is higher in Gauteng since young people are attracted to look for work, and are more active in searching since there are more opportunities. Various studies having indicated that unemployment in the province increased, with the majority of

those unemployed below the age of 35 years. The majority of young people who are employed in the province are either employed in informal sector or part-time workers. In 2010, 55% of 15-24 year olds were unemployed in Gauteng, as compared to 51% nationally. It is worth noting that:

- Most unemployed are black
- Approximately 40% of all unemployed are matric graduates under the age of 24
- The remaining half have incomplete secondary school
- More than 2/3 have never worked
- 71% of unemployed 15-24 year olds have to support between 1 and 4 dependents

The implications and effect of unemployment among young people has many dimensions. Most studies confirm a strong relationship between unemployment and psychosocial distress. Drug and alcohol abuse are major consequences that are mentioned in many studies of the unemployed. There is also speculation that there is a strong relationship between crime and unemployment although no in-depth studies have been conducted to determine this hypothesis. Information on the prison population showed that nearly 31% of prisoners were under the age of 26 (South Africa Survey 2001/2002).

The causes of youth unemployment have been widely analysed. Primarily they are the results for the characteristics of the youth labour market, in that there is generally a lack of education and job related skills as well as experience. There is also a lack of demand for workers which currently has been exacerbated by the global recession. The youth cohort is larger than any other cohort. Youth are also more likely to leave jobs as a result of having higher mobility and higher levels of uncertainty. Other factors include a lack of labour market information, inexperience with the processes of applying for jobs and limited social networks.

Townships are not unique to South Africa, however because of the legacies of apartheid of separation by race, their distinct feature in South Africa is that they exist

for all the previously disadvantaged race groups which are predominantly black people. Townships are far from many job opportunities in the towns, suburbs and industrial areas. A majority of township residents contribute significantly to the worryingly high statistics of unemployed people in Gauteng, which is standing at a staggering 27%. In terms of the demographic breakdown of these unemployed townships residents mainly women and youth make up the bulk of these numbers. These are high numbers of unskilled and semi skilled who are unable to be absorbed by the formal sector due to the fact that the Gauteng economy is largely concentrated in tertiary sectors, which require knowledge workers. Therefore even if there are job opportunities, these township residents are excluded from the eligible.

## 6. Strategy Target Group

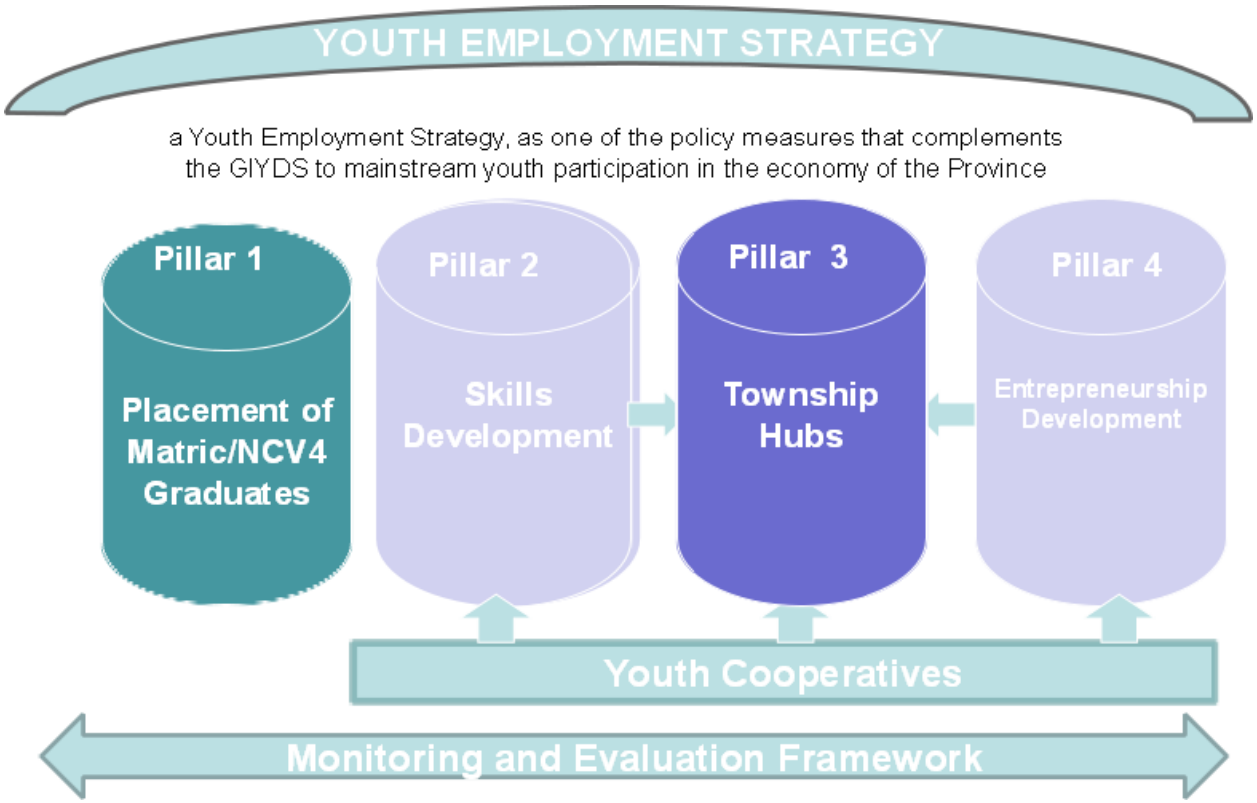
- Young people from the ages 15-35 years
- Matric and NCV 4 graduates and Youth in schools
- Youth out of school and Graduates.
- Unemployed youth.
- Youth in Townships.
- Young entrepreneurs.
- Youth owned businesses.

## 7. Youth Employment Strategy

Youth employment is one of the four focus areas of the Gauteng Integrated Youth Development Strategy (GIYDS) which provides an integrated framework and coordination of existing programmes to improve the school-to-work transition and young people's skills development and employability, participation of youth in employment creation programmes (including special employment and growth sectors), entrepreneurship and making accessible labour market information to young people in the province. This section deals with the core of the Gauteng Youth Employment Strategy. The strategy framework is centered on four pillars as depicted by the following diagram. Key to the strategy is building a strong cooperative sector throughout the Province targeting the unemployed and poor in particular women, youth

and the disabled ensuring that broad based black economic empowerment in the provincial economy is supported by the public and private sector.

**The Youth Strategy is founded on 4 Pillars as depicted below:**




## 7.1 Pillar 1: Placement of Matric/NCV Graduates

This pillar focuses on transition and placement mechanisms for the preparation and placement of Grade 12 graduates including establishment of a support mechanism.

### 7.1.1 Objectives

The purpose of the Youth Employment Initiative is to provide a financial incentive to placement agencies to recruit, match and place recent Matric/NCV 4 graduates into employment opportunities. The objectives of the Youth Employment Initiative are to:

- Recruit young people from 18-24 years for work placement.

- Identify opportunities according to the Gauteng Industrial Policy Framework (GIPF) priority sectors.
- Match identified Matric/NCV 4 graduates with work opportunities.
- Support Graduates to sustain employment during an initial period.

### 7.1.2 Target Group

The pillar targets young people aged between 18 and 24 year olds who have graduated from Matric or with an NCV 4 qualifications in the prior two years. Over three years the Programme will aim to place 14 000 young people in employment.

### 7.1.3 Key Stakeholder Participation

The department of economic development will partner with labour organizations, business associations in manufacturing and other sectors, SETA's to create more job opportunities for young people in Gauteng. Identified jobs will exclude CWP, EPWP initiatives and vacancies within Gauteng Provincial Government departments. The focus will mainly be on the priority sectors as identified by the GIPF (Gauteng Industrial Policy Framework) within capital and transport, services, design and creation, green economy, furniture, pulp, paper and other manufacturers, resource based (agriculture, agro-processing, chemicals, plastics, pharmaceuticals, metals and mineral beneficiation). This will ensure that skilled young people and HEI graduates participate in the programme as it is rolled-out in the Province.

### 7.1.4 Financial Implications

The table below shows the summary of costing for the pillar for budgeting purposes. It is based on the following assumptions:

- That inflation over the three year period is estimated at: 5% (year 1) and 7% for years 2 and 3
- Programme inception and set-up costs will not change regardless of the eventual size of the programme – i.e. the number of youth targeted for placement; and these costs are only incurred in year 1

- Programme management costs will vary in relation to the actual number of youth targeted for placement as well as with the actual size of the incentive amount disbursed
- R10 500 is an adequate incentive for the placement agencies. This will be a fixed amount for any placement or type of agency.
- For the purposes of determining indicative overall costs, the targeted number of youth has been set at 2000, 4000 and 8000 over a three year period respectively.

### 7.2 Pillar 2: Skills Development

Skills development that is focused on young people is key towards building a smart economy by addressing economic development needs and a developing better future for the Province. Informed by the Gauteng Employment Growth and Development Strategy and Gauteng Master Skills Plan the pillar focuses on skills development initiatives that provide working and income generating opportunities for young people in Gauteng. Gauteng Master Skills Plan (2010 – 2015) provides a holistic view of the skills required to enable the continuous growth for the Province. Skills shortages are a serious threat to economic growth and service delivery. The Gauteng City Region Academy (GCRA) was established and launched by the Premier of Gauteng in 2008 to facilitate skills development and manage knowledge and innovation in the Province. A basket of services from Career Guidance, Bursaries, Learnerships, Internships, Skills development and Placement Programmes are developed to create an enabling environment for more labour absorbing economic opportunities. These interventions target young people between the ages 14 to 35 years to ensure that they gain valuable and relevant, school-to-work interventions that will improve their skills and employability reducing unemployment in the Province.

#### 7.2.1 Objectives

- Facilitate a talent and skills pipeline that is responsive to the socio-economic needs of Gauteng by providing young people with career awareness opportunities at school, tertiary and workplace levels.

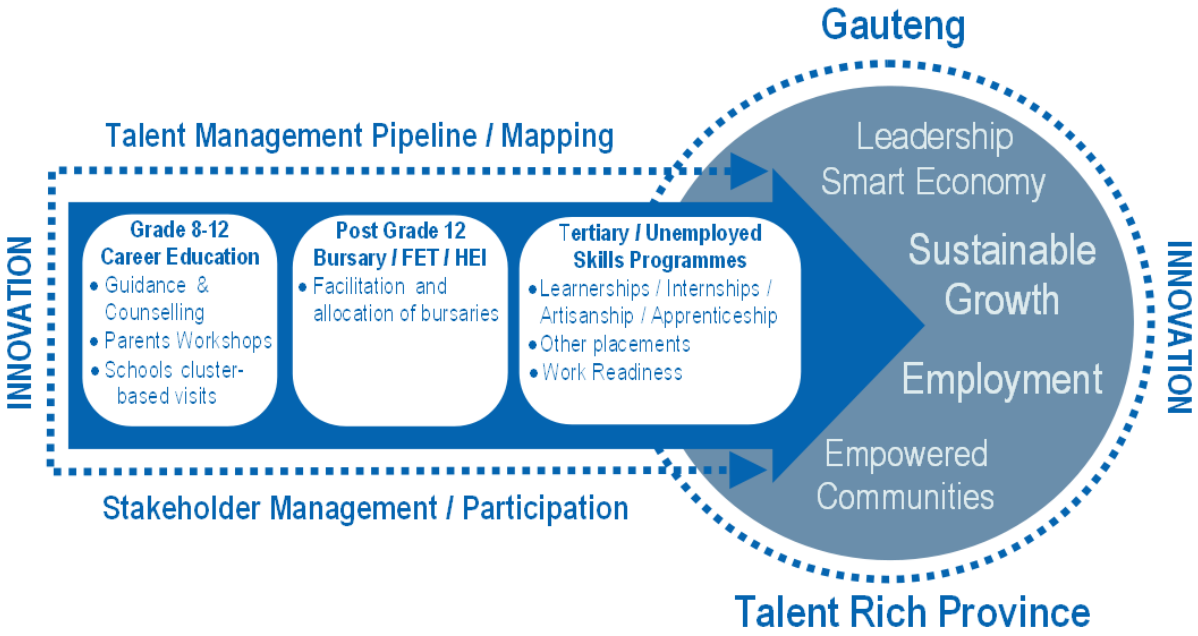
- Develop relevant material for the dissemination of information on education/skills development and career opportunities.
- Be an agent of transformation in the area of scarce and critical skills development; fostering innovation by introducing young people to relevant FET and HEI opportunities.
- Leverage stakeholder management and partnerships to enhance the employability of young people by facilitating access to the labour market.

### 7.2.2 Target Group

The target group for this pillar is the unemployed youth due to general lack of education, job skills and experience. This includes:

- School learners;
- Post school learners and graduates;
- Out of school Youth;
- Young women;
- Youth with disabilities;
- Youth in Peri-Urban Areas and Informal Settlements
- Unemployed youth

### 7.2.3 GCRA Programme Model




Innovation will be the key driver of all skills development processes to build a talent rich province. In collaboration with Sci-Bono, an organisation that is meant to stimulate youth interest in science and technology, career exhibitions will be conducted with young people/high school learners, educators and lay counsellors to feed the province's talent pipeline in communities where young people live. The GCRA plans to increase the number of counsellors in order to reach more learners in Gauteng. Young people will be encouraged to embrace mathematics in order to gain access to science, engineering, accounting and economic studies.

Bursaries offered to young people need to increase as the need arises. To ensure that the Provincial talent advances in innovation more bursaries will be offered in the fields of IT, Medicine and Pharmacy, Science Studies, Accounting, Auditing, Finance, Business Management and Entrepreneurship. Learnerships, internships, artisanship, apprenticeship, work readiness and work placement will increase through partnerships and working closely with all Gauteng Provincial Departments, SETAs, FET Colleges, HEIs, non-governmental organisations and private sector companies. The Department of Sports, Arts, Culture and Recreation (DSACR) will utilize government and premier events such National Commemorative Days, Festivals and others by employing students, youth working with FET and HEIs. This will also provide a

platform to expose youth, particularly emerging young artists to practical experience. Out of school young people will be trained to conduct sports development programmes in schools and the community hub. Young people will benefit in training as swimming instructors as the department will be rolling out its 'Learn to Swim' Programme.

### 7.2.4 Planned Programmes

| Programmes | Targeted Young people |
|---|---|
| **1. Learnerships** | **3000** |
| **2. Internships** | **1000** |
| **1. Skills Programmes** Artisanship, FET Colleges and General Skills | **1470** |
| **4. Unemployed youth database** | **Unemployed Youth( 18-35 years of age) 3000 young people to benefit from recruitment and placement** |

### 7.3.1 Pillar 3: Township Hubs "Qoqa Abolova"

The Initiative aims to provide a suit of interventions to aid and grow informal business in Townships to enhance business ability for the creation of decent work and increase economic activity. The township hubs focuses on three sectors including automotive, industrial and enterprise hubs

### 7.3.2 Objectives

- Facilitate economic participation in the mainstream economy by youth in townships.
- Facilitate job creation.
- Increase trade investment.
- Invest in strategic sector of economy (automotive industry).
- Increase BBBEEE.
- Develop SMME's and cooperatives.
- Develop and regenerate townships through enhancing economic activity .

### 7.3.3 Target Group

1. Youth owned businesses from 18-35 years
2. Unemployed youth in Townships
3. SMME's in Townships
4. Graduates with mechanical and engineering skills

### 7.3.4 Township Hubs

These hubs leverage of government spending particularly the automotive repair hub by diverting planned and routine maintenance on G-Fleet vehicles to townships through the automotive repair hubs. Integrating the 3 focus areas (industrial, automotive and enterprise hubs) into a mega site has been adopted as the preferred roll out of the initial site. This is to ensure that the appropriate impact is made in attracting private sector investment and maximizing employment creation in townships through these hubs. Sectors identified in these hubs particularly metals and the automotive sector are key sectors as per the IPAP II. Opportunities to manufacture spare parts to feed into the automotive hub from the industrial hub are available and need to be further unpacked. Innovation will be encouraged through using cashless systems, environmentally friendly manufacturing methods. Spatially these initiatives provide a base to unlock economic opportunities in townships.

In the 2011/12 State of the Province Address the Honorable Premier identified the following sites to roll-out the Township Initiative:

- Munsieville
- Kagiso
- Katlehong
- Thokoza
- Sharpeville
- Sebokeng

Partnership with the NYDA Gauteng will be developed to roll-out waterless car-wash cooperative initiative in these areas. Alexandra township along London Road is proposed as the first site of the Mega Hub Concept.

**1. Automotive Hub**

The Automotive Hub is the anchor tenant of the mega hub. It will operate on leveraging the government operational expenditure on maintenance of government vehicles by providing an array of services through employing young people from the townships. Opportunities will be provided for young people Diverts government spending to townships. Will formalise and certify body repairers and mechanics participating in the programme.

**2. Industrial Hub**

The establishment of the Township Industrial Hub seeks to facilitate the consolidation of the value chain of SMME's in the industrial sector:

a. Technical, design and business training
b. Access to appropriate equipment
c. Coordinated support on access to local markets
d. Shared transport and logistics services

Initial sectors that the industrial hub will focus on are both outlined in the IPAP II and New Growth Path these sector are:

- Carpentry
- Metals and metal works
- Creative and Cultural sectors will be implemented in line with the craft development strategy

**3. Enterprise Hub**

At the core of the Township Enterprise Hub is the Car wash business. The car wash businesses will operate in their current informal sector or franchise. Supplementary services will include:

- Dry cleaning and Laundry
- Coffee bar
- Hair salon
- Cigar Lounge
- Public Information Kiosk
- Convenience shop

## 7.4 Pillar 4: Entrepreneurship Development

Entrepreneurship development is used as the key driver of youth development and employment creation by most developing countries. This requires South Africa in particular Gauteng Province to increase the number of young people participating in such initiatives. This requires more institutions, non-governmental organisation including the GCRA to play a major role in providing such training as it will lead to young people creating job opportunities for others whilst contributing positively towards the economic growth of the Province.

### 7.4.1 Objectives

- To contribute to the national efforts of creating employment opportunities for the Youth
- To inculcate an entrepreneurial mindset amongst the Youth, thereby enabling them to create employment for themselves and others;
- Business Skills development for Youth.
- 15% of Gauteng Provincial Government departmental procurement to be spent on youth owned businesses and cooperatives

### 7.4.2 Key Deliverables/Targets

- Increase the number of Youth owned businesses funded by GEP;

- Increase the number of Youth employed in businesses funded by GEP;
- Increase number Youth Owned start-up businesses.
- Train 10 Apprentices through a partnership with the Gauteng Tooling Initiative (GTI)

### 7.4.3 Planned Programmes and Interventions

**Below are some of the interventions planned by GEP (Gauteng Enterprise Propeller)**

| Programmes | Type of Activities |
|---|---|
| 1. Targeted Youth Training Programme | Practical Business Skills |
| 2. SIFE (Student in Free Enterprise) | Partnership with students |
| 3. Stakeholder Management Programme | Support Chamber & Youth Organisations |
| 4. Youth Quota for Captive Fund Loans | Introducing the quota as a condition to approve loans |
| 5.Gauteng Tooling Initiative | Tooling Initiative |
| 6. Awareness programmes | Continuous inculcating entrepreneurial mindset |

#### 7.4.3.1 Targeted Youth Training Programme

The Gauteng Enterprise Propeller, through its SMME Training programme running in their Regional Offices throughout the Province will ensure that 20% of all training

to young people with either existing businesses or aspirant SMMEs. This training focuses on practical business aspects and includes the following topics in the 2011/12 financial year:

- Basic Business Skills (this includes Introduction to Business; Marketing & Customer Care; Sales Plan; Record Keeping; Numeracy exercises; Income & Expenditure; Costing & Pricing; Operations; Credit Control and legislation)
- Bookkeeping

#### 7.4.3.2 Students in Free Enterprise Programme (SIFE)

Gauteng Enterprise Propeller has been running this programme for the period of three years in partnership with Students in Free Enterprise (SIFE), to sponsor a SIFE team. SIFE is an international non-profit organization that works with leaders in business and higher education to mobilize university students to make a difference in their communities while developing the skills to become socially responsible business leaders. In this programme GEP will be working with the team from the Vaal University of Technology (VUT). It is expected that skills learnt from this programme will be applied by the youth in creating their own start-up businesses thereby creating jobs for themselves and others.

#### 7.4.3.3 Stakeholder Management Programme

The Stakeholder Management Programme includes youth groups and or youth organisations, cooperatives and chambers of commerce. The programme will support youth organisations with their operational requirements and special programmes. Identified beneficiaries include:

- Greater Alexandra Chamber of Commerce (GALXCOC)
- Randburg Youth Chamber of Business (Rycob)
- South African Spaza Shops and Tuck shops Association (SASTA)

#### 7.4.3.4 Captive Fund Quotas

GEP is planning to introduce quotas on the proportion of youth employed by SMMEs who receive financial support loans from the Agency as a condition of approval. This will be limited to Captive Fund approvals and not the Micro-Finance approvals as the size of businesses accessing this package may mean that it is not practical to impose quotas. The proposed quotas will only be levied on the Start-Up or Expansion package approvals only. The proposed youth quota is initially set at 10% of the total number of employees in businesses funded by Agency through the captive fund.

#### 7.4.3.5 Gauteng Tooling Initiative (GTI)

GEP will implement this initiative in partnership with the Gauteng Tooling Initiative (GTI) to pilot tool making businesses for (SMMEs) in the Province. Benchmarking will be done in conjunction with Stellenbosch University and the Fraunhofer Institute of Production Technology (Fraunhofer IPT) in Germany. The benchmarking model will have best practice model built in such as operational efficiencies, profitability and global competitiveness. The benefiting SMME companies will adhere to the provision of supporting youth apprentices for the duration of 12 months at the implementation phase of the Initiative.

#### 7.4.3.6 Awareness programmes

Promoting entrepreneurial mindset cannot be achieved by government alone. Partnerships within GPG departments and other youth organisations, non-governmental organisations and private sector are required to reach millions of young people in the Province. For training, sharing of business opportunities during the 2011/12 financial year organisations include but not limited to:

- NYDA – Buy Youth initiative.
- Johannesburg Chamber of Commerce and Industry (JCCI) - Youth Chamber

- Gauteng Department of Finance
- Gauteng Department of Sports, Recreation, Arts & Culture
- Business Women Association of South Africa (BWASA)
- Youth Group of Companies

Gauteng Provincial Government departments over and above their contribution towards youth training and skills development as well as job creation initiatives, they are encouraged to set a target of 15% of their procurement for goods and services to be spent to youth owned organisation.

## 8. Youth Job Creation Initiatives – GPG Departmental Matrix

| **DEPARTMENT OF ECONOMIC DEVELOPMENT** | | |
|---|---|---|
| **PROGRAMME NAME & DESCRIPTION** | **SECTOR/ INDUSTRY** | **NUMBER OF JOBS** |
| 1. Furntech Furniture Technology Incubation Enterprise development and Skills training for Furniture Industry. | Furniture Strategy | 100 youth trained within 5 Regions |
| 2.Training of youth for the BPO-O back office skills to complement Monyetla Work Readiness Training | BPO-O Strategy | 1400 youth trained and placed within the BPO-O Industry |
| 3. Yatchisa Production facility for clothing and apparel | Clothing | 200 jobs |
| 4.Eyami Establishing a production facility for tyre recycling | Recycling | 300 jobs |
| 5. Legacy Establishing a production facility for jewellery beneficiation and training academy | Jewellery | 60 jobs |
| 6. Impilo Manufacturing of electronic medical records, filling and retrieval system | Manufacturing | 24 jobs |
| 7. Training of learners in the craft of tool making | Tool Die & Mould making | 50 youth trained |
| 8. Smart young minds school competition(BIQ Holdings) | Education/Science and Technology | N/A |

| | | |
|---|---|---|
| • 77000 youth in schools to take part in competition aimed at encouraging the study of maths and science | | |
| 9. Maximum Programme( TIH/BIQ)<br>10. Talent pipeline, & Mentorship programme | Technology<br>Automotive industry | 45 youth trained in technology enterprises 546 youth trained in various fields (automotive sector) |
| **DEPARTMENT OF INFRASTRUCTURE DEVELOPMENT (GDID)** | | |
| **PROGRAMME NAME & DESCRIPTION** | **SECTOR/ INDUSTRY** | **NUMBER OF JOBS** |
| 1. Artisan Technical Training and Development Programme<br>• Artisan Strategy | Construction | 500 youth |
| 2. National Youth Service<br>• Placement of learnerships at GPG departments | Training | 4000 learnerships |
| 3. Direct Employment Creation - CWP, EPWP II and YEI<br>To create temporary jobs and skills in line with National EPWP principles | EPWP | 27 260 jobs |
| **DEPARTMENT OF SPORTS, ARTS, CULTURE AND RECREATION (GDSACR)** | | |
| 1. **Pale Ya Rona Carnival** Programme<br>• Carnival Marshals Training Programme<br>• Carnival Artists Training Programme | Arts & Culture | 950 Youth to be trained<br>250 youth to be trained |
| **2. Employment of Contract workers**<br>• Mass Participation Programme<br>• Contract Workers receive a stipend and are employed on a three year basis which is renewable on yearly basis until 2012/13<br>▪ School Sport Cluster Coordinators<br>▪ School Sport Assistants | Sport & Recreation | 197 contract workers<br>22 Cluster Coordinators<br>316 Sport Assistants |
| **DEPARTMENT OF AGRICULTURE AND RURAL DEVELOPMENT (GDARD)** | | |
| **PROGRAMME NAME & DESCRIPTION** | **SECTOR/ INDUSTRY** | **NUMBER OF JOBS** |
| **1. EPWP – Jobs, skills and human development** | Environment and Culture | 400 jobs, 1000 training days |

| | | |
|---|---|---|
| **2. Sustainable land reform in Gauteng**<br>▪ Land redistribution/reform programme that benefits youth<br>▪ Ensure support and access to land for young people in agricultural farming<br>▪ Support and mentor young people on effective land use for agricultural programmes<br>▪ Number of youth support programmes on land use | Agriculture | N/A |
| 3. **Promotion of Rural Youth Development and Food Security**<br>▪ Agricultural business opportunities for youth<br>▪ Establish, and support farming and youth-owned agricultural SMME's<br>▪ Encourage private sector support of YARD<br>▪ Number of youth-owned agricultural SMME's<br>▪ Encourage and support youth assisting in the natural resources conservation<br>▪ Number of youth assisting in the natural resource conservation | Agriculture | N/A |
| 4. **Job creation skills training and capacity building**<br>▪ Agricultural sector and jobs creation<br>▪ Encourage and support youth employed in the land care, green jobs, conservation and environment<br>▪ Established and support commercialized farms owned by youth<br>▪ Sufficient number of young people on training in the agricultural sector | Agriculture | N/A |
| 5. **Food security at the household and provincial level**<br>▪ Active participation by youth in the food security projects such as community gardening, etc<br>▪ Ensure increased access for youth to food security programmes | Agriculture | 40% Youth |

| | | |
|---|---|---|
| 6. **Landscaping and irrigation Design skills Development**<br>▪ Youth are provided with skills in irrigation design and landscaping, upon completion starter packs is provided,<br>▪ The money will be used for training in irrigation and landscaping | Agriculture | 20% Indigent Families |
| **DEPARTMENT OF HEALTH AND SOCIAL DEVELOPMENT(GHSD)** | | |
| 1. Landscaping and irrigation Design skills Development<br>▪ Youth are provided with skills in irrigation design and landscaping, upon completion starter packs is provided, as well<br>▪ The money will be used for training in irrigation and landscaping as well as starter packs. | Irrigation and Landscaping | 200 youth |
| 2. Skills Development in the Textile and Fashion design | Textile Industry | 200 youth out of school, |
| **DEPARTMENT OF COMMUNITY SAFETY (GCS)** | | |
| 1. **Youth Safety Project**<br>Young people will be placed on a leadership Program as Youth Safety Ambassadors and deployed in police stations within the province to implement the community safety projects geared toward the promotion of youth safety, school safety and alcohol and substance prevention and awareness | Security | 300 |
| 2. **School Safety Programme**<br>Employment of patrollers in schools to prevent vandalism | Security/ Education | 8000 |
| **DEPARTMENT OF FINANCE (GDF)** | | |
| **PROGRAMME NAME & DESCRIPTION** | **SECTOR/ INDUSTRY** | **NUMBER OF JOBS** |

| | | |
|---|---|---|
| **Compliance by government departments, agencies and municipalities to the principle of quota of youth-owned enterprises for BBBEE/Affirmative Procurement**<br>• Comprehensive database of youth-owned enterprises in the entire province<br>• Utilise database of enterprises owned by youth<br>• Business development support and training provided to youth-owned enterprises<br>• Training is conducted for all entrepreneurs on the database | General Procurement Opportunities | 15% Youth targeted |

## 9. Integrated Implementation Plan

The following table represents the overall integrated implementation plan of Youth Employment Strategy.

| **Pillar 1: Placement of Matric/NCV 4 Graduates** | | | |
|---|---|---|---|
| **Key Deliverables** | **Leading Depts** | **Supporting Depts** | **Other Stakeholders** |
| 1. Programme Inception<br>• Appointment of Programme Manager | GDED | | |
| 2. Programme Set-up<br>• Identify Implementing Agent<br>• Engage potential partners<br>• Identify participating schools<br>• Develop communication strategy<br>• ToR to recruit placement agencies<br>• Set up contractual agreements | GDED<br>Agencies<br>GDED | GCRA | DBSA<br>SETAs, NSF, DBSA |
| 3. Placement process<br>• Stakeholder engagement<br>• Monitoring & Reporting<br>• Managing Disbursements | GDED | GCRA | Business |
| 4. Programme Evaluation | GDED<br>Agencies | GDE, GCRA | |

| **Pillar 2: Skills Development** | | | |
|---|---|---|---|
| **Key Deliverables** | **Leading Dept.** | **Supporting Depts.** | **Other Stakeholders** |
| 1.Train Lay Counsellors to reach more young people in career guidance | GCRA | GDE | NGOs |
| 2. Support expected skills by increasing Bursaries awarded | GCRA | GDE<br>Premier's Office<br>Other GPG departments | |
| 3. Internships | GCRA | All GPG depts. | Business |
| 4. Learnerships –<br>Support priority sectors including (Engineering, financial services, green skills and automotive processing) | GCRA | | FET<br>HEIs<br>SETAs |
| Register unemployed young people on the Database and refer them for placement | GCRA | All GPG depts. | Local Municipalities<br>Business |
| **Pillar 3: Township Hubs "Qoqa Abolova"** | | | |
| 1. **Establish Programme Implementation Plan**<br>1.1 Budget allocation confirmed<br>1.2 Projects selected (including identification, prioritisation, assessment and approval)<br>1.3 Programme Plan prepared<br>1.4 Programme Plan approved<br>1.5 Recruitment of Implementing Agent | GDED | GEDA<br>GEP<br>Blue IQ | |
| **2. Infrastructure Programme Mobilised**<br><br>2.1 Programme management unit established and capacitated (required at the start of the programme and capacitation regarding any changes to the programme on the basis of policy changes and improvements based on the evaluation of the previous programme<br>2.2 Implementing agents appointed (if agents are to be used) | GDED<br>Project Steering Committee | | |
| **Programme/ Intervention** | **Leading Depts.** | **Supporting Depts.** | **Other Stakeholders** |
| 2.3 Projects assigned to implementing agents<br>2.4 Forward planning defined (as required to effectively mobilize the projects for rolling implementation in future years) | | | |

| | | | |
|---|---|---|---|
| 3. **Project Delivery**<br><br>3.1 Scope of all projects confirmed<br>3.2 All projects set up (i.e. professional team appointed and project steering committee formed and empowered)<br>3.3 All projects planned, designed and tendered<br>3.4 All projects awarded<br>3.5 All projects constructed<br>3.6 All projects handed over for use<br>3.7 All projects completed (i.e. project documentation completed and construction contracts closed out)<br>3.8 Forward planning for following year completed (only if planning and design is to be carried out in the current year in order to accelerate project delivery within the next year) | GDED Project Steering Committee | | |
| 4. **Infrastructure Programme Completion**<br>4.1 Programme evaluated (including evaluation of a sample of projects)<br>4.2 Programme completion report prepared<br>4.3 Programme completion report reviewed and approved<br>4.4 Recommendations implemented for following year's programme | GDED Project Steering Committee | | |

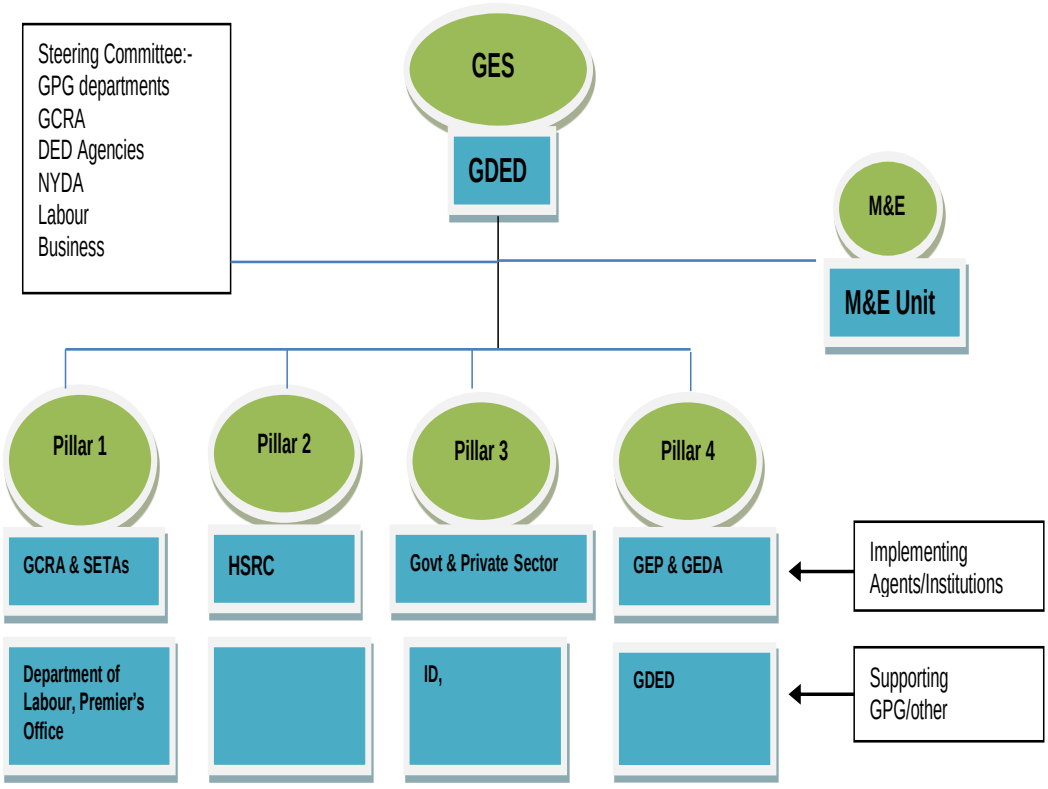
## 10. Overall Budget

An overall budget over a three year timeframe in line with government MTEF period is proposed as shown in the table below.

| Pillar | Year 1 | Year 2 | Year 3 |
|---|---|---|---|
| 1. Placement of Matric/NCV 4 graduates | R31,9m | R63,8m | R127,6m |
| 2. Skills development | R217 | | |
| 3. Township Hubs "Qoqa Abolova" | R15m | | |
| 4. Youth entrepreneurship development | R1,6m | | |
| **Total Budget** | **R265,5m** | **R63,8m** | **R127,6m** |

## 11. Institutional Arrangement including all the Stakeholders

In order for the strategy to be effectively implemented, it is proposed that the following institutional arrangement be adopted. It involves DED as the overall co-coordinator and custodian of the Gauteng Youth Employment Strategy with four pillars of the strategy being implemented by various GPG entities and other agencies. These implementing agencies are supported by various GPG departments and other government departments or agencies. There will be an overall steering committee representing all the relevant stakeholders co-ordinated and led by DED. Monitoring and evaluation will be undertaken by the Monitoring and Evaluation Unit within DED.




## 12. Monitoring & Evaluation

- Monitoring of each of the 4 Pillar Programmes will be undertaken at a departmental level
- Evaluation of all the interventions and programmes will be undertaken annually

- The overall monitoring and evaluation of the strategy will be managed at a Provincial Steering Committee level

## 13. Risk Management Strategies

Certain risks have been identified that may pose threats to the successful implementation of this strategy. These are summarized in the table below.

| RISK IDENTIFIED | IMPACT | AMELIORATION STRATEGY |
|---|---|---|
| Not enough resources (human & financial) for implementing the strategy | High | Lobby the executive to prioritise youth employment in Gauteng Province |
| Most implementing institutions have youth development as one of the programmes amongst many and therefore youth employment may not be prioritised | High | Strengthen oversight by GDED over implementing institutions |
| Lack of dedicated implementing agent | Medium | Institutional arrangements may need to be reviewed, capacitate and strengthen internal departmental implementing teams |
| Lack of integration and cooperation within Gauteng Provincial Departments | Medium | Promote leadership participation and strategy support at Steering Committee Level to drive service delivery at implementation level |
| Target group participation in accessing information and opportunities presented by the Strategy | Medium | Use all required communication mediums to reach all young people in poor areas in Gauteng |

## 14. Conclusion

- Young people in Gauteng have immense potential
- Gauteng Provincial Government need to create an enabling environment for young people to be harnessed

- Young people should be allowed to create jobs for themselves and others by creating support mechanisms
- Human & Financial resources are key to the success of the implementation of the youth employment strategy
- Leadership within GPG departments should drive implementation of youth interventions and programmes
- All stakeholders government , business, labour and youth organisations should collaborate with the department and support all programmes and interventions targeted at youth unemployment in the Province

# ANNEXURE B

**Summary of responses to Question 2 on opportunities expected from GYES**

| Respondent | Response |
|---|---|
| 1 | Job hand-outs are not important.<br>Access to big companies must be created for young people for purposes of internships.<br>Barriers to jobs in big companies is work experience, which young people don't have. An obligation must therefore be placed on big companies to create internships (12 – 24 months long) for young people as a way in into big companies. |
| 2 | Placement of youth in government in order to introduce fresh thinking in government as opposed to keeping old people in government jobs. |
| 3 | Opportunities to learn, study, and develop skills.<br>Opportunities to create employment in the area I live in where people need jobs OR assistance with starting an organisation that helps people with information about how to get jobs. |
| 4 | Work opportunities in the finances sector because I'm a qualified CA.<br>Training for black people in the finance field because it is considered to be a 'white' field. |
| 5 | Establishment of workshops where young people can run businesses fixing cars, doing woodwork, grouped together per area. |
| 6 | Opportunities to study or train further in order to supplement current skills so I am more employable or have the knowledge to start a business. |
| 7 | Skills training. |
| 8 | Opportunities to study at a TVET College in order to gain skills.<br>Arts and culture initiatives – programmes to nurture budding music artists, young sportspeople. |
| 9 | Work placement.<br>Skills training. |
| 10 | Business skills. |
| 11 | Employment. |
| 12 | Skills development.<br>Access to technology, computer labs, and libraries. |
| 13 | Skills training because most young people in the township dropped out of school and therefore can't get jobs. The only thing that can help them is to start businesses. |
| 14 | Get skills and get employed. |
| 15 | Employment skills.<br>Opportunities for higher education. |
| 16 | Employment.<br>Opportunity to start a business. |
| 17 | To be placed in a marketing job because I studied marketing management. |

| Respondent | Response |
|---|---|
| 18 | Administrative job. |
| 19 | The biggest problem faced by unemployed young people is not having work experience. So an opportunity for work experience is important (e.g., learner-ships, internships), even if it is not a permanent job. |
| 20 | Skills and job experience because I've never worked.<br>Exposure to new opportunities that I am currently not aware of. |
| 21 | Training to start a business.<br>Opportunity to open a food business. |
| 22 | Opportunity to start my own business because I think it's better than receiving a job and getting paid a limited amount of money. |
| 23 | Employment.<br>An opportunity for higher education because I cannot afford it. |
| 24 | Help with practical skills; not just a university degree, because there are many people with university degrees sitting in townships unemployed.<br>Life skills that will help you get what you want – not formal education. |
| 25 | Skills on how to start a business.<br>A course on property management. |
| 26 | I would expect it to help me start a music promotion company. |
| 27 | Opportunity to go do a course on Safety or Artisanship so I can be a safety officer or artisan in a mine. |
| 28 | Opportunity to start a business. |
| 29 | Skills training then employment placement. |
| 30 | Knowledge and information to improve my life. |

# ANNEXURE C

**Summary of responses to Question 7 on business sectors the GYES should focus on**

| Respondent | Response |
|---|---|
| 1 | Learning centres where youth are empowered with skills to be self-sustainable.<br>Businesses in the sectors currently identified by the GYES have a poor survival rate and, as such, young people need to be empowered with skills in sectors that are sustainable like forex trading, for example. |
| 2 | Youth are interested in trending industries; industries relevant to the time and age group of young people.<br>Sectors that find new ways to deliver needed services (e.g., mobile van for vehicle repairs as opposed to a brick and mortar garage). |
| 3 | Sectors that are not tapped yet; things we are not yet aware of in the country; opportunities not yet discovered. |
| 4 | Health and lifestyle sector. |
| 5 | Filming and casting. |
| 6 | None. |
| 7 | None. |
| 8 | None. |
| 9 | Event catering and décor. |
| 10 | Textiles / clothing / fashion.<br>Property development. |
| 11 | Crèches (Early Childhood Development Centres).<br>NGOs. |
| 12 | Home-based care services for older persons who cannot afford private nurses/carers. |
| 13 | Poultry farming / agriculture. |
| 14 | None. |
| 15 | None. |
| 16 | None. |
| 17 | None. |
| 18 | Broadcasting. |
| 19 | None. |
| 20 | Food / restaurant business. |
| 21 | None. |
| 22 | None. |

| Respondent | Response |
|---|---|
| 23 | None. |
| 24 | There should be a focus on sustainable businesses (e.g., after school care programme / business in the township).<br>There should be a focus on supporting businesses that develop others and make a lasting impression in their lives. |
| 25 | Sound engineering.<br>Creative writing / literary sector (poems, novels, etc.). |
| 26 | None. |
| 27 | None. |
| 28 | As long as it involves doing work with the hands it will do well in the township. Township guys are good with their hands, while guys from the suburbs are good with 'fancy computer work'. |
| 29 | None. |
| 30 | None. |

# ANNEXURE D

**Summary of responses to Question 8 on differences in accessing economic opportunities**

| Respondent | Response |
|---|---|
| 1 | No. Nepotism is endemic in government employment. However, while nepotism exists in the private sector as well, it is less likely to take place there. |
| 2 | Yes, access to economic opportunities is different.<br>Differences in accessing opportunities start at school level with the type of school one attends. Young people who attend better / private schools have better access to opportunities than those attending schools not seen as progressive / government / township schools.<br>Skin colour is also still a factor in how economic opportunities are accessed. |
| 3 | No. As youth we're different colours, races, but that doesn't matter nowadays because racism is no more.<br>We're all the same under the law of South Africa. It doesn't mean because I'm black I will have less opportunities; we have the same opportunities.<br>It is up to you how you find information and what you do with it. |
| 4 | Yes, definitely. As much as apartheid is supposed to be dead, skin colour still matters. Black people with qualifications are still overlooked in favour of other race groups. |
| 5 | Yes. It's about who you know.<br>It's about where you come from (e.g., when you live in Soweto opportunities are far away from you). Young people who live in the suburbs have better networking opportunities and can therefore access opportunities easier. Information takes time to get to those who live in the townships. |
| 6 | Yes. Other races have more opportunities than black people. Even when it comes to education, other races have more opportunities. We're in a democracy, but many opportunities still fall to white people. |
| 7 | Yes. I've been wanting to finish my emergency medical services studies for a long time, but I had to drop out because of a lack of funds. Others who started with me have finished. |
| 8 | Yes. I don't think we have equal chances with white people. Even when loans are issued, white people are treated with preference. When it comes to access to funding, black people are not given a chance. I don't think we are equal to white people; we don't have equal chances. |
| 9 | Yes. Financially we're different to other racial groups, even though there is a small number of black people who have made progress. |
| 10 | No. You just need to have an idea and be informed about it. |
| 11 | No. If I want something and I get it, anyone else can get it. |

| Respondent | Response |
|---|---|
| 12 | Yes. Lack of financial resources prevents many young people from studying past matric, therefore limiting what economic opportunities they can access. |
| 13 | Yes. If you're going to get anything out there you have to be known by or know the right people. Some deserving people don't get their dues because opportunities are taken by those who know the right people. |
| 14 | No. For example, jobs are advertised for everyone to apply. |
| 15 | No. It's all about getting the right information and using it to access opportunities. |
| 16 | Yes. Depending on where people live, access to economic opportunities is different. For example, in the townships the population numbers are high and there are too many unemployed people. So when opportunities come up there is a lot of competition for them; whereas in places that are sparsely populated and have low levels of unemployment, it is easy to access opportunities when they come up because the competition is not too great. |
| 17 | No. It's such a free country. There are a lot of economic opportunities. |
| 18 | Yes. For example, sometimes people are asked to bribe to get into government jobs. That means those jobs will be accessed only by those who can afford to pay bribes. So, in that sense access to economic opportunities is different. |
| 19 | Yes. For a black person like me, it is very, very difficult. There are companies that still don't want to hire black people. Even if yes you don't have the exact requirements for a job, they will not even consider how they could take you in and help you develop; you're just rejected outright. Other races fare better in accessing jobs than black people. Racism still plays a big role in the private sector job market. |
| 20 | Yes. I've been unemployed for many years. Some employers want work experience but it is not accessible.<br>Bursaries to study further are also difficult to access. |
| 21 | No. We all have access to go to school; anyone can go to the bank to ask for a business loan. |
| 22 | Yes. 99.99% different to the whites.<br>Funding for starting businesses is never enough for black people. Even when government makes funding available not all of it goes towards its intended purpose, it just disappears.<br>Further, when government and political parties provide anything to black people for developmental purposes – whether food or blankets – the quality of the product is always poor.<br>NSFAS funding is also not enough. |
| 23 | Yes. However, I believe that even though I was in a government school, it was good. But trying to study further has been hard because of lack of access to funds. |
| 24 | Yes. There are a lot of smart people out there but they don't know what they want. If you know what you want then you can access |

| Respondent | Response |
|---|---|
| | opportunities. I know what I want and therefore my access to economic opportunities is different to someone who doesn't know. |
| 25 | No. Opportunities are the same no matter where you are.<br>My matric grades would have been better had I had access to a tutor to help me individually with things I struggled with. |
| 26 | Yes. It's not all young people who have access to education. We come from different backgrounds and some families can't afford to send their children to study. |
| 27 | Yes. (motivation unclear) |
| 28 | Yes. Business people who open businesses in townships bring their own people from other areas to work in those businesses as opposed to hiring people who reside in that area. |
| 29 | No. When I lost my job last year I was able to find a way to make income and provide the basics for myself like food and shelter, so it means access to opportunities is the same even for the unemployed. |
| 30 | Yes, but it depends on what you know. People with knowledge and education can be employed anywhere. Those without knowledge and education find it difficult to get into employment but still have an opportunity to start their own businesses. |

# ANNEXURE E

**Summary of responses to Question 9 on the growth of gap between the rich and the poor**

| Respondent | Response |
|---|---|
| 1 | Yes, the gap is growing. Even though the middle class has grown and there are a lot less poor people than before.<br>The poor still don't have access to funds to enable economic participation. The middle class has access to credit for cars and houses and thus not getting richer because of indebtedness. |
| 2 | Yes, the gap is growing. The economy is not doing well and that affects poor people the most. |
| 3 | Yes. We do not want to take in information. We're supposed to take South Africa into our hands, but sometimes we are blind-folded into thinking that we will be given opportunities instead of going out there and looking for them.<br>We need to have the mentality to go out and look for opportunities; look for what we want and take it into our hands. |
| 4 | Yes, it is growing very big. It is caused by a lack of resources for poor people (e.g., inability to access internet services to do simple things like email a CV).<br>Abuse of resources where there are (e.g., people who are given contracts by government to undertake developmental projects but don't deliver quality or don't deliver at all) also contributes to widening gap; so does corruption and abuse of resources by people in power. |
| 5 | Yes. People from the township who get richer get out of the township and therefore do not help others get out of poverty. In that way the situation of poor people in the townships keeps getting worse. |
| 6 | Yes. The more the economy declines, the worse it becomes for poor people. Many people are losing jobs. |
| 7 | Yes. Poor people tend to give up and accept their circumstances. Those who have access to opportunities get encouraged even more to push for more. |
| 8 | Yes. Those who are rich make their money grow even more. The poor have no access to financial resources to better their lives. Because of this the gap grows.<br>Even if a young black person is able to start a small business, it does not do as well as a young white person's business because of networks and the support of other rich people around them. |
| 9 | No. Many people are not that poor anymore. Much more people are in jobs now or have started their own businesses. |
| 10 | No, it is not growing. The government is trying (e.g., the local government hosts sessions where they inform young people about available opportunities like learnerships and government jobs). |

| Respondent | Response |
|---|---|
| 11 | Yes. Rich people support each other (the rich support the rich) and poor people get poorer. |
| 12 | Did not answer the question. |
| 13 | Yes. We are poorer than before. Maybe it's a curse.<br>Poor people don't have work opportunities and therefore can't close the gap between themselves and the rich. |
| 14 | It fluctuates. |
| 15 | Yes, because there's a high rate of unemployment. When you are disadvantaged you will remain so because those who have resources help only each other. |
| 16 | Yes. Government is not doing anything to help the situation. Moreover, government is corrupt and is misusing funds meant for development. |
| 17 | Yes. Corruption by people in government is the cause. The way things have been going in the past years, nothing much has changed for the poor. If there was no corruption, things would be different. |
| 18 | Yes. Whatever is being done right now is not enough. If at all any of the efforts are making a difference, their impact is not that big, and it is unnoticeable. |
| 19 | Yes, because of a lack of employment and not having skills to start your own business. Even if you want to register a business it's a hassle because you don't have money to do it. |
| 20 | Yes, because of a lack of job opportunities.<br>Poor young people don't have access to bursaries. Only those who get really good grades get bursaries. |
| 21 | Yes. It will take years and years for poor people to get to the same level as rich people. |
| 22 | Yes. Poor people lose hope and give up.<br>Young people who have poor parents and who struggle to get funding for pursuing higher education despite their best efforts applying for bursaries and grants, give up and stay at home. This is why some of them end up in crime.<br>However, rich people don't get rich over night; they work for what they have. But, it also helps their situations that they have the opportunity to do so. |
| 23 | Yes, I strongly believe that. The poor don't get opportunities like the rich. Rich people have the money to pay for stuff and thus have better access to opportunities. Meanwhile poor people are shut out. |
| 24 | Yes. The gap is growing because rich people work hard and the poor spend their time complaining. |
| 25 | Yes. The middle class is cut off. Those who have money make more money; those who are poor can't get into the opportunities because they don't share the same values as the rich. |
| 26 | Yes. Poor people don't have as much opportunity to get what they want as opposed to rich people. This makes the gap grow. |

| Respondent | Response |
|---|---|
| 27 | Yes, because of a lack of employment and opportunities.<br>Applying for a job costs money on its own and makes it difficult for poor people to apply, thus growing the gap. |
| 28 | Yes. Many young people finish school and remain unemployed. Some female youths end up becoming prostitutes so they can make an income. Other young people end up in lowly dead end jobs that will not take them out of poverty. |
| 29 | Yes. There are too many people trying to access the few opportunities that are there, so many people continue to be excluded and this increases the gap. |
| 30 | Yes. Poor people have no income so their situation keeps getting worse. Adding to that is the fact that they keep having children who are born into dire circumstances with no prospects for a better life, therefore increasing the number of poor people. When rich people have children they use their resources to ensure their offspring access economic opportunities. |

# ANNEXURE F

**Summary of responses to Question 10 on who is responsible for creating economic opportunities for the poor**

| Respondent | Response |
|---|---|
| 1 | Every person is ultimately responsible for their own success, as such, poor individuals themselves must take responsibility for finding and creating their own opportunities.<br>Government has the inherent responsibility to create economic opportunities for all South Africans.<br>Businesses depend on communities for their success. They must therefore give back to communities by creating economic opportunities for the poor. |
| 2 | Government has the biggest role to play. However, poor people must be ready to stand up and help themselves because government can't help people who are not ready to help themselves.<br>Business has the responsibility to develop the youth in order to grow the economy.<br>Individual families / households have a role to play in teaching children how to survive and do better. If families / households don't teach progressive values and work ethic it affects future generations.<br>Rich people must help others because it is in everyone's interest for all to progress as it grows the economy.<br>Poor communities must work together and support each other, including supporting local businesses. |
| 3 | Everyone has a role to play except rich people. They have their wealth, they should be helping without being asked to help. It should be an automatic response if they want others to grow and not only them to be rich. |
| 4 | Poor people need somebody to help them get to wherever they need to go.<br>Government must help them realise their plans.<br>Communities must support initiatives by their own.<br>Rich people need to fund poor people who are trying to get businesses up and running. |
| 5 | Those who have must look out for those who don't have. |
| 6 | Poor people should try to open small businesses.<br>Rich people have the resources to help others and must use them as such. |
| 7 | Government has the ability to provide opportunities such as learnerships and bursaries.<br>Families must encourage young people and provide support to them. |

| Respondent | Response |
|---|---|
| 8 | Rich people have the responsibility to develop others. Another motivation for them to do this is that they can profit from the development of others.<br>Poor communities should join forces so they can help uplift each other.<br>Rich people should join forces with government and business to create jobs for the poor. Rich people who own land in townships to let go of it so it can be used for development.<br>Government collects taxes and should increase efforts to help the poor access economic opportunities.<br>But business and the rich have the biggest role to play. |
| 9 | Poor individuals themselves have to get up and do things for themselves – start small businesses, look for jobs.<br>Government must create jobs and build proper houses for people so they get out of shacks.<br>Rich people and business should make donations, bursaries, and groceries for the indigent. However, we cannot always rely on business to help because of fluctuating profits; so they will help only when profits are up. |
| 10 | Poor communities: they understand each other and they'd be able to build each other. They can't rely on rich people because would not understand poor people's issues.<br>Government should make funds available to improve access to information and build infrastructure. |
| 11 | Poor individuals must participate and not expect that everything will be brought to them.<br>Government and business must work together to create jobs for the unemployed. |
| 12 | Business – through sponsorship of poor /orphaned school kids.<br>Government – by ensuring that tax payer funds allocated for development actually undertake development projects and not lost through corruption.<br>Poor individuals themselves – by volunteering in business so they can gain experience and become more employable. |
| 13 | Government must create job opportunities.<br>Individual families must support each other as family members so they can progress; people should not feel neglected by their families; they must encourage each other.<br>Poor individuals themselves – no one likes to be poor, so people must do something to uplift themselves and not wait for others to help them. |
| 14 | Government – we pay enough taxes for allocations to be made to poor people.<br>Rich people should be taxed more in order to help the poor.<br>Businesses should help out with all the money they make. They can sponsor after school programmes or roll out feeding schemes for the poor using food close to expiry. |

| Respondent | Response |
|---|---|
| 15 | Poor individuals – It's up to the individual to create opportunities for themselves and not being lazy to go out to find information.<br>Government – funding for business ventures<br>Business – jobs; funding / sponsorships for programmes to help the poor. |
| 16 | Government has the power to turn things around if they are willing.<br>Business – too many businesses are still owned by white people; they need to get more black people into their businesses in order to create opportunities for them.<br>Rich people have the responsibility to mentor poor people to teach them how to be successful. |
| 17 | Government holds the power to decide what happens to the country and is responsible for serving citizens.<br>Business can contribute to poor communities to uplift them in whatever way possible. |
| 18 | Government – it's their duty.<br>Business and rich people can give donations / bursaries / create employment.<br>Poor individuals / poor communities / households – poor people should also play a part by making themselves available.<br>We all need to play a part and meet each other halfway to make everyone's lives better. |
| 19 | Government has resources; can create jobs and issue tenders so more people are employed.<br>Business – if they offered leanerships / internships because people are willing to learn. |
| 20 | Rich people should assist poor young people to go to school and study further because they have more than enough money.<br>Government – it's their duty. |
| 21 | Government must take one person from each poor household and give them a job.<br>Business must create jobs for the poor.<br>Poor communities must go out and look for opportunities. |
| 22 | Government – we can't ask government for everything. But they have the resources and know where the opportunities are. They should spread information to people about where to access opportunities.<br>Individual families / households – if individual households started doing something to improve their situation, like planting a vegetable garden and selling to neighbours, it could have a multiplying effect in the community. |
| 23 | Government has resources and must use them to empower people and give them jobs<br>Business – can fund SMMEs so that there can be more employment and the improvement of lives in general.<br>Poor individuals themselves and poor communities – poor people should not not do anything because they are poor. They need to go out there and try to make things happen for themselves. |

| Respondent | Response |
|---|---|
| 24 | Individual families, poor individuals and communities – look at yourself first and focus on developing yourself. |
| 25 | Poor people themselves – people must work on their talents / interests / abilities.<br>People must believe that their lives can get better. |
| 26 | Government is responsible for making sure that people's needs are met and rendering services.<br>Business can hire and create opportunities for unemployed people.<br>Rich people have access to opportunities and connections which must be used to help others. |
| 27 | Government – we pay taxes and we must benefit from them.<br>Government should offer job opportunities for young people who have finished matric. |
| 28 | No one has the responsibility. It must come from the person's heart.<br>If people give with a willing heart it brings fortune to both those who receive and those who give.<br>Once people are in government positions, they look out for their own people.<br>Families also look out for themselves. |
| 29 | Government – everyone is looking to government for the creation of jobs. |
| 30 | Government must create more jobs for the poor.<br>Poor communities – people are shaped in their communities so they have a role to play. |

# ANNEXURE G

**Summary of responses to Question 11 on overcoming discrepancies in economic opportunities**

| Respondent | Response |
|---|---|
| 1 | Yes, they can be overcome if proper systems and procedures are put in place to eliminate things like nepotism and fraud, especially in government job application processes. |
| 2 | No, they can't be overcome.<br>Skin colour is still a major factor in the country and will continue harming our country – tolerance levels will drop and will drive us back to apartheid.<br>Xenophobia is also an issue and causes black people not to support each other. If black people are not united / do not support each other, how do they expect support from white people?<br>People do not like it when others get ahead because they lose influence over them; so they pull others down and not offer opportunities to prosper even when they have opportunities to offer. |
| 3 | Yes; by seeking and finding information and finding different ways of presenting opportunities and not using the same usual way.<br>Information should be accessible to everyone, not just to those with means.<br>However, people should be willing to apply themselves and do the work when information is made available to them. |
| 4 | Yes. Working together, hand in hand; seeing potential, bring up the potential, let it work, let it work for other people.<br>With unity, we will find a way forward.<br>Let it not be a one man job; let it not be me; let it be us. |
| 5 | Yes. But it will take time.<br>We should help each.<br>If you treat me well, I will also treat you well.<br>We need to get back to Ubuntu. |
| 6 | Yes. Only if we work together as different groups and races. |
| 7 | Yes. Poor people must get rid of the mentality that they are failures (negative mind set). That is how we can progress and get to the level of those we see as better than us. |
| 8 | Yes. But it will take time.<br>Participation of government, the rich, and business is important – they must join forces with poor communities and find out from them what their needs are. |
| 9 | No. There are too many people in the country and we all want different things. Some people don't even want to work and they like their lives like that.<br>We will never be all rich on earth or be equal. The discrepancies have been there for too long and they can't be overcome. |

| Respondent | Response |
|---|---|
| | If we ended up in a situation where the rich lived under the same circumstances as everyone else, they would not be happy about it. So they would never let it happen. |
| 10 | Yes. Being informed; being informed; being informed! Access to the internet can help make people informed. |
| 11 | No. The continuing state of poverty will continue shutting out many people from accessing economic opportunities; and it is difficult for poor people to get help. |
| 12 | No. Rich people are able to plan their lives and can put away money for their children to study further after matric. For the poor there is no planning and there is a dependence on NSFAS funding which is not guaranteed. Let alone attending university, children of poor people can't even attend early childhood development centres because their parents can't afford it. All these factors will ensure that discrepancies in economic opportunities are not overcome. |
| 13 | Yes. Everyone should look at whether those looking for opportunities are deserving of those opportunities, then give it to them if they are deserving. |
| 14 | Yes, but it will take time. |
| 15 | Yes, if everyone can have equal access to information and services so they can access opportunities. |
| 16 | Yes, if government does something about it, no doubt things can turn around. |
| 17 | Yes, if the mandate of the people in power can change. And if people with fresh ideas and knowledge of how things can be run are given opportunities in government, things can improve and the discrepancies can be overcome.<br>If corruption is deleted from the minds of those in power, things can improve. |
| 18 | Yes, if we all avail ourselves and work together. |
| 19 | Yes. But it will take many years.<br>There needs to be a big push to up-skill people.<br>Funding needs to be made available for those who want to start their own businesses (access to capital). |
| 20 | No. Corruption works against development.<br>The current President of the Republic must be removed because since he took over nothing is going right. |
| 21 | No. We will never be equal. That's how God decided it. |
| 22 | Yes. If all of us adopt a positive attitude, work together, hear about each other's ideas – there are many people with great ideas that no one ever hears about because they don't know where to go to get help.<br>It's important for people to get out there every day and look for information because information can take you places. |
| 23 | Yes. If everyone committed to playing their role. |

| Respondent | Response |
|---|---|
| 24 | Yes. If you are poor, you have to know that you are poor so you can push yourself and not rely on other people. The rich are that way because they worked for it. The poor are that way because they don't do anything about their situation. |
| 25 | Yes. However, not everyone will be rich. But we must identify what people are good at and exploit those capabilities. |
| 26 | Yes. Government must offer opportunities to youth and others who need opportunities to study further so that they can be qualified. |
| 27 | No. People who have made it don't want to help others improve their lives. So, we will always have a situation where there are those who are rich with access to economic opportunities and those who are poor who have no access to these opportunities. |
| 28 | No. When people get money they get greedy and do not help others get ahead.<br>Money has taken over our lives and has made people greedy to the extent of killing each other for money. |
| 29 | No. People who make more money will always access economic opportunities better than those who make less or are poor. |
| 30 | No. The rich have easy access to the majority of opportunities.<br>Townships are too far from opportunities and no one is willing to bring them closer to poor people. Poor people don't have resources to travel long distances to access opportunities. Instead, most opportunities are taken to the rich areas. |