AN ASSESSMENT OF YOUTH DEVELOPMENT FROM THE NATIONAL YOUTH COMMISSION TO THE NATIONAL YOUTH DEVELOPMENT AGENCY

By

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ABSTRACT

The South African population comprises largely of young people who make up 41.2% of the population (NYDA, 2011). The youth of the country are faced with many challenges such as unemployment; poverty; lack of skills to access the job market; limited access to education and social challenges related to HIV/AIDS; teenage pregnancies; substance abuse and crime. Since the new democratic government youth development has been a key priority for the country. The government made a concerted effort to respond to youth development by establishing the National Youth Commission (NYC) in 1996, the Umsobomvu Youth Fund (UYF) in 2001, and the National Youth Development Agency (NYDA) in 2009 which resulted as a merger of the NYC and UYF.

The focus of the study was to assess youth development from the NYC to NYDA and whether the NYDA will be more effective in advancing youth development in the country. The study was of a qualitative nature and used semi-structured face to face and telephonic interviews to gather data. Secondary data was also gathered from policy documents, reports, and articles related to the topic.

The key findings of the research indicated that the majority of the respondents or participants felt it was the right policy decision by government to merge the NYC and UYF to form the NYDA. It was also indicated that the funding allocated to support the NYDA was not sufficient for it to fulfil its mandate according to the NYDA Act of 2008 to facilitate, coordinate and implement youth development programmes. The majority of the respondents also felt that the NYDA needed to play a more active role to better coordinate and mainstream youth development in all spheres of government.

DECLARATION

I, Anneline Morgan declare that this research report is my own work except as indicated in the references and acknowledgements. It is submitted in partial fulfilment of the requirements for the degree of Master of Management in Public Policy Development at the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

Anneline Morgan

Signed at ……………………………………………………

On the …………………………….. day of ………………………… 2013

DEDICATION

I would like thank the most important person, my partner and friend Dudu Ndlovu for the prayers, support, understanding and encouragement to complete my research. To my family for all their support and encouragement and to my parents for being proud of my achievements.

Most importantly I also thank the most High, God for giving me the strength and motivation to reach my goal.

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LIST OF ACRONYMS

ANCYL	African National Congress Youth League
CASE	Community Agency for Social Enquiry
CSO	Civil Society Organisations
COSATU	Congress of South African Trade Unions
DA	Democratic Alliance
IYDS	Integrated Youth Development Strategy
NGO	Non Governmental Organisation
NYDA	National Youth Development Agency
NYC	National Youth Commission
NYP	National Youth Policy
PAB	Provincial Advisory Board
PYC	Provincial Youth Commission
SANGONET	Southern African NGO Network
SAYC	South African Youth Council
UYF	Umsobomvu Youth Fund
YAC	Youth Advisory Centre
YCL	Young Communist Youth League

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CHAPTER ONE: INTRODUCTION

1.1 STRATEGIC CONTEXT

The problems of poverty, lack of sufficient education and unemployment are among the major challenges facing youth in the continent. *According to the 2001 Census the percentage of youth that was unemployed reached a peak of 39, 1% at 25 years of age and then gradually decreased.* "The year 2006 South Africa celebrated the 30th Anniversary of the Soweto uprising, which took place on the 16 June 1976 where the youth of the country was catapulted to the centre-stage of the national democratic struggle" (Deputy President Mlambo-Nqcuka, 2006).

"Apartheid systematically and purposefully restricted the majority of South Africans from meaningful participation in the economy" (The Department of Trade and Industry, 2003). The accumulation process under Apartheid confined the creation of wealth to a racial minority and imposed under-development on black communities.

According to an article published in the Sowetan:
More than 80% of the youth in rural areas don't have access to available systems. Investing in young people is critical to developing the world economy, particularly under-developed countries, but governments might not be prepared to provide the necessary support systems. This is according to the World Bank's yearly World Development Report of 2007 title: "Development and the Next Generation". Obstacles such as lack of effective human investment, the state of education and skills development of graduates were cited as some of the things that could be easily corrected by all governments. The Nelson Mandela Children's Fund chief executive Sibongile Mkhabela said that the biggest problem facing governments worldwide was the lack of coordination between various bodies. "It's not so much a question of good or bad policies, but rather how they are implemented. We have often found that youth development programmes are implemented without even consulting the communities who will be affected" (*Sowetan*, 2007, February 1).

Since the democratisation of South Africa in 1994 many opportunities have become available especially for the previously disadvantaged groups who were marginalised socially and economically. In order for these opportunities to become a reality the new democratic government had to put in place various policies and institutions to facilitate access to various programmes and services. The South African population largely compromises of young people you are seen as key contributors towards the country's development. "According to the Census of 1996 of the 40, 6 million people living in the country, 16, 1 million or forty percent comprised of youth"[1]. "According to the mid-year estimates of 2010 by Statistics South Africa, young people between ages of 0 to 34 constituted 77.6% of the population"[2].

The South African population comprises largely of young people as noted above, it is therefore imperative that the government or state ensures that issues of youth development are mainstreamed in government policies and programmes. The research is important in investigating and assessing how government has addressed the issues of youth development in the country through policy development and institutional arrangements. Therefore the aim of the research is to investigate and assess how government is addressing youth development through policy and institutional arrangements.

1.2 BACKGROUND

"The democratization of South African society has offered many new opportunities and challenges to previously disadvantaged groups. Young women and men are, in particular, recognised as a vital resource whose future prospects are inextricably tied to that of the country as a whole" (National Youth Commission, 1997). As stated by President Nelson Mandela in May 1994, "youth are the valued possession of the nation. Without them there can be no future. Their needs are immense and urgent. They are the centre of

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[1] Statistic South Africa. (1996).The Young People of South Africa" Selected findings from Census '96. Retrieved January 15, 2012 from: http://www.statssa.gov.za/publications/YouthReport/YouthReport1996.pdf

[2] National Youth Development Agency. (2011). Status of Youth Literature Review Report (March 2011:11). Retrieved January 15, 2012 from: http://www.nyda.gov.za

reconstruction and development" (National Youth Commission, 1997). This section provides an overview of the historical and political context, and government's response to youth development.

1.2.1   Historical and Political Context

The youth in South Africa played a critical role in contributing to the achievement of democracy and freedom. This was seen during the 1976 uprising by the youth when thousands of youths in the country protested in the streets to fight against the apartheid government and to demand access to an equal society and equal education system.   The historical and political background on how youth development was made a priority on South Africa's national development agenda is well articulated in chapter one of the former National Youth Commission's (NYC) report (2005) on the "*Status of South African Youth Report*" . The report reflects on the following historical and political context which gives an appreciation of how youth development was influenced in the country.

"*Since the start of the colonial era, South African youth have been victims of political and socio-cultural crises. They have been subject to poverty, blatant political manipulation, racial and other divisions that tore the country apart, at the same time lacking a systematic youth policy to attend to their needs. As a group they have, for many years been ignored by leaders who were in control of their destiny. And yet from the earliest decades of the century, they have asserted themselves by forming youth organizations, by protesting against injustices and insisting on a decent education and living conditions*".

"*Under apartheid rule, the youth of South Africa played a pivotal role in the liberation struggle. Their involvement was less by design than a spontaneous response to the abnormal conditions imposed by the apartheid system. South Africa underwent considerable social change in the 1980's; childhood, youth and adulthood became blurred as the natural progression from home to school, then to work became anything but a commonplace. In this context the category of youth came to be increasingly understood in terms of behavior and attitudes related to the process of political change*".

"The political consciousnesses of students were rising due to a combination of heightened tensions caused by the deterioration of the school environment and the fact that many students were unable to find jobs. This situation created the context for the development of a nationwide resistance culture. The 1976 uprisings sealed in practice political identity between students and youth outside schools. What started as a student movement in 1969 with the formation of the South African Students Organisation became a wider national youth movement against the hostile economic, social, political and educational conditions imposed by the apartheid system. Increasingly, it became impossible to distinguish students concerns from those of wider youth groups".

"The Soweto rebellion laid a charge for the youth to begin to challenge the apartheid system head on in the streets of South Africa. Many lost their lives, and others were driven into exile for years without family and parental comfort and guidance. Others remained in the country to face the terror and violence of the apartheid state. Hence, the victory of the new democratic dispensation is as much the victory of the youth of this country. To further their interests and change the social conditions of their localities, they first needed to defeat apartheid and institute a new political order".

"The new South Africa is indebted to the youth who stood at the forefront of the liberation struggle, the youth who sacrificed and suffered. The challenge is to define what the new dispensation can offer the youth of this country today" (National Youth Commission, 2005).

The historical and political context gives us an appreciation and understanding of how youth development was influenced as a key priority area in South Africa's national developmental agenda. This also gives us an indication that South Africa's policy agenda is mainly driven and influenced by the injustices of the apartheid system.

1.2.2   Youth Development in South Africa

Due to the past government and apartheid system, the new democratic government made a concerted effort to ensure that youth development forms part of the country's developmental agenda. "*Youth policy in South Africa resonates in the broader vision of the Reconstruction and Development Programme (RDP), which is to improve the quality of life of all South Africans, and in particular the most poor and marginalised sections of our communities*" (National Youth Commission, 2005).

With emergence of the new democratic government in 1994, and developing a nation which is non-racial, non-sexists and prosperous society, youth development was viewed as integral to this agenda. "*The RDP advocated for the formation of the National Youth Commission (NYC), which was enacted through the National Youth Commission Act, 1996*" (National Youth Commission, 2005).

In 1994 President Mandela explained the position of the youth in relation to the RDP:

"*Their needs are immense and urgent. They are the centre of the RDP. To address these needs, acting with youth themselves, the government will engage the representatives' organizations of the youth and other formations, among other, to look at the establishment of a broader based National Commission on Youth Development among the structures of government. Building on this base, the government and the commission would then work together to ensure that nurturing of our youth stands at the centre of our reconstruction and development without being consigned to a meaningless ghetto of public life*" (National Youth Commission, 2005).

In 1996 for the first time in the history of South Africa youth development was institutionalised through the establishment of the National Youth Commission on the 16 June 1996, (Inaugurated by Former President Nelson Mandela) as part of the new democratic government's response to address the many challenges facing young South Africans. These challenges varied from social issues such

as access to better living conditions, economic issues such as unemployment and political issues. Through the National Youth Commission (NYC) Act of 1996 the NYC was mandated to ensure the following:

- *"To co-ordinate and develop an integrated national youth policy and establish a strategic task group that will ensure the implementation of the policy.*
- *To develop an integrated national youth development plan that utilizes available resources and expertise for the development of the youth.*
- *To develop principles and guidelines upon which to base recommendations to the government for the implementation of the youth policy.*
- *To recommend new legislation that will help facilitate the implementation of the National Youth Policy.*
- *To implement measures to redress the imbalances of the past for the benefit of the youth generally, as well as special categories of disadvantaged youth".*

The South African Youth Council (SAYC) was established in mid 1997 as a non-government organisation of youth organisations. The aim of the SAYC is to serve as a platform for young women and men and to provide a forum for youth organisations to contribute to policy and programme development.

Under the leadership of the former NYC the National Youth Policy (1997) was developed as a framework for youth development across the country. The National Youth Policy aimed to address the major concerns and issues which affect young men and women and also gave direction to youth programmes and services provided by government and non-government organizations (NYC, 1997). The Umsobomvu Youth Fund (UYF) was established in January 2001 as a development funding institution to serve as a platform for job creation and skills development for South Africa's young people.

Between 2004 and 2006 many interest groups ranging from political organizations, non-governmental organizations, civil society and other groups were calling for the review of the institutional frameworks or governance of

youth development in the country. Many of these groups especially the African National Congress Youth League (ANCYL) was calling for the merger of the NYC and the UYF into one institution. These calls were made through public discourse via the media and through political statements made by the ruling party's youth wing the ANCYL.

In the last 13 years there has been significant change and shifts in the policy direction of youth development in the country between 1996 with the establishment of the NYC to 2009 with the establishment of the National Youth Development Agency (NYDA). In an unpublished Policy Discussion Document on "Social Transformation" by the African National Congress (ANC) two critical policy options on institutional configuration to pursue youth development were proposed for consideration by the ANC's national policy conference. These were (a) maintaining the status quo in terms of the NYC and UYF (b) realigning or amalgamation of the NYC and UYF into one institution. In this regard, the conference proposed as a resolution the idea of the National Youth Development Agency (ANC, n.d.). The Policy Discussion Document further proposed the following questions for discussion at the ANC's national policy conference:

- *"What have been the key trends on Youth Development in South Africa over the last decade?*
- *What has been the impact of institutions, policies and programmes established to expedite youth development?*
- *What, achievements, setbacks and lessons that have characterized youth development since 1994?*
- *Are the current challenges that permit institutional reform, if no why and if yes, what form should this assume"?*

The ANC's 52nd National Conference of 2007 in Polokwane recommended the following resolutions or decisions on youth development[3]:

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[3] African National Congress. (2007). *52nd National Conference Resolutions.* Retrieved January 15, 2012 from http://www.anc.org.za

- *"A National Youth Development Agency that will ensure seamless integration, sustainability and responsiveness to the demands and aspirations of South Africa's youth is established through the merger of the National Youth Commission and Umsobomvu Youth Fund. This should be effected during the course of 2008.*
- *As per the ANC National General Council's (NGC's) adoption of the Integrated Youth Development Strategy, that this be made government policy to be implemented by the National Youth Development Agency.*
- *Massif the National Youth Service Programme and that this must be adopted as government policy.*
- *The government should engage the private sector to contribute towards the National Youth Service Programme".*

1.3   PROBLEM STATEMENT

With regards to the strategic context outlined above according to a NYDA report South Africa is one of the few countries in Africa that has a comprehensive youth policy.[4] Since the new democratic government youth development has been a key priority for the country with the establishment of the National Youth Commission (NYC) in 1996, which has been replaced by the National Youth Development Agency (NYDA) in 2009.

At the launch of the NYDA on 16 June 2009, President Zuma in his address noted that; "*33 years ago today, the young people of our country made untold sacrifices so that we could be free. Youth development is therefore a critical focus area for our government. We are therefore pleased to mark the 33rd National Youth Day, with the launch of the National Youth Development Agency, which will usher in a new era in youth development. We acknowledge the contribution of the Umsobomvu Youth Fund as well as the National Youth Commission, out of whose merger the Agency has been formed. The Agency will be charged with the implementation of the National Youth Policy of 2009-2014, which was adopted earlier this year. We expect the Agency to initiate*

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[4] National Youth Development Agency. (2011). Status of Youth Literature Review report. (2011:8). Retrieved January 15, 2012 from http://www.nyda.gov.za

*programmes directed at poverty alleviation, urban and rural development and the combating of crime, substance abuse and social decay amongst youth. This means that the Agency will work with various government departments that work in these areas, to improve the quality of life of your people" (*Zuma, 2009).

The purpose of the research is to assess the transition from the former NYC to the newly established NYDA. This research seeks to compare the current institutional arrangements and policy frameworks of the NYDA to that of the former NYC. This assessment seeks to investigate whether the NYDA will be more effective in addressing youth development compared to the former NYC.

1.4   PURPOSE AND VALUE OF THE RESEARCH

The purpose of the study is to assess the transition from the NYC to the NYDA. The study focuses on the transition in relation to policy frameworks and institutional arrangements. The assumption was to investigate whether youth development is going in the right direction in South Africa. The study aimed to investigate and assess whether the NYDA will be more effective than the former NYC in addressing issues of youth development in the country. The study also provides an understanding of South Africa's policy approach on youth development and how this is influenced.

1.5   RESEARCH QUESTIONS

1.5.1 Primary research question

Before 1994 South Africa had never institutionalized youth development issues, the current democratic government has since reversed that situation. "*Central to the challenges facing youth development is the capacity to ensure that the complex arena of our nation's growth and development is responsive to the youth" (*Mbalula, 2006). **The primary research question** of this study is: Will the NYDA be more effective than the former National Youth Commission and Umsobomvu Youth Fund in advancing youth development in the country?

1.5.2 Secondary research questions

In understanding whether the NYDA will be more effective than the former NYC in addressing youth development the study focused on and explored the following secondary research questions:

a) Was it the right policy decision to merge the former NYC and UYF to form the NYDA?

b) Will the NYDA be more effective than the former NYC and UYF in addressing youth development?

c) How can youth development be better positioned in government at a national, provincial and local level?

d) What role should the NYDA play in influencing the advancement and acceleration of youth development in the country?

e) What role should the private sector and civil society play in advancing youth development?

f) What role can the NYDA play in influencing the public policy agenda both at national and local level?

1.6 SIGNIFICANCE OF THE STUDY

The study provides information and knowledge on South Africa's response to youth development. The study also provides information on the policy and institutional frameworks which guide and direct youth development in the country. The output or outcomes of the study can provide information on how to improve the policy process and institutional frameworks to better respond to youth development.

1.7   DELIMITATIONS OF THE STUDY

The study only focuses on the NYDA at a national and macro level on how it coordinates and responds to youth development in the country. The study focuses mainly on the policy frameworks and institutional arrangements and how these respond to youth development in the country.

1.8   ASSUMPTIONS

The following assumptions are made:

- That the respondents have the necessary knowledge on issues of youth development to respond to the research enquiry.
- That the NYDA will be more effective in addressing youth development in the country.
- That it was the right policy decision by government to merge the National Youth Commission and Umsobomvu Youth Fund to form the National Youth Development Agency.

1.9   STRUCTURE OF THE RESEARCH

The research is organised into six chapters as follows: Chapter 1 deals with the introduction and overview of the study; Chapter 2 the literature review which focuses on the theoretical overview of public policy and literature on youth development; Chapter 3 focuses on the research methodology used for the study and key findings; Chapter 4 focuses on the presentation of the results; Chapter 5 discussion of the results and data analysis; and Chapter 6 provides the summary, conclusions of the study, recommendations and suggestions for future research.

CHAPTER 2:   LITERATURE REVIEW

2.1   INTRODUCTION

This research is being conducted in the field of public policy development, analysis, implementation and organizational design. The literature review defines key concepts, provides a theoretical overview of the field of public policy, and reviews various literatures in the area of youth development. The literature review also analyses the recommendations of Parliament's Report of the *ad hoc* Committee on the Review of Chapter 9 and Associated Institutions (called the 'Asmal Report') with specific reference to the National Youth Commission. The approach used for the literature review was to analyse secondary data, reports on youth development, annual reports and documents.

2.2   DEFINITIONS OF KEY CONCEPTS

As indicated in chapter one the purpose of the study is to assess the transition from the NYC to the NYDA. The study focuses on the transition in terms of policy frameworks and institutional arrangements to advance youth development. The following concepts are defined and discussed to provide an understanding and context of the study:

   a) Youth
   b) Youth development
   c) Youth empowerment
   d) Policy
   e) Governance
   f) Organisational structure and design

2.2.1 Youth

"It should also be recognised that the term 'youth' has a range of meanings and connotations within the South African social, cultural and political context. Since the youth uprising of 1976 and the subsequent mobilisation of young women and men against apartheid policies and racial oppression, the term 'youth' has represented a potent and important element of political struggle" (National

Youth Commission , 1997).   According to Everatt and Milner (1993) *"youth remains a descriptive rather than analytic term, and inaccurately implies an homogenous social group rather than the diversified and complex reality".*

Everatt and Milner (1993:9) further states that "various strategies need to be formulated which address the specific issues facing the various sub-sets of youth". Participatory research at community level is urgently needed to develop an understanding of youth, their vulnerability, and appropriate intervention strategies". According to Wyn and White (1997) (as cited in Jennings, 1997), "argue, not only is the concept of youth a problematic one when used to categorise people solely on the basis of age, but the experience and consciousness of youth differs widely. Any definition of youth needs to take account of these differences".

According to Jennings (1997:11) "the view of South African youth was challenges in the early 1990s by research undertaken by CASE into marginalised youth. The view that emerged from this research argued that youth in South Africa cannot be seen as a homogenous grouping, but they are rather made up of different more or less needy groups, which include out-of-school youth, teenage mothers, and so on".

The National Youth Policy (2009-2014) defines youth, as young people falling within the age group of 14-35 years. The African Youth Charter (2006:3) defines youth as those between the ages of 15 and 35 years. The Children's Act No. 35 of 2005 defines youth as a child up to the age of 18 years and the Correctional Services Act classifies young offenders are those between the ages of 14 and 25 years.

According to Masupha-Khabo (2010:3) "the definition of youth various from country to country depending on the socio-economic, cultural and political situation of the country. The Lesotho government defines youth as those aged between 15 and 35 years". According to the World Bank (2007:27) "youth is a transitional phase from childhood to adulthood when young people, through a process of intense physiological, social, and economic change, gradually come to recognize themselves as adults".

According to Curtain (2003:74), (as cited in the African Union report, 2011:2) "the term young people or youth has different meanings depending on the context. One meaning is based on a sociological definition of youth as a life stage comprising a series of transitions from adolescence to adulthood, from dependence to independence, and from being recipients of society's services to becoming contributors to national, economic, political and cultural life".

The Community Agency for Social Enquiry (CASE) was commissioned by the Youth Development Network (YDN) to conduct a study on the situation of youth in 14 Southern African Development Community (SADC) countries. The aim of the study was to develop a database on the situation of youth in the SADC region. "The database was expected to source a wide range of youth-specific information on education, skills, employment policies and programmes as well as social and political integration of youth" (CASE, 2003:1). Information on the definition of youth was extracted from the CASE report to illustrate the understanding of the term youth and how it is defined by various countries. In the report CASE notes that where the country definition of youth was not available, information from the various United Nations (UN) organisations was used as the only sources of information available, but their definition of youth was 15 to 24 years (CASE, 2003:3). The table below provides an illustration and comparison of the term youth among the 14 SADC countries as indicated in the CASE report (2003).

Table: 1 Defining Youth

Country	Definition of Youth
Angola	UN definition 15-24 years, no country specific definition was found.
Botswana	19-25 years
Democratic Republic of Congo	"*No official definition of youth was found, however the report notes that in DRC children aged 16 or above can be sentenced to death and child civilians and child soldiers are brought before military courts*".
Republic of Lesotho	The report notes that Lesotho uses three

	youth definitions, while a youth related government department uses the 10-35 years definition.
Republic of Malawi	"*The Malawi National Youth Policy defines youth as those between ages 14-30 years and in some cases this is extended to 35 years*". The UN definition is also often used.
Republic of Mauritius	14-29 years (National Youth Policy, 1998)
Republic of Mozambique	"*There are conflicting reports of Mozambique's official definition of youth. While some sources indicate a youth definition of 14-35 years, others indicate a definition of 18-35 years. The UN definition of 15-24 years is used in international reports on Mozambique*".
Republic of Namibia	"*There does not appear to be a clear official definition of youth in Namibia. Some define youth as 15-30 years; by the UN definition of 15-24 years is commonly used*".
Republic of Seychelles	Not available
Republic of South Africa	14-35 years, previously the Youth Development Framework used the definition 15-28 years
Kingdom of Swaziland	12-30 years The UN definition of 15-24 years is also used.
United Republic of Tanzania	"*The Integrated Labour Force Survey (2000/1) adopted the UN definition of 15-24 years*".
Republic of Zambia	"*Zambia seems to operate with three youth definitions; 13-19 years, the UN definition of 15-24 years*".
Republic of Zimbabwe	"*There is also no clear official definition of what constitutes youth in Zimbabwe. Mkandawire states that the youth definition in Zimbabwe is 15-30 years*".

Source: Own, 2012

It should be noted that the CASE study was conducted during the periods of 2002 and 2003 and some of these definition might have changed since then for

example such as in Lesotho where the definition of youth is 15 to 35 years according to Masupha-Khabo (2010:3).

2.2.2 Youth development

According to the World Bank (2007:26) "the developing world's 1.3 billion young people ages 12-24 are its next generation of economic and social actors. Making sure that they are well prepared for their futures as workers, entrepreneurs, parents, citizens, and community leaders is thus enormously important to the course of poverty reduction and growth". "Africa can be classified as a very young population. Data from the United Nations Population Division show that in 2010 there were 364 million Africans aged 15-34 years and 209 million aged 15-24 years" (African Union, 2011:vii). In 2006 the African Union Heads of State and Government adopted the African Youth Charter (African Union, 2011: vii).

According to Pittman (1993:8) as cited in the (Africa Union, May 2011:v) youth development is "the ongoing process in which youth are engaged in attempting to meet their basic personal and social needs to be safe, feel cared for, be valued, be useful, and be spiritually grounded, and build skills and competencies that allow them to function and contribute in their daily live". The Africa Union (2011:v) further states that youth development is "a process which prepares young people to meet the challenges of adolescence and adulthood through a coordinated, progressive series of activities and experiences which help them become socially, morally, emotionally, physically, and cognitively competent. Positive youth development addresses the broader developmental needs of youth, in contrast to deficit-based models which focus solely on youth problems".

According to an article on youth development by the Center for Youth Development and Policy Research (n.d.) "youth development is not a highly sophisticated and complicated prescription for fixing those trouble kids. Youth development is about people, programs, institutions and systems who provide all youth troubled or not with supports and opportunities they need to empower themselves". The National Youth Policy (2009-2014) states that "South Africa's

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conception of youth development is influenced by the historical conditions that have shaped the country, and its democratic goals. Youth development therefore determines South Africa's future; hence it is at the core of its development agenda. The shaping of young people as active as and productive citizens is therefore critical for the production of a demographic dividend, which is referred to as a rise in the rate of economic growth due to a rising share of working age people in a population".

The National Youth Policy (2009-2014:10) defines youth development as: "an intentional comprehensive approach that provides space, opportunities and support for young people to maximise their individual and collective creative energies for personal development as well as development of the broader society of which they are an integral part". The African Youth Charter (2006:5-6) article 10 defines youth development as follows:

a) *"Every young person shall have the right to social, economic, political and cultural development with due regard to their freedom and identity and in equal enjoyment of the common heritage of mankind.*

b) *States Parties shall encourage youth organizations to lead youth programmes and to ensure the exercise of the right to development.*

c) *Encourage the media to disseminate information that will be economic, political, social and cultural benefit to youth.*

d) *Promote the development of youth media for the dissemination of information to young people.*

e) *Encourage international co-operation in the production, exchange and dissemination of information from both national and international sources that are economic, social and cultural value to youth.*

f) *Provide access to information and education and training for young people to learn their rights and responsibilities, to be schooled in democratic processes, citizenship, decision-making, governance and leadership such that they develop the technical skills and confidence to participate in these processes".*

"Youth development refers to a process whereby young women and men are able to improve their skills, talents, and abilities, as well as to extend their

intellectual, physical and emotional capacities; it includes the opportunity for young men and women to express themselves and to live full lives in all social, cultural, economic and spiritual spheres. Youth development also refers to engaging young women and men in development activities as participants in the decision- making processes and as beneficiaries" (National Youth Commission, 1997:70).

2.2.3 Youth Empowerment

The National Youth Policy (2009-2014:38) defines empowerment as "an increase in the spiritual, political, social or economic strength of individuals, groups and communities". The African Union's African Youth Decade 2009-2018 Plan of Action (2011:v) defines youth empowerment as: "Young people are empowered when they realize that they have or can create choices in life, are aware of the implications of those choices, make informed decisions freely, take action based on those decisions and accept responsibility for the consequences of their actions. Empowerment also means having the ability for supporting enabling conditions under which young people can act on their own behalf, and on their own terms, rather than at the direction of others. These enabling conditions fall into major categories such as an economic and social base; political will, access to knowledge, information and skills, adequate resource allocation and supportive legal and administrative frameworks; a stable environment of equality, peace democracy and positive value system".

"Youth empowerment refers to the process of increasing personal, inter-personal and political power to enable young women and men or groups of young people to improve their life situation. It requires the full participation of young men and women in the formulation, implementation and valuation of decisions determining the function and well-being of the society" (National Youth Commission, 1997:70).

2.2.4 Policy

Booysens and Erasmus (1998:221-222) and Parson (1995:13) as cited in (Dobson, 2002:17) state that "the term 'policy' can be applied to describe a

range of activities, a set of specific proposals or decisions, a process, an expression of purpose of desired state of affairs, a programme, output or outcome".

According to Dobson (2002:17) "policy is both a noun and a verb: policy is something that governments produce and something that governments do. It can be argued that policy is the core activity and outputs of governments".

According to De Conning (2000a:14) as cited in Dobson (2002:18) "policy can be understood to function on three levels: a philosophical or value level, the principal or policy level, and the action or implementation level. This differentiation can be understood by considering the example of the South African constitution that sets out government's values, the Reconstruction and Development Programme that sets out various policy intentions of government, and the Presidential Lead Projects that set out the actions to be implemented by government".

De Coning (2006:14) highlights various definitions of policy:
- *"Ranney (1968:7) defines policy as a declaration and implementation of intent.*
- *Easton (1953:129) defines policy as the authoritative allocation through the political process, of values to groups or individuals in the society.*
- *Hanekom (1987:7) states that policy making is the activity preceding the publication of a goal, while a policy statement is the making known, the formal articulation, the declaration of intent or the publication of a goal to be pursued. Policy is thus indicative of a goal, a specific purpose, a programme of action that has been decided upon. Public policy is therefore a formally articulated goal that the legislator intends pursuing with society or with a societal group.*
- *Dye (1978:4-5) defines policy as a comprehensive framework of and/or interaction.*
- *Starling (1979:4) defines policy as a kind of guide that delimits action.*
- *Baker et al. (1975:12-15) define policy as a mechanism employed to realise societal goals and to allocate resources".*

According to Anderson (2006:6) "*policy is defined as a relatively stable, purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern*".

Ijeoma (2010:12) states that "policy refers to a higher, more general, strategic level of plans and actions. Policy nowadays refers to any higher-level decisions or orientation of a group, organisation, or even an individual". Ijeoma (2010:13) further states that "policy should be considered as an outcome of an effective decision backed with action".

Hanekom (1987:7) states that "policy –making is the activity preceding the publication of a goal, while policy statement is the making known, the formal articulation, the declaration of intent or the publication of a goal to be pursued".

Anderson (2006:10) states that policies can be classified as *substantive* or *procedural.* Anderson (2006:10) further describes substantive policies as what government intends to do such as "constructing highways, paying welfare benefits, acquiring bombers, or prohibiting the retail sale of liquor". *Procedural policies* are described as "pertaining to how something is going to be done or who is going to take action". "Procedural policies include laws providing for the creation of administrative agencies, determining the matters over which they have jurisdiction, specifying the processes and techniques that they can use in carrying out their programs, and providing for presidential, judicial, and other controls over their operations" (Anderson, 2006:10).

Anderson (2006:11-14) further describes other types or categories of public policy such as:
- *"Distributive policies which involve using public funds to assist particular groups, communities, or industries;*
- *Regulatory policies which impose restrictions and limitations on the behaviour of groups or individuals;*
- *Self-regulatory policies are similar to competitive regulatory policies in that they involve restricting or controlling some matter or group; and*
- *Redistributive policies involve deliberate efforts by the government to shift the allocation of wealth, income, property, or rights among broad*

classes or groups of the population, such as haves and have-nots, proletariat and bourgeoisie".

The youth policy can be described as procedural since it serves as a legislative framework to guide youth development in the country.

2.2.5 Governance

According to Mhone and Edigheji (2003:3-4) the concept of "governance is understood to refer to the manner in which the apparatus of the state is constituted, how it executes its mandate and its relationship to society, in general, and to particular constituencies such as the private sector, civil society, non-governmental organisations and community organisations, and how it fulfils the substantive aspects of democracy. Hence, good governance may understood to have at least three aspects: first, the need for a rule-based, open, transparent, efficient and accountable government; second, the need for the government to undertake its task in a manner that is participatory and consultative and that generally lives up to the democratic precepts of formal democracy; and, third, the need for the government or the state to ensure that substantive aspects of democracy are achieved, which would be compatible with the need to attain sustainable human development in the long term. Thus, good governance refers both to the overall environment that is deemed conducive to all three outcomes, and to the degree to which each of the outcomes is formalised and made routine in the everyday *affairs* of the government and state".

South Africa together with many other African countries who have reached the goal of attaining democracy from their colonial masters, still face many challenges in actualising democracy into sustainable growth and development. The 'African public sector' still needs to transform itself into progressive *good* governance, transparency, openness, enforcement of policies and regulations to ensure service delivery and to fight and root out the scourge of corruption. The African Union (AU) through the African Peer Review Mechanism (APRM) aims to achieve this to ensure countries are assessed, measured and evaluated against a set of criteria to attain good governance. South Africa is one of the

countries who has been assessed through the APRM and a set of recommendations were made for improvement of good governance.

Good governance systems are important and a prerequisite for the successful implementation of policies, programmes, and projects. Many policies, projects, and programmes have failed because of the lack of proper governance systems. The functioning of institutions is built on a set of governance systems, policies, regulations and protocols. The Public Financial Management Act No. 1 of 1999 serves as a framework to ensure that public funds are governed and managed appropriately for the implementation of services. The Act serves as a basis for a more effective corporate governance framework for the public sector.

2.2.6 Organisational structure and design

Organization means collective action in the pursuit of a common mission, a fancy way of saying that a bunch people have come together under an identifiable label to produce some product or service (Mintzberg, 1989:2). An organization can be described as functioning on the basis of a number of systems of influence, authority, ideology, expertise and politics (Mintzberg, 1989:238). There are different types of organizations such as; entrepreneurial organizations, professional organizations, innovative organizations, machine organizations, diversified organizations, professional organizations, ideology and the missionary organizations and political organizations. The NYDA could be categorized as having a mix of a 'political' organization and a public organisation, since it consists of a leadership appointed by the State President and its policies influenced by the ANCYL.

2.3   THEORETICAL OVERVIEW OF PUBLIC POLICY

According to Dunn (2004:231) "public policy making in the public sector involves bargaining, compromise, and conflict among citizens' groups, legislative bodies, executive departments, regulatory commissions, business, and many other stakeholders. There is no single producer or consumer of goods and service whose profits or welfare is to be maximized".

2.3.1 Public policy

According to Dye (2002:1) "Public policy is whatever governments choose to do or not to do. Governments do many things. They regulate conflict within society; they organize society to carry on conflict with other societies; they distribute a great variety of symbolic rewards and material services to members of the society; and they extract money from society, most often in the form of taxes. Thus public policies may regulate behaviour, organize bureaucracies, distribute benefits, or extract taxes or all these things at once". Dye (2002) further states that; "political science is also the study of public policy – *the description and explanation of the causes and consequences of government activity".*

According to Ijeoma (2010:12-13) "public policy refers to government intentions designed to deal with various social challenges, such as those related to foreign policy, environmental protection, crime, unemployment, and numerous other problems". Ijeoma (2010:13) further states that "policy policy can also be defined as a complex pattern of interdependent collective choices, including decisions not to act, made by governmental bodies and officials". Anderson (2006:9) states that "public policy has an authoritative, legally coercive quality that the policies of private organizations do not have".

Dye, (2002:4) states that public policy can be studied for various reasons and outlines the following reasons:

Scientific Understanding: "Understanding the cause and consequences of policy decisions improves our knowledge of society. Policy study helps us learn about the linkages between social and economic conditions in society, the responses of the political system to these conditions, and the effects, if any, of government activities on these conditions".

*Professional Advice: "*Public can also be studied for *professional reason;* understanding the causes and consequences of public policy permits us to apply social science knowledge to the solution of practical problems. Factual knowledge is a prerequisite to prescribing for the ills of society. Government agencies, as well as private policy research organizations ("think tanks"), are

usually more concerned with the practical application of knowledge about policy than with the development of scientific theory".

Policy Recommendations: "Public policy can be studied for political purpose to ensure that the nation adopts the "right" policies to achieve the "right" goals. It is frequently argued that political science should not be silent or impotent in the face of great social and political crises and that political scientist have a moral obligation to advance specific public policies".

According to Hanekom (1987:10) there are four type of public policy level namely: *political policy*, influenced or advocated by a particular political party; *government policy*, policy influenced by the political party in power where the political party ideas or manifesto influence government policy; *executive policy*, influenced and determined by political office bearers or high ranking officials; and *administrative policy*, policy which is influenced and determined by officials and experts, these are policies of an operational nature.

This study is conducted in the area of public policy and aims to provide an understanding of the country's response to youth policy and how this has evolved over the past years since democracy. In understanding the policy response to youth development the study also assesses the effectiveness of the institutional arrangements or frameworks in implementing the National Youth Policy (NYP). Therefore the study falls within areas of scientific understanding of public policy and policy recommendations as stated by (Dye, 2002). To understand whether the right policy decisions have been made in merging the NYC and UYF to form the NYDA and to provide some policy recommendations to effectively respond to youth development in the country.

Figure: 1 Dye; Studying Public Policy, Its Causes and Consequences

Society   Political System   Public Policy
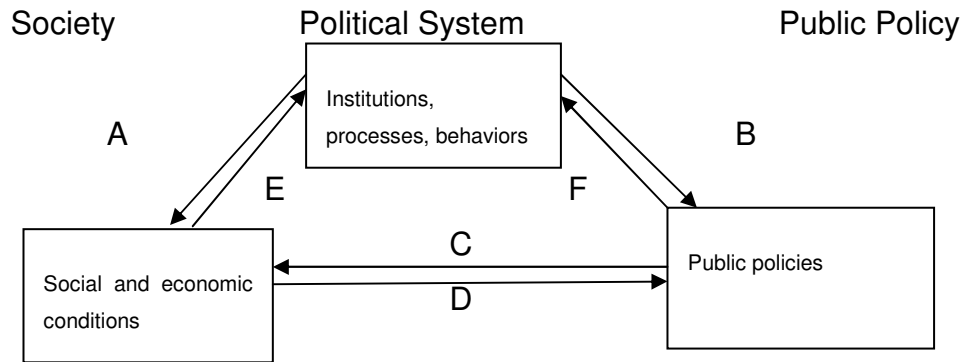
Source: Dye, T.R. (2002:5)

Dye (2002:5) describes the Figure: 1 above as follows:

Linkage A: What are the effects of social and economic conditions on political and governmental institutions, processes, and behaviours?

Linkage B: What are the effects of political and governmental institutions, processes, and behaviours on public policies?

Linkage C: What are the effects of social and economic conditions on public policies?

Linkage D: What are the effects (feedback) of public policies on social and economic conditions?

Linkage E: What are the effects (feedback) of political and governmental institutions, processes, and behaviours on social and economic conditions?

Linkage F: What are the effects (feedback) of public policies on political and governmental institutions, processes and behaviours?

Jennings (1997:17) argues that "a country's government has ultimate responsibility for the adoption of such policy and the traditional view is that government should have the monopoly over all phases of the policy process". One can argue differently when it comes to the formulation and conceptualisation of the National Youth Policy (NYP), in that it has been a mixture of government and political interests that have driven and dominated the formulation of the youth policy. The outcomes of the research findings further validate this statement.

Jennings (1997) argues that "whether the same is true in South Africa in the period after the first general democratic election in 1994 is debatable. Because of its past, South African can be regarded as a highly politicised society (as seen in the high voter turnout in the 1994 election). Many institutions and structures outside of government are well established and vibrant due to the anti-apartheid struggle and anti-government stance that they developed. As a result, there would appear to be numerous individuals and groups of people who are outside of government but who would want to play a major role in the entire public policy process in South Africa".

Molefe (2000:14) states that "public policy is enforceable by law and therefore enjoys legal status. It should bind all sectors across the spectrum of life therefore it is expected that the outcome of public policy should be optimal". Kraft and Furlong (2010:6) defines "public policy as government action or interaction in response to a public problem".

2.3.2 South African Public Policy Process

According to Booysen South Africa's continuous 1994 to 2001 transition, far reaching changes were instituted in the domains of political decision making and public policy making. These changes include both the transformation of the process and a redirection of the substantive priorities and goals of new policies (Booysen, 2001).

Since the democratic government came into place in 1994 in South Africa there have been significant shifts in the public policy space. According to Booysen and Erasmus (2001) "the nature of South Africa's transition implied that public policy-making involved new civil servants working side by side with functionaries of the various administration". Booysen and Erasmus (2001) further state that "the primary substantive focus of public policy-making in South Africa at first derived from the Reconstruction and Development Programme (RDP). Its commitment to effectively address the issue of poverty and gross inequality had a twofold transition into policy guidelines. One focus is on the goods and services that need to be delivered in order to address the issues. The other centred on capacity building and sustainable development, where the

accent was on training and on access by people and communities to the information appropriate to their needs".

Public policy must to some degree have been generated or at least processed within the framework of governmental procedures, influences and organizations. Understanding the state is crucial to formation of policies. Government continues to play a central role in policy making. Public Policy is of a strategic and tactical nature.

2.3.3 Who Influences Policy

Public policy is influenced by many actors and players at community, business and political level. As in the case of youth policy in South Africa it is largely influenced at a political level and not necessarily from a grass root or community level. One could say that this is due to the fact that it was influenced by the country's historical background of apartheid. There is a believe that power is in the hands of a few and most policy is decided by a small group of elites within government and even outside government.

2.3.4 Who Sets the Agenda?

Many actors may be agenda setters, but one of the most important is government, which has control over legislation and the policy process. There are other actors who may be agenda setters, such as the media, international community, business community, civil society and labour movement, however government clearly has a major control over what issues reach the policy agenda and may accept or reject particular issues. Cloete and Meyer (2011:87) refer to agenda setting in the policy planning process as identifying issues, defining problems and prioritising them to mobilise support and lobby decision makers to take the appropriate action. Cloete and Meyer (2011:87) further states that agenda setting is aimed at focusing attention on selected policy issues that require the attention needed by the agenda setters.

According to Cloete and Meyer (2011:87) "policy agenda setting is a crucial phase in public policy making for three main reasons. Firstly, it determines and

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prioritises *what* policy issues are addressed. Secondly, it determines *who* influences or controls the policy-making process, and thirdly, *how* stakeholders influence the policy agenda". It is also stated that agenda setting is both substantive, related to *what needs to be done* and procedural, related to *who acts, why, and how (Cloete and Meyer, 2011:87).*

In the case of youth policy is South Africa the agenda is set mainly by political interest groups in this case the ANCYL and government as the ruling party in the country. Other groups such as civil society, labour and business also influence the policy agenda but to a lesser extent. Prior to democracy young black South Africans faced many challenges such as economic oppressing, underdevelopment, poverty and inadequate schooling system. This led to the formation of youth organisations, youth political movements where young people expressed their dissatisfaction towards the then apartheid government.

Young people in South Africa played a key role in fighting apartheid such as the events of 16 June 1975 which contributed to the freedom and democracy of the country. In the democratic government issues of youth development therefore took centre stage in the transformational agenda of the country, which led to the establishment of the National Youth Commission (NYC) in 1996 and National Youth Development Agency (NYDA) in 2009. A Youth Summit convened in December 1994 by the then Deputy President Thabo Mbeki called for the establishment of the NYC. Later in 2006 at a Youth Convention convened in June 2006 calls were made for the establishment of the NYDA, merging the NYC and Umsobomvu Youth Fund in order to have an integrated response to youth development. It is evident that youth policy in South Africa is mainly driven by government (as ruling party) and youth political organisations or formations such as the ANCYL. This has created a lot of discourse in the public domain that youth 'policy' development process is not inclusive of all citizens (other race groups) and interests groups in the country such as civil society and business.

Cloete and Meyer (2011:89) therefore states that "public policy is develop out of a given socio-political context", such as in the case of the youth policy in South Africa. Cloete and Meyer (2011:89) further state that "agenda setting emanates

from the same context and is therefore intrinsically linked to the nature of the political landscape".

2.3.5 Public Policy Making Process

According to Kraft and Furlong (2010:66) in order to understand the policy-making process one needs to understand the agenda setting, policy formulation, policy legitimization and implementation process, which will help to understand why some problems are addressed and not others and how politics influence the decision making in a broader sense. The context is which public policy-making takes place is very important in terms of the political, social, economic and legislative environments.

According to De Coning and Cloete (2000:26) there are various theories designed by authors to explain the policy making process, such as the: "***classical theory*** (also known as institutional theory) which emphasises that the different concerns and interests of government should be given preference; the ***liberal democratic theory***, the political party assumes the position of primary force in policy-making; ***elite theory***, usually small elite groups lead a large group of followers; and the ***systems theory*** focuses on the contributions of interrelated forces to policy making". De Coning and Cloete (2000:27) further state that after the negotiations, elections and setting up of the new government in South Africa this required that a participatory culture be established in the policy making process. In the democratic government of South Africa it has become imperative to involve various stakeholders and role player such as the media, civil society, NGO's, labour, business and churches to make input to the policy process.

Figure: 2 Policy Process

Dunn (1994) developed a widely used policy process model as follows:

Problem Structuring		Agenda setting	
Forecasting		Policy formulation	
Recommendation		Policy Adoption	
Monitoring		Policy Implementation	
Evaluation		Policy Assessment	
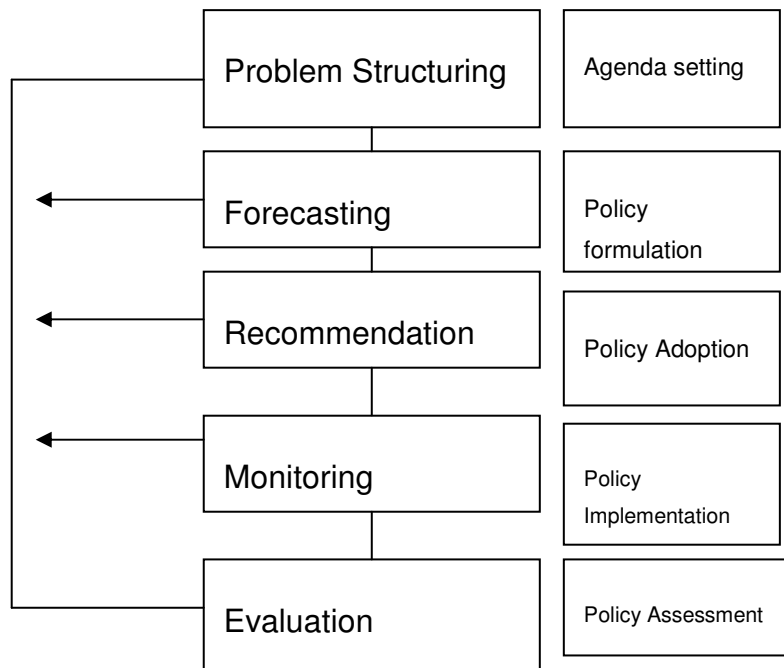
Source: Dye (2002)

"Although it may be helpful to think about policy making in this fashion, in the real world, these activities seldom occur in a neat, step by step sequence. Rather these processes often occur simultaneously, each one collapsing into the others. Different political actors and institutions-politicians, interest groups, lobbyists and legislators, executives and bureaucrats, reporters and commentators, think tanks, lawyers and judges-may be engaged in different processes at the same time, even in the same policy area. Policymaking is seldom as neat as the process model. Nonetheless, it is often useful for analytical purposes to break policymaking into component units in order to understand better how policies are made" (Dye, 2002:33).

2.3.6 Policy Models

"There are multitude of reasons of why a policy may succeed or fail it's an indication of how complex policy development and management is. Policy researchers have therefore attempted to bring some structure to the study of policy and created different models that can help us come to grips with the subject. A model is a simplified representation of some aspects of the real world" (Dye, 2002).

Models are classified into two main groups, namely the rational calculations and social theory models. The rational calculations models are particularly concerned with the content, the logic of policies, and the social theory models are mainly concerned of how stakeholders or actors influence policies. According to Hanekom (1987:46) "models are simplified representations of the real world and are used to order and interpret situations and to assist in explaining and predicting the outcome of a specific choice".

According to Hanekom (1987:74) models used in policy analysis are descriptive in nature while others are prescriptive in nature. "The descriptive models describe and analyse the actual process of policy-making by taking into account the questions *why, who* and *how*" (Hanekom, 1987:74). Descriptive models include the: functional process models; elite model; group model; systems model and institutional model (Hanekom, 1987:74). Hanekom (1987:74) states that "prescriptive models can be traced to decision-making models. The decision-making models were adapted for or applied to policy-making and can be successfully applied to public policy analysis". Prescriptive models include: rational-comprehensive models; incremental model; and the mixed-scanning model (Hanekom, 1987:74). *Descriptive* is concerned with the policy-making *process*, where as *prescriptive* is concerned with the *results and impacts of policies* (Hanekom, 1987:77).

Institutional Model

According to Dye (2002) "traditionally, the institutional approach in political science did not devote much attention to the linkages between the structure of

government institutions and the content of public policy. Instead, institutional studies usually described specific government institutions-their structures, organisations, duties and functions-without systematically inquiring about the impact of institutional characteristics on policy outputs". Hanekom (1987:74) states that the institutional model "is concerned with the relationship between the institutions involved in policy-making and policy implementation and the effects of the relationship on policy".

Process model

Kraft and Furlong (2010:72) describe the process model as the logical sequence of various activities which affect the development of public policy. According to Dye (2002:15) "the process model is useful in helping us to understand the various activities involved in policymaking. We want to keep in mind that *policy-making* involves agenda setting (capturing the attention of policymakers), formulating proposals (devising and selecting policy options), legitimating policy (developing political support; winning congressional, presidential, or court approval), implementing policy (creating bureaucracies, spending money, enforcing laws), and evaluating policy (find out whether policies work, whether they are popular)".

Rational model

According to Hanekom (1987:82) the rational model "has its roots in the rational-comprehensive decision-making model". The decision-making model implying that the policy-maker has a full range of options to choose from (Hanekom, 1987:82). "A rational policy is one that achieves "maximum social gain"; that is, governments should choose policies resulting in gains to society that exceeds costs by the greatest amount, and governments should refrain from policies if costs are not exceeded by gains" (Dye, 2002:16).

Incremental model

"Incrementalism views public policy as a continuation of past government activities with only incremental modifications. Incrementalism is conservative in

that existing programs, policies, and expenditures are considered as a base, and attention is concentrated on new programs and policies and on increases, decreases, or modifications of current programs" (Dye, 2002:19). According to Hanekom (1987:84) the incremental model is regarded as the continuation of the status quo where very minimal or small changes are affected or made to provide for adaptations. Hanekom (1987:84) further states that "a basic assumption in the incremental model is that existing policy is legitimate, effective and satisfactory and that adaptation should only be slight should it be necessary at all".

Public choice model

"Public choice theory recognizes that government must perform certain functions that marketplace is unable to handle; that is, it must remedy certain "market failures. Public choice theory also contributes to our understanding of interest groups and their effects on public policy" (Dye, 2002:26-27).

Game theory model

"Game theory is an abstract and deductive model of policymaking. It does not describe how people actually make decisions but rather how they would go about making decisions in competitive situations if they were completely rational" (Dye, 2002:28).

Elite Theory Model

This model argues that the preferences and the values of the elite influence policy formulation as the citizens are regarded as apathetic and ill informed. Elite theory suggests that public policy turns out to be the preferences of elites. "Public officials and administrators merely carry out the policies decided on by the elite". These policies flow downward from elites to masses; they do not arise from the needs of the masses (Dye, 2002:23). According to Kraft and Furlong (2010:67) public policy development is influenced by the values and preferences of the elite rather than the public at large. These values and preferences normally differ with the majority or public at large. Hanekom

(1987:79) states that the values and interest of the elite are of primary importance where as the interest and values of the masses are of secondary importance. The elite model can be described as top-down approach to public policy making.

Systems Model

Hanekom (1987:80) describes the system model as a response by the political system to the demands, needs, wants and problems of interest groups and individuals. The systems model can be described as responding to the social and economic needs of people or societies such as health, employment and social security.

Group Theory Model

"Group theory begins with the proposition that interaction among groups is the central fact of politics. Individuals with common interests band together formally or informally to press their demands on government. According to group theorists, public policy at any given time is the equilibrium reached in the group struggle. This equilibrium is determined by the relative influence of any interest groups" (Dye, 2002:21). Dye (2002) further states that "policy makers are viewed as constantly responding to group pressures, bargaining, negotiating and compromising among competing demands of influential groups. Hanekom (1987:80) states that the group model "is ideal in that it can concentrate on the role of interest groups in the process of policy-making either in initiating or adapting of policy, or both".

The youth policy development process in South Africa can be described as following both the elite and group model approach.

2.3.7 Public policy analysis

According to Dye (2002: xi) "policy analysis is concerned with 'who gets what' in politics and, more importantly, 'why' and 'what difference it makes". Dye (2002) further states that: "We are concerned not only with what policies government

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pursue, but why governments pursue the policies they do and what the consequences of these policies are". De Coning and Fick (1995b:24) as cited in Molefe (2000:41) defines policy analysis as "a systematic way of determining options and their likely outcome. The authors further explain the elements of policy analysis as:

- Defining the problem;
- The opportunity and the question (for example the underlying value may be public health, the problem, drug use by teenagers, the opportunity drug free environment and the question, how to reduce drug use);
- Identifying alternatives or options;
- Determining considerations and likely consequence for each of the alternatives;
- Predicting the outcome of these alternatives; and
- Forming a set of value judgements from the alternatives and their likely outcome".

Figure: 3 De Coning (1994:262) Elements of Policy Analysis
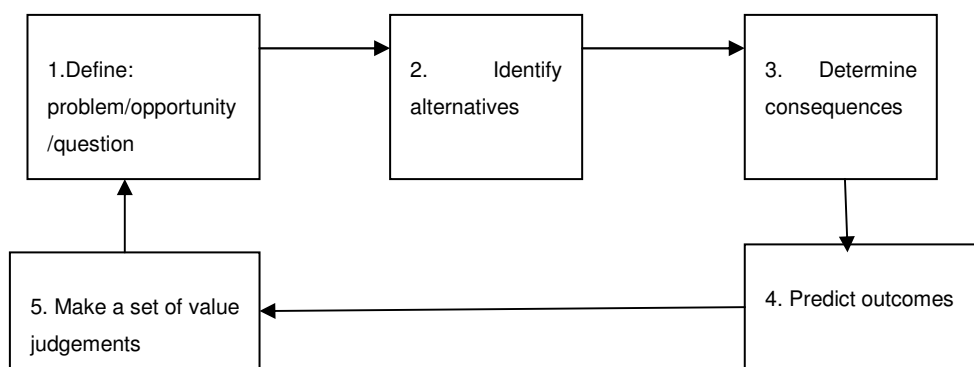
Source: Molefe (2000:42)

According to Dunn (2004:1) "policy analysis is a problem-solving discipline that draws on theories, methods, and substantive findings of the behavioural and social sciences, social professions, and social and political philosophy. Policy analysis is a process of multidisciplinary inquiry designed to create, critically assess, and communicate information that is useful in understanding and improving policies". Dunn (2004:2) further states that "policy analysis draws freely on many kinds of knowledge, no matter what their professional or disciplinary origin. Policy analysis is partly descriptive because it relies on the

social and behavioural sciences to make and justify claims about the cause and consequences of policies. But it is also normative. It draws on ethics and other branches of social and political philosophy, as well as normative economics and decision analysis, to evaluate and justify claims about the expected utility and moral worth of policies".

Dunn (2004:3) states that "policy analysis addresses five types of questions:

- What is the nature of the problem for which a solution is sought?
- Which of the two or more courses of action should be chosen to solve the problem?
- What are the outcomes of choosing that course of action?
- Does achieving the outcomes contribute to solving the problem?
- What future outcomes can be expected if other courses if action are Chosen"?

According to Kraft and Furlong (2010:98) "policy analyses can be defined as the assessment of policy alternatives". Kraft and Furlong (2010:98) further states that policy analysis refers to the examining of the policy making process and implementation to study a specific substantive issue. This "usually involves collecting and interpreting information that clarifies the causes and effects of public problems and the likely consequence of using one policy option or another to address them" (Kraft and Furlong, 2010:98). Weimer and Vining (2005:24) defines "policy analysis as client-orientated advice relevant to public decisions and informed by social values".

Dunn (2004:10-16) discusses the following forms of policy analysis: "**Prospective policy analysis involves** the production and transformation of information before policy actions are taken. **Retrospective policy analysis (ex post)** involves the production and transformation of information after policies have been implemented. **Descriptive policy analysis** parallels descriptive decision theory, which refers to a set of logically consistent propositions that describe action. **Normative policy analysis** parallels normative theory, which refers to a set of logically consist propositions that evaluate or prescribe action. **Problem finding analysis** has to do with the discovery of elements that go into the definition of problems, and not to their solution. How well do we understand the problem? Who are the most important stakeholders who affect and are

affected by the problem? ***Problem solving analysis*** is primarily technical in nature, in contrast to problem finding, which is more conceptual. Problem-solving techniques, including benefit-cost analysis, decision analysis, and implementation analysis, are useful in answering questions about policy causation, statistical estimations, and optimization. ***Integrated policy analysis*** is a vehicle for understanding, assessing, and improving a methodology that has the ambitious mission of bridging the social sciences, social professions, and social and political philosophy".

This study falls within retrospective policy analysis by investigating whether it was the right policy decision by government to merge the NYC and UYF to form the NYDA and whether this will improve youth development in the country.

2.3.8 Public policy implementation

According to De Coning and Fick (1995b:46 and 27) as cited in Molefe (2000:44-45) "policy implementation involves, first, the translation of policy into government policy, for instance a White Paper (and subsequent legislative processes), and second, into administrative policy, and then, third attention to the monitoring and evaluation of implementation. It is important to point out that policy implementation most often fails in developing countries because of insufficient institutional arrangements". Brynard and De Coning (2006:180) state that "together with policy development and evaluation, policy implementation forms one of the critical pillars on which policy management is based. As such successful implementation is the final acid test for policy to be successful. Policy implementation is a multifaceted concept, attempted at various levels of government and pursued in conjunction with private sector, civil society and NGOs. In this partnership, strategy generation and planning are vital ingredients in the policy-implementation interface, and various implementation instruments have emerged, such as planning, strategy generation, programme management, project management, operations management, contracting and privatisation as well as various forms of public-private partnerships (PPPs)".

Brynard, *et al. (2006:181)* further state that "early scholars of policy science saw implementation as merely an administrative choice, that once policy had been legislated and the institutions mandated with administrative authority, would happen of and by itself". After democracy in South Africa the government embarked on a number of policy formulation processes or exercises articulated through Green Papers, White Papers and Acts, but there has been limited implementation of these various policies (Brynard and De Coning, 2006:181). There is still ongoing debate in this regard that lack of policy implementation in the country is attributed to the lack of appropriate skills in the public sector and inadequate institutional frameworks.

According to Dye (2002:50) "implementation involves all the activities designed to carry out policies enacted by the legislative branch. These organizations must translate laws into operational rules and regulations. They must hire personnel, draw up contracts, spend money, and perform tasks. All these activities involve decisions by bureaucrats-decisions that determine policy". Policy implementation requires commitment from all actors and stakeholders involved and it is also viewed as an expensive undertaking which requires financial and human resources.

One would argue that policy formulation should be informed by the existing institutional environment in terms of existing capacities or required capacities that are needed to facilitate the implementation of the policy. Many public sector policies fail to articulate upfront what resources in terms of human and institutional will be needed to implement the policy. These are requirements often mentioned right at the end of policies with very little detail in the 'how' part. If a policy is a statement of intent to address a particular need, then how to address the need or reach the goal needs to be clearly articulated. Policies also need to provide some projections in terms of time or duration for implementation and the cost implication for implementation.

Many public sector policies lack information on the duration for implementation and the cost implications. Public policies are intended to bring about change in the current state of affairs, this could be political, social, economic or institutional, and therefore if they are not implemented they will remain

statements of intent (Baalen and De Coning, 2006:215). Cusworth and Franks (1993:2) as cited by Baalen and De Coning (2006:215) state that "programmes and projects are seen as mechanisms (or instruments) for implementing policies or demonstrations of the effects of policies at a practical level". Kraft and Furlong (2010:83) describe policy implementation as the "program's and details to ensure that policy goals and objective will be attained.

2.4   LITERATURE ON YOUTH DEVELOPMENT

This section gives a brief overview of some literature on youth development. The literature is based on research conducted in the area of youth development by various stakeholders such as government, civil society and other interest groups. The section highlights mainly the keys findings of the various researches conducted.

2.4.1   The Status of Youth Report 2003

The Umsobomvu Youth Fund commissioned the *The Status of the Youth Report* through the Human Sciences Research Council (HSRC) in order to inform the development of policies, programmes and practice within the youth development sector (Umsobomvu Youth Fund, 2005). The report focuses on the following topics: educations; labour market participation, inequality, health and disability, crime and violence, and social integration.

According to the Umsobomvu Youth Fund (2005), South African youth are faced with challenges of poverty and unemployment similar to that of their peers all over the world. The youth also face the possibility of their education life being cut short due to insufficient funds and may also wait long periods to access insecure informal employment.

Education and Skills Development

According to the Umsobomvu report (2005) the democratic government inherited an unequal education system with poor quality infrastructure, teaching and curricula for black people. Since the new democratic government there has

been a large expansion of both public and private education especially targeting the enrolment of young black youth and women. This has increased the number of historically disadvantage groups completing their secondary schooling. However besides the progress made there are still challenges with regards to the number of young people who still have no schooling and limited access thereof (Umsobomvu Youth Fund, 2005).

Without an educated society a nation is unable to grow its economic growth and development. This also leads to greater dependence on the state to provide assistance in the form of living grants.

Labour Market

South Africa has high levels of unemployment compared to other developing countries with an unemployment rate of 23.9 percent. According to the Umsobomvu report (2005) "the high rate employment of over 60% among young Africans is related to the racially segmented nature of the labour market, which has persisted due to inequalities derived from past educational and labour policies, as well as to structural changes in the economy".

Poverty and Inequality

According to the Umsobomvu Youth Fund report (2005) Limpopo has the highest level of youth poverty at 57% and Eastern Cape 55% followed by Free State at 45% and KwaZulu-Natal at 45%. Poverty rates are relatively low in the urbanised and industrialised provinces of Gauteng (17%) and Western Cape (12%). Data analysis suggests that the two major sources of poverty for young people are unemployment and living in a poor household (Umsobomvu Youth Fund, 2005).

Health and Disability

According to the Umsobomvu Youth Fund report (2005:259-260) majority of young people face the risk of HIV infection and AIDS with the highest HIV prevalence rate found in the 25-29 year age group. HIV and AIDS are major threats to the well-being, participation and productivity of many young South Africans.

Social Integration and Civic Engagement

During the 1970s and 1980s in South Africa many young people sacrificed their lives to fight against apartheid and for a free democratic society. In the 1990s during the transition towards a free democratic country, young people were still faced with the challenges of unemployment, poverty, political disaffection and HIV/AIDS epidemic. In the run up to the 1994 election many young people were determined to exercise their rights to voting, especially the young people in the 18-24 year age group you saw the elections as a key to improving their standards of living (Umsobomvu Youth Fund, 2005). The Umsobomvu Youth Fund report (2005:262) further states that according to some studies conducted there is growing concern among young people about employment prospects and dissatisfaction with government.

Locating South African Youth in a Global Context

"While the predicament of South African youth may have certain unique features arising from the specific history of the country, in the context of globalisation, young people in South Africa have a great deal in common with youth in other parts of the world. Many of the major concerns that have been expressed about the current generation of South African youth are echoed in other parts of the world" (Umsobomvu Youth Fund, 2005:263).

2.4.2 Community Agency for Social Enquiry Reports

The Community Agency for Social Enquiry (CASE) is an independent South African research NGO, focusing on socio-economic and policy research in

support of justice. The CASE has conducted a number of studies in the area of youth focusing on various topics such as *Youth Budget Review* (research for the Presidency, 2006); *Critical Analysis of Challenges Confronting Young People in Southern Africa* (research for Ford Foundation, September 2011)*; Youth and Employment an Overview of SADC Countries* (research for Youth Development Network, October 2003); and *Incorporation of Gender and Youth Concerns at the Gauteng Legislature* (research for Gauteng Legislature, December 2001).

Youth Budget Review (July 2006)

The Office of the President bears the overall responsibility for planning and coordinating youth policy in South Africa. The Presidency commissioned CASE to undertake an investigation on government expenditure concentrating on areas that impact on young people's transition to adulthood and their ability to access and sustain livelihoods. The CASE study relied mainly on the description of policy reflected in the Estimates of National Expenditure (ENE).

The CASE *Youth Budget Review* study focused on investigating the mainstreaming of youth funding or expenditure across government departments whether interest and needs of youth were being addressed. The CASE study reveal that very few ENE reports mentioned youth and that very few allocations can be identified or classified as primarily targeting the youth (Case, 2006). CASE (2006) states that "the annual reports are longer and tend to have more explicit mentions of youth than the ENE, but it is still very unusual to find youth mentioned more than two or three times in any department's report".

A Critical Analysis of Challenges Confronting Young People in Southern Africa (September 2011)

The CASE was commissioned by the Ford Foundation Office for Southern Africa to conduct a critical assessment of the key challenges facing young people, particularly vulnerable and marginalised youth, in Southern Africa with a focus on South Africa and Zimbabwe. The CASE study focused on issues of

youth population and poverty; youth and unemployment; youth and education and youth and health.

Youth population and poverty

"The World youth report for 2007 found that youth aged 15 to 24 years accounted for an estimated 17,6% of the world's total population – 12,8% in more developed regions and 20,2% in the least developed countries. Youth accounted for 20, 2% in Africa as a whole and 20, 3% in sub-Saharan Africa. In South Africa youth (15-24 years) accounted for an estimated 19, 9% of the population whilst in Zimbabwe the percentage was 25, 2%" (CASE, 2011:3).

Youth and unemployment

According to CASE (2011:4) in sub-Saharan Africa the youth unemployment rate was estimated at 13% in 2009 almost double the rate of the adult population was around 6.4%. In South Africa the female youth unemployment rate was 25% in 2007 compared to the male unemployment rate of 43%. CASE (2011) further states that it takes about a year for many young people to find a job and when they do find a job it is often poorly paid, with poor working conditions and limited career prospects. CASE (2011) states that, "self employment is seen by some as an alternative for unemployed young people but there is little evidence of this materialising".

Youth and education

According to CASE (2011:5) in the late 1960s and 1970s after the independence of many countries in Southern Africa, there was some progress made with respect to access to basic education for the black population. CASE (2011) further states that black African learners in South Africa still perform below their white, global and other African counterparts. CASE argues that this is due to teacher performance and quality of school leadership (CASE, 2011). CASE (2011) also states that the high dropout rate is not only due to not finishing school but it is also due to poor quality of education. The study also revealed that in Zimbabwe gender difference contributed to the high dropout

rate where young women face the disadvantage of having to stay home as a result of family commitments and child minding (CASE, 2011).

Youth and Health

According to CASE (2011:6-7) HIV/AIDS still remains the biggest killer among young men and women over and above nutrition in sub-Saharan Africa. In Southern Africa and in both South Africa and Zimbabwe HIV still remains the biggest challenge to the health of youth (CASE, 2011). CASE (2011) further states that high levels of inequality and poverty in both South Africa and Zimbabwe are forcing young girls and women into risky sexual behaviour. In South Africa teenage fertility rates are showing a decline but teenage pregnancies continue to cause concern (CASE, 2011). "The deterioration and collapse of the health care sector in Zimbabwe is affecting the youth particularly women. Early child bearing and early marriage continue to increase women's risk of contracting HIV" (CASE, 2011:6-7).

2.4.3   South African Youth Context: The Young Generation (2011)

The National Youth Development Agency (NYDA) in collaboration with the Human Science Research Council (HSRC); Medical Research Council (MRC) and Statistics South Africa (Stats SA) compiled the *South African Youth Context report. "*The report covers issues relating to key imperatives and areas identified in the National Youth Policy 2009-2014, which are: economic participation; health and wellbeing; education and skills development; social cohesion and civic participation; youth work and national youth service" (NYDA, 2011:5). The report aims to provide up to date information on youth to inform better planning, implementation, monitoring and evaluation of youth development interventions at all levels (NYDA, 2011:5). The report also serves as a foundation for the Status of Youth Report which will be an official document presented to the President of the country. According to the NYDA Act of 2008, "the Agency must, every three (3) years, submit to the President a report on the status of youth".[5]

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[5] No. 54 of 2008: National Youth Development Agency Act, 2008.

According to the NYDA (2011:5) the Status of Youth Report will seek to answer the following questions:

- Who are the youth?
- Where are they?
- What do they do?
- What are their key challenges?
- What opportunities are available for them?
- What interventions are necessary to support the youth and create opportunities for them?

Youth Demographics

According to the NYDA (2011:31) like most developing countries South Africa, has a large population of young people accounting for 41.2% which can create new economic growth opportunities for the country if exploited efficiently. The NYDA (2011:31) further states that if the youth population is not well monitored and their needs addressed by the country's policies and programmes this could result in social and developmental catastrophes. The NYDA (2011:31) also states that the youth population remains significantly high compared to the elderly population, even though the growth rate and fertility rate of South Africa has generally declined.

The largest numbers of young people live in the provinces of Gauteng and KwaZulu-Natal account for 38.9% of the total youth population (NYDA, 2011:31). In 2010 the demographic data indicated that Gauteng and Western Cape were the only two provinces that had a high number of youth compared to children aged 14 years and below (NYDA, 2011:31). According to the NYDA (2011:31) in the other provinces the demographic data indicated that the population of youth is lower than that of young children. The NYDA (2011:32) further states that the population data confirms that South Africa's population is largely made up of black Africans. When analysing the provincial youth demographics, the Western Cape had more than half of its youth population made up by Coloureds accounting for 52.8% of the population with the Northern Cape having over one third of its youth population being Coloured accounting for 36.1% of the population (NYDA, 2011:32).

The Gauteng province has the above-national average White youth population, accounting for 13.3% of the total population (NYDA, 2011:32). According to the NYDA (2011:32) "this indicates the dynamics and heterogeneity of the youth population in South Africa. According to demographers, South Africa could benefit from the youth bulge it is currently experiencing. In order to take advantage of demographic dividend, policies that encourage investment into the economy and the education and health of young people need to be put in place".

Graph: 1 Total South African Population by Age and Gender

Total Population of South Africa by Age Group and Gender, 2011
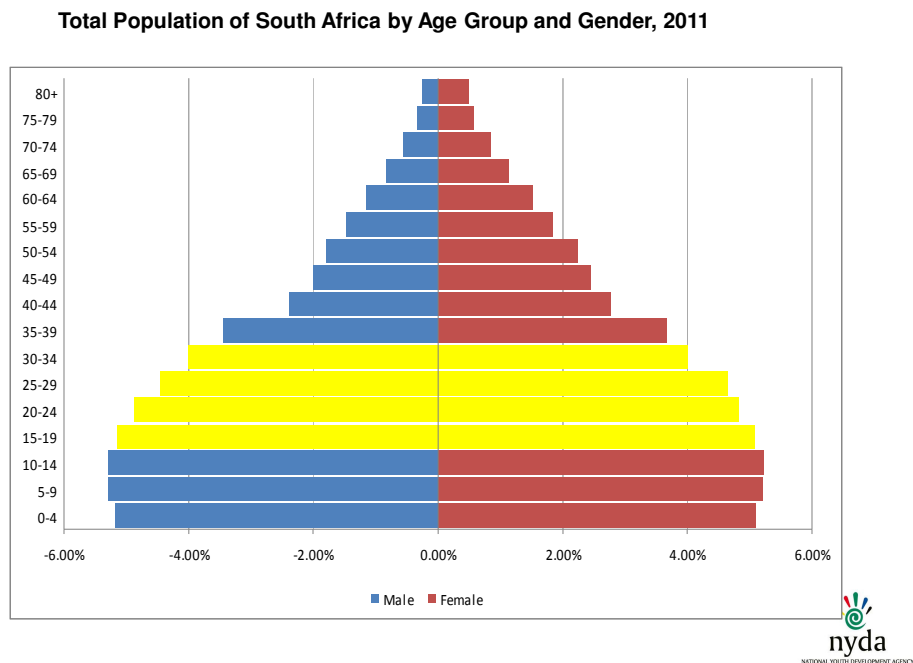
Source: NYDA, 2011

According to the pyramid South Africa is largely a youthful country, majority of the population being below the age of 35 years. It also illustrates that females are in the majority of all age groups represented.

Graph: 2 National distribution of population by province and age group 15-34, 2012.

National distribution of population by province and age group 15-34, 2012.

	Estern Cape	Free State	Gauteng	Kw azulu-Natal	Limpopo	Mpumalanga	Northen Cape	North West	Western Cape
0-13 Yrs	2,848,100	1,135,178	4,412,936	4,509,121	2,368,583	1,563,518	427,650	1,271,851	2,001,046
14-35 Yrs	2,086,378	753,712	2,884,611	3,419,460	1,793,160	1,101,785	307,263	966,163	1,442,646
36+ Yrs	1,895,480	870,754	4,030,656	2,890,547	1,392,914	991,878	361,818	1,015,376	1,844,170
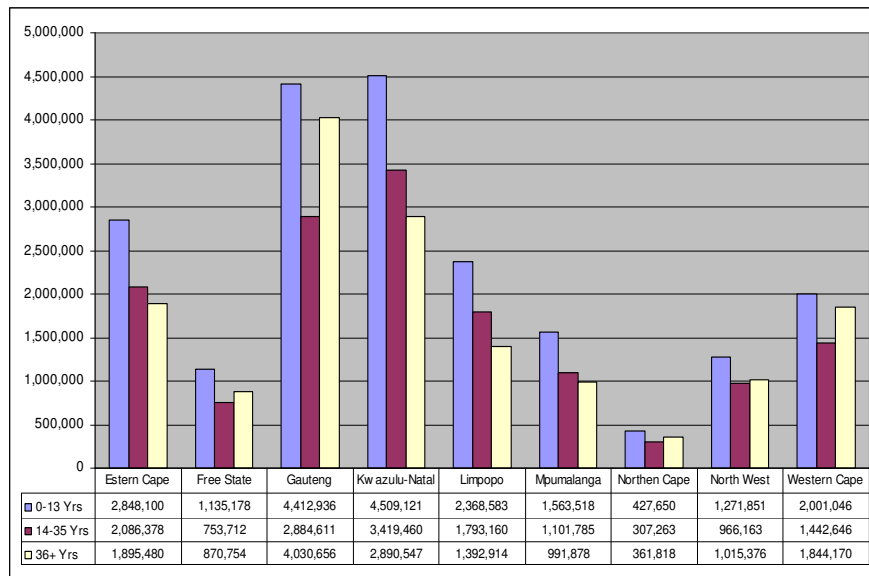
Sources: NYDA, 2011

According to the graph KwaZulu-Natal and Gauteng have the largest numbers of young people who live in these provinces. The graph further illustrates that Northern Cape is the province which has the least number of young people who live there.

Graph: 3 National distribution of population by age group, 2011.

National distribution of population by age group, 2011.

	Black	Colured	Indian	White
■ 0-13 yrs	31.2	25.7	20.9	16.8
■ 14-35 yrs	42.3	37.7	38.4	29.2
□ 36+yrs	26.5	36.6	40.6	54

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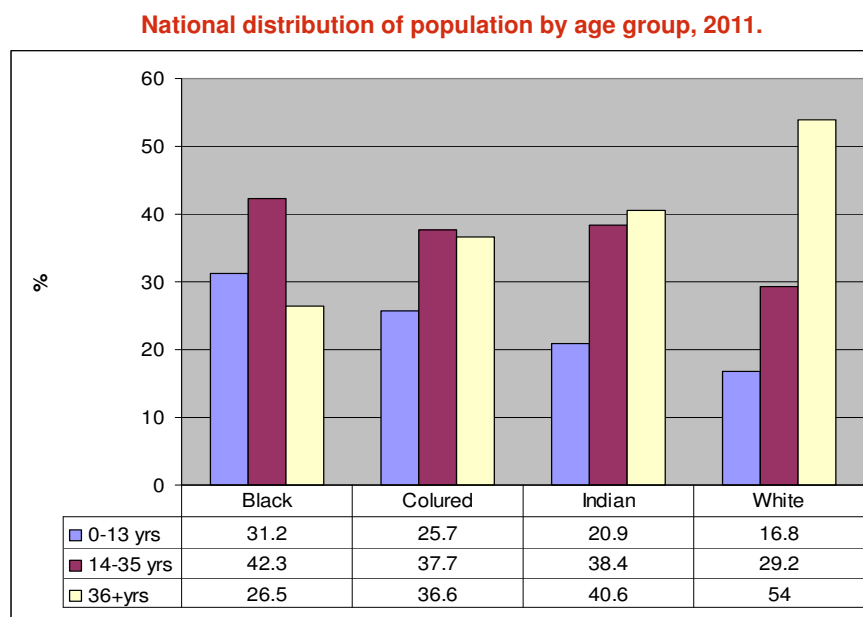
Source: NYDA, 2011

According to the graph the black population has the majority of young people, with the white population having the least number of young people.

Table: 2 Proportion (%) of households headed by youth aged 15-24 and 25-34, by province.

Proportion (%) of households headed by youth aged 15-24 and 25-34, by province

Age groups	2006		2007		2008		2009		2010	
	15-24	25-34	15-24	25-34	15-24	25-34	15-24	25-34	15-24	25-34
WC	4,1	22,7	5,1	21,1	5,1	20,5	4,2	20,8	4,1	20,4
EC	8,9	16,2	8,0	17,1	7,4	18,1	5,7	20,2	7,3	18,6
NC	5,0	20,5	4,8	20,3	4,3	20,9	5,5	19,4	5,8	19,2
FS	8,4	20,5	7,9	20,5	7,2	21,1	6,7	21,3	7,2	20,5
KZ	7,9	20,7	7,4	21,3	6,3	22,5	5,5	23,3	6,8	22,0
NW	4,6	17,2	5,6	15,2	4,4	15,5	3,8	15,2	3,9	14,2
GP	5,9	26,7	6,3	25,4	6,0	24,8	5,2	24,8	5,7	23,6
MP	8,4	22,1	8,6	21,8	7,4	22,8	7,7	22,4	9,1	20,7
LP	10,1	19,0	10,8	18,2	10,9	18,1	10,1	19,0	10,8	18,4
RSA	7,1	21,5	7,2	21,0	6,6	21,3	5,9	21,8	6,6	20,7

Source: Statistics South Africa, Social profile of South Africa 2002-2010, December 2011

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Source: NYDA, 2011

According to the NYDA (2011:31) "a significant proportion of youth in South Africa are heading households. About 6% of youth aged 15-24 years are heading households and around 20% of youth aged 25-34 years are heading households". The Limpopo province has the highest number of households at 10.8% headed by youth between the ages of 15-24 years followed by the Mpumalanga province at 9.1%. The Gauteng province has the highest number of households at 23.6% headed by youth between the ages 25-34 years, followed by KwaZulu-Natal province at 22.0%. Since the advent of the HIV/AIDS epidemic in South Africa and in Africa at large there has been a change in the household structure which had led to the increase of child headed households. According to the NYDA (2011:30) "the phenomenon of child-headed households has been experienced in all countries that have been severely affected by HIV/AIDS. Countries such as Swaziland, Lesotho, Uganda, and Zimbabwe have seen high increase in orphaned Children and youth-headed households".

Graph: 4 Percentage of 15-34 years individuals living in households without an employed member 2002-2010.

Percentage of 15-34 years individuals living in households without an employed member 2002-2010

	YR 2002	YR 2003	YR 2004	YR 2005	YR 2006	YR 2007	YR 2008	YR2009	YR 2010
15-24 Yrs	32.30%	37.00%	36.60%	37.50%	36.60%	34.80%	33.40%	34.20%	33.70%
25-34 Yrs	22.70%	26.50%	26.20%	24.70%	24.50%	22.50%	21.90%	21.40%	21.50%
15-43 Yrs	28.00%	32.30%	31.90%	31.70%	31.70%	29.30%	28.20%	28.40%	28.10%
South Africa	30.50%	35.10%	34.40%	34.10%	33.90%	31.70%	30.80%	30.80%	30.80%

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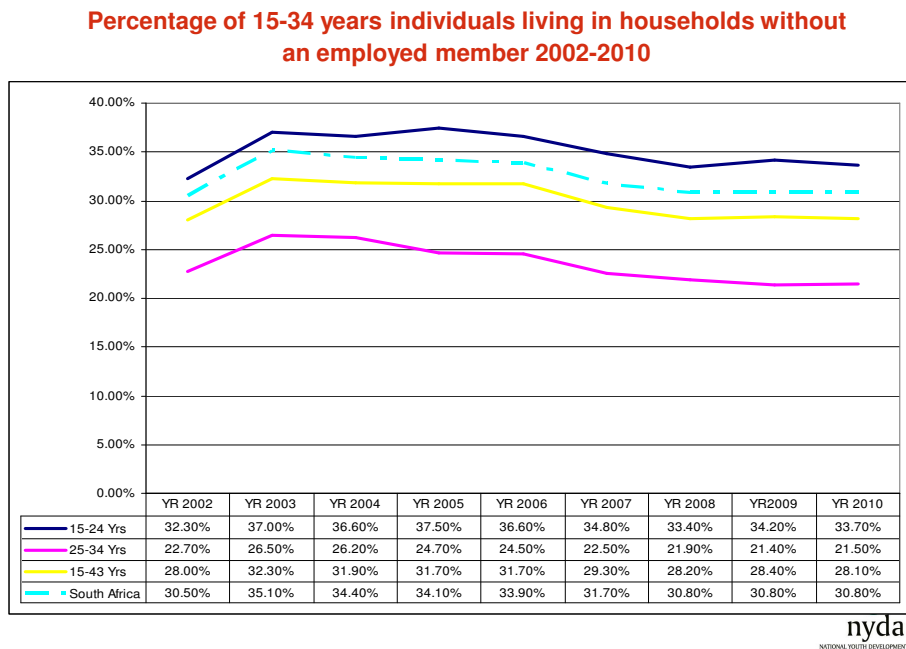
Source: NYDA, 2011

According to the NYDA (2011:43) from 2002-2009 young people living in households without an employed member averaged at about 30%. The graph indicates that the highest proportion of young people living in household without anyone employed is among the 15-24 years age group. "The National Youth Policy 2009-2014 (NYP) recognizes that youth economic participation is essential for purposes of poverty eradication and that this should be done within the context of holistic development of the youth" (NYDA, 2011:38). According to the NYDA (2011:43) Stats SA data indicates that the most affected by unemployment is Black Africans and Coloureds in the 15-24 years age group at 53.8% and 43.3% respectively and the least affected in this age category are Whites at 14.4%.

Graph: 5 Proportion of youth in household that reported hunger 2002-2008, 2010.

Proportion of youth in households that reported hunger 2002-2008; 2010

	YR 2002	YR 2003	YR 2004	YR 2005	YR 2006	YR 2007	YR 2008	YR 2010
15-24 Yrs	31.30%	30.70%	26.10%	22.70%	16.30%	15.80%	17.80%	17.50%
25-34 Yrs	26.10%	24.30%	19.70%	18.40%	13.30%	11.60%	14.30%	15.30%
South Africa	29.90%	28.30%	23.70%	20.60%	14.90%	14.00%	16.30%	16.20%
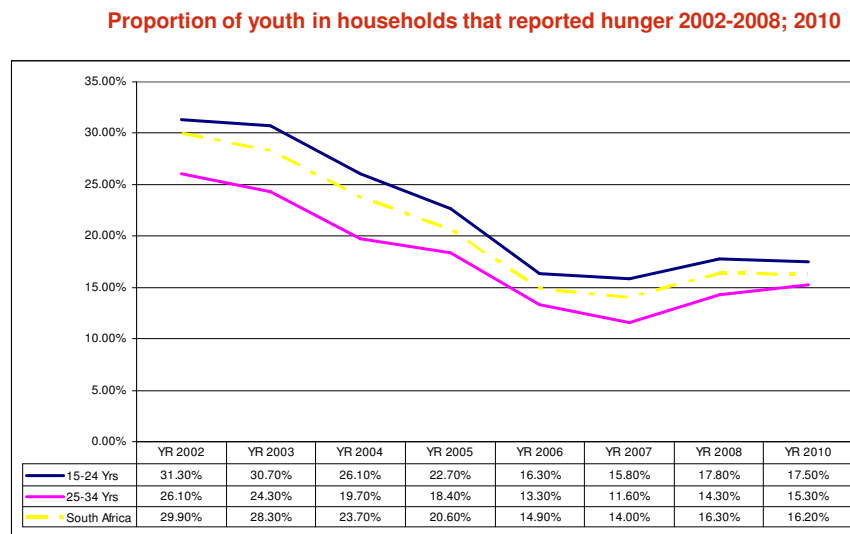
Source: NYDA, 2011

According to the NYDA (2011:18) "hunger is an indicator of poverty. Data from
the General Household Survey (GHS) by Stats SA indicates that there has been
a steady decrease in youth reported to be living in households that reported
hunger between 2002-2007". According to the graph youths in the age category
of between 15-24 years are more likely to live in households that experience
hunger than youths in the age category of 25-34 years. The NYDA (2011:20)
suggests that this could be due to the phenomenon of child-headed
households.

Graph: 6 Comparison of telephone & cellular access for youth (15-34 yrs) and other population groups (2002-2010).

Comparison of telephone & cellular access for youth (15-34 yrs) and other population groups (2002-2010)

	Yr 2002	Yr 2003	Yr 2004	Yr 2005	Yr 2006	Yr 2007	Yr 2008	Yr 2009	Yr 2010
Children	40.5%	44.2%	53.9%	67.3%	73.5%	80.0%	82.0%	87.5%	92.9%
Youth	46.1%	47.9%	57.9%	70.2%	75.8%	80.6%	83.4%	88.1%	90.0%
Elderly	50.0%	51.1%	58.2%	68.7%	71.9%	76.5%	78.7%	84.3%	89.0%
General population	45.5%	48.3%	57.1%	69.2%	74.4%	80.0%	82.5%	87.3%	92.1%

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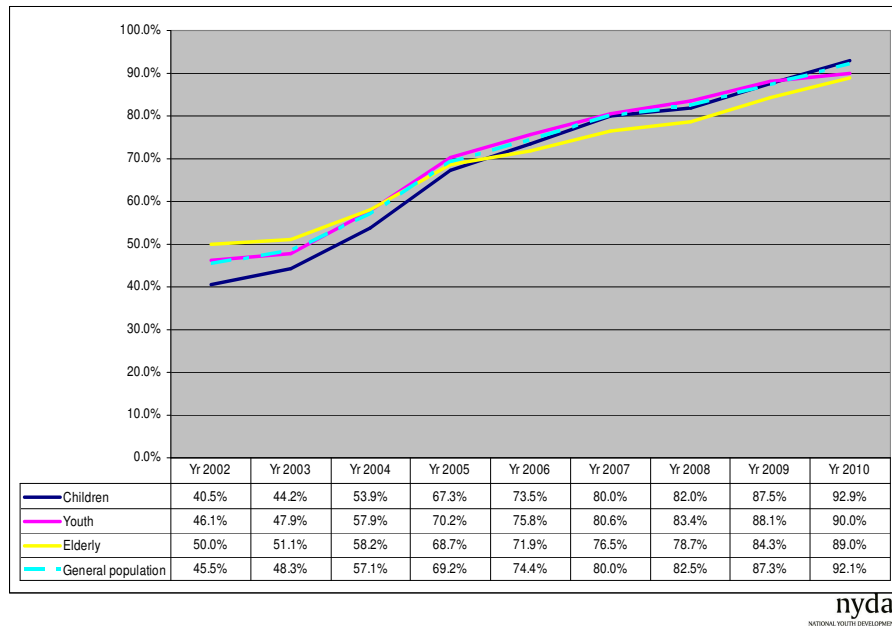
Source: NYDA, 2011

According to the NYDA (2011:23) "Stats SA population data, access to telephone and cellular phones has reportedly increased dramatically over the past eight years; in fact almost doubling in all the population groupings". The NYDA (2011:23) further states that access to phones for young people increased from 47.9% in 2002 to 88% by 2009.

Table: 3 Number of disabled persons by age group and type of disability, 2005.

Number of disabled persons by age group and type of disability, 2005

Age Group	Disability Type					
	Sight	Hearing	Communication	Physical	Intellectual	Emotional
10-14	41,408	39,229	14,101	26,925	32,618	21,879
15-19	46,263	35,913	14,698	30,173	35050	26,227
20-24	37,752	28,082	11,534	30,657	26539	26,354
25-29	36,977	27,496	11,551	38,242	24641	31,087
30-34	37,165	26,523	10,533	42,947	21964	32,156
10-34	199,565	157,243	62,417	168,944	140,812	137,703
All Ages	724,169	543,104	146,164	668,082	279,094	354,495

Source: Statistics South Africa, 2005; Disability In South Africa, Pretoria

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Source: NYDA , 2011

According to the NYDA (2011:26) sight is the most common disability at 724 169 for all age groups, with 199,565 for the ages between 10 – 34 years. Physical disability is the next biggest category at 668 082, with 168,944 for the ages between 10 – 34 years. The NYDA (2011:24) further states that youth with disabilities are amongst the most marginalised and poorest in the world. Through the Department of Public Service and Administration the government has set a target of 2% for the total civil service to be made up of people with disabilities. The government created the Ministry for Women, Children and Persons with Disabilities to be responsible for driving governments' agenda on equity, equality and empowerment of those living with disabilities (NYDA, 2011:24). The National Youth Policy 2009-2014 (NYP) identifies certain youth groups as vulnerable who require special attention such as youth with disabilities, youth in conflict with the law, and youth-headed households (NYDA, 2011:32-33).

2.4.4   African Union State of the African Youth Report 2011

The "State of African Youth Report" was commissioned by the Africa Union Commission (AUC) in partnership with the United Nations Population Fund (UNFPA). The report was commissioned to inform the African Heads of State at the 2011 Summit on the status of youth in the continent in order to facilitate debate on actions to be taken to inform the development of youth in the continent (Africa Union, 2011:vii). The 2011 African Union Summit was held under the theme, "Accelerating Youth Empowerment for Sustainable Development" (Africa Union, 2011:1). The report provides an overview picture of the status of youth in the continent focusing on the following broad categories demographics; education; labour market participation; hunger and poverty; youth mobility; health; HIV and AIDS; youth crime and violence; civic participation and information and communication technology.

In 2006 the African Youth Charter was adopted by the African Union through the African Heads of State and Government. According to the Africa Union (2011:ix) 'the African Youth Charter provides a framework for governments to develop supportive policies and programmes for young people in a number of areas that include, among others, employment, sustainable livelihoods, education, health, youth participation, peace and security, and law enforcement". The Charter also serves as a platform for young people to assert their rights and responsibilities towards the development of the continent (Africa Union, 2011:ix). The Africa Union (2011:viii) further states that Africa's youth bulge should be recognised as an opportunity to revive the continent's socio-economic capital.

According to the African Union (2011:vii) in 2010 20,2% of the total African Population comprised of young people aged 15-24 years. The Africa Union (2011:vii) further states that "as a group, African young people today have a higher level of educational attainment than any previous cohorts, but nevertheless face serious challenges that will erode their potential if governments do not prioritize investments in youth development". Youth in Africa still face the highest levels of poverty due to lack of financial resources, low education levels , lack of skills and poor health (Africa Union, 2011:vii).

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The African Union (2011:ix) also encourages Africa countries to consider adopting the *United Nations Programme of Action for Youth* which seeks to assist governments to respond to various youth demands in the following 15 priority areas: education, employment, poverty and hunger, the environment, drug abuse, juvenile delinquency, leisure-time activities, health, girls and young women, HIV/AIDS, information and communication technology, intergenerational issues, armed conflict, the mixed impact of globalization, and effective participation of youth in society.

The report provides some key recommendations under each broad category for implementation by African governments and other interested parties. These are some of the key recommendations given in the report for action by African governments (Africa Union, 2011:viii-ix):

- *Actively commit to achieving the goals of the Plan of Action of the African Union Second Decade of Education for Africa (2006-2015), by increasing access to education, improving quality and ensuring equity.*
- *Develop and strengthen entrepreneurship, apprenticeship and internship programmes to equip youth with practical and relevant experience required by the economy and labour market.*
- *Facilitate the social inclusion and integration of young people in Africa's overall development, by developing appropriate social protection and social security policies and programmes to enhance socioeconomic participation.*
- *Adopt and implement continental policy frameworks on health and well being such as the 2005 Continental Policy Framework on Sexual and Reproductive Health and Rights.*
- *Develop and implement comprehensive HIV prevention and intervention programmes.*
- *Provide opportunities for recreational activity and improve economic security to deter young people from crime, violence and substance abuse.*

- *Provide opportunities and create enabling environments to institutionalise youth participation at all levels of government including at regional and international levels.*

- *"Pay attention to emerging issues, such as climate change and intergenerational relations, that have the potential to affect the continents young people into the foreseeable future. It is important, for example, to consider the comprehensive recommendations outlines in the 2011 World Youth Report, which is dedicated to the issue of Youth and Climate Change".*

2.5 OUTCOMES OF ASMAL'S REPORT ON CHAPTER NINE INSTITUTIONS

In September 2006 the National Assembly by resolution appointed a multi-party ad hoc committee consisting of 10 members (representing five political parties) led by former (late) Hon Prof Kader Asmal to conduct a review of chapter nine institutions as established by the Constitution of 1996. These chapter nine institutions were established to strengthen constitutional democracy in South Africa including monitoring and assessing implementation of government programmes and services. "Each of the institutions were meant to focus on a particular sector of society where the need to transformation was felt to be greatest" (Parliament, 2007:ix). These institutions were established as independent entities so that they could carry out their functions without fear, favour or prejudice and being accountable to democratically elected representatives in the National Assembly.

Ten years into democracy government felt it appropriate to assess the extent to which society had been transformed and human rights entrenched through the operation of these institutions (Parliament, 2007:ix). According to Parliament (2007:ix) "such a review would identify their effectiveness and relevance, individually and collectively, and the requirements to strengthen them further to ensure that they were best able to achieve their objectives". The review was to assess the current and intended constitutional and legal mandates of the institutions and whether the consumption of resources by them was justifiable in relation to their outputs and contribution to democracy (Parliament, 2007:ix).

The institutions to be reviewed consisted of the Public Protector; the Human Rights Commission; the Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities; the Commission for Gender Equality; the Auditor-General; the Electoral Commission; the Public Service Commission; as well as the Pan South African Language Board; the Financial and Fiscal Commission; the Independent Communications Authority of South Africa and the National Youth Commission. All the institutions with the exception of the National Youth Commission are listed in the Constitution and enjoy special status.

The terms of reference of the Committee focused specifically on the following:

- "reviewing the appropriateness of the appointment and employment arrangements for commissions and their secretariat with a view to enhanced consistency, coherence, accountability and affordability;
- reviewing institutional governance arrangements in order to develop a model of internal accountability and efficiency;
- improving the co-ordination of work between the institutions covered in this review, as well as improving co-ordination and co-operation with government and civil society;
- recognising the need for a more structured oversight role by Parliament in the context of their independence; and
- reviewing the function models of the institutions, including funding derived from transfers and licences and other fees, with a view to improving accountability, independence and efficiency" (Parliament, 2007:x).

The National Youth Commission

The democratic government of South Africa recognised the importance of youth development and established the National Youth Commission (NYC) on 16 June 1996. The NYC was established in terms of the National Youth Commission Act 19 of 1996. The establishment of the NYC was in response to the recommendations of the Youth Summit convened by then Deputy President,

Thabo Mbeki in December 1994 (Parliament, 2007:109). The Summit called for the establishment of a Commission that would monitor the situation of young people, coordinate and initiate the development of appropriate policies and strategies geared towards youth development (Parliament, 2007:109). The NYC was not a constitutional institution but was a statutory body accountable to the President. The President further delegated his powers to the Minister in the Presidency to play an oversight role over the NYC. The NYC was funded through a transfer payment from the Presidency.

The NYC Act provided the Commission with the following functions and powers:

- *" Developing and monitoring of national policy;*
- *Acting as a link between government , youth organisations and the youth generally;*
- *Maintain close liaison with similar bodies to foster common policies and practises and to promote co-operation;*
- *Conducting research;*
- *Monitoring and reviewing the policies and practices or organs of state and other public bodies with regards to youth matters;*
- *Developing and conducting information and educational programmes;*
- *Evaluating legislation, and recommending new legislation to Parliament;*
- *Preparing and publishing reports to Parliament on any legal instrument relevant to youth matters; and*
- *Monitoring the Republic's compliance with applicable international instruments"* (Parliament, 2007:110).

According to the terms of reference the Committee focused on the following key issues during the review process; financial matters and budget allocations, appointments, relationship with Parliament, institutional governance arrangements, and accessibility. According to the report of the ad hoc Committee on the review of Chapter 9 and Associated Institutions some of the following findings were made in terms of the National Youth Commission:

Item	Committee Findings
Constitutional and legal basis	The NYC is not a Chapter 9 institution nor was it established in terms of any constitutional provision. The Commission was established in terms of the National Youth Commission Act 19 of 1996. The Commission was not autonomous and was located in the office of the President accounting to the Minister in the Presidency. During the review the Committee was informed of the June 2006 youth convention which proposed the establishment of the National Youth Development Agency by merging the functions of the NYC and the Umsobomvu Youth Fund (Parliament, 2007:111).
Interpretation and understanding of mandate	The Committee found that the Commission was not addressing its mandate adequately, and has not reported on government's compliance with its international obligations regarding youth development. The Committee also found that absence of a integrated youth policy also created difficulty to measure youth development since youth development initiatives were implemented by various government departments in an uncoordinated way. It was also found that the legislation of the Commission does not provide it with adequate enforcement powers where there is neglect of youth development (Parliament, 2007:112).
Public awareness	The Committee found that the Commission was not proactive in creating visibility of its work and was also not satisfied with the Commission's engagements with civil society (Parliament, 2007:113).
Relationship with Parliament	The Committee found that the Commission's interaction with Parliament is through the joint Monitoring Committee on improvement of Quality of Life and Status of Children, Youth and Disabled Persons (Parliament, 2007:114). The Committee was also of the view that the Commission should also have greater interactions with other parliamentary committees.
Relationship with the Executive	The Committee found that the Commission interacts with the Executive mainly through the Minister in the Presidency and by reporting via the Social Cluster of Cabinet. The Committee also found that the Commission's mandate overlaps to that of the Youth Desk in the Presidency which was established in 2005 to facilitate youth development through programmes and policies.
Relationship with the	The Committee found that the relationship between the

Provincial Youth Commissions	Commission and Provincial Youth Commission was not clear and that the legislation does not provide it with the necessary authority over the provincial youth commissions (Parliament, 2007:115). The Committee was also "unable to establish what the precise functions or terms of reference of these provincial commissions are or should be" (Parliament, 2007:115).
Institutional Governance Arrangements	The Committee found that the lines of accountability and functions between the Commissioners and secretariat were not clear and often blurry (Parliament, 2007:115).
Financial Arrangements	The Committee was informed by the Commission that its funding arrangements are not appropriate as they are not in a position to motivate for funds via National Treasury since funding is channelled via the Presidency's vote (Parliament, 2007:115).
General Conclusions	The Committee was of the view that the Commission is not executing its functions as required and that the institutional governance mechanisms require attention in order to clarify the powers and functions between the Secretariat and Commissioners. The Committee also found that the parliamentary oversight is inadequate and the budget process and funding model was affecting the Commission's ability to carry out its mandate (Parliament, 2007:116).

The Committee also recommended that a single human rights body be established and be called the "South African Commission on Human Rights and Equality, into which the National Youth Commission, the Commission for the Promotion and Protection of Cultural, Religious and Linguistic Communities (together with the Pan South African Language Board) and the Commission for Gender Equality should be incorporated together with the Human Rights Commission" (Parliament, 2007:xii).

The recommendations of the report are key to inform the newly formed NYDA to ensure that the legislative and institutional governance challenges of the NYC are not repeated in the new structure or agency (NYDA).

2.6   CONCLUSION

This chapter focused on the literature review in the area of public policy, defined key concepts and also provided an overview of research conducted in the area

of youth development. It also focused on the outcomes of Parliament's Report on the *ad hoc* Committee on the Review of Chapter 9 and Associated Institutions paying particular attention to the recommendations made in terms of the National Youth Commission. The literature review has shown that public policy is influenced and directed by government and in the case of youth policy development this is influenced by interest and political groups such as the ANCYL. The research on youth development has also shown that youth challenges such as unemployment; health; education; and social cohesion are the same across the world and that the youth make up the majority of the population.

CHAPTER 3:   RESEARCH METHODOLOGY

3.1   INTRODUCTION

The research was of an exploratory nature to assess the transition from the National Youth Commission (NYC) and Umsobomvu Youth Fund (UYF) to form the National Youth Development Agency (NYDA) to advance youth development in the country. This chapter discusses the research approach used, population and sampling, research instrument, procedure for data collection, and how the data was analysed. The reliability, validity, limitations of study and ethical considerations for the research are also discussed.

3.2   GOAL OF THE RESEARCH

According to the NYDA (2011:5) "South Africa, similar to most developing countries, has a large population of young people less than 35 years, representing almost two thirds of the total population. The youth population, those between 14 to 15 years, represent 41.2% of the total population based on mid-year 2010 population estimates by Stats SA". The goal of the research was to determine whether the NYDA will be more effective in addressing youth development in the country than the former NYC and UYF. The research also aimed to test whether it was the right policy decision by government to merge the former NYC and UYF to form the NYDA.

3.3   RESEARCH METHODOLOGY

The study was of a qualitative nature and its purpose was to assess the transition from the NYC to the NYDA in advancing youth development in the country. The aim of the research was to gather the interviewees' views and interpretations on whether the NYDA will be more effective in addressing youth development in the country than the former NYC and UYF.

According to Van Maanen (1979) as cited in Merriam (2009:13): "Qualitative research is an umbrella term covering an array of interpretive techniques which

seek to describe, decode, translate, and otherwise come to terms with the meaning, not the frequency, of certain more or less naturally occurring phenomena in the social world". "Basically, qualitative researchers are interested in *understanding the meaning people have constructed* , that is, how people make sense of their world and the experiences they have in the world" (Merriam,2009:13). Merriam (2009:14) further states that "the following four characteristics are identified by most as key to understanding the nature of qualitative research: the focus is on process, understanding, and meaning; the researcher is the primary instrument of data collection and analysis; the process is inductive; and the product is richly descriptive". "The overall purpose of qualitative research are to achieve an *understanding* of how people make sense out of their lives, delineate the process (rather than the outcome or product) of meaning-making, and describe how people interpret what they experience" (Merriam, 2009:14).

Patton (1985) as cited in Merriam (2009:14) explains that:

"Qualitative research is an effort to understand situations in their uniqueness as part of a particular context and the interactions there. This understanding is an end in itself, so that it is not attempting to predict what may happen in the future necessarily, but to understand the nature of that setting-what it means for participants to be in that setting, what their lives are like, what's going on for them, what their meanings are, what the world looks like in that particular setting-and in the analysis to be able to communicate that faithfully to others who are interested in that setting.... The analysis strives for the depth of understanding".

According to Creswell (2003:30) "one of the chief reasons for conducting a qualitative study is that the study is exploratory".

The research undertaken was of a descriptive qualitative nature, in that it tried to understand the response to youth development in the country from an institutional and policy perspective. The analysis of documents, field notes and interviews were used to support the findings of the study. Merriam (2009:16) state that: "Words and pictures rather than numbers are used to convey what

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the researcher has learned about a phenomenon. There are likely to be descriptions of the context, the participants involved, and the activities of interest. In addition, data in the form of quotes from documents, field notes, and participant interviews, excerpts from videotapes, electronic communication, or a combination of these are always included in support of the findings of the study. These quotes and excerpts contribute to the descriptive nature of qualitative research".

Merriam (2009:23) describes the following types of qualitative research:

- "*Basic qualitative research*; is interested in (1) how people interpret their experiences, (2) how they construct their worlds, and (3) what meaning they attribute to their experiences. The overall is to understand how people make sense of their lives and their experiences.
- *Phenomenological research;* seeks understanding about the essence and the underlying structure of the phenomenon.
- *Ethnography research;* strives to understand the interaction of individuals not just with others, but also with the culture if the society in which they live.
- *Grounded Theory research;* seeks not just to understand, but also to build a substantive theory about the phenomenon of interest.
- *Narrative analysis research;* uses the stories people tell, analyzing them in various ways, to understand the meaning of the experiences as revealed in the story.
- *Critical research;* focuses on societal critique in order to raise consciousness and empower people to bring about change".

The type of qualitative research used for the study was a mixture of basic and grounded theory qualitative research. The basic qualitative research was evident in how the respondents of the interviews describe their understanding and knowledge of youth development in the country as key stakeholders who have an interest in the topic at hand. The grounded theory was evident in the fact that the researcher as the primary instrument of data collection and analysis aimed to derive some meaning of the data, as gathered from the

interviews and documents. The researcher decided what data to collect and where to collect data in order to develop theory as it emerges.

3.4   RESEARCH DESIGN

The research design consisted of semi-structured face to face (In-person) and telephonic interviews. The interviews were conducted with stakeholders representing government, labour movements, political and non-governmental organisations. DeMarrais (2004) as cited in Merriam (2009:87) defines an interview as "a process in which a researcher and participant engage in a conversation focused on questions related to a research study". The interview was considered as the best method to gain an understanding of the issue at hand which was youth development and whether government was addressing it effectively.

The researcher preferred face to face interviews but where the participants were not available to meet face to face, an option of telephonic interview was given. The face to face interviews were considered as the first option for data collection by the researcher. One of the participants preferred for the interview to be unstructured and informal even though the interview guide was shared with the participant beforehand, this was only known to the researcher on the day of the interview. The reason for this could be because of the profile of the participant (high profile) and that they did not have much time at hand to do the interview in a semi-structured way. Merriam (2009:90-91) describes unstructured and informal interviews as "when the researcher does not know enough about a phenomenon to ask relevant questions".

Merriam (2009:91) further states that "it takes a skilled researcher to handle the great flexibility demanded the unstructured interview". The respondent could be classified as an 'elite' since they occupy a high profile position. According to Odendahl and Shaw (2001:299) "elites are difficult to identify and often are inaccessible, much less open to being the subjects of scrutiny. They ably protect themselves from outsiders. Barriers to reaching elites are real and include the difficulty of identifying who they are; getting past gate keepers such as personal assistants, advisers, lawyers, and security guards; and accessing

exclusive physical spaces including boardrooms, clubs and domiciles surrounded walls". In this instance it must be said that the respondent as an 'elite' was very open to be interviewed and willing to participate in the research, the only barrier was the respondent's busy schedule but eventually time was allocated for the interview after it had to be rescheduled twice.

Nichols (1991:13) as cited in Dobson (2002:10) "semi-structured interviews also encourage respondents to share their insights and underlying attitudes and beliefs; also the researcher can phrase questions according to the circumstances". Other types of interviews consist of highly structured interviews which are an oral form of the written survey and unstructured interviews where "there is no predetermined set of questions, and the interview is essentially exploratory" (Merriam, 2009:90-91).

As indicated above the research approach was of a grounded theory were the researcher was the primary instrument of data collection and analysis aimed to derive meaning from interview and documentation data. Merriam (2009:29) notes that "the end result of this type of qualitative study is a theory that emerges from, or is "grounded" in, the data-hence, grounded theory". Merriam (2009:30) further states that "data in grounded theory studies can come from interviews, observations, and a wide variety of documentary material. As with other types of qualitative research, grounded theory has its own jargon and procedures for conducting a study".

The advantages of using semi-structure face to face interviews allowed for the researcher to have personal contact with the respondents and the interviews were conducted at the location of the respondents. The questions were open-ended and allowed for the respondents to share their experiences and knowledge of the subject at hand. This allowed for new information to be gathered by the researcher based on the knowledge shared by the respondents on the topic. As indicated earlier some of the interviews had to be conducted telephonically due to unavailability of the participants to be interviewed in person, this was a disadvantage because it did not allow the researcher to have personal contact and to observe the behaviours of the respondent. During the telephonic interviews the researcher experienced interruptions during the

interview conversation due to the bad telephone line and the respondent having to take another call while the researcher was put on hold.

3.5   POPULATION AND SAMPLE

The population consisted of policy makers, researchers, senior and middle managers, and politicians. The population was identified in terms of their knowledge and interest in the research area, which was youth development. The population was also selected on the basis that they had public opinion on the topic or have done work (research) on the topic. The population represented government, non-governmental organisations, labour organisations and political organisations.

3.5.1   Sample

According to Merriam (2002) as cited in Machado (2010:36) "qualitative sampling helps to identify necessary interviewees who will assist to get necessary information in order to come up with recommendations to a study". Neuman (2006) as cited in Machado (2010:36) defines a sample as a "smaller set of cases a researcher selects from a larger pool and generalizes to the population".

"The two types of sampling are probability and non-probability sampling. Probability sampling (of which simple random sampling is the most familiar example) allows the investigator to generalize results of the study from the sample to the population from which it was drawn. Thus a non-probability sampling method is the method of choice for most qualitative research" (Merriam, 2009:77). Honigmann (1982:84) as cited in Merriam (2009:77) states that "anthropologists, for example, have long maintained that non-probability sampling methods "are logical as long as the fieldworker expects mainly to use the this data not to answer questions like 'how much and 'how often' but to solve qualitative problems, such as discovering what occurs, the implications of what occurs, and the relationships linking occurrences".

The research used non-probability sampling, selecting organisations on the basis of their knowledge and relevance to the topic. The participants interviewed were representing organisations and institutions that were relevant to the topic which is youth development. The main organisation or institution targeted was the NYDA as the subject of the topic. It was therefore important to get a representative from the NYDA as a participant to provide more insight to the research.   According to Booysen (2006:14-15) "non-probability plans are those that provide no basis for estimating how closely the sample characteristics approximate the parameters of the populations from which the sample was obtained. In non-probability sampling, the selection of a population element to be part of the sample is based part on the judgement of the researcher or the field interviewer. The decision about the size of the sample may be very complex. Major considerations include statistical precision, study objectives, data analysis, credibility, time and financial constraints".

The table below (Table: 4) provides a breakdown of the number of organisations interviewed. The researcher did not necessarily target individuals but rather organisations and institutions that were relevant to the research topic.

Table: 4 Sample breakdown

Organisation/Institution Type	Sample Size	Actual No of Respondents
Government	6	4
Non-Governmental organisations	3	2
Labour organisation	2	1
Political organisation	5	2

Source: Own 2012

Table: 5 Profile of Organisations

No.	Organisation/Institution	Type	Relevance
1.	NYDA: Provincial Advisory Board- (PAB) Gauteng	Government Entity	Coordinates and champions Youth Development in Gauteng Province
2.	Young Communist League (YCL)	Political Organisation	Youth Wing of the South African Communist Party. Youth Political Organisation championing interests of young people

3.	Community Agency for Social Enquiry (CASE)	Non-Governmental Organisation	Independent South Africa Research NGO, focusing on socio-economic and policy research in support of justice. Previously conducted research for the former NYC and UYF
4.	National Youth Development Agency (NYDA) Head Office	Government Agency	South African Youth Development Agency tasked with coordination youth development in the country
5.	Southern African NGO Network (SANGONeT)	Non-Governmental Organisation	Civil Society Network linked to social and political changes experienced by South Africa during its transition.
6.	Presidency	Government	Presidency oversees and monitors the functions of the NYDA. Provides strategic policy direction, administrative and political oversight
7.	NYDA Gauteng-Tshwane Full Service Branch	Government Entity	NYDA Service branch, serves as a one-stop shop for all NYDA services and products. Provides funding to youth, training and mentoring services
8.	Congress of South African Trade Unions (COSATU)	Labour Organisation	Trade Union organisation and alliance partner to the (African National Congress), representing workers rights and influences government policy
9.	Democratic Alliance Youth (DA)	Political Organisation	Official opposition party in South Africa, youth wing of Democratic Alliance, championing interests of young people

Source: Own 2012

The table above (Table: 5) provides a profile of the organisations/institutions who were interviewed.

3.6   RESEARCH INSTRUMENT

The study used semi-structured face to face and telephonic interviews. The interviews were between 45 minutes to one hour in length. As indicated previously were the participants was not available for face to face interviews,

telephonic interviews were conducted. An interview schedule was used as a guide to interview the participants. The interview questions differed slightly for each interviewee to enable the researcher to probe into areas that were specific to each participant. The interview schedule (list of questions) was sent to the participants beforehand which assisted them to prepare for the interview.

According to Merriam (2009:102-103) "the interview guide, or schedule as it is sometimes called, is nothing more than a list of questions you intend to ask in an interview. Depending on how structured the interview will be, the guide may contain dozens of very specific questions listed in a particular order (highly structured) or a few topical area jotted down in no particular order (unstructured) or something in between. Working from an interview schedule allows the new researcher to gain the experience and confidence needed to conduct more open-ended questioning".

The study used semi-structured questions for the interviews which aimed to address the following questions:

a) Was it the right policy decision to merge the former NYC and UYF to form the NYDA?

b) Will the NYDA be more effective than the former NYC and UYF in addressing youth development?

c) How can youth development be better positioned in government at a national, provincial and local level?

d) What role should the NYDA play in influencing the advancement and acceleration of youth development in the country?

e) What role should the private sector and civil society play in advancing youth development?

f) What role can the NYDA play in influencing the public policy agenda both at national and local level?

As indicated above the interview schedule or guide differed slightly for each participant representing a particular organisation. For example the interview questions used for the NYDA, Presidency and stakeholders (NGO's and Political organisations) differed slightly which enabled the researcher to probe specific issues. The researcher intended to interview the chairperson of the Parliamentary portfolio committee responsible for youth to gain insight on the role of parliament and their oversight responsibilities on youth development. However the interview could not be secured due to the unavailability of the chairperson. One could say that the participant fell within the 'elite' category hence it was difficult to secure an interview. See attached as Appendix: A-F the interview schedules (interview guide) for the different participants.

3.7 PROCEDURE OF DATA COLLECTION

3.7.1 Primary data

The data was collected through semi-structured face to face (In-person) and telephonic interviews using the above interview questions. Telephonic interviews were used in cases where face to face appointments could not be secured with the participants. As mentioned previously particular organisations were targeted who had knowledge and information on the research topic. The organisations are profiled in table: 5 above. In total 10 participants were interviewed representing the organisations and institutions above in table: 5. See attached as an Appendix: A-F the interview schedules. The respondent from the Young Communist League (YCL) was representing the views of two organisation during the interview, the YCL and South African Youth Council (SAYC). The researcher also jointly interviewed two respondents from Southern African NGO Network (SANGONet). The researcher sent emails to all participants informing them of the purpose of the interview, duration of the interview and also provided the participants with the list of interview questions. The participants were given an option of face to face or telephonic interviews, depending on their availability. The researcher preferred face to face interviews to have more personal contact with the participants but was flexible to also do telephonic interviews.

The primary data was collected directly from the participants through semi-structured interviews and observations. The researcher also used an MP3 voice recorder (tape recorder) for the face to face interviews. The tape recorder was used with the consent of the participants. The tape recorder was used to eliminate possible errors of misinterpretation when capturing the responses. During the interviews both face to face and telephonic the researcher took notes. The interview questions were open-ended and allowed for follows ups and clarifications.

Merriam (2009:109) states that "of the three basic ways to record interview data, the most common so far is to tape record the interview. The practice ensures that everything said is preserved for analysis. The interviewer can also listen for ways to improve his or her questioning technique. A second way to record interview data is to take notes during the interview. The third – and least desirable – way to record interview data is to write down as much as can be remembered as soon after the interview as possible".

The interview is a special case of social interaction between two persons and as such is subject to some of the same rules and restrictions as other instances of social interactions (Baily, 1987:176). One of the major advantages of interviews is flexibility; one can probe for more specific answers and can repeat a question when the response indicates the responded misunderstood (Bailey, 1987:176). One of the disadvantages of interviews is that they can be costly.

Shuy (2001:537) states that: "In the process of gathering data, social science researchers expend considerable time and effort that can make in-person interviewing impractical. Doing fieldwork interviewing, observing, carrying out surveys and other kinds of data gathering is often the most difficult and time consuming part of the research task. Because time is valuable, researchers may try to figure out ways to reduce their work, short cutting the data gathering or finding other ways to meet deadlines and get their project done. One method of reducing field work time that researchers may consider is to conduct interviews by telephone instead of meeting with subjects in person".

Shuy (2001:540-544) further outlines the following advantages for telephone and in-person interviewing:

Table: 6 Advantages of Telephone and In-Person Interviewing (Shuy, 2001:540-544)

Telephone Interviewing	In-Person Interviewing
Reduced Interviewer effects	*More accurate responses owing to contextual naturalness*
Better interviewer uniformity in delivery	*Greater likelihood of self-generated answers*
Greater standardization of questions	*Symmetrical distribution of interactive power*
Researcher safety	*Greater effectiveness with complex issues*
Greater cost-efficiency and fast results	*Better for old or hearing-impaired respondents*
	More thoughtful responses
	More accurate results owing to lower interviewer workload
	Better response rates
	Better for marginalized respondents
	Better for research involving sensitive questions

Source: Own 2012

3.7.2 Secondary data

The researcher collected secondary data from the policy documents, reports, articles and the library as well as internet sources which related to the topic. The following documentation was used to inform the study:

- NYC and NYDA policy documents
- State of Youth Report 2003 and 2005
- Speeches by the President and Minister's of Finance
- NYDA South African Youth Context Report 2011(Internal publication)
- CASE Reports on Youth

3.8   DATA ANALYSIS AND INTERPRETATION

The transcripts from the semi-structured interviews were analysed and patterns and trends of the data were grouped together. The researcher used content

analysis to analyse the data. The aim of the data analysis was to use the data to test the research propositions. Patterning matching and explanation-building techniques of data analysis were also used. The content was group or arranged into common themes which were applied to answer the primary and secondary questions. According to Neuman (2006:322) "content analysis is a technique for gathering and analyzing the content of text. The *content* refers to words, meanings, pictures, symbols, ideas, themes, or any message that can be communicated". Neuman (2006:323) further states that "content analysis lets a researcher reveal the content (i.e., a book, article, movie, etc.). It lets him or her probe into and discover content in a different way from the ordinary way of reading a book or watching a television program".

The content analysis allowed the researcher to extract similar categories of data to generate or create common themes. According to Cooper and Emory (1995) as cited in Sieff (2007:29) "content analysis is particularly useful for handling open-ended questions as answers to the questions often contain messages, which could be interpreted to have a multitude of meanings".

3.9   LIMITATIONS OF THE RESEARCH

The researcher targeted government and non-governmental organisations and institutions to participate in the research. The researcher contacted each of the identified organisations and institutions requesting them to nominate participants for the research. The researcher also sent emails to the nominated or identified participants informing them of the research and its purpose. Some of the participants targeted were high profile which created some difficulties in securing the necessary interview. The researcher was unable to secure the participation of the chairperson from the parliamentary portfolio committee responsible for youth. This interview would have been valuable to gain insight into the role of parliament on the oversight of youth development.

Other limitations experienced related to the telephonic interviews which did not allow the researcher to have personal contact with the participants and to probe in detail on certain issues. Since the interviews ranged between 45 minutes and

an hour it was tiring doing it over the telephone and at times the telephone connection was not clear.

The research produced results which will have impact on the process of public policy formulation in relation to youth development and the role of the NYDA in effectively addressing youth development in the country. In particular the research can assist the NYDA to improve their role in the public policy process and discourse both at national and local level to ensure that the youth developmental agenda is implemented. The following issues were identified that could limit the outcomes of the research:

- Political agendas of participants that were interviewed;
- None availability of key stakeholders to be interviewed (e.g. representative from parliament); and
- Subjective responses to questions.

Creswell (2003:148) states that it is difficult to identify potential weaknesses of the study at the proposal stage.

3.10   VALIDITY AND RELIABILITY

Neuman (2006:188) defines "reliability as dependability or consistency. It suggests that the same thing is repeated or occurs under the identical or very similar conditions. The opposite of reliability is a measurement process that yields erratic, unstable, or inconsistent results". Reliability also means that "qualitative researchers use a variety of techniques (e.g., interviews, participation, photographs, document studies, etc.) to record their observations consistently" (Neuman, 2006:196). In this study the researcher used various techniques to gather data such as semi-structured interviews and information from documentation.

Neuman (2006:188) further states that "validity suggests truthfulness. It refers to how well an idea "fits" with actual reality. The absence of validity occurs if there is poor fit between the constructs a researcher uses to describe, theorize, or analyze the social world and what actually occurs in the social world. In simple

terms, validity addresses the question of how well the social reality being measured through research matches with the constructs researchers use to understand it". According to Neuman (2006:196) "qualitative researchers are more interested in authenticity than in the idea of single version of truth. *Authenticity* means giving a fair, honest, and balanced account of social life from the viewpoint of someone who lives it ever day". Merriam (2009:213) states that "internal validity deals with the question of how the research findings match reality". "External validity is concerned with the extent to which the findings of one study can be applied to other institutions" (Merriam, 2009:223).

3.11   ETHICAL CONSIDERATIONS

When conducting the interviews the participants were assured of confidentiality and also anonymity in cases where the participant did not want to be known. The participants were also assured of confidentiality of sensitive information.

In interviewing high profile respondents the researcher did take into account the confidentiality of information shared especially on views shared contrary to the organisation they are representing. According to Odendahl and Shaw (2001:313) "confidentiality is especially important in the interviewing of high-profile subjects. Many of those interviewed enjoy considerable visibility in their communities and may be readily identifiable even when their names are omitted from published reports". The researcher sent emails to the identified participants informing them of the purpose of the study and also sent the list of the interview questions. During the face to face (In-person) interviews the researcher also used an MP3 voice recorder with the consent of the participants and also requested whether the participants wanted to be named or to remain anonymous. Most of the participants did not have a problem with their names being disclosed except for the participants representing SANGONet. For the purpose of the research the organisation names will be used to refer to the participants, e.g. YCL, CASE, DA Youth etc as per table: 5.

Merriam (2009:230) states that "although policies, guidelines, and codes of ethics have been developed by the federal government, institutions, and professional associations, actual ethical practice comes down to the individual

researcher's own values and ethics. The protection of subjects from harm, the right to privacy, the notion of informed consent, and the issue of deception all need to be considered ahead of time, but once in the field issues have to be resolved as they arise".

3.12   CONCLUSION

The chapter gave an overview of the research methodology which is qualitative research, the research design which consisted of semi-structured face to face and telephonic interviews, the sampling method which was non-probability and data collection which consisted of semi-structured interviews. The next chapter will deal with the data presentation.

CHAPTER 4:   PRESENTATION OF RESULTS

4.1   INTRODUCTION

This chapter presents the data which was gathered from the 10 respondents who were interviewed. The respondents were representing various organisations and institutions that were relevant to the topic. One of the respondents was representing the views of two organisations the YCL and SAYC. The data was gathered through semi-structured face to face (In-person) and telephonic interviews. Even though most of the respondents did not object to be named they will not be identified by their names but by their organisations which they were representing. The chapter focuses on the findings from the interviews and the common themes that were extracted from the data.

4.2   PRESENTATION OF DEMOGRAPHIC INFORMATION

The participants were between the ages of 24 years and 50 years and the majority were African (black) males. In total 10 participants were interviewed comprising of six African males, three African females and one coloured female. The graphs below represent the demographic profiles of the participants in terms of age, gender and organisational profiles.

Chart: 1 Oganisational Profile
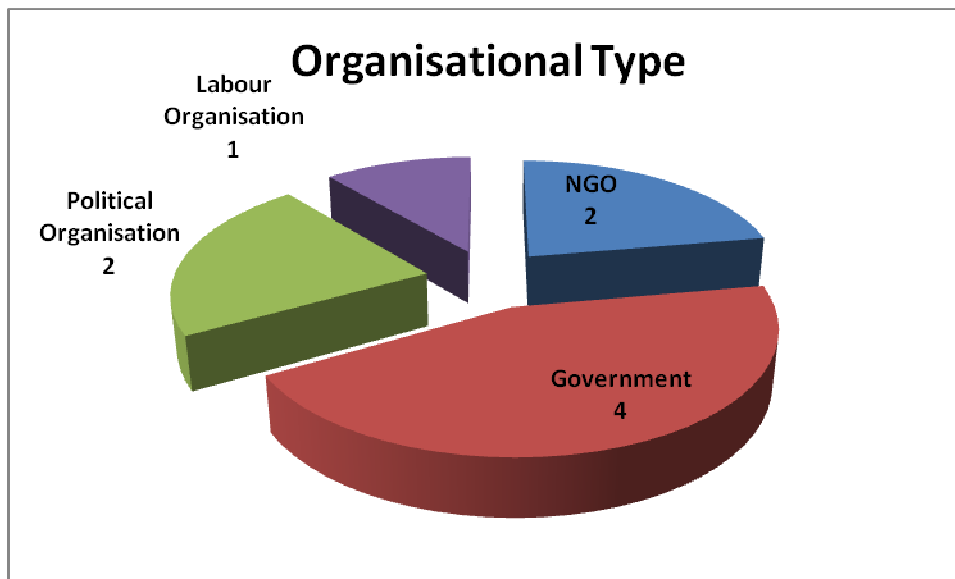
Source: Own 2012

Chart 1 above illustrates the type of the various organisations and institutions. The institutions representing government comprised of the NYDA Head Office, NYDA Service Centre, NYDA Gauteng Provincial Advisory Board, and the Presidency. The NGO sector was represented by SANGONet and CASE, labour sector COSATU and political organisations, YCL and DA Youth.

Chart: 2 Gender Profile
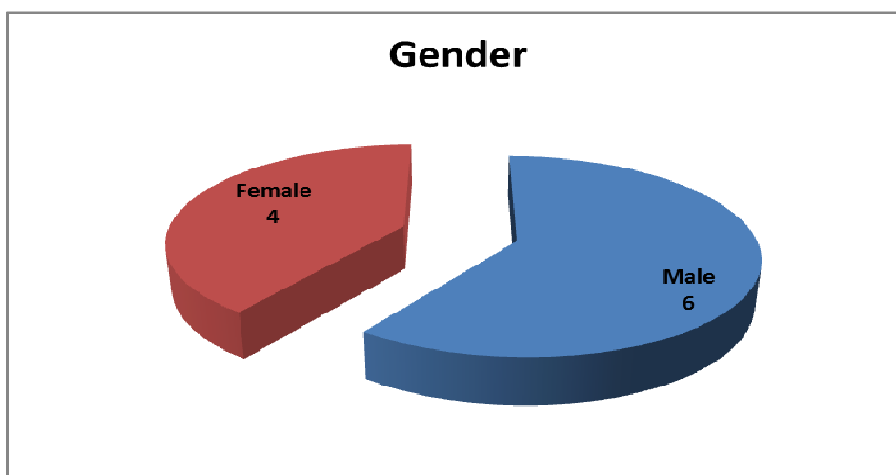
Source: Own 2012

Chart 2 illustrates the gender demographics, which comprised of six males and four females.

Graph: 7 Age Demographics
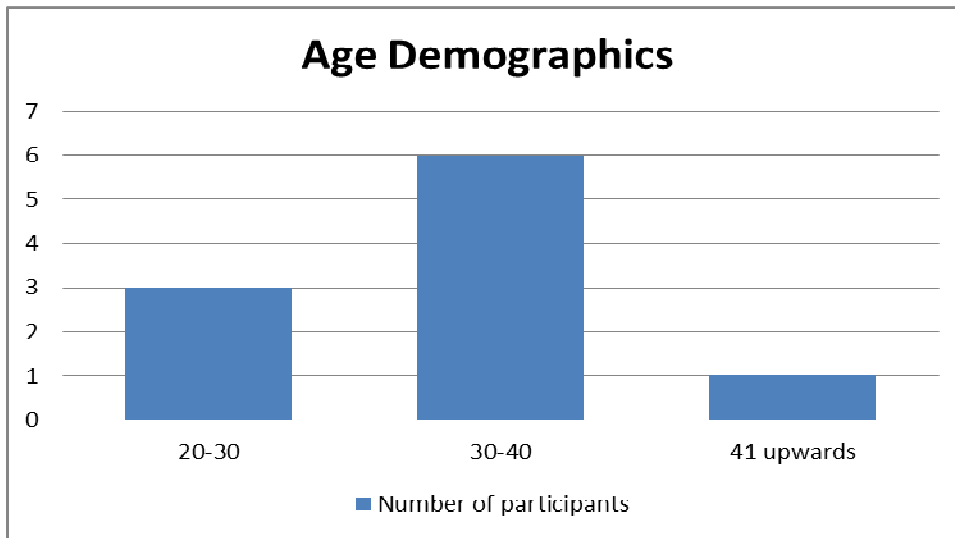
Age Demographics

Source: Own 2012

Graph 1 above illustrates the age demographics of the participants' majority being between the age ranges of 30-40 years.

Chart: 3 Race Demographics
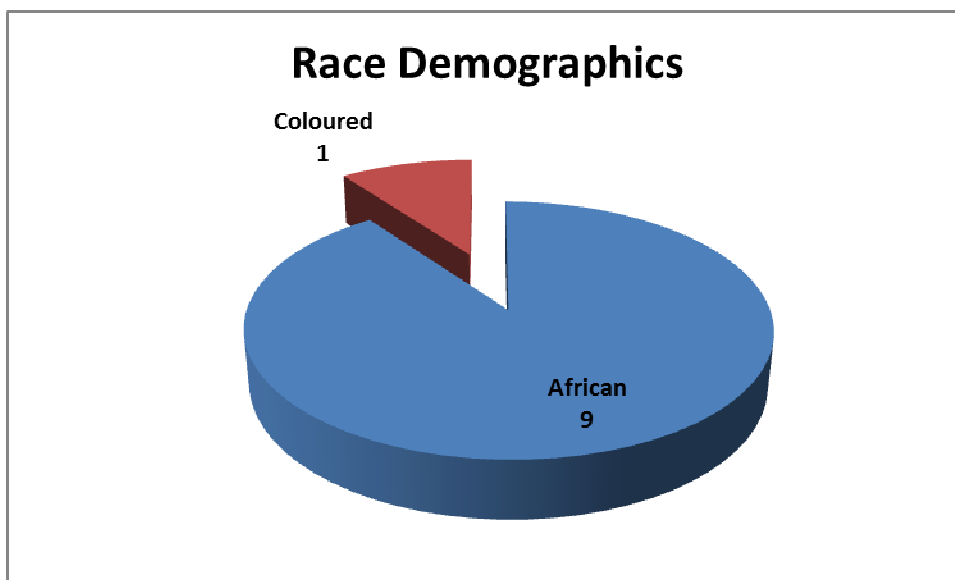
Race Demographics

Source: Own 2012

Chart 3 above illustrated the race demographics of the respondents, which comprised of 9 Africans and one coloured.

4.3   RESULTS FROM THE INTERVIEWS

The following section presents the data from the interviews with the various respondents. The data is presented according to the following themes which emerged from the data analysis:

1. Understanding of youth development
2. Establishment of the NYDA
3. Institutional capacity and efficiency of the NYDA to effectively address youth development (including financial capacity)
4. Mainstreaming of youth development in government at national, provincial and local level
5. NYDA's role in advancing youth development
6. Indicators to monitor and evaluate youth development
7. Role of private sector and civil society in advancing youth development
8. Role of the NYDA in influencing the public policy agenda
9. Youth development and politics
10. Monitoring and evaluation of the NYDA

4.3.1   Understanding of youth development

All the respondents had the same understanding of what is youth development which is projected below.

- Youth development is about skills development, employment, entrepreneurship and education.
- Improvement of life conditions of the youth, enhancing economic conditions, skills development, community development and access to education.
- Provision of equal opportunities of all youth – partnerships between youth, government, private sector and civil society.
- There is a youth bulge between the ages 25-35 years who constitute a third of the population and not matched to economic growth.
- High number of graduates and matriculants who are struggling to access employment.
- Youth development covers aspects of a young person's life in relation to

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education, health, employment and entrepreneurship.

- Developing young people holistically to contribute to their development and contributing to sustainable communities.
- Combination of efforts geared towards improving the livelihood of young people.

4.3.2 Establishment of the NYDA

Majority of the respondents felt it was the right policy decision by government to merge the NYC and UYF to form the NYDA.

- Was the right decision to streamline efforts towards youth development to implement programmes for young people.[6]
- Youth development was dysfunctional through NYC and UYF resulted in duplication and competition.
- There was duplication in services rendered by NYC and UYF, conflict and confusion of roles. Competition for resources.
- Yes it was a good policy decision. There was misalignment between NYC and UYF. NYC focused more on lobbying and advocacy.
- The YCL stated that there was duplication between NYC and UYF and 'turf wars' which delayed youth development. (Interview, February 23, 2012). The merger was good for mainstreaming.
- Don't have a yes or no answer, the NYC was established in the earlier years and was mandated with the development of the National Youth Policy (Draft framework was developed) which served as a basis for other policies. The NYC has set the foundation. NYDA was established in 2009 to drive implementation of programmes and policy implementation and development of the Integrated Youth Development Strategy.[7]
- Yes it was good to merge the NYC and UYF to create better coordination. Need necessary budget to carry out the mandate, good idea on paper and politically. There was duplication of programmes between NYC and UYF.

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[6] NYDA interview, 23 February 2012

[7] CASE interview, 24 February 2012

- Yes it was the right decision to merge the NYC and UYF, COSATU was involved through the National Economic Development and Labour Council (NEDLAC) process. The NYC did not have 'teeth' to enforce youth development and programmes.[8]

4.3.3 Institutional capacity and efficiency of the NYDA to effectively address youth development (including financial capacity).

Majority of the respondents felt that the NYDA as a coordinating agency has the potential to address youth development effectively. But many also raised concerns of the inadequate budget allocation from Treasury to support youth development.

- The NYDA will be more effective since coordination will be more central to oversee programme implementation and funding. The budget allocation is not sufficient. There is no need for the NYDA Provincial Boards, need to place the people in local government, and create linkages with municipalities.[9]
- The NYDA will be more effective because the programmes will be better coordinated in pursuing one goal and mission. Merging was good to implement joint programmes instead of separate programmes. NYDA will better coordinate programmes and staff members having a common goal and vision and not competing for resources. Institutional capacity needs to be supported by the necessary budget. The NYDA does not have institutional capacity to carry out its mandate. After the merger there was an outcry on appointments of ANCYL members, politically connected officials occupy key strategic positions in the NYDA without the necessary competencies. Key positions need to be given based on skills and competencies. Budget allocated to the NYDA is not adequate, it was decreased from R1 billion to about R375 million.[10]
- According to a CASE study (September 2011) "*A critical analysis of*

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[8] COSATU interview, 16 February 2012
[9] COSATU interview, 16 February 2012
[10] SANGONeT interview, 22 February 2012

Challenges Confronting the Young people in Southern Africa" some of the stakeholders (youth) interviewed in the study stated that the NYDA has not been effective, and that the agency[11] narrowly focuses on entrepreneurship neglecting social programmes such as HIV/AIDS and gender violence.[12] NYDA is not accessible and the information is not available. Many perceive the NYDA as a political organisation aligned to the ANCYL. Key challenges facing youth have worsen, there is a need for better coordination from various role players. There is room for improvement and not only to be visible during youth month. The recent Auditor General report for 2010/11 was qualified, but highlighted issues such as non compliance, wasteful expenditure, no controls in place, none compliance to procurement processes and lack of financial management capacity. Most youth related programmes are also run by other government departments.

- NYDA will be more effective. The UYF had a lot of programmes and a budget since both the policy and programme function will be coordinated by the agency this will enhance synergies and remove duplication and also allow impact. Treasury has not invested in the NYDA to be the sole service provider for youth development. Institutional capacity and policy implementation needs to be improved.[13]

- The NYDA has the potential to be effective. Need to sort out the organisational structure, should be an agency for young people and not political formations. Has adequate capacity, problem is the 'how part' should not appease political organisations.[14]

- The mandate has now changed the NYDA has a broader focus compared to the NYC which had a narrow focus. The NYDA will focus on implementation of services where as the NYC only focused on policy. There is limited capacity in terms of human resources and the right skills and financial resources are limited. NYDA needs to be more creative to attract additional funds. NYDA needs to attract the right skills, since the NYC and UYF staff

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[11] Agency refers to National Youth Development Agency (NYDA)
[12] CASE interview, 24 February 2012
[13] YCL interview, 23 February 2012
[14] DA Youth interview, 17 February 2012

had to be incorporated into the newly established Agency and only few appointments were made at management level.[15]

- The NYDA as an 'approach' should have more value towards youth development. At an institutional level might not have the right resources and right people to respond to the 'approach'. The youth constitute 77% of the population therefore everything that affects the country affects young people for example, infrastructure, health, education etc. Cannot have one institution responding to youth development. The budget needs to be allocated to the population demand. The NYDA Act of 2008 states that the NYDA must mainstream, coordinate and facilitate youth development in to all spheres of the economy. Financial capacity is not sufficient to implement the mandate based on the Act.[16]

- There is limited resources to support youth development, previously the total budget allocation for youth development was an estimated R1 billion which included the budget allocation of the NYC, UYF and the nine Provincial Youth Commissions (PYC). The budget has now been scaled down to an estimated R360 million which half is allocated for salaries.[17]

4.3.4 Mainstreaming of youth development in government at national, provincial and local level

The majority of the respondents agree that youth development should be mainstreamed in government and expressed various views on how this should be done. But they all had expressed similar views in terms of a need for better coordination of youth development.

- There have been proposals to have youth directorates in each department at national and provincial level. Local government needs to have access to information on programmes and opportunities. The NYDA needs to share information with government departments on youth issues and needs to partner with government in joint programmes and projects for e.g. in

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[15] Presidency Youth Desk interview, 21 February 2012
[16] NYDA (Head Office) interview, 23 February 2012
[17] NYDA Provincial Advisory Board (Gauteng) interview, 1 March 2012

housing. The Integrated Youth Development Strategy will ensure and facilitate coordination.

- There needs to be a generational mix cannot have institutions managed by old people deciding on behalf of the youth. Government has started mainstreaming youth development through internships and scholarships to some extent. Government should ensure all departments are active in responding to youth development addressing all sectors e.g. health, science and technology etc. On the 16 June normally youth parliaments are hosted which is a good idea but this should not only happen once a year, need to offer youth the right platform to raise issues. Need a dedicated **Ministry of Youth located in the Presidency**; the Ministry will work with all forums and other Ministries. The Ministry of women, children and people with disabilities is not effective. Youth needs to be involved in decision making in government so they can speak on behalf of the youth.

- The NYDA is tasked to lead youth development in the absence of a Youth Ministry. Youth is catered for in most government departments e.g. health, social development, rural development, land reform, public works etc. There is a commitment from government departments to address youth issues. More should be done to create awareness of these opportunities, most youth organisations are not aware of these programmes including rural youth. There is a need for better coordination. At a local level the municipalities need to implement programmes and Integrated Development Plans need to have a focus on youth development. Awareness is key to ensure up take of programmes.

- All departments should have youth officers at national, provincial and local level at senior management level, to coordinate youth development in government. The NYDA to oversee the work of the youth officers. Monitoring and Evaluation is also lacking.[18]

- Instead of establishing youth desks, government needs to ensure that each department has youth development as part of its core business. The

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[18] YCL interview, 23 February 2012

department's performance indicators should have youth development. Should not only have youth desks.[19]

- As per the NYDA Act of 2008 the country should have an Integrated Youth Development Strategy (IYDS) which outlines a framework for each sector to support youth development. There has to be a deliberate priority to address youth development, for example a key issue is that the majority of young people have not gone through metric (Grade 12). Need a national strategy that every sector has to buy into. The NYDA currently has bilateral partnerships with various government departments, based on mutual interest; there is no policy framework that defines the relationship or a legislative framework. In a country facing huge underdevelopment problems the model is not viable, it's a bad developmental approach. Each department has its own budget allocation on youth development.[20]

- Youth focal points are responsible for mainstreaming youth development in all government departments, but not all departments have appointed youth focal points. Departments are being lobbied to establish youth focal points. At local level youth desks are tasked with the responsibility of mainstreaming but not all municipalities have established youth desks. At a provincial level the NYDA Provincial Advisory Boards are tasked to coordinate and oversee youth development in partnership with the provincial government.[21]

- The NYDA should speak to all sectors affecting youth development for economic integration. Treasury has not being honest to youth development for example an estimated R1 billion is ear marked to be given to private sector to create jobs (wage subsidy), instead this should be channelled directly to the NYDA for youth development. The Gauteng Provincial Advisory Board (PAB) has been able to champion programmes with the province and municipalities for e.g. such as youth into construction programme, youth and TV film producer's forum, Gauteng young fashion designer programme etc.[22]

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[19] DA Youth interview, 17 February 2012
[20] NYDA (Head Office) interview, 23 February 2012
[21] Presidency Youth Desk interview, 21 February 2012
[22] PAB (Gauteng) interview, 1 March 2012

4.3.5 NYDA's role in coordinating and advancing youth development

Majority of the respondents indicated that the NYDA should play a better role in coordinating youth development with other stakeholders such as with youth formations, civil society and government.

- The NYDA should intensify programmes on youth development and coordinate efforts of various stakeholders and role players for e.g. private sector, civil society and public sector.[23]
- Advocacy needs to be enhanced such as in the area of health on HIV/AIDS. Once the IYDS has been finalised it will allow for the intensification of advocacy. All national agenda debates should be anchored on young people.[24]
- The NYDA should engage more with youth organisations and civil society and get input from them and not only engage with political organisations. Civil Society Organisation (CSO) and youth formations should be providing solutions for the youth challenges need a bottom-up approach.[25]
- NYDA should support civil society and youth formations/organisations such as the South African Youth Council (SAYC). NYDA should increase capacity to oversee mainstreaming of youth development in government and private sector to support implementation of youth development.[26]
- There is a problem with coordination in the youth sector, youth development is fragmented. NYDA needs to play a coordination role among all stakeholders to influence policy development and programmes through sound research. NYDA needs to provide leadership and direction towards youth development.[27]
- The NYDA should create forums for youth to voice their concerns; this should serve as an intermediate between youth and government. NYDA should serve as a platform or vehicle for implementation of government programmes. Historical disadvantaged communities or youth need more

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[23] Presidency Youth Desk interview, 21 February 2012
[24] NYDA (Head Office) interview, 23 February 2012
[25] DA Youth interview, 17 February 2012
[26] YCL interview, 23 February 2012
[27] CASE interview, 24 February 2012

attention to access education and to be economically active. The NYDA should invest more in entrepreneurship; provide capacity building to entrepreneurs to develop the local economy and to sustain livelihoods. Need to facilitate access to education to assist young people and learners with registration for higher education and to assist learners with career guidance and development. NYDA needs to influence government policies to cater for youth development. [28]

- The NYDA must play two roles; firstly coordinate youth programmes with government and create linkages with Youth Directorates; and secondly the NYDA must implement their own programmes. Their budget should be linked to programmes and projects instead of a great portion of it being allocated to salaries. The NYDA needs to have programmes in health such as HIV/AIDS; job placements and entrepreneurship.[29]

4.3.6 Indicators to monitor and evaluate youth development

Majority of the respondents indicated that there are no indicators to monitor and evaluate youth development. Some respondents indicated that if there are indicators they are not clear. One also sees that difference in interpretation between government and the NYDA, where government (Presidency) argued that the National Youth Policy has indicators and the NYDA arguing that there are no indicators to monitor and evaluate youth development. Majority of the respondents expressed similar views on the type of indicators that should be formulated to monitor and evaluate youth development.

- There are no clear indicators to track youth development. Not sure what is the role of the monitoring and evaluation Ministry. The NYDA programmes need to be clear in order to do monitoring and there needs to be continuous monitoring. The indicators should be on skills development; social issues and employment.[30]

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[28] SANGONeT interview, 22 February 2012
[29] COSATU interview, 16 February 2012
[30] COSATU interview, 16 February 2012

- The National Youth Policy (NYP) has indicators such as education; economic; and social cohesion to monitor youth development.[31]

- There are no indicators to monitor and evaluate youth development. The Integrated Youth Development Strategy (IYDS) aims to develop national indicators. The NYDA is looking at constructing indicators that can be routinely monitored, for example quarterly. Need to formulate such indicators on existing indicators such as unemployment, economic growth etc. These indicators need to be built into existing indicators such as the general household survey; labour force survey; and violence survey which are issued by Statistic South Africa (Stats SA). Youth indicators should focus on the following: economic participation; employment; labour market-jobs; business environment-entrepreneurship; education and skills (performance of basic and higher education system); and health (HIV/AIDS, mortality).[32]

- The indicators are not clear they should focus on education (dropout rate); health (healthy young people); sports and creation; employment and entrepreneurship.[33]

- The NYP outlines key performance areas they are measurable. The main indicators should be linked to key challenges such as: unemployment; health (HIV/AIDS, reduction in HIV infections); education (matric pass rate and university graduates); access to housing and basic services and access to employment.[34]

- The indicators should be clearly articulated in the NYP and IYDS. The indicators should speak to development in society that is measurable, such capacity development, skilling and education.[35]

- The indicators should focus on unemployment; entrepreneurship; and number of young people with grade 12 certificates who are at home not studying. With the Expanded Public Works Programme (EPWP) jobs are not sustainable, need to be more specific in the statistical indicators such as jobs which has to be broken down into various sectors.[36]

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[31] Presidency Youth Desk , interview 21 February 2012
[32] NYDA (Head Office) interview, 23 February 2012
[33] DA Youth interview, 17 February 2012
[34] CASE interview, 24 February 2012
[35] YCL interview, 23 February 2012
[36] SANGONeT interview, 22 February 2012

4.3.7 Role of the private sector and civil society in advancing youth development

Majority of the respondents indicated that the private sector and civil society are not playing an active role to advance youth development.

Private sector role

- Private sector needs to be more involved in public policy making such as youth policy, they need to be an important partner in policy formulation. Private sector needs to invest more in corporate social investment (CSI) not only for public relations purposes, but needs to make sustainable investments in youth programmes and needs to monitor the programmes with the beneficiaries. Private sector should transform by employing skilled people from historical backgrounds. Private sector is the main contributor to growth of the economy. Some private sector is responding to youth development by providing internships and bursaries. Chief Executive Officers or directors of companies need to adopt young people for mentorship from lower levels of school up to university level and the workplace. They need to offer more internship's and have the responsibility to inspire the youth and to provide funding and skills. Corporate Social Investment programmes need to focus on youth development; empowerment; provision of bursaries; and skills development through internships.[37]

- Private sector is not playing a role in youth development. Corporate Social Investment programmes need to focus on mentoring of young people; entrepreneurship, education; establishment of sports facilities; youth initiatives and invest in the youth.

- Youth development requires partnerships with government, private sector and youth. Private sector needs to create more opportunities for youth to gain experience. Such as the wage subsidy which government plans to introduce to incentivise private sector to employ young people to gain experience. Private sector should invest in skills development; offer mentorship; provide financial assistance and access to information

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[37] SANGONeT interview, 22 February 2012

technology infrastructure. Private sector needs to make more bursaries available since the government' bursary scheme, the National Student Financial Aid Scheme (NSFAS) is not sufficient. Finance is a barrier for many young people to access higher education.[38]

- Private sector should support initiatives for youth development such as training and skills development through internships. Private sector can assist to make young people employable.

- Private sector is not playing the role they should, they need to be open and articulate the skills which will be needed in the future. They must employ young people, they have been reluctant to employ young people due to lack of experience.[39]

- Private sector is not playing an active role they are not different from civil society and government. They should be active to invest in youth development.[40]

- Private sector should support youth development through corporate social investment.

Civil society role

- If we had a Ministry of Youth in government it would work with NGO's as implementing agents. There are organisations that provide services for youth development but due to the financial crisis there is limited activity by NGO's. The NYDA is not engaging the NGO sector actively. The NYDA needs a department that will deal with NGO's to actively engage civil society organisations to implement youth programmes. The NYDA needs to create more platforms for youth to share their ideas so that their inputs can influence policy. They need to be more accessible at rural and grass roots level.[41]

- Yes civil society is playing a role through the South African Youth Council (SAYC) and the National Economic Development and Labour Council (Nedlac) processes. Civil society organisations (CSO) remain uncoordinated and weak due to funding. Since civil society is uncoordinated they don't

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[38] CASE interview, 24 February 2012
[39] COSATU interview, 16 February 2012
[40] NYDA (Head Office) interview, 23 February 2012
[41] SANGONeT interview, 22 February 2012

speak with one voice on common issues such as HIV/AIDS; unemployment and skills development. The NYDA does not engage CSO actively to advance youth development, there should be strong engagement.[42]

- Historically civil society and NGO's have played an important role in youth development. Yes civil society is playing an important role to fill the gap. NGO's are involved in various initiatives at local level but are not well resourced and not linked to national programmes. Community Based Organisations (CBO's) and NGO's have an opportunity to play an advocacy role with more established organisations. Government can learn from CBO's and NGO's on how to design programmes for youth development and also sharing of information since NGO's have more experience. Civil society should continue playing a monitoring role, but this could be difficult if the government is funding the organisation. Youth need to be active in defining their challenges, consultation is limited and when it happens it is not structured.[43]

- Some civil society is involved to some extent in youth development but some are not active, they have their own agenda's. There is a potential for CSO to play a more active role and this has to be done in partnership with government and the private sector.[44]

- Civil society is not playing an active role in advancing youth development. They have a role to play in mobilising and sharing information with communities.

- Need to run sustainable civil society organisations, the approach should be business minded for social gain. The concept of youth volunteering cannot be viable if 80% of youth are unemployed our social construct does not allow for this.[45]

- Civil society is more active than government and private sector; they are not getting sufficient support.[46]

4.3.8 Role of the NYDA in influencing the public policy agenda

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[42] YCL interview, 23 February 2012
[43] CASE interview, 24 February 2012
[44] DA Youth interview, 17 February 2012
[45] NYDA (Head Office) interview, 23 February 2012
[46] Presidency Youth Desk interview, 21 February 2012

Majority of the respondents indicated that the NYDA is not playing an active role in influencing the public policy agenda to advance youth development.

- The NYDA should lobby different government departments to ensure policies respond to youth needs, they are not playing an active role. The NYDA does not understand the role they should be playing in mainstreaming youth development.[47]

- According to the NYDA Act the NYDA is required to develop and influence policy in all spheres of government and needs to contribute to policy development. The NYDA does this through its Policy Unit. The NYDA participates in government clusters and the interdepartmental youth affairs committee. A process was created to ensure that each and every policy the government formulates the NYDA needs to participate until finalisation of the policy. Inputs are solicited from all stakeholders.[48]

- The NYDA is not playing an active role in influencing public policy; they need to influence government policy through the youth directorates or forums in government. There is an issue on the youth subsidy and they need to lead the discussions and articulate their views on this.[49]

- The NYDA is not playing an active role in influencing public policy they should engage young people to understand their needs. The NYDA is located within the Presidency and government they should use this to ensure government policies are aligned to youth development. They need to assess government policies to see if they have an impact on youth development. All policies should speak or align to youth development. Youth make up the majority of the population therefore the NYDA should engage in public policy formulation.[50]

The NYDA should be more proactive in highlighting the challenges of the youth. They need to be more visible and consult young people and should make input to the National Planning Commission. They need to make input into broader initiatives that affect young people and should partner with civil

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[47] Presidency Youth Desk interview, 21 February 2012
[48] NYDA (Head Office) interview, 23 February 2012
[49] COSATU interview, 16 February 2012
[50] DA Youth interview, 17 February 2012

society groups to provide input on youth. They also need to support civil society organisations on youth advocacy initiatives.[51]

- The NYDA is not active in public policy, it might be due to capacity in the institution, and they need to advance their research capacity to influence policy. They need to engage the South African Youth Council (SAYC). The NYDA engages one party to influence policy they need to engage all interest groups, church formations and organisations that deal with people with disabilities.[52]

- There is no Parliamentary Portfolio Committee on youth to contribute to policy debates, need a youth structure within parliament. The NYDA does not play an active role in public policy making and influencing the policy agenda.[53]

4.3.9 Youth development and politics

Majority of the respondents felt that youth development is too politicised in the country and that the NYDA was too aligned to the ANCYL.

- Youth development is too politicised in the country this is seen through the affiliation of the NYDA to the ANCYL. Youth development should be for the general youth. The NYDA is seen as a political 'cash cow'.

- Youth development by its nature is politicised, youth are central to development of the country. The NYDA exists in a democratic country with a developmental agenda. Politics should not interfere with youth development and should not suffer due to political agendas.[54]

- People are not able to distinguish between government and the ruling party. The ruling party ideologies infiltrate government policies. The NYDA is only visible during youth month (16 June); they need to clarify their mandate, objectives and how they aim to address youth development.[55]

- Youth development is too politicised sometimes for the right reasons and

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[51] CASE interview, 24 February 2012
[52] YCL interview, 23 February 2012
[53] SANGONeT interview, 22 February 2012
[54] YCL interview, 23 February 2012
[55] CASE interview, 24 February 2012

sometimes for the wrong reasons. If political organisations do not raise issues no one does, many sectors have accepted that the NYDA is political too.[56]

• Youth development is politicised and this is linked to the politics of the past. Need to use the politics of the current system to advance youth development.[57]

4.3.10 Monitoring and evaluation of the NYDA

Majority of the respondents indicated that the NYDA should be monitored and evaluated by Parliament, civil society and the youth.

• The NYDA is monitored and evaluated by the Presidency.[58]

• The NYDA has its own internal monitoring and evaluation programme and reports on a quarterly basis and annually to the Ministry of Monitoring and Evaluation within the Presidency.[59]

• The youth must play a role of monitoring and evaluation.

• Parliament and the youth at large need to play the role of monitoring and evaluation.

• All sectors should be involved in monitoring and evaluation. The recent audit by the Auditor General did not paint a positive picture. The audit indicated wasteful expenditure on the part of the NYDA; these concerns need to be addressed. There is a great role to be played by CBO's; NGO's; academic institutions and young people in monitoring and evaluation. The NYDA itself needs to conduct continuous monitoring and needs to use the surveys to improve services. External agencies should conduct surveys and monitoring on the performance of the NYDA. Internal evaluations should be used to reflect internally on whether the agency is performing.[60]

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[56] DA Youth interview, 17 February 2012
[57] COSATU interview, 16 February 2012
[58] NYDA (Head Office) interview, 23 February 2012
[59] Presidency Youth Desk interview, 21 February 2012
[60] CASE interview, 24 February 2012

- Civil society such as the SAYC and Parliament should monitor and evaluate the NYDA. Parliament should play a key role since they ratify the appointments (at Board level) of the NYDA.[61]

- Parliament portfolio committee on youth should monitor the performance of the NYDA in advancing youth development. The current Ministry of Monitoring and Evaluation does not have the capacity. Government should appoint stakeholders such as civil society to monitor the NYDA. The internal monitoring and evaluation unit within the NYDA cannot effectively monitor itself (NYDA). The Parliamentary portfolio committee has constitutional powers to monitor the NYDA.[62]

4.4   CONCLUSION

This chapter focused on the presentation of data in terms of demographic information, results from the interviews and the key themes which emerged from the interviews. In total 10 participants were interviewed comprising of six African males, three African females and one coloured female, ranging between the ages 24 years and 50 years. The participants were representing 9 different institutions consisting of government, non-governmental organisations, labour and political organisations. During the interviews the following 10 themes emerged:

1. Understanding of youth development;
2. Establishment of the NYDA;
3. Institutional capacity and efficiency of the NYDA to effectively address youth development (including financial capacity);
4. Mainstreaming of youth development in government at national, provincial and local level;
5. NYDA's role in advancing youth development;
6. Indicators to monitor and evaluate youth development;
7. Role of private sector and civil society in advancing youth development;
8. Role of the NYDA in influencing the public policy agenda;
9. Youth development and politics; and

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[61] YCL interview, 23 February 2012
[62] SANGONeT interview, 22 February 2012

10. Monitoring and evaluation of the NYDA.

The next chapter will focus on the analysis of the data based on the above themes.

CHAPTER 5:   DISCUSSION OF THE RESULTS

5.1   INTRODUCTION

The purpose of the study was to assess the transition from the NYC to the NYDA. The study focused on the transition in terms of policy frameworks and institutional arrangements to advance youth development. The data was gathered through semi-structured face to face (In-person); telephonic interviews and analysis of various reports and documents. This chapter focuses on the analysis and interpretation of data which was gathered.

The following were the questions which the research aimed or attempted to address:

- The primary research question: Will the NYDA be more effective than the former National Youth Commission and Umsobomvu Youth Fund in advancing youth development?

In understanding whether the NYDA will be more effective than the former NYC in addressing youth development the study focused on and explored the following secondary research question:

a) Was it the right policy decision to merge the former NYC and UYF to form the NYDA?

b) Will the NYDA be more effective than the former NYC and UYF in addressing youth development?

c) How can youth development be better positioned in government at a national, provincial and local level?

d) What role should the NYDA play in influencing the advancement and acceleration of youth development in the country?

e) What role should the private sector and civil society play in advancing youth development?

f) What role can the NYDA play in influencing the public policy agenda both at national and local level?

5.2   ANALYSIS AND INTERPRETATION OF THE RESEARCH FINDINGS

After the data and content analysis the following themes emerged which are:

- Understanding of youth development;
- Establishment of the NYDA;
- Institutional capacity and efficiency of the NYDA to effectively address youth development (including financial capacity);
- Mainstreaming of youth development in government at national, provincial and local level;
- NYDA's role in advancing youth development;
- Indicators to monitor and evaluate youth development;
- Role of the private sector and civil society in advancing youth development;
- Role of the NYDA in influencing the public policy agenda;
- Youth development and politics; and
- Monitoring and evaluation of the NYDA.

5.2.1 Understanding of youth development

All the respondents had the same understanding of what is youth development. Many described youth development as a focus on skills development; unemployment; entrepreneurship and community development. The National Youth Policy 2009-2014 defines youth development as:

"*an intentional comprehensive approach that provides space, opportunities and support for young people to maximise their individual and collective creative energies for personal development as well as development of the broader society of which they are as integral part*" (NYP, 2009-2014).

5.2.2 Establishment of the NYDA

The respondents were asked whether it was the right policy decision to merge the former NYC and UYF to form the NYDA. Majority of the respondents felt it

was the right policy decision by government to merge the NYC and UYF to form the NYDA. The merger was seen as the right decision to streamline and coordinate efforts towards youth development and to avoid duplication of services.

According to the ANCYL (2007) "since the advent of our democracy, youth development has been disjointed and failed to provide a comprehensive address of youth development challenges. The ANCYL has mobilized the youth of this country to adopt the Integrated Youth Development Strategy (IYDS) that would provide a comprehensive address on youth development, both institutionally and programmatically. The IYDS would be a programme in the three spheres of government as well as in the private and NGO sectors. The need to streamline, rationalize institutions that drive youth development has been articulated by the ANCYL since at least the 2004 National Congress. We reiterate the long held view of collapsing Umsobomvu Youth Fund and Youth Commissions into one single entity that will drive youth development, namely the National Youth Development Agency (NYDA)".

In his state of the Nation Address President Zuma (2009) stated that: "the National Youth Development Agency formed through the merger of Umsobomvu Youth Fund and the National Youth Commission will be launched on June 16, 2009 in Ekurhuleni. The institutions are being merged to enhance service and development opportunities provided to the youth. The Agency will link up unemployed young graduates with economic opportunities; strengthen efforts to expand the National Youth Service Programme and support young entrepreneurs".

5.2.3 Institutional capacity and efficiency of the NYDA to effectively address youth development (including financial capacity)

Majority of the respondents felt that the NYDA as a coordinating agency has the potential to address youth development effectively, but many also raised concerns of the inadequate budget allocation from Treasury to support youth development. The respondents supported the formation of the agency as stated above but many felt that it lacked the necessary institutional capacity to carry

out its mandate effectively. The respondents felt that the agency did not have the right human resource with the necessary competencies to carry out the mandate. Particular mention was made that the NYDA appointed members of the ANCYL and the same view was raised with regards to members of the NYDA Provincial Advisory Boards. Many also viewed the NYDA as a political organisation aligned to the ANCYL. It was also noted that the NYDA is not accessible and the information is not available on its programmes and services. The ANCYL at their 24th National Congress made the following resolutions: "the NYDA must ensure that all the staff members to be employed in the offices of the NYDA are properly qualified i.e. training and experience. Above all they must have passion for youth work and youth development" (ANCYL, 2011).

The limited budget allocated to the NYDA was also seen as a challenge for the agency to carry out its mandate. It was mentioned that previously the NYC together with UYF and provincial youth commissions received a total combined budget of R1 billion and this has now been decreased to about R375 million since the NYDA was established. From the analysis made of the budget speeches between 2009 and 2012 one can see how government has allocated funds to support youth development. In the 2009 (February 11, 2009) Budget Speech by former Minister of Finance, Trevor Manuel the Umsobomvu Youth Fund was allocated R1 billion (National Treasury, 2009). In 2010 Budget Speech by Minister of Finance, Pravin Gordhan the wage subsidy was introduced to subsidise employers in order to lower the costs of hiring young people without work experience. The aim of the subsidy is that an estimated 800 000 people will qualify and this will raise employment of young school-leavers by a further 500 000 by 2013, (National Treasury, 2010).

In 2011 Budget Speech Minister of Finance, Pravin Gordhan stated that: "we cannot view the fact that 42 per cent of young people between the ages of 18-29 are unemployed as merely a statistic. Young men and women in cities, informal settlements, towns and villages may not have jobs, but have skills in life. They possess the awareness and ability to learn, they drive fashion and inspire with their music, yet they know their local traditions. And they have hope, and look to us to give them hope" (National Treasury, 2011). It was also stated that the "small enterprise development initiatives will be strengthen, including a

focus on employment activation by the National Youth Development Agency. As promised last year, details of a R5 billion youth employment subsidy are set out in a discussion paper for further consideration in the House and at Nedlac" (National Treasury, 2011). The Gauteng NYDA Provincial Advisory Board (PAB) (interview, 1 March 2012) is of the view that the R5 billion earmarked for the wage subsidy should not be channelled to the private sector but the NYDA. In the 2012 Budget Speech Minister of Finance, Pravin Gordhan stated that: "the budget continues to support job creation, with a particular focus on unemployed youth" (National Treasure, 2012).

The NYDA expressed its unhappiness with the R376 million allocation in the 2012 Budget. The agency indicated that the budget allocated will not be sufficient for youth development. The respondent from the NYDA (interview, 23 February 2012) indicated that according to the NYDA Act of 2008 the NYDA must mainstream, coordinate and facilitate youth development in all the spheres of the economy. Therefore for the limited resources the NYDA will be unable to implement its mandate based on the Act. The ANCYL also resolved at their 24th National Congress that: "the youth of South Africa must intensify the campaign for meaningful capitalization and funding of the NYDA and youth development broadly" (ANCYL, 2011).

5.2.4 Mainstreaming of youth development in government at national, provincial and local level

The majority of the respondents agreed that youth development should be mainstreamed in government and expressed various views on how this should be done. The majority of the respondents also indicated that there needs to be better coordination of youth development. It seems that youth development is not well coordinated across government and that the NYDA needs to play a better coordination role in this regard. Some of the respondents expressed the need for a Youth Ministry to be established within the Presidency which will work with various forums and other ministries on issues of youth development. It seems that development is fragment across government where various ministries are implementing their own youth development initiatives, such as leanerships, and the National Rural Youth Service corps. The NYDA needs to

create effective partnerships with government at national, provincial and local level to ensure that youth development is mainstreamed in all sectors. All provincial governments have a Provincial Growth and Development Strategy (PGDS) and at local level there is the Integrated Development Plans (IDPs), these policy and strategy documents need to respond to issues of youth development and clear indicators need to be outlined for effective monitoring and evaluation.

There were different views with regards to the establishment of youth desks in all government departments. Most of the respondents expressed the need and importance of establishing youth desks in all government departments, at national, provincial and local level. The respondents further stated that the NYDA needs to oversee and monitor the work of the youth desks. The opposing views were that instead of the establishment of youth desks, government departments or ministries need to ensure that youth development forms part of their core business. In the interview with the Presidency Youth Desk it was noted that not all departments or ministries have established the youth desks or youth focal points.

At a provincial level the NYDA Provincial Advisory Boards (PABs) are tasked with coordinating youth activities. These PABs exist in all nine provinces and they are appointed by the NYDA Board and also report to the NYDA Board. The current NYDA Act of 2008 does not have provisions for the establishment of the PABs. In total there are seven appointed members to the PABs, with a Chairperson and Deputy Chairperson who has executive powers and the rest of the other members have no executive powers. The term of office of the board is three years. There are currently calls made for the NYDA Act of 2008 to be amended to make provisions for the appointment of the PAB's. The PABs play a political oversight role on issue of youth development at a provincial level. They are required to establish linkages and partnerships with the provincial government, which currently happens on an ad hoc basis since their establishment is not legislated by the NYDA Act of 2008. The PABs therefore operate and exist with no budget lines and no clear legislative mandates.

The ANCYL at their 24th National Congress resolved that; "Parliament must speed up the amendment of the NYDA Act to explicitly include the Provincial Advisory Boards as well as the conversion of the Act from s75 to s76 Act" (ANCYL, 2011). The ANCYL also further resolved; "that all spheres and departments of government must be compelled to establish fully fledged youth directorates by the end of 2012/13 financial year. A youth Ministry must be established. The Youth Ministry must be responsible for policy formulation and mainstreaming youth development whilst the NYDA shall be an implementing agency of such Ministry. Local government legislation must be amended to accommodate the compulsory establishment of youth directorates as well as funding for youth development programs. Youth development planning and program implementation must be aligned vertically and horizontally in municipalities, provinces and national government. There must be intensification of a deliberate program to prioritise rural youth, youth with disabilities and young women in the programs of the NYDA in particular and government in general" (ANCYL, 2011).

At a local level the NYDA has Youth Advisory Centres (YAC) which are one stop shop or walk in centres that provide information on youth services, training, counselling support, and referral service to young people. The information provided by the YAC's ranges from career guidance, entrepreneurial advice, job preparation and other life skills.   There are different types of YAC's which consist of:

- Full-service YAC, which offers all the NYDA services such as business loans finance; business consultancy service voucher; training and access to the National Youth Service programme.
- YAC Points, which are a smaller version of the Full-service YAC, offers similar services without full access to NYDA products and services such as business loans finance. The advantage of YAC Points is that they are located at community level.
- Mobile YACs, as the name suggest are mobile units moving from one location to another at community level to provide access NYDA services such as career guidance, skills development and entrepreneurial related information.

- YAC Kiosks, are smaller versions of YACs only providing shelf information with limited face to face assistance and these are located in places such as churches, community structures and tribal authorities. According to information from the NYDA there are currently 121 YACs and YAC Points in operation.

The youth service centres or YACs act as implementation platforms for all NYDA programmes and services at local level. Other platforms where NYDA services as can be accessed include the Youthconnect which is a share-call centre that provides advice and information to youth and the Youthportal which is web-based information portal containing information on NYDA services and programmes. It seems that youth development is not well coordinated and mainstreamed within government at a national, provincial and local level. The NYDA structures such as the PABs are in existence but have no legislative mandate which provides a framework or terms of reference to engage with provincial government and local municipalities.

Many government departments are implementing their own youth programmes without the involvement or influence from the NYDA. There are many budget allocations such as the job fund within Department of Labour which is not directly aligned to the programmes of the NYDA. It is hoped that the Integrated Youth Development Strategy (IYDS) will ensure that youth development is better coordinated and mainstreamed within government. The IYDS is still being finalised by the NYDA. According to the NYDA Act of 2008 the NYDA is required to "develop an Integrated Youth Development Plan and Strategy for South Africa" (NYDA Act of 2008). According to the NYDA (2011) the IYDS's objectives will be:

- "To promote a uniform approach of youth development by all organs of state, private sector and civil organisations;
- To facilitate endeavours aimed at job creation and economic freedom of youth by all organisation of state, private sector and civil society organizations;

- To initiative strategic anchor projects to benefit youth from disadvantaged backgrounds (rural, disabled and young women) and guide programming for other stakeholders including private and civic society sectors; and
- To provide a monitoring and evaluation framework and system which will enable coordinated nationwide reporting of youth development programmes implementation by all organs of state, the private sector and civil society organizations".

5.2.5 NYDA's role in advancing youth development

Majority of the respondents indicated that the NYDAA should play a better role in coordinating youth development with other stakeholders such as with youth formations, civil society and government. The respondents also stated with the lack of proper youth coordination, this has resulted in the fragmentation of youth development in the country. It was also stated that the NYDA needs to intensify its advocacy role and create proper platforms to engage youth organisations/formations and civil society in a structured way. It was also noted that the NYDA needs to increase its capacity to oversee mainstreaming of youth development in government and private sector to support implementation of youth development (YCL interview, 23 February 2012). The respondent from CASE indicated that the; "NYDA needs to play a coordination role among all stakeholders to influence policy development and programmes through sound research and needs to provide leadership and direction towards youth development" (CASE interview, 24 February 2012). According to SANGONeT (interview, 22 February 2012) "NYDA should serve as a platform or vehicle for implementation of government programmes. Historical disadvantaged communities or youth need more attention to access education and to be economically active. The NYDA should invest more in entrepreneurship; provide capacity building to entrepreneurs to develop the local economy and to sustain livelihoods".

All the respondents expressed similar concerns with regards to the lack of proper coordination of youth development among stakeholders and the need for the NYDA to provide the necessary leadership to ensure mainstreaming and effective coordination of youth development. The ANCYL expressed similar

views at their 24th National Congress where they stated that; "the NYDA is not demonstrating the necessary agility to drive the youth development agenda, even with the limited resources at its disposal" (ANCYL, 2011).

5.2.6   Indicators to monitor and evaluate youth development

Majority of the respondents indicated that there are no indicators to monitor and evaluate youth development. Some respondents indicated that if there are indicators they are not clear. One also noted the difference in interpretation between government and the NYDA, where government (Presidency) argued that the National Youth Policy 2009-2014 has indicators and the NYDA arguing that there are no indicators to monitor and evaluate youth development. Majority of the respondents expressed similar views on the type of indicators that should be formulated to monitor and evaluate youth development. According to the respondent from the NYDA it was indicated that the IYDS aims to develop national indicators. The respondent further noted that the NYDA is looking at constructing indicators that can be routinely monitored, for example quarterly, where such indicators will be incorporated in existing indicators provided by Stats SA on unemployment and economic growth.

The NYDA (interview, 23 February 2012) stated that, "youth indicators should focus on the following: economic participation; employment; labour market-jobs; business environment-entrepreneurship; education and skills (performance of basic and higher education system); and health (HIV/AIDA, mortality)". According to CASE (interview, 24 February 2012) stated that, "the main indicators should be linked to key challenges such as unemployment; health (HIV/AIDS, reduction in HIV infections); education (matric pass rate and university graduates); access to housing and basic services and access to employment". The YCL (interview, 23 February 2012) stated that, "the indicators should be clearly articulated in the NYP and IYDS. The indicators should speak to development in society that is measurable, such as capacity development, skilling and education".

There is a need to develop clear and measurable youth development indicators which can be monitored and evaluated. The youth development indictors will

also serve as a reporting mechanism by all sectors government, private sector and civil society. Currently youth development programmes are being implemented in a fragmented way with no measurable indicators to access impact.

5.2.7 Role of the private sector and civil society in advancing youth development

Majority of the respondents indicated that the private sector and civil society are not playing an active role to advance youth development. According to SANGONeT (interview, 22 February 2012) "private sector needs to be more involved in public policy making such as youth policy, they need to be an important partner in policy formulation. Private sector needs to invest more in corporate social investment (CSI) not only for public relations purposed, but needs to make sustainable investments in youth programmes and needs to monitor the programmes with the beneficiaries". The majority of the respondents also indicated that the private sector needs to create more opportunities for unemployed youth to gain on the job experience and also to make more bursaries available. The respondents also expressed similar views that the private sector corporate social investment programmes need to focus more on youth development, empowerment, skills training and development and mentoring of young entrepreneurs. Mentoring came out as a key issue where private sector needs to be play a role, in mentoring young people. An example was given where chief executive officers and directors of companies need to adopt young people for mentoring from lower levels of school, up to university and the workplace (SANGONeT interview, 22Fenruary 2012).

The respondents raised similar views with regards to civil society, that they were not active enough in promoting youth development. Since the research was conducted with representatives from government, civil society and political organisations, the civil society representatives indicated that due to limited funding they have not been able to actively implement youth development initiatives. According to SANGONeT (interview, 22 February 2012) "if we had a Ministry of Youth in government it would work with NGO's as implementing agents. There are organisations that provide services for youth development but

due to the financial crisis there is limited activity by NGO's. The NYDA is not engaging the NGO sector actively. The NYDA needs a department that will deal with NGO's to actively engage civil society organisations to implement youth programmes". According to the YCL (interview, 23 February 2012) "civil society is playing an active role through the South African Youth Council and the National Economic Development and Labour Council (Nedlac) processes. Civil society organisations remain uncoordinated and weak due to funding. Since civil society is uncoordinated they don't speak with one voice on common issues such as HIV/AIDS; unemployment and skills development".

Similar views were also expressed by CASE (interview, 24 February 2012) where they stated that "historically civil society and NGO's have played an important role in youth development. Community Based Organisations (CBO's) and NGO's have an opportunity to play an advocacy role with more established organisations. Government can learn from CBO's and NGO's on how to design programmes for youth development and also sharing of information since NGO's have more experience. Civil society should continue playing a monitoring role, but this could be difficult if the government is funding the organisation". The NYDA needs to establish structured and coordinated platforms to actively engage civil society in youth development. The NYDA needs to take advantage and tap into the vast knowledge and experience which exists among civil society and create sustainable partnerships to respond to youth development. The NYDA needs to make resources available through competitive bids and support programmes which civil society organisations can access to implement youth development initiatives and programmes at community level. The NYDA needs to create partnerships with national, regional and international civil society organisations to implement youth development programmes.

5.2.8   Role of the NYDA in influencing the public policy agenda

Majority of the respondents indicated that the NYDA is not playing an active role in influencing the public policy agenda to advance youth development. "According to the NYDA Act the NYDA is required to develop and influence policy in all spheres of government and needs to contribute to policy

development. The NYDA does this through its Policy Unit. The NYDA participates in government clusters and the interdepartmental youth affairs committee. A process was created to ensure that each and every policy the government formulates the NYDA needs to participate until finalisation of the policy. Inputs are solicited from all stakeholders" (NYDA interview, 23 February 2012). The respondents felt that the NYDA is not using its location within the Presidency to effectively influence government policies to ensure that all policies are aligned to youth development. According to SANGONeT (interview, 22 February) "there is a need for a Parliamentary Portfolio Committee on youth to contribute to policy debates".

Since the youth make up the majority of the population the NYDA needs to actively influence public policy for the benefit of youth development. The NYDA needs to partner with civil society organisation and the youth to make input to public policy. The respondents felt that the NYDA is not engaging effectively in public policy debates and discourse. For example they are not making any input to the policy discourse on the proposed wage subsidy and formulating a youth position on the issue. The ANCYL at the their 24th National Congress called for the Chairperson of the NYDA to sit in Cabinet meetings as a special invitee to represent youth development interests and also called for the same arrangement to be applied to the Provincial Chairpersons of the PABs (ANCYL, 2011).

5.2.9 Youth development and politics

Majority of the respondents felt that youth development is too politicised in the country and that the NYDA was too aligned to the ANCYL. Youth development in the country is largely influenced by the politics of the past where the youth played a pivotal role in fighting apartheid for a new democratic country. During the 1976 uprisings many young people of the country sacrificed their lives fighting against the apartheid government. One still sees this happening in the politics on today where the ANCYL is playing a key role in influencing government policies and the national agenda. The ANCYL has been the driving force behind the establishment of youth institutions in the country such as the former National Youth Commission and now the NYDA. Majority of the

respondents expressed concerns on the appointments of members of the PABs, that they are aligned to the ANCYL. The appointments are viewed as questionable and there is believe that the NYDA did not follow a transparent process. The respondents felt that the NYDA has a strong affiliation to the ANCYL which creates a stigma that the NYDA is for those affiliated to the ANCYL.

5.2.10 Monitoring and evaluation of the NYDA

Majority of the respondents indicated that the NYDA should be monitored and evaluated by Parliament and also civil society and the youth. The NYDA reports to the Presidency on a quarterly and annual basis. The majority of the respondents felt that Parliament should play a key role in monitoring and evaluating the NYDA. It was also indicated that civil society, academic institutions, NGO's and CBO's also have a key role to play in monitoring the NYDA's performance. It was also indicated that the NYDA through its internal monitoring programme should conduct internal reviews to assess its performance and effectiveness of its services.

5.3   PUBLIC DISCOURSE AND PERCEPTIONS ON THE NYDA

There has been on going public debate, discourse and perceptions about the NYDA. Many views and opinions have been expressed on the effectiveness of the NYDA in addressing youth development in the country.

According to an online news article "the youth wings of Cope and the IFP have called for a national youth ministry to replace the National Youth Development Agency (NYDA) as it had failed young people" (News24, 2011, November 2).

In an online article the Democratic Alliance leader Helen Zille stated the following; "*The National Youth Development Agency (NYDA) being launched on Tuesday seems set to repeat the mistakes of previous government initiatives. The DA would like to give the NYDA a chance, and we will be watching them very closely to determine whether they use their R1-billion budget of taxpayers' money to promote opportunities for youth generally, or merely to become yet*

another feed trough for the ANC. Over the past decade, the various provincial Youth Commissions have failed entirely to extend greater opportunities to young people. Together with the Umsobomvu Youth Fund, they ended up as little more than patronage schemes for ANC loyalists" (ioL, 2009, June 16). "Zille also criticised the appointment of Andile Lungisa, the deputy president of the African National Congress Youth League, to chair the NYDA. This immediately positions the organisation as a partisan political structure, rather than an organisation committed to the development of all young people" (ioL, 2009, June 16).

"Political youth leaders have lambasted the head of the National Youth Development Agency (NYDA), Andile Lungisa for rejecting Finance Minister Pravin Gordhan's R376 million allocation to the agency. They insisted Gordhan was right in not giving the agency any more cash to splash out on parties and big bonuses" (*Citizen*, 2012, February 24). According to the Democratic Alliance youth director Aimee Franklin, "the agency has been unable to spend the budget that they have responsibly. The World Festival of Youth and Students is a prime example of misspending by the agency" (*Citizen*, 2012, February 24). According to Charl Oberholzer, the national Chairman of AfriForum Youth, "we are not convinced that the agency is effective in youth development matters. Andile and his crew have not shown the government any good reason to give them more money" (*Citizen*, 2012, February 24).

5.4   CONCLUSION

The chapter focused on the analysis of the data from the interviews based on the 10 themes which emerged. All the respondents welcomed the establishment of the NYDA, as an agency which will coordinate and mainstream youth development in the country. The majority of the respondents also raised concerns with regards to the institutional capacity of the NYDA to effectively respond to youth development.

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1   INTRODUCTION

"South Africa, similar to most developing countries, has a large population of young people less than 35 years, representing almost two thirds of the total population. The youth population, those between 14 to 35 years, represent 41.25 of the total population based on mid-year 2010 population estimates by Stats SA. Since 2005, the population of 14-35 years olds has been growing at an average rate of 1.27%, whilst the total population has been growing at an average rate of 1.12%. South Africa's demographic profile shows a population age structure that is young, providing an opportunity to explore and implement policies and programmes that would get maximum benefits from its youthful population. Since South Africa has a bulging youth population, it tends to devote most of its resources to this population group, such as education, health, social grants for children etc. These interventions have not yielded the expected economic gains from these resources invested" (NYDA, 2011).

As stated above youth make up the majority of the population in the country and are faced with many challenges such as unemployment; poverty; lack of financial resources to access quality education and lack of skills to access the job market. In response to these challenges the government made a concerted effort to institutionalised youth development in 1996 with the establishment of the National Youth Commission, establishment of the Umsobomvu Youth Fund in 2001 and the establishment of the NYDA in 2009. There have been major policy shifts in youth development in the country, which resulted in the merger of the NYC and UYF to form the NYDA. Under the leadership of the former NYC the National Youth Development Policy Framework (NYDPF) 2002-2007 was developed which served as a foundation and framework for the development of the National Youth Policy 2009-2014. The NYDA was established through an Act of Parliament the NYDA Act Number 54 of 2008. The NYDA Act of 2008 mandates the agency to:

- "develop an Integrated Youth Development Plan and Strategy for South Africa;

- Develop guidelines for the implementation of an integrated national youth development policy and make recommendations to the President;

- Initiate, design, co-ordinate, evaluate and monitor all programmes aimed at integrating the youth into the economy and society in general;

- Guide efforts and facilitate economic participation and empowerment, and achievement of education and training;

- Partner and assist organs of state, the private sector and non-governmental organisations and community based organisations on initiatives directed at attainment of employment and skills development;

- Initiate programmes directed at poverty alleviation, urban and rural development and the combating of crime, substance abuse and social decay amongst youth;

- Establish annual national priority programmes in respect of youth development;

- Promote a uniform approach by all organs of state, the private sector and non-governmental organisations, to matters relating to or involving youth development; and

- Endeavour to promote the interest generally of the youth, particularly young people with disabilities".

The aim of the study was to assess the transition from the NYC to the NYDA in advancing youth development.

6.2   CONCLUSIONS OF THE STUDY

The study was of a qualitative nature and gathered data through semi-structured face to face and telephonic interviews. The data was gathered from 10 respondents who were representing various organisations and institutions relevant to the topic. The following themes emerged from the data analysis:

- Understanding of youth development;
- Establishment of the NYDA;
- Institutional capacity and efficiency of the NYDA to effectively address youth development (including financial capacity);

- Mainstreaming of youth development in government at national, provincial and local level;
- NYDA's role in advancing youth development;
- Indicators to monitor and evaluate youth development;
- Role of the private sector and civil society in advancing youth development;
- Role of the NYDA in influencing the public policy agenda;
- Youth development and politics; and
- Monitoring and evaluation of the NYDA.

From the analysis of the data it was clear that many of the respondents had similar views on the understanding of youth development and which areas it should focus on such as education; entrepreneurship; unemployment and skills development. The establishment of the NYDA was welcomed and viewed as positive to serve as a coordinating agency for youth development in the country since the former NYC was not effective and played more of a lobby and advocacy role, rather than implementation role. Since the establishment of the NYDA was welcomed, it was also indicated that the institutional capacity needs to be developed, by employing officials with the right skills and competencies. It was also evident that the budget allocated to the NYDA is not sufficient to allow it to implement youth programmes effectively. The NYDA also needs to ensure that youth development is properly coordinated and mainstreamed in all spheres of government. There was also a need for the NYDA to create effective platforms to engage civil society organisations, NGO's, private sector and CBO's on issues of youth development. Youth development was also viewed to be too politicised in the country since political organisations such as the ANCYL are seen as influencing the functions and operations of the NYDA.

6.3   RECOMMENDATIONS

The NYDA needs to actively engage in public policy debates and influence government policies to ensure that youth development is mainstreamed. The NYDA needs to actively engage provincial and local governments to ensure that youth development is mainstreamed in provincial and local strategies such as the Provincial Growth and Development Strategies and Integrated Development

Plans. The NYDA needs to ensure that its programmes and services are not one size fits all across the country but the youth programmes needs to target provincial and local needs for development and economic growth.

The NYDA needs to actively engage the private sector and civil society to create linkage and partnerships to implement youth development programmes. The NYDA needs to improve its outreach to vulnerable youth especially in rural areas to ensure that they access the necessary programmes and services offered by the NYDA. The NYDA needs to developed national youth indicators which are measurable to effectively monitor and evaluate the implementation of youth development in all spheres of government. The mandates and functions of the NYDA Provincial Advisory Boards need to be clearly defined and their establishment needs to be legislated through the NYDA Act of 2008 or through the appropriate provincial legislative frameworks, which will enable them to engage the provincial and local government effectively on issues of youth development.

The NYDA needs to use its location within the Presidency to effectively engage the President to lobby for all spheres of government to fast track the establishment of youth units/desks/directorates/focal points which will coordinate and implement youth development. It seems that there are currently no guidelines nor criteria for the establishment of the youth units or desks, therefore the NYDA needs to develop such guidelines which will assist all role players or stakeholders to meet the minimum requirements. The Presidency needs to set a target date for these youth units or desks to be established.

Parliament needs to play a more active role in monitoring the functions of the NYDA in advancing youth development in the country and need to establish the appropriate structures within Parliament to monitor and evaluate youth development in the country. The Presidency as the custodian for coordinating the function of youth development in the country should initiate a debate and discussion document on the possibility of establishing a Youth Ministry or restructuring the current Ministry responsible for women, children and people with disabilities to include youth. Currently the NYDA is playing both a policy formulation and implementation role as an agency. Benchmarks need to be

made on other government agency models such as the Industrial Development Corporation (IDC); Khula Enterprise; Small Enterprise Development Agency (SEDA) etc.

The NYDA needs to create strategic partnerships with international youth organisations, funding agencies and foundations to leverage investment for youth development in the country since there are limited resources. The government has a number of bilateral relations with various countries in the North and South which the NYDA can leverage to support its youth development programmes and priorities. South Africa is a partner to the India, Brazil and South Africa (IBSA) tripartite alliance which they NYDA can leverage to enter into youth partnership programmes with Brazil and India.

6.4   SUGGESTIONS FOR FURTHER RESEARCH

The study focused mainly on assessing the effectiveness of the NYDA as an institution in advancing youth development at a macro level or country level. The study was unable to assess in depth the response to youth development at a provincial level and local level through the Provincial Advisory Boards and Youth Advisory Centres. Suggestions for further research could include:

- Assessing the impact of the NYDA services and programmes;
- Assessing or evaluating the effectiveness of the Youth Advisory Centres;
- Assessing the institutional arrangements of the PABs and their linkages with the provinces in which they operate;
- Evaluating the establishment of youth units, desk or directorates in the different spheres of government and how they are structured; and
- Investigate the role of private sector in responding to youth development.

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APPENDICES

Appendix: A Questionnaire for: Civil Society, NGO's and Political organizations

Research for Master's Degree in Public Policy –University of Witwatersrand

Topic: Assessing the transition from the National Youth Commission to the National Youth Development Agency to advance Youth Development

Date: ------------------------

Time: ------------------------

Location: ----------------------

1. Demographic Information:

Organisation or institution Name: --- -- --------------------

Name:--

Job Title---

Sex:--

Age:--

Race:---

2. According to your understanding what is Youth development?

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3. Was it the right policy decision to merge the former NYC and UYF to form the NYDA? If yes explain and if no explain.

    ----

4. Will the NYDA be more effective than the former NYC and UYF in addressing youth development? If yes explain and if no explain.

    ----

5. Does the NYDA have the capacity (financial and institutional) to effectively address and impact on youth development in the country? If yes explain and if no explain.

    ----

6. How should youth development be mainstreamed in government at national, provincial and local level?

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7. What role should the NYDA play in influencing the advancement and acceleration of youth development in the country?

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8. In you view what should be the main indicators to monitor and evaluate youth development in the country?

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9. What role should the private sector play in advancing youth development in the country?

Is private sector playing an active role? If not why?

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10. What role should civil society play in advancing youth development in the country?

Is civil society playing an active role? If not why?

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11. What role should the NYDA play in influencing the public policy agenda of the country?

----

12. What should be the main objectives of the Integrated Youth Development Strategy once finalised?

----

13. In your view should the coordination of youth development be institutionalised into a single agency or should it be decentralised into the three spheres of government (national, provincial and local)?

----

14. Does the NYDA ensure that all youth irrespective of gender and race benefit from the programmes and initiatives of the Agency?

----

15. There is public perception that the NYDA is an agency politically aligned to the ANCYL what are your views?

----

16. Do you think youth development is too politicised in the country? If no explain and if yes explain?

----

17. Who should monitor and evaluate the performance of the NYDA?

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18. Is there any other comment which you would like to make?

THANK YOU

Appendix: B Questionnaire for: NYDA

Research for Master's Degree in Public Policy –University of Witwatersrand

Topic: Assessing the transition from the National Youth Commission to the National Youth Development Agency to advance Youth Development

Date: ------------------------

Time: ------------------------

Location: ----------------------

1. Demographic Information:

    Organisation or institution Name: ---

    Name: ---

    Job Title:---

    Sex:---

    Age:---

    Race:--

2. According to your understanding what is Youth development?

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3. Was it the right policy decision to merge the former NYC and UYF to form the NYDA? If yes explain and if no explain.

----

4. Will the NYDA be more effective than the former NYC and UYF in addressing youth development? If yes explain and if no explain.

----

5. Does the NYDA have the capacity (financial and institutional) to effectively address and impact on youth development in the country? If yes explain and if no explain.

----

6. What are the institutional mechanisms of the NYDA at national, provincial and local level? (e.g Provincial Boards and Service Branches).

How do they operate and who do they account to?

----

7. What is the mandate of the NYDA Board?

Who does the Board account to?

Who are the members of the Board and who are they appointed?

What is the term of Office of the Board?

How are the Board members remunerated?

Which policy frameworks inform the mandate and functions of the Board?

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8. Which policy frameworks inform the functions of the NYDA?

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9. How should youth development be mainstreamed in government at national, provincial and local level?

What is the relationship between the NYDA and other spheres of government?

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10. What role should the NYDA play in influencing the advancement and acceleration of youth development in the country?

----

11. In you view what should be the main indicators to monitor and evaluate youth development in the country?

----

12. What role should the private sector play in advancing youth development in the country?

Is private sector playing an active role? If not why?

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13. What role should civil society play in advancing youth development in the country?

Is civil society playing an active role? If not why?

----

14. What role should the NYDA play in influencing the public policy agenda of the country?

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15. What will be the main objectives of the Integrated Youth Development Strategy once finalised?

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16. In your view should the coordination of youth development be institutionalised into a single agency or should it be decentralised into the three spheres of government (national, provincial and local)?

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17. How does the NYDA ensure that all youth irrespective of gender and race benefit from the programmes and initiatives of the Agency?

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18. How does the NYDA account to the Presidency and Parliament?

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19. Who monitors and evaluates the performance of the NYDA?

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20. Is there any other comment which you would like to make?

THANK YOU

Appendix: C Questionnaire for: Presidency

Research for Master's Degree in Public Policy –University of Witwatersrand

Topic: Assessing the transition from the National Youth Commission to the National Youth Development Agency to advance Youth Development

Date: ------------------------

Time: ------------------------

Location: ----------------------

1. Demographic Information:

   Organisation or institution Name: --

   Name: ---

   Job Title:---

   Sex:--

   Age:---

   Race:---

2. According to your understanding what is Youth development?

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3. Was it the right policy decision to merge the former NYC and UYF to form the NYDA? If yes explain and if no explain.

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4. Will the NYDA be more effective than the former NYC and UYF in addressing youth development? If yes explain and if no explain.

----

5. Does the NYDA have the capacity (financial and institutional) to effectively address and impact on youth development in the country? If yes explain and if no explain.

----

6. What are the institutional mechanisms of the NYDA at national, provincial and local level? (e.g. Provincial Boards and Service Branches).

How do they operate and who do they account to?

----

7. How should youth development be mainstreamed in government at national, provincial and local level?

What is the relationship between the NYDA and other spheres of government?

----

8. What role should the NYDA play in influencing the advancement and acceleration of youth development in the country?

----

9. In you view what should be the main indicators to monitor and evaluate youth development in the country?

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10. What role should the private sector play in advancing youth development in the country?

Is private sector playing an active role? If not why?

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11. What role should civil society play in advancing youth development in the country?

Is civil society playing an active role? If not why?

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12. What role should the NYDA play in influencing the public policy agenda of the country?

----

13. What will be the main objectives of the Integrated Youth Development Strategy once finalised?

----

14. In your view should the coordination of youth development be institutionalised into a single agency or should it be decentralised into the three spheres of government (national, provincial and local)?

----

15. How does the NYDA ensure that all youth irrespective of gender and race benefit from the programmes and initiatives of the Agency?

----

16. How does the NYDA account to the Presidency and Parliament?

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17. Who monitors and evaluates the performance of the NYDA?

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18. Is there any other comment which you would like to make?

THANK YOU

Appendix: D Questionnaire for: Provincial Advisory Board (PAB)

Research for Master's Degree in Public Policy –University of Witwatersrand

Topic: Assessing the transition from the National Youth Commission to the National Youth Development Agency to advance Youth Development

Date: ------------------------

Time: ------------------------

Location: ----------------------

1. Demographic Information:

    Organisation or institution Name: --

    Name: ---

    Job Title:---

    Sex:---

    Age:--

    Race:---

2. According to your understanding what is Youth development?

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3. Was it the right policy decision to merge the former NYC and UYF to form the NYDA? If yes explain and if no explain.

----

4. Will the NYDA be more effective than the former NYC and UYF in addressing youth development? If yes explain and if no explain.

----

5. Does the NYDA have the capacity (financial and institutional) to effectively address and impact on youth development in the country? If yes explain and if no explain.

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6. What are the institutional mechanisms of the NYDA at national, provincial and local level? (e.g Provincial Boards and Service Branches).

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7. What is the mandate and functions of the Provincial Advisory Board?

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8. Who does the Board Account to?

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9. Who are the members of the Board and how are they appointed?

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10. What is the term of office of the Board?

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11. How are the Board members remunerated?

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12. Which policy frameworks inform the mandate and functions of the Board?

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13. How should youth development be mainstreamed in government at national, provincial and local level?

What is the relationship between the NYDA and other spheres of government?

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14. What role should the NYDA play in influencing the advancement and acceleration of youth development in the country?

----

15. In you view what should be the main indicators to monitor and evaluate youth development in the country?

----

16. What role should the private sector play in advancing youth development in the country?

Is private sector playing an active role? If not why?

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17. What role should civil society play in advancing youth development in the country?

Is civil society playing an active role? If not why?

----

18. What role should the NYDA play in influencing the public policy agenda of the country?

----

19. What will be the main objectives of the Integrated Youth Development Strategy once finalised?

----

20. In your view should the coordination of youth development be institutionalised into a single agency or should it be decentralised into the three spheres of government (national, provincial and local)?

----

21. How does the NYDA ensure that all youth irrespective of gender and race benefit from the programmes and initiatives of the Agency?

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22. How does the NYDA account to the Presidency and Parliament?

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23. Who monitors and evaluates the performance of the NYDA?

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24. Is there any other comment which you would like to make?

THANK YOU

Appendix: E Questionnaire for: Service Branch – Youth Advisory Centre (YAC)

Research for Master's Degree in Public Policy –University of Witwatersrand

Topic: Assessing the transition from the National Youth Commission to the National Youth Development Agency to advance Youth Development

Date: ------------------------

Time: ------------------------

Location: ----------------------

1. Demographic Information:

   Organisation or institution Name: ---

   Name: ---

   Job Title:---

   Sex:---

   Age:---

   Race:---

2. According to your understanding what is Youth development?

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3. What is the role and mandate of the NYDA Full Service Branch?

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4. How is a Service Branch established?

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5. What is the structure of the service branch in terms of staff?

Is the staff employed full time or part-time with compensation?

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6. Who does the Service Branch account to or report too?

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7. What services and products are offered by the Service Branch?

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8. Who are your services and products target for?

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9. What are the operation hours and days of the Service Branch?

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10. How does the Service branch contribute and impact on youth development?

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11. How does the Service Branch monitor and evaluate the impact of its services on youth development?

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12. Does the Service Branch engage with local business , local government and civil society organizations (e.g. NGO's) to ensure that youth development is advanced? If yes explain how and if no explain why.

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13. Is there any other comment which you would like to make?

THANK YOU

Appendix: F Questionnaire for: Parliament

Research for Master's Degree in Public Policy –University of Witwatersrand

Topic: Assessing the transition from the National Youth Commission to the National Youth Development Agency to advance Youth Development

Date: ------------------------

Time: ------------------------

Location: ----------------------

1. Demographic Information:

   Organisation or institution Name: --- -- --------------------

   Name:---

   Job Title---

   Sex:---

   Age:--

   Race:--

2. According to your understanding what is Youth development?

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3. Was it the right policy decision to merge the former NYC and UYF to form the NYDA? If yes explain and if no explain.

----

4. Will the NYDA be more effective than the former NYC and UYF in addressing youth development? If yes explain and if no explain.

----

5. What role should Parliament play in ensuring that youth development is advanced in the country?

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6. What will be the role of Parliament in ensuring that the NYDA delivers on its mandate of advancing youth development?

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7. How should youth development be mainstreamed in government at national, provincial and local level?

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8. In you view what should be the main indicators to monitor and evaluate youth development in the country?

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9. What role should the private sector play in advancing youth development in the country?

Is private sector playing an active role? If not why?

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10. What role should civil society play in advancing youth development in the country?

Is civil society playing an active role? If not why?

----

11. What role should the NYDA play in influencing the public policy agenda of the country?

----

12. In your view should the coordination of youth development be institutionalised into a single agency or should it be decentralised into the three spheres of government (national, provincial and local)?

----

13. How does or will the NYDA account to Parliament?

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14. Who should monitor and evaluate the performance of the NYDA?

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15. Is there any other comment which you would like to make?

THANK YOU