

GOVERNMENT NOTICE

THE PRESIDENCY

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THE PRESIDENCY: REPUBLIC OF SOUTH AFRICA
Private Bag X1000, Pretoria, 0001

CALL FOR WRITTEN INPUT/ COMMENTS/ SUBMISSIONS ON THE NATIONAL YOUTH POLICY 2008-2013

The National Youth Policy 2008-2013 has been approved by Cabinet as a discussion document. The desired outcome of the policy is to produce "empowered young people who are able to realise their full potential and understand their roles and responsibilities in making meaningful contribution to the development of a non-racial and prosperous South Africa".

In order to ensure finalization of the policy; interested individuals, groups, organizations and communities wishing to make written input/ comments/ submissions on the National Youth Policy are requested to forward them by no later than **30 January 2009** to: Ms RB Hlagala, Senior Policy Analyst in The Presidency: Youth Desk at Private Bag x 1000, Pretoria, 0001. Further contact details are: tel (012) 300-5540/ 5541/ 5459; fax: 0866835540/ 0866835541/ 0866835541; email: happinessm@po.gov.za or Gcino@po.gov.za.

The policy document can be downloaded from the Presidency's website: www.thepresidency.gov.za or collected from any of the following offices:

- **National Youth Commission:** Abongile Vaanda (012) 309 7800; 215 Proes Street, Pretoria. vaanda@nyc.gov.za
- **Limpopo Youth Commission:** Mr Tjia Goliath (015) 287-632/58/33; 25A Bodenstein Street, Polokwane; 0700. estherm@premier.limpopo.gov.za
- **Gauteng Youth Commission:** Mutlaneng Mmasabata (011) 843 7300; 118 Jurissen Street, 11th floor Traduna Centre; Braamfontein. Masabata.Mutlaneng@gauteng.gov.za
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- **Western Cape Youth Commission:** Daniels Anthony (021) 466 9700; Santam Building, 10th Floor; Golden Arcade
- **Eastern Cape Youth Commission:** Ntozakhe Mfezeko (040) 643 4033; Office No 1, Unathi House; Independent Road, Bisho. Mfezeko.ntozakhe@youth.ecprov.gov.za
- **KZN Youth Commission:** Mbatha Sipho (031) 264 6800; Langalibalele Street; 8th Floor Natalia Building; Pietermaritzburg. mbathas@premier.kzntl.gov.za

Issued by: The Minister in Presidency, Dr Manto Tshabalala-Msimang.

NATIONAL YOUTH POLICY 2008 - 2013



November, 2008

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Foreword

When our National Parliament unanimously passed the National Youth Policy Framework in 2002, the nation demonstrably gave endorsement to the clarion call by the ANC President O.R Tambo that "a nation that does not take care of its youth has no future and does not deserve one". Happily Government has over the past years been engaged in the process of building upon a policy framework as set out in clear and unambiguous strategies laid out in the Reconstruction and Development Programme (RDP).

Several youth legislative policy frameworks such as the National Youth Commission (NYC), Act No. 19 of 1996; the National Youth Policy (NYP) 2000 and the National Youth Development Framework (NYDF) 2002/2007 were undertaken. These legislative processes amply outlined institutional arrangements for youth development, a relatively new concept and perspectives on how delivery of services for young people was to occur, with their involvement and meaningful participation. But it has to be said that the developmental challenges facing the youth, especially for those out of the mainstream of development can not be eradicated by a single sector of government.

As with public policy processes, a rigorous public consultations were undertaken by the NYC in the review of the NYP 2000 and NYDF 2002/7 towards the development of the NYP 2008-2013 with youth organizations (national, provincial and local), government structures, religious formations, research institutions, the labour movement, civil society including the private sector.

In the spirit of recognising the sacrifices by the young people of our country, the review of the NYPF also will give recognition by our nation on the role played by our youth in establishing a South Africa that is truly free, democratic and caring. These will give them opportunities to play a meaningful role towards the attainment of all the good values we cherish so that we can safely say that we have afforded every citizen of our country a better life.

It is thus with great pride and humility that I put before this nation the Draft Second Generation of the NYP 2008-2013 and trust that our nation will help steer the course in collaboration with the youth, for the achievement of its goals and its objectives.

Finally, I wish to invite all the sectors of our nation to favour government with comments and criticisms in order to enrich the final product in this endeavour.

Dr Manto E. Tshabalala-Msimang
Minister in The Presidency

November 2008

Acknowledgments

The process of developing the National Youth Policy 2008-2013 has been highly rigorous and consultative. In 2007, a process to review the National Youth Development Framework (2002-2007) was undertaken by the National Youth Commission and the Youth Desk in the Policy Coordination and Advisory Services in The presidency. The NYDPF was preceded by the National Youth Policy (2000) which was never formally adopted by government.

In developing the National Youth Policy 2008-2013, the NYC undertook extensive research and consultation processes with various stakeholders in the youth sector. These included research institutions, youth organizations, sectoral groups, governments departments and the private sector.

I would, therefore, like to acknowledge the dedicated and tireless work of the National Youth Commission in the development of the NYP 2008-2013. The leadership that the organization undertook in conducting the intensive stakeholder consultations has ensured that the contents of the document represent a national consensus on youth development.

I also would like to acknowledge the Youth Desk for the relentless support provided to the NYC in facilitating all the relevant processes needed to for the adoption of the policy. This has ensured that the policy goes through all relevant key government structures.

I also extend sincere appreciation to all the Ministers in Cabinet for their respective input and guidance on the content and direction of this document. The contributions of government officials, senior and otherwise are also greatly appreciated.

Last but not least, I acknowledge the invaluable contribution made by our social partners; academia, research organizations, civil society, business, labour, the religious sector and fundamentally the youth sector.

National Youth Commission Chairperson

Ms Nomi Nkondlo

1. INTRODUCTION

The National Youth Policy (NYP) 2008-2013 forms part of a global trend where governments are formulating youth policies that respond to the changing conditions of young people in the 21st Century. While this policy speaks to the particular needs and circumstances of South Africa's youth, it locates them within the African family and the global community. As countries worldwide engage in a process of continuous policy renewal, the National Youth Policy 2008-2013 seeks both to contribute to this process and be informed by it.

It is within this context that South Africa's democracy and its social development approach to public policy created an enabling environment in which the lives, work and prosperity of young people are placed at the centre of the country's growth and development. This is geared towards ensuring global and regional integration as well as addressing the challenges and demands of the 21st Century. All these, seek to promote the developmental state in South Africa, protect democracy, support economic development, moral and spiritual regeneration, wealth creation and distribution, and to provide the strategic leadership in the fight to eradicate poverty, unemployment and underdevelopment.

It is clear that the future of South Africa's youth, and thus the future of the country as a whole, is intimately affected by this policy disposition. Therefore government in partnership with different role players must ensure that all young people access the opportunities that enable them to grow, develop and prosper as fully engaged, responsive and productive citizens. At the same time, all these role players must support young people who, by virtue of their vulnerability and other constraints, find themselves relegated to the margins of society and are unable to benefit from the policy dispensations offered by our democracy.

The development of the National Youth Policy 2008-2013 is based on the National Integrated Youth Development Strategy of the youth sector.

2. RATIONALE FOR THE POLICY

Since the advent of democracy in 1994, far-reaching opportunities were created through the transformation process. These included development of legislation and policies to guide interventions. Similarly, a need to develop the National Youth Policy (2000) was also identified and this process took place in 2000. The NYP, 2000, although it was never adopted, it remained a guiding policy for the youth sector and it also gave rise to the development of a National Youth Development Policy Framework (NYDPF) in 2002. The NYDPF covers a period of five years, ending in 2007. It is on this basis that the need to develop a comprehensive National Youth Policy to provide direction to youth focused interventions beyond 2007 is necessary.

The National Youth Policy 2008-2013 is built on the foundation of both policy and programmatic interventions implemented for young people between 1994 and 2007. In many instances, these initiatives have resulted in far-reaching transformation. Although there is ample evidence suggesting that considerable progress has been made towards meeting the objectives of these interventions and in addressing the challenges faced by young people as the target audience, the unfolding process of transformation had also revealed policy gaps and challenges that remain. The National Youth Policy 2008-2013 is specifically aimed at closing the identified gaps, addressing the challenges and recommending new measures to improve and accelerate implementation thereby making major strides in the development of young people by ensuring that they assume their rightful place in building a non-racial, non-sexist, prosperous and democratic South Africa.

It is in that spirit that President Thabo Mbeki, in his 2007 State of the Nation address, urged all key role players to "intensify efforts to integrate youth development into the mainstream of government

work". This call was also echoed in the Government's Social Cluster Programme of Action for 2007 and 2008, which directs the cluster to:

- "intensify efforts to integrate youth development into the mainstream of government policies and programmes within the framework of the National Youth Policy, and
- strategically locate Youth Units/ Directorates in such a manner that Directors-General, Heads of Departments and Municipal Managers take direct responsibility."

The fact that youth programmes have found expression in the government's programme of action is a clear illustration of the manner in which the South African Government prioritises the development of young people.

This policy is therefore prepared for the entire South African youth sector, with the intention of closing the identified gaps, strengthening the existing interventions, introducing new ones, shedding those that have not worked, enhancing the quality of the services rendered, extending coverage and increasing impact. It further provides a basis for review of key achievements and emerging trends in the field of youth development by reflecting on the role of youth, those responsible for provision of their services, and key social support systems. As a strategic document, the policy will consequently offer a set of policy priorities and recommendations as way forward in order to turn the general concept of youth development into action thus ensuring that young women and men realize their full potential whilst contributing to the overall development of society at large.

The rationale of the National Youth Policy 2008-2013 is thus to:

- identify gaps in the current policy and propose strategic policy interventions designed to fill them, thus speeding up further development of youth;
- defining the targets of the new interventions;
- addressing the continuous needs of the youth by focusing on areas where supplementary action is required;
- ensuring mainstreaming of youth development in programmes run by different key role players;
- positioning policy implementation in the context of institutional responsibilities and processes;
- mapping the process through which progress on policy implementation will be assessed; and
- specifying the monitoring and evaluation mechanism for the purposes of accountability and continuous improvement of interventions.

3. POLICY CONTEXT

South Africa's conception of youth development is influenced by the historical conditions that have shaped the country, and its democratic goals. It is based on the principles of social and economic justice, human rights, empowerment, participation, active citizenship, the promotion of public benefit, and distributive and liberal values. Youth development therefore determines South Africa's future; hence it is at the core of its development agenda. As the share of a country's working age population increases, the opportunity may emerge to create an economic growth spurt, provided young people can be productively employed (Bloom, Canning & Sevilla, 2002; UNIFEM & UNFPA, 2006; Moultrie, 2007).

It is therefore clear that, young people should be considered as beneficiaries and as agents of change and not as passive recipients of government services. The shaping of young people as active 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". While countries in East and South East Asia were at the forefront of this phenomenon, African countries are said to be starting this transition only now. The policy proposals made here are intended to create the conditions through which South Africa would seize the opportunity to capture the demographic dividend through comprehensive effort, resulting in overall development and inclusion of youth.

Looking ahead, this policy needs to respond to the social and economic forces that shape global and regional development in the 21st Century. In the context of our democracy, our commitment to human rights and our social development approach to public policy, young people need to be placed at the centre of national development. On the other hand, in pursuit of the objectives of a developmental state, characterised by strong collaboration between government, civil society, the private sector, communities, families and individuals, it is crucial that opportunities are created for young people to enable them to deal with the challenges of poverty, unemployment and inequality. This could be achieved if these youth are well located socially, politically and economically, and meaningfully engaged at community level thus ensuring democratic involvement, acquisition of first-hand knowledge and experience of civic action. It is also equally critical that there must be greater integration and coordination among various key role players in provision of youth services.

Youth development should be viewed as an integral part of addressing the challenges of South Africa's development. It should also be seen as a central process of building a non-sexist, non-racist, democratic society, and must be approached with the same vigour as all other processes of transformation. The development of young people must also be aligned to the government's approach to addressing poverty and underdevelopment, as well as a mechanism for promotion of social adjustment, social cohesion, and economic emancipation attained through comprehensive, integrated, cross-sectoral and sustainable policies and programmes that seek to bring about tangible improvements in the quality of their lives.

Disadvantaged youth must be empowered to overcome conditions which disadvantaged them. In the same manner, marginalised youth and those that have fallen out of the educational, social and economic mainstream must be re-integrated through second-chance measures and other supportive actions.

A multi-sectoral approach involving stakeholders in the public sector, civil society and the private sector where all these key role players work together in promoting youth development and providing youth services is essential. This can be achieved if an integrated approach to delivery of youth development services is taken through coordinating efforts/ initiatives/ interventions of various key role players issues in public policy and programmes, coordination of various efforts, and if there is accountability of all role players.

4. POLICY VISION

The vision of the National Youth Policy 2008-2013 remains consistent with the one contained in the *National Youth Development Policy Framework (2002: 8)* and is as follows:

Integrated, holistic and sustainable youth development, conscious of the historical imbalances and current imbalances and current realities, to build a non-sexist, non-racist, democratic South Africa in which young people and their organisations not only enjoy and contribute to their full potential in the social, economic and political spheres of life but also recognise and develop their responsibilities to build a better life for all".

5. POLICY GOAL

The goal of National Youth Policy 2008-2013 is to:

intentionally enhance the capacities of young people through addressing their needs, promoting positive outcomes, and providing integrated coordinated package of services, opportunities, choices, relationship and support necessary for holistic development of all young people particularly those outside the social, political and economic mainstream.

6. OBJECTIVES

In line with the above stated policy goal, the objectives of the National Youth Policy 2008-2013 are to:

- 6.1 integrate youth development into the mainstream of government policies, programmes and the national budget;
- 6.2 ensure that mainstream policies function effectively and curb the marginalisation of young people;
- 6.3 strengthen the capacity of key youth development institutions and ensure integration and coordination in the delivery of youth services;
- 6.4 strengthen the capacities of young people to enable them to take charge of their own wellbeing through building their assets and ultimately realising their potential to the fullest;
- 6.5 strengthen a culture of patriotic citizenship among young people and help them to become responsible adults who care for their families and others;
- 6.6 support prioritised youth groups and ensure that they have every opportunity to play their part in the development of our country;
- 6.7 foster a sense of national cohesion, while acknowledging existence of diverse circumstances and needs by providing opportunities to address these;
- 6.8 inculcate the spirit of patriotism by encouraging visible and active participation in different youth initiatives/projects and nation building activities;
- 6.9 promote the culture of treating all races in South Africa with dignity as well as embracing the African values, such as "ubuntu" at all times;
- 6.10 create a wider range of learning pathways to provide young people with multiple routes and exit opportunities for making the transition from youth to adulthood smoother;
- 6.11 design and implement interventions that seek to provide a wide variety of opportunities for needy young people;
- 6.12 create a safe environment free from discrimination, abuse, and violence, in which young people feel protected.

7. OUTCOME

The desired outcome of the above stated policy goal is to produce:

empowered young people who are able to realise their full potential and understand their roles and responsibilities in making meaningful contribution to the development of a non racial prosperous South Africa.

8. LEGISLATIVE AND POLICY FRAMEWORKS

The formulation of the National Youth Policy 2008-2013 is informed and based on the following key legislative and policy frameworks:

- 8.1 **The Constitution** – The Constitution of the Republic of South Africa, 1996 is the supreme law of the country entrenching specific rights, responsibilities and an ethos that all South Africans are to uphold. In the Bill of rights, specific human rights are guaranteed and these rights and responsibilities guide the inherent rights and responsibilities of all young South Africans.
- 8.2 **National Youth Commission Act of 1996** – The National Youth Commission was established as a statutory body charged with formulating a National Youth Policy, co-ordinating the implementation of such a policy as well as lobbying and advocating for youth development in the country.
- 8.3 **National Youth Policy 2000 (developed in 1997)** – Although this policy was never adopted, it largely informed the Cabinet's decision to endorse and adopt the National Youth Development

Policy Framework. It also gave direction on action steps that need to be undertaken by the state and society at large to meet the challenges faced by the country's youth.

8.4 National Youth Development Policy Framework (NYDPF) 2002-2007 - The NYDPF provided the context for the government's youth action, arguing for an integrated, holistic youth development strategy. It further articulates the values of equity, diversity, redress, responsiveness to the needs and contexts of young people, and an orientation that is sustainable, participatory, inclusive, gender sensitive, accessible and transparent. The lessons learnt from the NYDPF showed that more focused policy direction is required to respond to the changing needs of young people in the 21st Century.

8.5 The White Paper for Social Welfare (1997) - This document places major emphasis on the needs and challenges of youth as well as the specific interventions to be utilised to ensure development of young people. This was the first government policy document to articulate the need for a professionalise youth work in an effort to build capacity for those responsible for provision of youth development services so that they can adequately and effectively address the challenges faced by the youth within their respective communities.

8.6 The White Paper on Reconstruction and Development (1994) - The RDP was a plan by the newly democratically elected government to redress social and economic challenges faced by the country as a result of discriminatory policies of the previous governments. The RDP made specific commitments to the empowerment of SA women, youth, rural and disabled persons. The RDP committed the government to ensuring that suitable programmes aimed at young people are established to ensure redress of backlogs in education and training, job creation, and recreation.

8.7 World Programme of Action on Youth (2000) - The United Nations Ministers responsible for the youth from different countries adopted the World Programme of Action on Youth for the year 2000 and beyond. This is a 10 year plan aimed at effectively addressing the problems of young people. It is a policy framework that seeks to deliver opportunities that would enhance young people's participation in society and provide practical guidelines for youth development's support by national and international institutions. The plan contains concrete proposals on how countries should improve the wellbeing and livelihoods of young people in their respective countries.

8.8 African Youth Charter (2006): The African Youth Charter is a political and legal document which serves as a strategic framework that gives direction for youth empowerment and development at continental, regional and national levels. The Charter is inline with the efforts of the African Union that seek to provide an avenue for effective youth development. The Charter was adopted in May 2006, and then endorsed by African Union Heads of States in July 2006. South Africa is in the process of ratifying and signing the Charter. The African Youth Charter is consistent with the South African Constitution and virtually all its provisions are in line with the socio-economic programmes being implemented, or envisaged.

9. VALUES AND PRINCIPLES

In South Africa the concept of youth development has been shaped by the long history of struggle against apartheid. Throughout our history, young people have acted as drivers of change and have participated actively in the development of a socially inclusive and economically empowering society. Youth development is therefore guided by the vision of a non-racial and non-sexist democracy that is being built through transformation, reconstruction and development. All these have shaped the following values and principles which underpin youth development today:

9.1 Values

The policy promotes the following values:

- Inherent worth and inborn dignity of youth. The provision of services should therefore reflect respect for the worth and dignity of youth as human beings who should be supported to unleash their inherent strengths and potential thus countering the view of widespread deficiency and pathology-oriented perception.
- Empowerment of young people as assets for national development. Interventions should raise the confidence of youth so that they can contribute meaningfully to their own development and to the broader society.
- Young people as instruments and agents of their own development.
- Young people are social beings belonging to a network of structures as family and community which are essential to their development. It is critical that these support systems are strengthened to ensure proper development of youth.
- The promotion of social and economic inclusion as well as integration of young people into the mainstream of society and the economy.
- Intentional youth-focussed interventions that prioritise addressing the needs of young people effectively.
- The promotion of moral and spiritual regeneration in line with the values of “ubuntu”

9.2 Principles

The policy is underpinned by the following principles most of which have been extracted from the National Youth Development Policy Framework, 2002:08:

- **Accessibility** - young women and men of diverse backgrounds must access resources and services crucial to their total development.
- **Responsiveness** – all youth development service providers should respond to the needs and concerns of young people and be guided by the intention to act in their best interests thus maximising their human potential.
- **Holistic** - Youth development initiatives must encompass all aspects of a young person's life and respond to their physical, psychological, social, economic and spiritual needs within the socio-political environment thus ensuring that they gain the necessary knowledge, skills, and experience required to ensure smooth transition into adult life.
- **Integration** – the need for different key role players such as government, civil society, private and business sectors to coordinate their efforts to ensure greater impact in developing young people.
- **Diversity** - youth development interventions must recognise and acknowledge the diverse backgrounds from which young people come from and celebrate the roles played by different agents of socialization, tradition, culture and spirituality in the development of young women and men.
- **Non-discriminatory** - all youth development initiatives should not discriminate against young people on the basis of age, gender, race, sexual orientation, disability or any other form of discrimination as enshrined in the Constitution of the country. This principle acknowledges the impact of socialisation and promotes respect for the human rights.
- **Sustainable development** - young people's assets, potential, capacity and capability must be maximised so that they can respond effectively and efficiently to life's challenges without compromising the ability of future generations to meet their own needs.
- **Transparency** - institutions and organisations involved in youth development should operate in a transparent and accountable manner.
- **Participation and inclusion** – service providers must design policies, strategies and programmes for and with young people by sharing information, creating opportunities and involving them in decision making as active participants in their own development. Young

people should own the outcomes of the development process and should view human rights as a fundamental basis for human development.

- **Social cohesion** - youth development interventions should promote inclusion of young people as significant part of societal structures by involving them in democratic and nation-building activities.
- **Social protection** - different youth development interventions should seek to promote the wellbeing of young people by putting in place measures that seek to protect and address the needs of youth thus reducing their vulnerability.
- **Youth Service** – young people should be involved in meaningful activities which benefit communities whilst developing their sense of patriotism and their abilities through learning and service.
- **Redress** - it is essential to recognise the different ways in which young people have been affected by the injustices of the past and address these injustices through equitable policies, programmes and resource allocation.

10. DEFINING YOUTH DEVELOPMENT

The National Youth Policy 2008-2013 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.

This definition finds expression in the National Youth Development Policy Framework 2002-2007:

'We celebrate the roles of young women and men in South Africa and their contribution to the reconstruction and development of their communities and the country. We recognise the contributions young people make to our society and build upon the imagination, energy, vibrancy and talents of all young women and men. These contributions need to be enhanced through initiatives that will bring about personal development for young people and their organisations' (National Youth Development Policy Framework, 2002: 3).

It is worth noting that, all of the above definitions emphasise total and positive development of young people. This policy in turn emphasises the need for various youth development efforts and interventions to respond to the needs of young people by focusing on all aspects or spheres of their lives. It therefore goes without saying that, interventions targeting this population group should also be geared towards responding to their needs holistically.

11. DEFINING AND PROFILING YOUTH

The National Youth Policy 2008-2013 is used inclusively to refer to young people as those falling within the age group of 14 to 35 years. This is based on the mandate of the National Youth Commission Act 1996 and the National Youth Policy 2000. This inclusive approach takes into account, both historical as well as present-day conditions. Although much has changed for young people since the advent of democracy in 1994, the motivation for 35 years as the upper age limit of the youth has not yet changed since historical imbalances in the country are yet to be fully addressed. This definition is also inconsistent with the definition of youth as contained in the African Youth Charter (AU, 2006) which defines youth as those between the ages of 15 and 35 years , although the latter excludes the 14 year olds. This does not present a challenge as South Africa includes a broader rather than narrower definition of youth.

Of particular importance is the fact that the National Youth Policy 2008-2013 supplements this age range by segmenting the youth population in age cohorts and target groups in recognition of significant differences that exist in these youth groupings in terms of their unique situations and

needs. All these acknowledge the fact that young people are not a homogenous group and a differentiated approach should be adopted in dealing with them. The policy therefore acknowledges that the 14-35 age range is by no means a blanket general standard, but within the parameters of this age range young people can be disaggregated by race, age, gender, social class, geographic location etc.

The differentiated approach makes it possible for policy to take into account definitions which are stipulated in other relevant pieces of legislation and policies such as proposal of 15-28 years as the age range for youth as in the National Youth Development Policy Framework (National Youth Commission, 2002); definition of a child as a person up to the age of 18 years as in the Children's Act No. 35 of 2005; and reference to young offenders as those between the ages of 14 and 25 years as reflected in the Correctional Services Act, (Dept. of Correctional Services, 2003); as well as distinction of a child from an "adult youth" by the criminal justice system which does not consider the latter as a specialised group in need of special rehabilitative programmes.

As outlined in the rationale for this youth policy, South Africa aspires to produce *young people who are empowered, able to realise their full potential, and understand their roles and responsibilities in making meaningful contribution to the development of the country*. This policy should therefore develop all young people, particularly the prioritised target groups whilst striving to give second chances to those have fallen outside of the mainstream. This is critical for South Africa, since according to Statistics South Africa (2007), young people constitute 36.4 per cent of the country's population. The Table below illustrate the fact that the youth population is increasing relative to children and adult populations. This phenomenon is referred to as the "youth bulge".

The Table below illustrate that the South African population is predominantly young, with youth constituting the largest segment as compared to other population groups. This therefore suggests the critical need to focus on investing in young people if this country is to be developed. This investment could only be attained if young people are totally developed, the challenges they are faced with are addressed and the vicious cycles of social ills they encounter is broken. If South Africa does not focus on youth development, it runs a risk of undermining all its development and growth efforts.

Population Age	Male %		Female %		Total %	
	1994	2008	1994	2008	1994	2008
0-13 years	35.3	30.3	33.4	28.3	34.3	29.3
14-24 years	22.0	22.8	21.7	21.5	21.9	22.1
25-35 years	17.3	18.6	17.3	17.5	17.3	18.0
36+	25.4	28.2	27.5	32.7	26.5	30.5

Source: ASSA projections in Budlender (2008).

12. TARGET YOUTH GROUPS

Young people are not a homogenous group since they are diverse and have diverse needs. In the same manner, there should be equally diverse and unique interventions designed to address those needs. It is crucial therefore that mainstream policies and programmes across all different sectors should work synergically if the needs of young people are to be effectively addressed.

This policy recognises various challenges facing youth from diverse backgrounds. It also acknowledges that problems experienced by individual categories of targeted youth groups are unique, multifaceted and require involvement of various services providers across different sectors. Therefore it would be important to identify the broad categories of targeted youth groups requiring specialized and tailored interventions. They include, but are not limited to the following:

- Young women,
- Young men,
- Youth in secondary school,
- Youth in tertiary institutions,
- School aged out of school youth,
- Unemployed youth,
- Youth in the workplace,
- Youth from poor households,
- Youth from different racial groups,
- Teenage parents,
- Orphaned youth,
- Youth heading households,
- Youth with disabilities,
- Youth living with HIV and Aids and other communicable diseases,
- Youth in conflict with the law,
- Youth abusing dependency creating substances,
- Homeless youth living on the street,
- Youth in rural areas,
- Youth in townships,
- Youth in cities,
- Youth in informal settlements,
- Young migrants,
- Young refugees,
- Youth who have been or are at risk of being abused.

The National Youth Policy 2008-2013, whilst emphasising development of **all** youth acknowledges the reality of limitation of resources and as a result prioritises that efforts and intervention should give second chance to the most marginalized and excluded youth groups. Of the stated categories, this policy argues that immediate attention should be given to the following prioritised youth target groups:

- Young women;
- Youth with disabilities;
- Unemployed youth;
- School aged out of school youth;
- Youth in rural areas;
- Youth at risk i.e. youth living with chronic diseases(Communicable eg HIV and AIDS and non communicable diseases e.g. asthma and other chronic disease , youth heading households; youth in conflict with the law, and youth abusing dependency creating substances, youth at risk of being subjected to all forms of abuse .

This policy further advocates for cooperation of the government clusters in ensuring youth development. An inter-cluster plan of action stating who is responsible for what, and the criteria on which decisions are to be based is needed if greater impact is to be made in giving attention to the specific needs of each target group.

12.1 Young women

South African young women face specific challenges and particular difficulties in our society today. They are more likely to be unemployed than males, since they tend to have fewer occupational opportunities in a patriarchal society. They experience these challenges as a result of historical gender stereotypes which often result in gender imbalances. They are also more vulnerable as opposed to their male counterparts. For example, according to research, the proportion of young women giving birth before the age of 18 stands at 30% (Grant and Hallman, 2006:3). This

translates into fewer occupational opportunities for women due to expected family responsibilities of starting families at an early age. Some of the challenges include women as victims of violence and abuse and often they feel threatened and powerless. In addition, the impacts of diseases in general and in particular HIV and AIDS have also had an enormous impact on young women. All these and other factors make it necessary to deliberately give attention to this target group.

This policy advocates for specific gender focused interventions targeting young women and taking into consideration the gender imbalances and consequently promoting gender parity. These include but are not limited to education and capacity building programmes such as: take a girl child to work campaign, and a campaign on 16 days and 365 days of no violence against women and children.

Great strides have been made in realising gender parity and there exists a strong set of institutional mechanisms that deal with the challenges of gender inequality. However, there remains a need to strengthen these efforts by strengthening gender mainstreaming, designing programmes that target young women in rural areas, and ensuring better coordination to ensure maximum impact.

12.2 Youth with disabilities

Young people with disabilities should participate equally in society alongside their 'able-bodied' peers. This could be achieved if disability is approached as a human right and developmental issue (Draft National Disability Framework, 2008). The youth with disabilities, similarly require support and assistance to ensure that they have access to a variety of resources. At present, they are unable to compete with their peers due to inability to access those resources. This applies with greater force to youth with disabilities living in rural areas.

South Africa has ratified the UN Convention on the rights of people with disabilities. The implication of that decision is that, the country is expected to outlaw all provisions in legislation and policies that discriminate against persons with disabilities. The efforts by the South African government in addressing the needs of people with disabilities are noted. There are policies and structures in place aimed at addressing the needs of people with disabilities including youth. For example: there are offices of the status of persons with disabilities at national and provincial levels located within the office of the Presidency and the Premier's offices respectively. In terms of education, the White Paper on Special Needs Education (Dept. of Education, 2001) and the draft National Disability Framework (2008) makes provision for the creation of equal educational opportunities and delivery of services for people with disabilities within the school, workplace and the broader community. On the other hand, an Integrated National Disability Strategy (RSA, 1997) also outlines priorities that need attention with regard to mainstreaming services for people with disabilities.

There is also greater appreciation of the invaluable role played by young people with disabilities in society, despite real challenges they face everyday. If an enabling environment is created for these youth, they will certainly contribute towards betterment of society and there is a need to do more by mainstreaming disability issues at local level and prioritizing issues affecting young people with disabilities.

12.3 Unemployed youth

The South African economy is reported to be growing at an impressive annual rate of 4.5% since 2004, up from a mere 3% average from 1994-2004. However, there are concerns that the increase in employment numbers are insufficient to absorb the current (and growing) labour force. Concerns have been raised about youth unemployment, which was estimated at 50.3% for 14- to 24-year-olds and 29.5% for 25- to 35-year-olds in March 2006. Even though this figure constitutes a fall of about 2 percentage points from the previous year, it is worrying that there is still a significant number of young people who are unemployed and therefore vulnerable to poverty (CASE, 2007). Morrow et al. (2005: 10) estimated that one-third of all youth live in poverty, and approximately half of this one-

third lives in extreme poverty. Almost two-thirds of youth in the aged 15-24 live in households with expenditure of less than R1 200 per month, as do approximately 60 per cent of youth aged 25-34 (Labour Force Survey, March 2007).

The literature on youth poverty in South Africa identifies two general causes – continuous reliance on poor households and unemployment (Morrow et al., 2005: 10). Poverty tends to reproduce itself among children and young people from already impoverished families. Conditions of poverty further hamper access to basic services for large numbers of young people living in poor households and constrain their ability to take up opportunities offered in the context of South Africa's social development approach. This policy therefore recognises the ways in which poverty caused by challenges relating to unemployment affects young people and suggests that government should work jointly with all key stakeholders, particularly the private sector in addressing backlogs in the labour market.

Unemployment turns to bring with it a number of social problems including: crime, drug and alcohol abuse, poor health and the loss of self-esteem and the confidence needed to participate in the broader society. Unemployed youth struggle to participate meaningfully in the economy and require assistance in dealing with the wide range of concerns and problems they experience in finding employment.

Taking into consideration the fact that the youth constitute the largest segment as compared to other population groups, their non participation in the economy of the country will definitely have serious negative consequences. Efforts at implementing employment and skills development programmes are ongoing as a means to ensure participation into labour market. This policy recognises the need to intensify the current interventions which seek to address youth unemployment by bringing other key role players across different sectors on board in order to jointly address this problem. This policy specifically targets the private sector by mobilising resources to support initiatives that seek to develop the youth. Central to this, are various initiatives such as the Youth Development Forum, Expanded Public Works Programme, AsgiSA, Jipsa which addresses youth unemployment. It is however crucial that these interventions are massified in terms of scale and impact, so that their coverage is extended to also address the employment needs of young people living in rural areas, and to also have a long lasting effects on the targeted youth population.

At present, although there are measures that address unemployment, they predominantly target skilled youth and those with matric and beyond. According to Statistics South Africa (2006), the nature of youth unemployment in South Africa, highlights that Africans, rural people, young women and youth under the age of 24 years (i.e. out of school youth) are most likely to be unemployed. This policy emphasises intensifying measures that will target these groups to enable them to participate in the social and economic mainstream. It is clear that such youth are more at risk if the challenges of unemployment and poverty are not addressed. If these youth are provided with second chance opportunities that appropriately support and encourage them they could become an asset to themselves, their families and society.

12.4 School-aged-out-of school youth

There is no reliable data on school-aged-out-of school youth due to the fluid nature of the lives of these youth and their reluctance to engage with authorities. However, these young women and men can be described as those who have dropped out of school prematurely and are unskilled. They are mostly unemployed since they do not have the starting qualifications. They have no adult supervision, have poor level of general welfare and well being and experience increased levels of stress. They are also exposed to high risk behaviour such as HIV infection, rape, alcohol and drug abuse, violence, exploitation, and often run a risk of being in conflict with the law. Although there is no specific data available, there are indication that these youth are found in variety of settings e.g. some are at home, some spend time on the streets although they still have contact with their

families, some live full time on the streets to escape from their intolerable situations at home and or to survive, some hang out around the shops and shebeens etc. Since some of these youth lack basic literacy and numeracy, and are mostly unskilled, they remain marginalised from economy since they lack the capabilities to access economic opportunities. At present, there are limited programmes aimed at addressing the needs of these youth.

On the other hand, the Further Education and Training Colleges which could absorb these youth, receive less attention compared to universities in terms of research, policy and planning. The screening processes in these colleges continue to be inaccessible to ordinary unskilled and uneducated youth. There is a need to focus the country's efforts and give specific attention to the opportunities that provide unskilled and uneducated youth with second chance opportunities. Such interventions should be proactive rather than reactive in nature. This implies strengthening families and other primary socialization agencies and putting in place early intervention measures aimed at curbing the problem in its early stages. There should also be rehabilitation and after care measures for those youth who have already fallen prey. In the latter, these young people must be rehabilitated so that they are incorporated into the mainstream culture.

It would be crucial to institutionalise key programmes targeting such youth since their problems are multifaceted. The different role players (government, NGO, private and business sectors) targeting these youth should all collaborate and have joint plans and interventions where necessary. Of particular importance, is the identification of the coordinator of such programmes for the purposes of integration, maximization of impact and accountability.

12.5 Youth in rural areas

Young women and men in rural areas face particular constraints with regard to both accessibility and availability of services and facilities, and this result in fewer opportunities and less information and employment than in urban areas. This concern requires that a research be conducted. There is also a great concern over the rural-urban migrants who are predominantly young. The fact that Gauteng Province has the highest proportion of youth population (22.7%) as compared to Eastern Cape (12.6%) and Limpopo (10.4%), could be a demonstration of a tendency of youth migrating from poor rural areas to the wealthier urban provinces (Statistics SA, 2007:62-67). This is in turn a function of a number of patterns including under-development of rural provinces, lack of opportunities and slow pace of land reform. As a result, young people are attracted by possibilities that urban areas can offer. In some cases, these youth, particularly if they are unskilled, end up being destitute and those who are educated and skilled leave their areas/ communities under-resourced in search of lucrative offers. This reproduces the cycle of rural impoverishment and exacerbates the urban bias with regard to current development initiatives.

Interventions should specifically address the situation of young people in rural areas in respect of access to services and creation of opportunities as well as employment. Government should invest in rural development, appropriately skill youth from these areas and create mechanisms of attracting and retaining them to be of service to their communities. This can only be possible if there is development of infrastructure in rural areas and provision of incentives to investors in rural areas.

12.6 Youth at risk

The NYP 2008 prioritises the following categories of youth at risk:

12.6.1 Youth living with HIV or AIDS

Notwithstanding the report in the Fifteen Year Review youth input paper (Budlender, 2008), in 1994, that the highest HIV and AIDS prevalence rate found among the 23-year old women was estimated at 5.6%, the prevalence rates rose in subsequent years until recently. It is encouraging to

note that sentinel surveillance of Antenatal women for 2006 shows a decrease in the rate of HIV infection especially in the younger age groups (South Africa's Country Progress Report submitted to the United Nations in February, 2008). The prevalence rates in the 15-18 years group was 16% in 2004 and reduced to 13.5 % in 2006; in the age group 20-24 years it reduced from 32% in 2004 to 28% in 2006. This gives hope that all the prevention efforts are beginning to bear fruit and resulting in positive behaviour change.

This promising trend should, however, not result in complacency. There is still a challenge of caring for those who are infected and affected by HIV. The youth are a powerful change agent and could help change the epidemic around as reflected by the latest statistics of the antenatal surveillance.

12.6.2 Youth heading household

These youth (including children) are vulnerable and at risk because they are living alone since their biological mother, father or both parents have died or unable to take care of them due to ill health or have abandoned them. These circumstances could be the result of inability of parents to fulfil their role and responsibility of caring and protecting their children due to illness and subsequent death. As a result, youth in such circumstances may be forced to assume responsibility not only for themselves, but also for their younger siblings and or for their sick parents, thus consequently running households.

These youth are at greater risk of abuse, exploitation, and dropping out of school, thus being excluded from services, such as school feeding and school health programmes.

12.6.3 Youth in conflict with the law

The review of studies has shown that the rates of youth in conflict with the law are relatively high. For example, 36% of the prison population is under the age of 16 years, while 69% of people detained by the police are between the ages of 18-35 years (SYR, 2004). It is estimated that 15% of all criminal offences committed in South Africa are by children younger than 18 years (Steyn, 2005). Further, there are strong indications that offending by youth is on the increase (Muntingh, 2003). This is worrying given the fact that youth constitute the largest percentage of the South African population (SSA 2006).

12.6.3 Youth abusing dependency creating substances

This category of youth is at risk owing to exposure to unhealthy lifestyle of abusing dependency creating substances. According to Budlender (2008), substance abuse poses risks to the individual's health and to society more generally. Although it is virtually impossible to collect reliable and comprehensive statistics on substance abuse given that use of many of the substances is illegal, and under-reporting will thus be common, Bhana et al (2007) in Budlender (2008) draw on the South African Community Epidemiology Network on Drug Use surveillance system which tracks patients accessing treatment at about four-fifths of facilities across the country. The system reveals that most patients seeking treatment are between 27-35 years of age, but patterns differ according to the type of drug. Alcohol abusers tend to be older, while abusers of cannabis, heroin or methamphetamine tend to be younger. In summary, the proportion of patients under 20 years of age has increased over time.

On the other hand, the DHS of 2003 found that 19.9% of boys and 10.2% of girls aged 15-19 years had at some point used tobacco. These figures were one to two percentage points higher than the rates reported in 1998. Overall, 3.1% of adolescents drank at harmful levels, with little difference between male and female adolescents (Department of Health, forthcoming).

The above clearly illustrate that there is a need to have interventions targeting youth who already have the problem of abusing dependency creating substances as well as having measures in place to reduce the likelihood of having youth falling prey of this problem.

The current Cabinet Committee also raised a concern on the perceived increase of risky behaviours including those mentioned above such as HIV and AIDS, crime, and substance. This was further supported by an assertion of the worrying rate at which young people in schools are engaging in risky behavior such as carrying weapons, substance abuse etc. (Reddy et al, 2002 in Budlender; 2008: 58-59).

In response to that, an investigation of the current government interventions was conducted and the report revealed that although there are measures in place seeking to address the challenges facing these youth, there is poor coordination amongst implementers. There is also a problem of institutionalisation of interventions and this manifests itself in various ways e.g. no dedicated people to coordinate initiatives and or inadequate budget. Even in instances where resources exist, there is lack of sustainability and continuity of such programmes.

This policy argues strongly for strengthening these interventions in the interest of achieving scale and impact. Instituting an Inter-Cluster Task Team responsible for coordinating programmes addressing the needs of the targeted youth at risk would address the challenge of fragmentation and poor coordination that currently constrain service delivery.

13. RIGHTS AND RESPONSIBILITIES

The policy acknowledges that all citizens of South Africa irrespective of age enjoy human rights as contained in the Constitution and the Bill of Rights. These rights are the cornerstones of our democracy and affirm the democratic values of human dignity, equality and freedom. Although young people enjoy all these rights, this policy identifies and introduces the rights which are more relevant to the development of youth and emphasizes the need to uphold these rights and to empower young people to fully understand them.

It is important to note that there are also responsibilities that accompany or are tied to those rights. Youths are expected to use information on rights and responsibilities to make informed decisions about issues that will affect the rest of their lives and to support them on their journey to becoming mature, responsible adults.

This approach therefore reaffirms that youth are not only recipients and beneficiaries of services, but they are also providers. Knowledge of one's own rights and responsibilities is as important as developing a respect for the rights of others, since actions seldom have isolated consequences. This policy promotes the rights of young people and encourages them to accept the accompanying responsibilities.

The policy therefore, confirms that different role players in the youth sector should inform, guide and advise youth on their rights and responsibilities. In addition to human rights stated in the Constitution, this policy further identifies youth rights, the accompanying responsibilities, and the need to create an enabling environment by providing opportunities that will enable young people to fulfil those responsibilities. These opportunities should nurture the talents of young people and develop their capabilities and enable youth to build a secure future for themselves.

All young women and men, irrespective of their age, gender, socio-economic status, and or any other defining factors, have the right to:

- enjoy the fruits of a free, democratic and prospering society;
- enjoy their youthfulness;
- protection and care;
- access youth development services;
- partake fully in citizenship duties including voting, decision-making processes and governance;

- participate in the planning and implementation of youth development by becoming the custodians of their own development;
- access information which is age appropriate;
- privacy;
- attain an educational level commensurate with their aspirations;
- career guidance;
- access employment opportunities equal to their abilities;
- cultural expression;
- own and inherit property;
- enjoy ownership of that property; and
- self determination.

Concomitantly young people have the responsibilities to:

- promote and advance their rights as they relate to themselves, other young people and fellow South Africans in general;
- build and guarantee the democratic order through playing a positive developmental role in South Africa, the region and the continent;
- promote human dignity;
- respect sound families, community and societal values in the context of positive African values;
- show full respect for parents and elders, and assist them anytime in cases of need in the context of positive African values;
- work towards family, community and societal cohesion;
- promote patriotism towards and unity and cohesion of Africa;
- promote peace, security and development;
- promote tolerance, understanding, dialogue, consultation and respect for others regardless of age, race, ethnicity, colour, gender, sexual orientation, ability, religion, status or political affiliation;
- espouse an honest work ethics and reject and expose corruption;
- defend democracy, the rule of law and all human rights and fundamental freedoms;
- promote, preserve and respect African traditions and cultural heritage in languages and in forms to which youth are able to create;
- promote positive and healthy lifestyles and behaviours;
- engage in peer to peer education to promote youth development in areas such as literacy, use of information and communication technology, Healthy lifestyles to prevent no-communicable and communicable diseases like HIV and AIDS and others, violence prevention and peace building;
- encourage a culture of volunteerism and human rights protection;
- actively participate in civil activities and democratic processes of the country;
- participate in solidarity building with fellow youth of the African continent and the rest of the world; and
- promote sustainable development and protection of the environment.

A specific responsibility exists for all citizens to strengthen relationships between parents and young people, and to create a safe and nurturing environment where young people will be able to exercise their responsibilities effectively. To this end, this policy values, understands and promotes the importance of creating an enabling environment that:

- allows young women and men to exercise responsibilities for themselves, but also acknowledge their responsibilities for others;
- supports the holistic development of young women and men;
- recognises young people's capabilities and assists them to reach their full potential
- respects and accepts the contribution made through the talents, resources and ideas of young women and men in society; and
- encourages participation of young women and men in community life and development.

From the above, it is clear that whereas youth development is a voluntary process, certain compulsory interventions such as compulsory education attendance should be made in the interest of youth themselves. The policy will therefore support youth, their parents and or their guardians towards creation of an enabling environment which is conducive to positive development of youth.

14. POLICY IMPERATIVES AND PROPOSED INTERVENTIONS

The following policy imperatives which contribute to development of youth have been identified and prioritised as the focus of this policy. These policy imperatives are necessary and should receive greater attention if development of young people is to take place. There are proposals for interventions for each policy imperative to address the gaps, where the needs of young people are not yet fully met. In some cases, the proposals are for strengthening, acceleration, intensification, and or prioritisation of existing plans and objectives. In others, new plans and objectives may have to be introduced in order to cater for emerging needs amongst the youth. Although the policy proposals have long-term benefits, they are also intended to have immediate, short, medium and long term effects. An implementation plan will specify the details in this regard.

The policy imperatives and proposed interventions for the National Youth Policy 2008-2013 are identified below:

14.1 Education

Education remains a key to unlocking the future of South African youth. Although there is documented evidence of improved educational attainment, there are still challenges that need to be addressed to rectify the imbalances in the education system. In the context of youth development, the growing demand for high school and tertiary education as a result of an increase in the youth population between the ages of 16 and 18, the quality and appropriateness of education, lack of access to educational options for young people who leave school prematurely, poor quality education, poorly resourced schools, and lack of schools are among key issues that need to be given more attention. Data gathered on the study on youth social mobility compiled by W.K. Kellogg Foundation (2007) further showed that education and experience are considered the most important factors that ensure employability; conversely, the lack of education and experience is viewed as a great hindrance to class mobility and improvement in the socio-economic condition. This policy advocate for the need for mobility of young people as well as improvement in their socio-economic conditions.

It is acknowledged that, whereas some of the problems are systemic, there are those which are caused by young people themselves. For example, it is documented that the participation rate of youth in the FET colleges is relatively small at 2.7 per cent (Moleke, 2006). It is further estimated that only half of these young people complete their studies, i.e. about 40 to 60 per cent of those who start primary education do not proceed to further education and training (Arends, 2006). Of grave concern, as illustrated in the table below, is that as before, there are lower rates of attendance for both males and females in 2006 than in 1995. In both years the female rate is lower than that for males for the younger group, and higher than that for males for the older age group.

Age group	1995			2006		
	Male	Female	Total	Male	Female	Total
14-24	68.3	64.6	66.4	60.8	55.2	58.0
25-35	7.3	8.1	7.7	3.3	3.7	3.5

Source: OHS 1994; GH 2005, Budlender 2008

All these factors are a cause for concern, given that they severely curtail the prospects of young people attaining their education, and constrain their chances of finding employment thus maturing

into productive citizens. W.K. Kellogg Foundation report on youth social mobility revealed that although joblessness among the youth is a worrying factor, equally worrying is the impact that the current education system has on this problem, because poor quality education produces illiterate persons who are not employable, thus making transition from secondary school to tertiary institutions or to work difficult. The ILO study (2006) argues that the transition from school to work is the most significant for determining the economic (and social) well-being of the individual and, if taken collectively, for influencing the level of development of the country.

The South African Human Rights Commission public hearings report (2006), explores nine factors regarding education that continue to undermine the wide range of achievements, which are fully acknowledged by this policy. These include:

- The impact of poverty on education – impacting on accessibility, inability to pay fees and other hidden costs;
- HIV and AIDS – creating special needs of which the education system and teachers need to be aware;
- Violence and abuse – prevalent in society and spilling over into schools.
- Youth with disability – their needs are insufficiently addressed with specific reference to access to the education system;
- Lack of infrastructure – impacting on addressing the inequalities of the past;
- Teachers – adverse impact due to issues of level of qualification, punctuality and attendance, insufficient training in the new curriculum; using old teaching methods; being disconnected from the communities in which they teach; and
- Governance and community participation – many school governing bodies were ineffective and inoperative.

It is within this context that this policy recognises the critical role being played by education in personal, psychological and social development and consequently views it as a tool that will aid young people in building their identity, positive social relations and prepare them for the world of work whilst developing them holistically.

Recommended Policy Interventions:

14.1.1. Schools should provide the knowledge and skill for life and work while serving as sites where young people can feel they belong, develop their identity and build their self-esteem through personal discovery and social interaction.

- a) The Department of Education in designing the school curriculum must provide young people with educational knowledge and life skills in order to ensure their smooth transition into the world of work and adulthood;
- b) The Department of Education must accelerate measures to improve the quality and relevance of education, particularly at secondary school to ensure that the youth are adequately prepared for post-school learning and training;
- c) Government and civil society organisations should provide young people with sufficient and accurate information about the choices, needs and constraints they are likely to face in life and in the workplace, and should provide them with information about programmes that address these; and
- d) The Department of Education should create enclaves of excellence in previously disadvantaged communities as a mechanism of inculcating a culture of excellence in disadvantaged communities.

14.1.2 Ensure that all young people attain their National Senior Certificate or equivalent qualification with practical and economically valuable skills.

- a) Government should progressively make education and training accessible to all youth without discrimination.

- b) Government should reduce the number of youth at risk of premature exit from the education system prior to completing their National Senior Certificate. In instances where young people leave school prematurely, wider and flexible range out-of-school pathways such as Further Education and Training (FET) should be introduced to enable those youth to complete their secondary education and obtain their National Senior Certificate or equivalent qualification or to offer them second chance opportunities that will enable them to ultimately participate in the labour market;
- c) Department of Education and relevant partners should strengthen participation in science and technology education and training, and develop learner support material;
- d) Government should extend to secondary schools the roll-out of measures intended to increase effective learning of young people e.g. expansion of no-fee schools, nutrition programmes and transport subsidies;
- e) The Department of Education should increase the learner success rates by providing needed resources to poorly resourced schools, improving the quality of teaching, and providing supplementary support to learners performing poorly; and
- f) Government in partnership with relevant partners should promote access to education through mobilising scholarships and bursary schemes for youth to enable them to access education.

14.1.3 Provide out of school youth with second chances to complete education that would enable them to compete in the open labour market

- a) The Department of Education should review Adult Basic Education and Training (ABET) to ensure that it appeals to young people and better responds to the skills demand;
- b) Government and the private sector should introduce flexible, out-of-school pathways through which young people who left school prematurely can complete their secondary education and obtain their National Senior Certificate; and
- c) Government should promote vocational training programmes as well as other initiatives such as the National Youth Service and Expanded Public Works Programmes as a basis for gaining further learning and work experience.

14.1.4 Increase the prospects for further learning, personal development and employment

- a) Government should increase the funding options available to support students who are academically successful at the post-secondary level, but who are unable to complete their study programmes owing to financial hardships;
- b) Government in partnership with civil society should promote young people's access to information;
- c) Department of Arts and Culture should invest in infrastructure for the construction of community arts and youth centres. This can take the form of building new structures or renovating existing premises that either have fallen into disrepair or are not being used constructively. Such centres should be used for as alternative to formal education;
- d) Departments of Social Development, Education, Arts and Culture in partnership with civil society organizations (particularly Faith Based Organizations) should design early intervention programmes targeting children and youth as a means to foster internalisation of rights, responsibility, and respect for self; and
- e) Department of Education shall ensure provision of good quality education at different institutional levels and have a Quality Assurance Framework in that regard.

14.1.5 Aid young people in their transition to adulthood by promoting a wider and more flexible range of learning pathways available to them and show how these can impact on their prospects for further learning, personal development and employment.

- Government, the private sector and civil society should promote the value of Further Education and Training (FET) and FET opportunities as a route to personal development and employment;
- FET colleges need to target business skills, incubation and mentoring of budding entrepreneurs in high growth industries and future industries;
- Government should increase the diversity of post-secondary institutions for matriculants, focusing on a variety of career opportunities; and

- Government should progressively introduce free education for the poor learners until undergraduate level and increase the funding options available to support students at the post-secondary level who are academically successful, but who are unable to complete their study programmes owing to financial hardships.

14.2. Economic participation

Economic participation is an essential national process which engages citizens to contribute productively in an effort of eradicating poverty. This process is therefore equally important in holistic development of the youth. The challenge is to enable youth to contribute as productive citizens by shaping their talents and creative energies, equipping them with appropriate skills, and removing the barriers that may constrain their participation in the labour market.

The Labour Force Survey (Stats SA, 2005) reported that of the approximately 7 800 000 unemployed people in the country, the youth accounted for 73 per cent of the unemployed i.e. about 5 600 000. The Community Agency for Social Enquiry (CASE) disaggregated youth unemployment in terms of age, thus revealing that those aged between 15 and 24 account for 51 percent of the youth who are unemployed, those aged between 25 and 34 account for 28 percent, (CASE, 2006). This is a worrying trend supported by ILO study (2006) which also specified that unemployment is one of the grave challenges facing the youth globally.

It is worth noting that, young people who are employed are concentrated in the service sector, and tend to work in temporary positions where they are paid poor wages and in terms of the Status of Youth Report (2005), a majority of these unemployed youth experience long-term unemployment. In addition to being insecure, these youth are less likely than the older generation to find employment. This negatively affects their socio-economic status, which often remain unchanged.

In addition, unemployment seems to be affecting different categories of young people differentially. There are still racial and gender differences wherein Africans compared to their counterparts in other racial groups as well women compared to men, continue to experience higher rate of unemployment. Similarly, youth with lower levels of education, are more likely to be unemployed as compared to those with higher levels of education. Thus, according to Budlender (2008), the rate of unemployment was found to rise most steeply for graduates between 1995 and 2002, from 6.4% to 15.4%, with educated African youth the worst affected. Those with diplomas and certificates (13%) were more likely to be unemployed than those with degrees (8%).

The other categories of young people who are hit hard by unemployment are those with some secondary education, or those who drop out of school before completing secondary education. According to Moleke (2006), the unemployment rate of young people who drop out of secondary school before completing senior secondary education and those with some secondary school education is at 58.5 percent and 50 percent respectively. The former represents 40.3 percent of the unemployed youth of South Africa. This is the highest of any education exit group and illustrates extremely poor labour market prospects for this category of youth. It is further an illustration that securing employment is indeed a problem for the majority of youth.

The challenges of youth economic participation are centred on finding and keeping quality employment that will help to improve the individual's socio-economic circumstances. The South African government came up with several initiatives that seek to ensure participation of young people in the mainstream of economy. It is however important that these are strengthened as well as introducing new more appropriate interventions. For example, among employers there is discontent about learnerships and there is confusion about the future of apprenticeships in view of introduction of learnerships. It is on record that, the absorption capacity and throughput rates of the learnerships are insufficient to meet demand from industry or to absorb the supply of young people requiring training. This contributes to the problem of preparing our youth for economic participation.

On the other hand, self-employment and entrepreneurship are challenging strategies, because only a small proportion of the youth are self-employed and engaged in entrepreneurial activities. A variety of barriers, such as a lack of appropriate education and limited access to capital, lack of social networks, prevent entrepreneurship from becoming a solution to youth unemployment. It is evident that, appropriate qualifications and support are amongst the factors that could help address these challenges. If attended to, these could enable young people to make meaningful contributions to the South African society.

In recognition of the fact that young people require assistance to secure and accumulate assets, the proposed policy directions focus on four key areas that prohibit participation of young people in economy: **Lack of work experience** and the **lack of information**, both of which constrain young people from responding to labour market demands, and embracing opportunities such as **work placement** and **entrepreneurial activities**. The research findings on youth social mobility compiled by W.K. Kellogg Foundation (2007) suggest that the youth only understand the value of education in so far as it affords them preparation for the job market.

The policy recommendations proposals below should as a result focus on two major groups: youth with a National Senior Certificate and post-secondary education, and young people who are still to complete their schooling. Within the latter group, it is important to distinguish between young people who are still in the education system (pre-employed) and those who are no longer in education, but have not moved into employment. It is also important to mention that when implementing these recommendations, where appropriate and possible, the youth population should be disaggregated by age and race, and the needs of the prioritised targeted youth groups should be addressed.

Recommended Policy Interventions:

14.2.1 Enhance participation of youth in economy

- a) Government should work progressively towards realization of full, productive and decent employment for all young people;
- b) Government and relevant partners should develop a National Action plan on youth employment.
- c) Government and private sector should strengthen youth employment networks at national, regional and international level;
- d) Government should ensure that government-wide anti poverty policies and strategies reflect and fully integrate youth employment creation and youth focused poverty reduction;
- e) Government should promote provision of second chance opportunities to unskilled youth to ensure their participation in open labour market;
- f) Government should develop preferential policies for recruitment and employment of young people and encourage employment agencies in other sectors to also implement; and
- g) Government should influence positively the regulation of youth participation in the informal economic sector to assure standardisation, quality control and the protection of said youth participants.

14.2.2 Enhance the employability of young people by familiarising them with the expectations and requirements of the world of work by the time they leave the education system.

- a) The Departments of Education, Labour, and Trade and Industry should increase the opportunities for career guidance, job search and work-related life skill by targeting youth in and out of school, as a means of providing career choices, enhancing their employability, and familiarising them with the world of work;
- b) There must be structured programmes in place to encourage young people to gain work experience at an early stage – For example, part-time work while at school (for youth in grade ten and above), work during weekends and holidays, encouraging participation in the National Youth Service etc. All these are geared towards introducing youth to the world of work.

- Employers should be encouraged to provide such opportunities and government is also encouraged to scale up its internship programme within the public service;
- c) Government in partnership with the private sector should facilitate access of young people to markets; and
 - d) The Youth Development Forum should strengthen relations with private sector to widen and strengthen the social networks for young people. Government in consultation with the private sector should facilitate institutionalization of this structure to ensure continuity.

14.2.3 Make skills development programmes should be made to be more inclusive so that all young people could benefit from economic growth and job creation.

- a) Government, private sector players and civil society organisations should work closely and ensure that skills development programmes have exit strategies linking young people to employment, further learning or self-employment post participation in such programme/s. For example, the Expanded Public Works Programme and the National Youth Service curricula should be refocused in order to ensure that qualifying youth completing the programme are awarded full vocational certificates;
- b) Government should re-establish apprenticeships and introduce incentives as a key mode of imparting technical and other job specific skills, and must promote trades as attractive occupations for young people;
- c) Government should simplify and extend the learnerships programme in an effort to significantly increase the involvement of emerging employers and the participation of young people; and
- d) The Sector Education and Training Authorities have an important role to play in structuring learning pathways for out-of-school youth. This includes linking them with accredited service providers to plan and implement learnership programmes as well as offering them second chance opportunities to enable them to complete their National Senior Certificate.

14.2.4 Develop future entrepreneurial generations by scaling up the country's focus on youth entrepreneurship and encouraging the development and success of young entrepreneurs.

- a) The Department of Education, supported particularly by the Department of Trade and Industry and business, should ensure that schools provide young people with the knowledge and skills that foster an entrepreneurial culture in South Africa;
- b) Government should encourage the development and expansion of entrepreneurship-related learnerships, such as the New Venture Creation Learnership, ensuring that clear entry requirements are developed to position this learnership as an exit point for other programmes in which learners have acquired the technical skills they require to run a business. Further, clear exit strategies for these learnerships should be developed so that young participants can receive additional support (e.g. through incubator programmes) to ensure that the new businesses can actually be established;
- c) Government should strengthen entrepreneurship-related learnerships, such as the New Venture Creation Learnership by ensuring that clear entry requirements are developed so as to position this learnership as a building block for entry into other programmes where learners would be equipped with technical skills to run a business. Further, clear exit strategies for such learnerships should be put in place.
- d) Government and the private sector should provide business development support services to young entrepreneurs and actively develop business linkages with youth-owned small businesses through strategies such as preferential procurement, ring-fencing government funds to provide opportunities to youth and youth-owned businesses, or making adjustments to BEE codes in favour of youth;
- e) Government should promote agriculture and related professions (e.g. veterinary science, horticulture, forestry and nature conservation) as attractive career opportunities and support the formation of cooperatives to enable young people to have access to employment and self-employment in commercial agriculture; and

- f) The 2010 Soccer World Cup should be targeted as an opportunity through which young entrepreneurs can establish business linkages with larger enterprises and as a means of positioning their fledgling businesses for longer-term, sustainable growth.

14.2.5 Increase the efficiency and effectiveness of existing and future youth-focussed programmes.

- a) Government in partnership with relevant role players should increase opportunities for economic participation among young people by ensuring that institutions such as the Small Enterprise Development Agency (SEDA), Micro Agricultural Institute of South Africa (Mafisa), South African Micro-finance Apex Fund (SAMAF) and Umsobomvu Youth Fund (UYF), and programmes such as the National Youth Service (NYS) and Expanded Public Works Programme (EPWP), operate at full capacity and exceed allocated targets; and
- b) Government, private sector and civil society should launch effective communication campaigns to inform young people on the opportunities for economic development and participation, increase the uptake of youth in existing programmes and promote access to achieve high usage levels.

14.3 Health and wellbeing

There are several challenges regarding youth wellbeing that need to be addressed. The social determinants of health such as poverty , housing ,clean water and sanitation, healthy environments ,food security and more greatly influence the health of the population groups ..It is therefore critical that efforts to improve the health of the youth is attended to in the context of multisectoral approach at all levels of the governance structure .

The burden of disease among South African youth has taken a particular character. There are key health challenges facing young people and affecting their well being. These include teenage pregnancies , maternal mortality, reproductive and sexual health, HIV and AIDS, and non communicable diseases such as cancer, diabetes, and hypertension. Although the health sector and other relevant key stakeholders have tackled these challenges, the campaigns for sexuality education have not had the desired effect and instead, a youth sub-culture of risky sexual behaviour has continued. Budlender (2008) reported that in 2008 there will be ten times as many infected people as there were in 1994. This is despite the fact that the total population will have grown at a slower rate i.e. 3% of all youth aged 15-24 are likely to become newly infected during 2008.

Anecdotally the other health risky behaviour such as abuse of dependency creating substances, teenage pregnancies can also lead to health problems. This is accounted for by an increased proportion of patients abusing substances under 20 years of age over time (Budlender, 2008). Thirdly mental health problems (including mental disorders) also affect the well being and could end up being health hazards. The National Injury Mortality Surveillance System records that in 2001 nearly 47% of all recorded suicides involve young people between the ages of 20 and 34 years (Morrow et al, 2005: 24).

Taking the above into cognisance, this policy views health from a socio-economic and life cycle perspective. This will encourage us to address issues of livelihoods and social circumstances of young people thus ensuring that their health remains a priority. If we are to change behaviour around HIV and AIDS, for example, we must ensure that young people have the capacity and knowledge required to make responsible choices and function in an environment in which they can exercise those choices.

Recommended Policy Interventions:

Against the above stated background that the following policy recommendations are made:

14.3.1 Improve access to youth-friendly health related programmes and services

- a) Government in partnership with relevant stakeholders should increase youth-friendly clinics and extend their coverage, particularly to rural areas;
- a) Departments of Health and Social Development and Education should expand school health services, to be accessed by youth in schools for the purposes of accessing amongst others counselling services, contraceptives, antenatal services, mental health services etc;
- b) The Department of Health should provide information on sexuality, reproductive health and risky behaviour and further provide age-appropriate information packages to the targeted youth;
- c) Information disease prevention and particularly prevention of HIV should not only target young people up to the age of 22 and those living in poor areas, it must also target older youths;
- d) The Department of Education should ensure that education around sexuality forms part of the life skills curriculum from an early age in order to empower youth to prevent risky behaviour that exposes them to HIV infection;
- e) Government should engage civil society organisation in rendering youth development services with particular reference to sexual and reproductive health and rights;
- f) The Departments of Health and Social Development should ensure that young people are able to access voluntary counselling and testing (VCT) services through clinics and youth organisations; and
- g) The Department of Health should develop a comprehensive inter-cluster health plan in consultation with relevant role players in accordance with the National Strategic Plan 2007-2011.

14.3.2 Capacitate staff and improve access to youth-friendly information and services on mental health and well-being.

- a) Department of Health and Social Development should strengthen the capacity of health and social service professionals to enable them to render services effectively to the young people. Consideration on prevention, management and rehabilitation of youth who are addicted to addictive substances should be made .Their re-integration into society is a important

14.3.3 Ensure that young people are brought up and live in environments conducive to making healthy choices.

- a) The Department of Social Development should provide support for all vulnerable young people;
- b) The Department of Health and Social Development should provide young people with relevant information that seek to reduce the likelihood of having them involved in risky behaviour such as substance abuse, violence etc;
- c) Government should render services to young women who require support and protection in the face of sexual violence and domestic abuse;
- d) Government and civil society should ensure that all young people, particularly those with children, are able to access basic services in order to live healthy lives;
- e) The Department of Health should ensure that family planning programmes are extended and relevant, and address key issues of how to bring up a healthy child in a healthy environment; and
- f) The Department of Health and civil society organisations should ensure that young people affected by HIV and other preventable diseases are able to access programmes that will build their capacity in terms of life skills and accessing livelihood opportunities.

14.4 Social cohesion and civic participation

In the context of this policy, social cohesion is referred to as the process through which individuals or groups are included to participate fully in the society in which they live. Firstly, in youth development social cohesion allows young people to participate and engage in activities that build their social capital, networks and strengthen the relations that bind people together. These interactions with others strengthen young people's identity, build their self-esteem, develop a sense

of belonging, close intergenerational gaps, and contribute to building a better life for all. This connectedness fosters a sense of belonging that will propel young people to reach their personal goals and develop their full capacity. In essence, social cohesion helps young people to become aware of themselves, their rights and responsibilities. Secondly, social cohesion has to do with nurturing a shared value system based on the tenets of our Constitution that speaks to respect and dignity for self and others.

As a consequence of carefully orchestrated segregationist policies of the past, space for creative expression among disadvantaged youth was deliberately kept to a bare minimum. The legacy of apartheid led to lack of adequate facilities, infrastructure and opportunities for arts, culture and heritage training of youth. There was systematic obliteration of places for creative arts, culture and heritage training, with preference for producing subservient factory workers. Creative arts were seen as a threat to the apartheid regime, in that they could mobilise the masses into action.

Since 1994, attempts to redress all these as part of the creation of integrated human settlements have not been successful. This mostly affected the youth from disadvantaged areas and backgrounds and prohibited them from claiming their own space for creative expression. In advancing this imperative, youth development needs to address a full range of issues that inhibit youth from fully participating in social, cultural, economic, educational, and political activities that seek to strengthen social cohesion.

This policy recognises that young people who become actively engaged in social cohesion activities such as community service, civic participation and volunteering, are less likely to engage in risky or self-destructive behaviour, because these activities inculcate a clear sense of purpose and a desire for them to reach their set goals. For example, statistics related to substance abuse, and youth in conflict with the law indicate that the full integration of young people into the mainstream still remains a challenge. Actions of disengagement and alienation tend to be linked to social and economic factors such as long-term unemployment and lack of livelihoods. This is further exacerbated by the fact that young people often view these engagements very narrowly and do not see them as opportunities for their self-advancement or for general civic improvement.

Further, a critical challenge facing youth is the declining level of their participation in civil society processes which affects their lives and development. Youth organisations had been the most vocal component of society on oppressive government policies in the past and since the advent of democracy and the attainment of several achievements for the youth, there has been a marked decline in the participation of youth in civil society activities. The proliferation of societal goals and challenges has brought to the fore an individualistic approach to society and development at large. As a result, the level of political and electoral participation among South African youth has declined compared to the previous decade (especially among youth between the ages of 18 and 25 who account for only 44,5% of registered voters, the older youth category is reportedly more politically engaged than was previously the case. The Independent Electoral Commission recorded a decrease in the percentage of eligible voters under 35 years registered from 73,7% in 1999 to 64,9% in 2004 for national and provincial elections. However, the registration rate for this age group remained more or less constant at 68-69% for local elections in 1999 and 2004. This pattern is consistent with the international trends (PCAS, 2007: 50).

Social cohesion efforts do not only target the poor and the unemployed. All South African youth – black and white, rural and urban, educated and uneducated – should participate in activities that keep society together and advance the wellbeing of the fellow citizens. Access to the programmes that seek to make realization of social cohesion a reality should be broadened through full and enthusiastic integration into the wide range programmes and activities of government departments.

The following policy gaps indicate the nature of the challenges that National Youth Policy 2008-2013 needs to address to foster social cohesion:

- *Social and economic inclusion* - When young people enter a cycle of poverty it furthers their alienation, marginalisation and exclusion. This in turn may lead to premature school exit, unemployment, possible incorporation into alternative or anti-social behaviours and criminal activity. This vicious cycle of impoverishment is reinforced and reproduced by the lack of adequate training and development opportunities, the lack of gainful employment opportunities and the lack of access to a basic subsistence which reinforces the vicious poverty cycle that youth found themselves in.
- *Rapid expansion of the National Youth Service Programme (NYSP)* – This programme has a significant role to play in the strengthening of social cohesion. Access to the programme will be broadened through encouraging youth to participate in it, providing incentives for programme participants, integrating it into a wide range of government programmes, and providing financial support to non-government organizations engaging youth in this programme.
- *Reintegrating youth into their communities* - A large proportion of young people who are in conflict with the law are excluded from society following their incarceration. This results in recurring patterns of conflict with the law since they are not part of the mainstream society. It is essential that such youth are reintegrated back to society through programmes such as restorative justice, and NYS.
- *Promoting recreation among young people and constructive use of leisure time* - There is need to engage youth in recreational activities that enhance social cohesion. This includes development of community based infrastructure promoting arts, culture, sport and overall entertainment of youth. The need for such facilities which should offer a range of activities, far outweighs the supply. Such facilities should also be provided in rural areas.
- *Promoting cultural diversity and respect* - There is a crucial need to channel and redirect young people's energies towards positive direction by creating an environment that will enable them to reclaim their space for creative cultural expression. This will inculcate in youth a sense of belonging, self-worth and self-identity. This can be achieved through active mobilization and engagement of youth on issues affecting their lives, such as healthy lifestyles to prevent illnesses due to Non Communicable and communicable diseases⁹ e.g. HIV infection, trauma and injuries, substance abuse. The cultivation of nationhood, patriotism as well as respect, understanding and tolerance of fellow human beings irrespective of their culture and religion will help promote well balanced youth who actively participate in the development of the country.

Recommended Policy Interventions

14.4.1 Extend and deepen opportunities for young people by engaging them in political and civic activities

- a) Government should strengthen its relations with civil society organisations involved in youth development and ensure that they are profiled and supported so that they can become accessible to all young people;
- b) Local government should encourage young people to be active by increasing access to sports and recreational opportunities, investing in arts and culture opportunities for youth, increasing youth access to ICT and increasing young people's awareness of environmental and other social issues;
- c) Government and all stakeholders should link a variety of opportunities for young people with incentives as a means to get them to participate in national building activities which promote social cohesion;
- d) Government and relevant role players should rapidly expand the NYSP; and
- e) Government should institutionalise the moral regeneration programme.

14.4.2 Ensure that young people access basic social services so that they can reach their full potential.

- a) Government in collaboration with all stake holders should ensure that young people are targeted in social development programmes such as EPWP, sustainable livelihoods, social protection, social assistance and welfare services;
- b) Government and civil society organisations should assist vulnerable young people to access basic social services and provide them with second chance opportunities that will widen their social networks; and
- c) Department of Arts and Culture should provide places for cultural development to that can be used as an alternative to engaging youth in constructive leisure activities;

14.4.3 Recognise that young people have diverse needs and design specialised interventions to address their unique needs

- a) Youth with disabilities are assets to their communities and should be offered with opportunities that will enable them to develop and utilise their skills and talents;
- b) Government, civil society and the private sector and communities should raise awareness about the circumstances of young people living with disabilities, and celebrate their potential;
- c) Government, civil society and private sector should provide the necessary infrastructure needed by youth living in rural areas to advance their development; and
- d) SAYC should ensure that youth development and youth civil society organisations are accessible to young people with disabilities as well as those living in rural areas.

14.4.4 Design interventions that reduce the risk of youth becoming victims of crime and address the needs of youth in conflict with the law.

- a) The Department of Education should increase the number of Schools of Industry so that young offenders can be given second chance opportunities for education and training and be reintegrated into society;
- b) Departments of Justice, Correctional Services and Social Development should ensure that young people who are awaiting trial are reintegrated quickly and effectively into society through restorative justice, diversion and home supervision programmes that can alleviate overcrowding and give the youth second chances to improve their lives. This will require expanding the reach of these programmes to cover the majority of young awaiting-trial prisoners between the ages of 18 and 24;
- c) The Department of Safety and Security should ensure that Community Police Forums and South African Police Services offices are aware of the needs of young people, and are accessible to and involve young people;
- d) The Department of Education should ensure that life skills programmes that include education about gender relations and empowerment are imparted and highlight young men and women's rights and responsibilities as individuals and partners; and
- e) The Departments of Education and Social Development should ensure that schools and community centres are accessible and are safe places for young people throughout the day to reduce the risk of young people being victimised.

14.4.5 Strengthen policy and programmes of government, civil society organisations and the private sector by promoting the prevention and eradication of substance abuse in order to ensure that young people are productive and engaged in society.

- a) The Department of Education should ensure that the life skills curriculum addresses substance abuse in a way that is relevant to all young people, and gives young people the skills to avoid substance abuse;
- b) The Departments of Health and Social Development should ensure that in-patient and out-patient facilities as well as youth development organisations and schools are equipped to identify and deal with the problem of substance abuse;

- c) Local government should promote awareness programmes and make communities aware of early intervention programmes as well as enable them to access treatment facilities;
- (d) Department of Arts and Culture should encourage, support and formally recognise youth generating income through cultural expression in the informal sector; and
- (e) Department of Arts and Culture should facilitate and support further training and skills development for youth engaged in income-generating activities in informal, SMME arts, culture, and heritage sectors, including creative and design industries.

14.4.6 Strengthen social cohesion through developing the youth sector's capacity to design and implement effective integrated youth development programmes which foster social cohesion.

- a) Government through the Youth Development Forum should facilitate social dialogue through partnerships between government, the private sector, and civil society organizations to contribute to strong collective efforts for youth development;
- b) Government through the Youth Development Forum should build the capacity of youth focused organizations;
- c) Youth Development Forum to profile and market youth development organisations and mobilise financial support for implementation of youth development initiatives;
- d) SAYC to profile and market youth development organisations to young people to ensure that young people know about and are able to access appropriate programmes and opportunities.
- e) Department of Social Development in partnership with civil society organisations should develop programmes that renew and restores intergenerational solidarity;
- f) Department of Social Development should in partnership with civil society organizations should develop programmes that strengthen families and foster intergenerational relations;
- g) Department of Social Development in partnership with civil society organizations should develop parenthood programmes that encourage responsible parenthood;
- h) Department of Social Development and Arts and Culture in partnership with civil society organizations should develop moral regeneration programmes;
- i) Government should progressively facilitate inclusion of youth representatives in national structures that seeks to develop them and their communities as well as in sessions of the AU and UN;
- j) Government in partnership with civil society organizations should promote the rights and responsibilities of young people as espoused in this policy;
- k) The Departments of Arts and Culture should promote continuous active cultural participation of youth;
- l) Department of Sports and Recreation should facilitate development of community based facilities and encourage participation of young people in sports and recreational activities within and outside school premises;
- m) Government should facilitate national, regional, continental and international cooperation;
- n) Department of Social Development in partnership with relevant partners should develop programmes that facilitate social inclusion and reintegrates youth (e.g. out of school unemployed youth, youth in conflict with the law, youth who are victims of violence, youth abusing alcohol and drugs) back into the mainstream of society;
- o) Department of Environmental Affairs and Tourism should facilitate involvement and participation of youth in environment preservation activities; and
- (p) Government should design communication strategy promoting youth engaged in activities that promote social cohesion.

14.5 National Youth Service

Government has put in place initiatives that are intended to bring the excluded youth into the social and economic mainstream. One such key initiative is the National Youth Service (NYS). The principle of the Youth Service was initially articulated in the Green and White Papers on National Youth Service (1998 and 1999). In 2003 the National Youth Service Development Policy

Framework (2002) and the National Youth Service Implementation Plan identified youth service as one way of providing young people with opportunities for learning, training and gaining work experience, whilst contributing to the overall development of South Africa's poorest communities. In 2005/6 the South African government elevated National Youth Service into a second economy intervention of the country's Accelerated and Shared Growth Initiative (AsgISA).

At present, the National Youth Service is implemented as a government voluntary programme. The implementation of the programme is structured as follows:

- Category 1 - structured National Youth Service that comprises of accredited learning and skills development, community development, and exit opportunities;
- Category 2 - voluntary service by professionals in support of young people; and
- Category 3 - ad-hoc volunteering by youth who offer their talent and time in response to the needs of their communities.

The National Youth Policy 2008-2013 embraces NYS including its core principles and it is recognised as the key national youth development programme with quick gains that have already been realised. It is envisaged that, there is evidence that young people partaking in this initiative emerge with the following:

- a strong sense of civic responsibility;
- patriotism and commitment to building caring and sustainable communities;
- a sense of volunteerism and selfless giving;
- the ability to recognise the value of hard work and personal responsibility; and
- the ability to defend democratic values through a lifelong commitment to human rights.

The NYS engages youth in meaningful activities that benefit their communities whilst developing their abilities and skills. All these initiatives help build a cohesive society whilst inculcating a strong sense of responsibility and further provide life-changing opportunities for the youth.

In the long term National Youth Policy 2008-2013 embraces this key principle of Youth Service and seeks to expand overtime by ensuring the compulsory service for all young people. By increasing and focusing on this programme, the country will benefit as a whole, since it is one means of building a cohesive nation, forging a sense of belongingness, fostering solidarity, bridging the divide between youth from different communities and cultures, fostering responsible citizenship and ensuring that young people are included in the overall national development effort.

Recommended Policy Interventions

14.5.1 Mainstream and institutionalise the National Youth Service.

- a) Government and civil society organizations should encourage young people's participation in the NYSP;
- b) All spheres of government should customise existing programmes to fit the NYSP criteria;
- c) All spheres should roll out the NYSP and prioritise it in resources allocation;
- d) The National Youth Service Unit should ensure that the programme imbue values of international solidarity by involving youth in international volunteer programmes;
- e) The National Youth Service Unit should ensure that the NYSP has learning and skills development components are accredited;
- f) The private sector should play a critical role in supporting the National Youth Service to reach a diversity of participants through creating a diversity of opportunities to serve;
- g) The National Youth Service Unit should intensify the NYSP and make it accessible and attractive to young people across all sections of society. There must be rural bias linked to a reward system; and
- h) Government should institutionalise, prioritise and mainstream the NYSP in all Departments and allocate resources for its implementation.

14.5.2 Extend the ambit of youth and community service so that all young people have the opportunity to serve.

- b) In the long term, Government should expand NYS overtime by ensuring the compulsory service for all young people;
- c) The Department of Education should implement community service more widely at school level so as to inculcate the lived experience of reciprocity and civic service from a young age;
- d) DOE should make NYSP compulsory in identified levels of education (e.g. Grade 7, 9 and 11);
- e) Government should extend community service programmes for higher education students beyond the health profession to widen the application of professional services to under-served communities and shape young professionals to play their role in a developing country;
- f) NYS should be linked to student financial support schemes as a means of rewarding participants; and
- g) The Department of Labour, in conjunction with the SETAs, should implement a year learnership that includes 200 hours of community service allowing a young person to play their role in a developing country whilst receiving a skill.

14.5.3 Partnerships with government, state owned entities and private sector are realised to ensure their significant contribution to NYS exit opportunities for youth graduates.

- a) Government and state owned enterprises must support the National Youth Service by providing exit opportunities for NYS participants through subsidising post-service economic participation (e.g. by means of wage subsidies), providing bursaries for further learning, and prioritising youth service graduates for entrepreneurship programmes and support;
- b) NYSU should facilitate accreditation of NYS curriculum by the appropriate SETAs;
- c) Private sector should create exit opportunities for programme participants since this programme provides an opportunity for realization of their social responsibility; and
- d) Government should promote youth owned enterprises, utilising tools such as Preferential Procurement Act, Employment Equity Act, the Skill Development Act and Broad Based Economic Empowerment and ensure that these tools are updated so as to make particular mention of youth and youth owned enterprises.

14.5.4 Sufficient funding is in place to ensure that the National Youth Service programme exceeds its impact and target allocation.

- a) National Treasury must ensure that sufficient funding is allocated to NYSU on an annual basis through its budget process to ensure that NYSU operates at full resource capacity so that NYS targets are reached without the need for reliance on other institutions for NYS programme funding;
- b) Government should facilitate the process of standardising stipends for programme participants to allow for uniformity. It is thus necessary that a wage subsidy be introduced by government to reduce the costs of employment creation for low-skilled workers; and
- c) Government should facilitate the roll-out of the wage subsidy, particularly for NYSP participants, graduates, matriculants, secondary school drop outs and FET learners.

14.5.5 Monitor and evaluate the National Youth Service programme in order to determine its impact.

- a) Government should strengthen capacity for monitoring and evaluation of the NYSP;
- b) Government should ensure that the implementation of the National Youth Service programme is monitored in terms of quality and quantity;
- c) The NYSU should facilitate a longitudinal study tracking programme participants and assessing the contribution of NYS to social cohesion, nation building, and as a tool that integrates young people into the social and economic mainstream; and
- d) Government should assess the impact of the National Youth Service on the participants and the communities it is intended to benefit;

- e) Government and private sector should recognise young people who demonstrate commitment for the support of the poor and the vulnerable in general;

14.6. Youth Work

Youth Work is a field of practice that focuses on **holistic development** of a young person. For the young beneficiary of the programme, it means the realization of his/her developmental objectives and outcomes achieved through a combination of focused strategies. For the practitioner, it means walking alongside the young person with a view of jointly identifying where the young person is, where she/he would like to be, what obstacles, if any, impede progress and what competencies may be developed to attain the desired developmental objectives. For society, youth work tackles systemic challenges that may hinder the development of youth, combats disadvantages and enhances the contribution of young people to nation building. In essence, youth work identifies desired developmental outcomes for young people and determines practices that need to be in place to achieve these outcomes.

In the South African context, youth work is originally predominantly practiced by faith based organisations and community based organisations. There is however currently an increasing demand and consequently the practice of youth work in the public sector. There are currently institutions of higher learning which offer education and training of youth workers. However, the qualification is just academic since this field is not yet recognised as a profession. Moreover, there is no uniformity in the curriculum due to lack of uniform unit standards.

In practice, those practicing youth work do not have similar qualifications and competencies, there is shortage of skilled personnel, lack of financial resources, and disparities in practice as well as education and training. The consequence is that the youth serving organizations or agencies do not always have the resources to facilitate total development of young people as well as improving the skills and capabilities of youth workers. There is a need for research in the area of youth work.

In view of enormous challenges such as unemployment, HIV and Aids facing young people, there is a need for youth-focused interventions. The implementation of such interventions could effectively be realised through dedicated skilled personnel. Youth work provides an opportunity of providing such dedicated skilled personnel through recognising youth work as a profession. The benefits recognising youth work as a profession include having dedicated personnel who will:

- design holistic youth focused interventions;
- coordinate youth development activities to ensure maximum impact;
- mobilize young people to be involved in development processes;
- mobilize the needed resources for young people and ensure that they access them;
- foster young people's sense of responsibility towards self and the nation; and
- enhance young people's role as active citizens;

- build on young people's strengths and confidence;
- develop young people's ability to manage life's challenges; and
- listen to and hear the voices of young people;

Against this background, this policy sees merit to recognition of youth work as a professional field of practice that seeks to promote youth development and strengthen the quality of interventions designed in that regard.

Recommended Policy Interventions

14.6.1 Government should provide adequately skilled and professional youth workers who are appropriately remunerated through recognising youth work as a profession.

- a) Department of Social Development to facilitate recognition of youth work as a professional field of practice by the relevant statutory body;
- b) Department of Social Development to facilitate the development of a regulatory framework on professional youth work by taking into cognisance the prevailing situation including recognition of prior learning;
- c) Institutions responsible for education and training of youth workers should be adapted to meet the needs of rapidly changing youth needs at national, regional and global context;
- d) Government in consultation with relevant civil society organizations should conduct research on youth work to ensure evidence based decision making; and
- e) Government should facilitate establishment of youth focal points in departments that have not done so as a mainstreaming effort.

15. POLICY IMPLEMENTATION AND CO-ORDINATION MECHANISMS

The South African government's approach to integrated policy planning, policy-making and implementation creates an opportunity for the mainstreaming of youth development. The effective implementation of National Youth Policy 2008-2013 further depends on optimisation of the intergovernmental relations that inform policy implementation across the national, provincial and local spheres. Youth policy implementation would ensure that young people benefit from government's vertical, horizontal and transversal structures by ensuring that:

- National development priorities and principles inform youth planning in all three spheres of government including cooperative governance; and
- All spheres and organs of state promote coordinated and integrated planning for youth development. This must be aligned to all spheres of government.

The Integrated youth development approach initially articulated in the National Youth Policy 2000 and the National Youth Development Framework 2002-2007, is re-emphasised in this policy. This refers, firstly, to the holistic development of young people, and, secondly, to the need for various aspects of public policy to function synergistically in order to equip young people with the knowledge, skills and values they require to make appropriate choices throughout their lives. The notion of integrated youth development also implies that youth development efforts needs to be integrated agenda and it is also about provision of seamless service to young people by placing them at the centre of national development initiatives as beneficiaries of development and active participants.

This approach values cooperation between various stakeholders. It further seeks to create a cohesive and balanced range of high quality services and programmes designed to ensure responsiveness in meeting the actual needs of youth.

The following institutions are the key role-players in youth development:

- 15.1 Government Departments** – This policy supports the establishment of Youth Units/ Desks/ Directorates/ Focal points in all spheres of government. The Government Programme of Action clearly articulates strategic location of these youth units in such a manner that DGs, Heads of Department and Municipal Managers will take direct responsibility. Although progress has been noted in this regard, it is essential that this process is rolled out to ensure wider coverage. These should operate in terms of the Intergovernmental Relations Framework Act (No. 13 of 2005) to advance and coordinate youth development.

15.2 National Youth Development Agency - To ensure seamless integration, sustainability and responsiveness to the demands and aspirations of South Africa's youth the government of South Africa is in the process of establishing a National Youth Development Agency (NYDA). Parliament has passed the NYDA Bill, which will give effect to the merger of the NYC and UYF.

15.3 Non-Government Organizations – Established and emerging Non Government Organizations (NGOs) include Community Based (CBOs) and Faith Based Organizations (FBOs). The NGOs are responsible for direct and indirect provision of youth services. It is acknowledged that youth services, originated and are predominantly rendered by the NGO sector. The policy recognises and acknowledges the contribution made by this sector and advocates for the strengthening of partnership by providing financial support to enhance the sustainability of the interventions of these organizations. The South African Youth Council (SAYC) established in 1997, must serve as an important resource, link and voice of the NGOs.

15.4 Private Organizations – The private sector must play an important role in supporting youth focussed initiatives. A Youth Development Forum (YDF), a structure responsible for coordination of this process has been established. The emphasis is on joint planning and service delivery between the private, public and civil society organizations within youth development space. The private sector agreed to prioritise economic inclusion of youth by unpacking the alignment between the need and demand, as well as making the BEE codes responsive to youth issues. The functions of this structure must be institutionalised to ensure continuity.

The above stated key role players should be fully responsive to the needs of young people and accountable in the implementation of agreed policy actions. Their roles should be defined and clarified to ensure that they complement each other and to reduce the likelihood of duplication. The service delivery mechanism must also be outlined to enhance service integration and coordination. This should be unpacked in the Integrated Youth Development Strategy upon adoption of this policy. It is important to mention that the capacity of each role player should also be strengthened to enable each role player to effectively implement their individual roles.

16. Monitoring and Evaluation

The National Youth Policy 2008-2013 views monitoring and evaluation (M& E) as an integral part of ensuring that progress on achievement of the policy objectives is tracked and consistent evaluation of the policy is ensured. Monitoring and evaluation is, therefore, aimed at ensuring youth developmental targets as spelled out in this policy are systematically reached and it is also a mechanism for making key role players accountable to the youth population on delivery of their mandate.

The design of an implementation plan will specify details of targets to be reached in the short medium and long term, and evaluation tools will specify quantitative and qualitative indicators with time frames will assist in tracking progress on achievement of policy objectives. The implementing role players will use these tools in their internal monitoring and evaluation process by providing regular reports on policy and programme performance. Emphasis will be on assessing relevance, performance, challenges, successes, and impact of various recommended policy interventions in developing young people, particularly those targeted by this policy.

Successful M&E requires that capacity is built to carry it out meaningfully. This involves government making the appropriate budget allocations, enlisting the required skilled human resources and taking action to ensure the commensurate institutional empowerment. In turn, the youth of South Africa as primary stakeholders and beneficiaries of this policy must play an active role in the M&E

process. This will be attained through embarking on research such as: impact assessments, customer satisfaction surveys, and opinion polls targeting the youth population.

17. CONCLUSION

The National Youth Policy 2008-2013 is an inclusive policy that focuses on holistic development of young people and spells their rights and responsibilities. In order to implement the policy fully, it must be integrated into the government's policy planning frameworks, both in terms of strategic planning and resource allocation. These essential frameworks include the Medium-Term Strategic Framework (MTSF), the Medium-Term Expenditure Framework (MTEF), the National Planning Framework (NPF), Government Programme of Action (PoA) in its operational linkages into the Cabinet Clusters, Provincial Growth and Development Strategies (PGDS's) and Local Government Integrated Development Plans (IDPs). The integration would prioritise youth development and ensure its implementation. In addition, government should partner with civil society organizations in implementation of this policy, whilst creating an enabling environment within which these social partners can play their role effectively in making youth development a reality.

The development of a National Youth Development Implementation Plan and evaluation tools will give effect to uniform implementation of this policy. It is however, important to note that there is a need to formulate sectoral strategies and action plans to be aligned to this National Youth Policy. In instances where such strategies or plans exist, there would be a need to ensure alignment and update them where necessary. It is only through clear definition of roles and responsibilities as well as the provision of the necessary capacity where needed, that the desired results would be achieved. This is possible in the context of the National Youth Policy that creates an environment where youth development is fully integrated into the national development agenda of South Africa.

18. REFERENCES

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LIST OF ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
AsgiSA	Accelerated and Shared Growth Initiative for South Africa
AU	African Union
AYC	African Youth Charter
ABET	Adult Basic Education and Training
BEE	Black Economic Empowerment
CASE	Community Agency for Social Enquiry
CBO	Community Based Organization
CSO	Civil Society Organization
DoE	Department of Education
FET	Further Education and Training
EPWP	Expanded Public Works Programme
FBO	Faith Based Organization
GET	General Education and Training
HIV	Human Immunodeficiency Virus
HSRC	Human Sciences Research Council
IDP	Integrated Development Planning
ILO	International Labour Organisation
ISASA	Independent Schools Association of Southern Africa
MAFISA	Micro Agricultural Institute of South Africa
MTEF	Medium Term Expenditure Framework
NGO	Non Governmental Organisation
NIYDS	National Integrated Youth Development Strategy
NYDA	National Youth Development Agency
NYDPF	National Youth Development Policy Framework
NSFAS	National Student Financial Aid Scheme.
NSC	National Senior Certificate
NYP	National Youth Policy
NYS	National Youth Service
NYSP	National Youth Service Programme
PGDS	Provincial Growth and Development Strategy
PYC	Provincial Youth Commissions
SAYC	South African Youth Council
SAYWA	South African Youth Workers Association
SAMAF	South African Micro-Finance Apex Fund
SEDA	State Enterprise Development Agency
STD	Sexually Transmitted Disease
SYR	Status of Youth Report
UIF	Unemployment Insurance Fund
UN	United Nations
UYF	Umsobomvu Youth Fund
VCT	Voluntary Counseling and Testing
YDF	Youth Development Forum
YDP	Youth Development Practitioners
RDP	Reconstruction and Development Programme

GLOSSARY OF TERMS

Apartheid	An official policy of racial segregation formerly practiced in the Republic of South Africa, involving political, legal, and economic discrimination against non-whites
Budget	a statement of the financial position of the state or a detailed schedule of planned financial activity for a definite or specified period of time (fiscal year) based on estimates of expenditures and proposals financing them
Business	the social science of managing people to organize and maintain collective productivity toward accomplishing particular creative and productive goals, usually to generate profit.
Century	any period of 100 years
Citizens	members of a politically or administratively defined community, having both rights and duties associated with that membership
Civil Society Organizations	the arena of uncoerced collective action with shared interests, purposes and values. They include community and faith based organizations, established non-government organizations, parastatals , and private sector organizations
Constitution	the supreme law of the country entrenching specific rights, responsibilities and an ethos that all people must uphold.
Democracy	Is a political system that allows the citizens to participate in political decision-making, or to elect representatives to government bodies
Demographic Dividend	a rise in the rate of economic growth due to a rising share of working age people in a population
Development	the use of resources to relieve poverty and improve the standard of living of a nation, community, groups and individuals through asset building. This may be achieved through mechanization, improvement in infrastructure and financial systems, and empowerment of those affected
Disability	the loss or elimination of opportunities to take part in the life of the community, equitably with others that is encountered by persons physical, sensory, psychological, developmental, learning, neurological or other impairments, which may be permanent, temporary or episodic in nature, thereby causing activity limitations and participation restriction with the mainstream society.
Economic growth	an increase over time in the capacity of an economy to produce goods and services and (ideally) to improve the well-being of the citizens
Entrepreneur	A person who undertakes and operates a new enterprise or venture and assumes some accountability for the inherent risks.
Empowerment	an increase in the spiritual, political, social or economic strength of individuals, groups and communities
Evaluation	the process of determining or assessing whether an item or activity specified criteria
Exploitation	means the illegal or improper use of an individual or the individual's resources for another's profit
Global	something that is happening throughout the world.
Graduate	a person who has finished a course of study at a college or tertiary institution
Human rights	universal rights to which every person is entitled because they are justified by a moral standard that stands above the laws of any individual

GLOSSARY OF TERMS cont:	
Internship	an experience that allows the student to apply what has been learned to a professional situation within a close mentoring relationship
Learnership	a way of obtaining a nationally recognized qualification that refers to a specific occupation and consists of structured learning components
Marginalisation	the overt or covert trends within societies whereby those perceived as lacking desirable traits or deviating from the group norms tend to be excluded by wider society and ostracised as undesirables
Monitoring	regular and ongoing supervision, observation, testing, verification and reporting of progress toward achievement of the set objectives and goals
Orphaned Youth	Young people without parents
Poverty	relative measure within a society of having income and/or wealth so low as to be unable to maintain what is considered a minimum "standard of living"
Primary education	the first stage of compulsory education, preceded by pre-school or nursery education and then followed by secondary education
Public Sector	the part of economic and administrative life that deals with the delivery of goods and services by and for the government, whether national, regional or local/municipal
Public Policy	a course of action or inaction chosen by public authorities to address a problem. Public policy is expressed in the body of laws, regulations, decisions and actions of government
Secondary education	an intermediate level of education between elementary/primary school and college and that usually offers general, technical, vocational, or college-preparatory curricula
Social cohesion	the process through which individuals or groups are included to participate fully in the society in which they live
Stakeholder	Stakeholder refers to any individual or group with vested interest who may add value, contributes towards the development of or benefits from interventions in the youth sector
Stereotype	a standardized mental picture that is held in common by members of a group that represents an oversimplified opinion, prejudiced attitude
School aged out-of-school youth	Youth who have dropped out of school and are unskilled.
Transformation	a process of major organizational change from the present state new/preferred state
Teenage parents	young people with dependents
Tertiary education	formal, non-compulsory, education that follows secondary education.
Youth	Young people between the ages of 14 and 35.
Youth development	an intentional holistic approach that provides space, opportunities and support for young people to maximise their individual and creative energies their personal development as well as development of the broader society through their contribution in eradication of economic and social ills
Youth in secondary School	youth enrolled at secondary school
Youth in tertiary institutions	youth enrolled in Institution of Higher Learning (IHL) and Further Education Training (FET)
Youth living with HIV and AIDS	Youth infected and affected by HIV and AIDS.
Underdevelopment	deliberately created poverty by imperialism, including lack of access to: health care, drinkable water, food, education and housing
Unemployment	Condition of a person who is able to work, is actively seeking work, but is unable to find any or the state of being without a job or compensation.

SYNONYMS

Trend	Tendency / development / movement
Authorities	Government
Circumstances	Situation/ conditions/ state of affairs.
Collaborate	work together/ team up
Context	Perspective/ background/ framework/ environment
Echoed	Reverberate/ repeated
Foundation	groundwork/ base/ underpinning
Fragmentation	break up/ disintegration
Gaps	crack/ space
Instruments	Tools
Inequality	discrimination/ unfairness
Interventions	Intrusion
Mainstream	Majority
Many	countless/ numerous/ bulk
Process	procedure/ course of action/
Partnership	joint venture
Prematurely	too early/ impulsively
Segment	Divide
Strategic	planned/ calculated/ deliberate
Strengthening	intensification/ escalating
Struggle	effort/ move violently
Specific	Particular
Supplementary	complementary/ additionally
Tangible	Concrete/real/ solid/ substantial
Unique	Exceptional/ matchless
Vulnerability	weakness/ defenselessness/ helplessness
Young people	youth /teenagers/ younger generations/ young men and women

LEGISLATION AND POLICY FRAMEWORKS

1. Constitution of the Republic of South Africa, Act No. 108 of 1996
2. White Paper on Reconstruction and Development Programme, 1994
3. National Youth Commission Act, Act No. 19 of 1996
4. White Paper for Social Welfare, 1997
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