



# YOUTH POLICY FIELD AND INSTITUTIONAL ANALYSES AT MUNICIPAL LEVEL IN SOUTH AFRICA

*RESEARCH REPORT*

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South African Cities Network in collaboration with GIZ: German International Cooperation  
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Authors: Baba Buntu (eBukhosini Solutions) and Sandra Lehmann (GIZ-GSP)



## EXECUTIVE SUMMARY

The South African Cities Network (SACN) and German International Cooperation (GIZ): Violence and Crime Prevention Programme (VCP) have partnered together to understand youth work at a local government level. The project was co-funded by both organisations and this report captures the project findings.

A number of policies and strategy documents outlining the responsibilities of government to prioritise youth development in South Africa have been developed over the years. The documents are results of processes intended to commit the government to secure a voice for young people on matters of importance and to drive developmental processes for empowerment of youth. The question is: Have the policies – and the implementation thereof – secured youth participation and empowerment?

In 2014 the South African Cities Network (SACN) initiated the idea of a research project to analyse the existing structures (institutions, actors and networks) pertaining to youth development at municipal level in South Africa. The analysis would examine political and legal framework conditions as well as relevant ongoing processes in three city areas: City of Johannesburg Metropolitan Municipality (COJ), Nelson Mandela Bay Metropolitan Municipality (NMBMM) and Buffalo City. SACN approached the German International Cooperation (GIZ) to come on board as a strategic partner to carry out the research program.

This Research Report documents the findings and puts forward a number of recommendations based on the analysis. The structure of the report – with a synthesis of findings – is as follows:

**Chapter 1** outlines the background and approach of the study. The objective was to gather information of relevance to create recommendations for strengthening municipalities' capacities to respond to youth potentials and vulnerabilities. A qualitative research method was applied, using the Capacity Development Framework (CDF) as the analytical lens. A stakeholder-owned process was very important, identifying factors that affect the quality of municipal youth development, by looking at capacities of institutional instruments and processes in the categories of policy field, coordination and cooperation, institutional capacity and individual capacity. The main research question was: *“How effective are metropolitan structures in responding to vulnerabilities and potentials of their youthful population, what processes are in place and what needs for strengthening can be identified?”* Data was gathered through interviews with stakeholders in each of the three municipalities, which were compiled and analysed, to generate useful information for each city and generic points.

**Chapter 2** gives a brief introduction to some of the challenges facing young people in South Africa. It is estimated that young people make up 36,2% of the overall population (between 14 and 35 years of age). 20 years after its first democratic elections South Africa is still deeply affected by the many inequalities inherited from the past. Despite positive developments, young people continue to be the group most affected by these imbalances, especially in relation to education, unemployment, health and poverty.

**Chapter 3** presents an overview of the policies and strategies defining the mandate and responsibilities of Municipalities and other government institutions concerning youth development in from 1998 to 2014.

**Chapter 4** outlines a synthesis of the overall research findings, listed along the Capacity Development Framework categories. In relation to *policy field*, it was found that, although the three metropolitan municipalities have youth policies in place, there are challenges in regards to

implementation. There is a need to review policies and develop a clearer definition of youth development. In regards to *coordination and cooperation* it was noted that although there are some attempts to formalize cooperation on youth issues across sectors, there is a general tendency of overlapping mandates, duplication of structures, information deficits and unsystematic engagement of non-state sectors. When it comes to *institutional capacities*, the study revealed that the field of youth programs and youth structures are challenged by unclear objectives, lack of targets, narrow focus and insufficient capacitation. Lacking documentation, monitoring and evaluation of youth programs is a major weakness and makes the objective assessment of the Metros' performance in youth development nearly impossible. Lastly, in relation to *individual capacities*, it was found that despite the impressive work performed by dedicated youth representatives, their role is often undermined. The need for professionalization, awareness and training on youth matters on all levels was clearly articulated.

**Chapter 5** contains SWOT analysis for each municipality, from which the main tendencies are captured in the following summary:

<b>City of Johannesburg Metropolitan Municipality (COJ)</b>			
<b>Strengths</b>	<b>Weaknesses</b>	<b>Opportunities</b>	<b>Threats</b>
Youth policy with specific expectations	Silo-approach	Moving Youth Unit to Mayor's office	Disillusion and fatigue
Practical programs (skills, training, entrepreneurship)	Role of Youth Unit; many changes, many views	Reviving youth representation in wards	Unrealistic expectations; under-performance
Dedicated youth practitioners	Dominant focus on unemployment	Training and awareness	Politicization

<b>Buffalo City Metropolitan Municipality (BCMM)</b>			
<b>Strengths</b>	<b>Weaknesses</b>	<b>Opportunities</b>	<b>Threats</b>
Youth policy available to public	Few comprehensive youth programs	Establishing ward-based youth forums	Politicization
Broad representation in Youth Council	Duplication of youth structures	Integrating Youth Council into joint sector forum	SPU: little time for strategy development
Recommendations from youth summits result in programs	No youth unit, or dedicated youth officer in SPU	Customizing SALGA's framework for equity and performance management	Disillusion and fatigue

<b>Nelson Mandela Bay Metropolitan Municipality (NMBMM)</b>			
<b>Strengths</b>	<b>Weaknesses</b>	<b>Opportunities</b>	<b>Threats</b>
Existing youth policy	Youth Council no longer exists	Establishing youth unit	Politicization
Youth advisory officers involved in program development	Limited support to SAYC (de facto youth council)	Reviewing youth policy	Political instability within Metro
Efforts to cooperate with parastatals and private sector	Weak cooperation and coordination between department and sectors	Streamlining youth issues through cooperation	Disillusion and fatigue

**Chapter 6** presents a number of recommendations developed from analysing the data from all three municipalities. The essence of these recommendations can be listed as follows:

*Policy field*

- Review policies and strategy documents
- Strengthen youth mainstreaming in policies
- Design implementation plans on policies
- Make policy documents accessible
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- Strengthen youth mainstreaming in policies
- Design implementation plans on policies
- Make policy documents accessible

*Coordination and Cooperation*

- Improve coordination through IDP process
- Create coordination platforms among government stakeholders
- Create better communication lines and information materials
- Improve stakeholder management and keep database of youth NGOs sector
- Establish multi-sectoral stakeholder platform

*Institutional Capacities*

- Units responsible for Youth Development
  - Need for customized effective models
  - Need for dedicated youth practitioner
  - Youth unit strategically located
  - Decentralized model of youth managers in addition to strong central youth unit
- Youth Mainstreaming

- Balance between specific youth projects and youth components in sector projects
- Mainstreaming should not water down central level advocacy
- Training on youth mainstreaming and creation of youth focal points
- Youth Projects
  - Balance between youth employment and holistic youth development programs
  - Also target lower age groups of youth
  - Improve strategic focus of youth employment programs
  - Avoid events-based programs and too strong focus on national pride days
  - Involve youth people in the development of projects, research and monitoring
  - Innovative approaches
  - Secure sufficient budgets for youth development
  - Improve documentation and monitoring and evaluation of projects
- Structures for Youth Participation
  - Ensure adequate inclusive structure and support facilities
  - Facilitate constructive engagement

#### *Individual Capacities*

- Professionalization of youth practitioners
- Training for various sectors
- Networking and exchange opportunities for youth practitioners

## Table of Contents

ACRONYMS AND ABBREVIATIONS .....	i
KEY CONCEPTS IN RELATION TO YOUTH POLICY AND YOUTH DEVELOPMENT .....	iii
1 Background and approach .....	1
1.1 Background to the study .....	1
1.2 Objectives of the study .....	1
1.3 Method .....	1
1.4 Research questions .....	3
1.5 Prioritized focus areas.....	3
1.6 Sampling.....	4
1.7 Data collection and analyses.....	4
2 YOUTH IN SOUTH AFRICA; A BRIEF INTRODUCTION.....	4
2.1 Challenges facing South African youth .....	5
2.2 Youth in Metropolitan areas .....	6
3 Overview; South Africa’s Youth Policy Framework.....	6
3.1 Relevant policy imperatives on youth development: .....	6
3.2 Local Government mandate for youth development .....	7
4 Analyses and Overall Research Findings .....	8
4.1 Policy Field .....	8
4.2 Coordination and Cooperation .....	9
4.3 Institutional capacities .....	10
4.4 Individual capacities.....	15
4.5 Mandate, approaches and programmes of other stakeholders in youth development .....	16
5 SWOT ANALYSES .....	17
6 Recommendations .....	22
6.1 Policy field .....	22
6.2 Coordination and cooperation.....	22
6.3 Institutional capacities .....	23
6.4 Individual capacities.....	26
6.5 Follow up of this study.....	27
7 REFERENCES .....	28
Appendices.....	30

## **ACRONYMS AND ABBREVIATIONS**

AIDS	Acquired Immune Deficiency Syndrome
ANC	African National Congress
BCMM	Buffalo City Metropolitan Municipality
BSC	Balanced Score Card
CASE	Community Agency for Social Enquiry
CBO	Community Based Organization
CDF	Capacity Development Framework
CDP	Community Development Practitioner
CDW	Community Development Workers
CoGTA	Department of Cooperative Government and Traditional Affairs
COJ	City of Johannesburg Metropolitan Municipality
CSO	Civil Society Organization
DSD	Department of Social Development
EC	Eastern Cape Province
EPWP	Expanded Public Works Programme
GIYF	Gauteng Intergovernmental Youth Forum
GIZ	German International Cooperation (Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
GP	Gauteng Province
HIV	Human Immunodeficiency Virus
IDP	Integrated Development Plan/Planning
IGR	Inter-Governmental Relations
MOE	Municipal Owned Entity
MoU	Memorandum of Understanding
NGO	Non Governmental Organization
NGP	New Growth Path
NICRO	National Institute for Crime Prevention and Rehabilitation of Offenders
NMBMM	Nelson Mandela Bay Metropolitan Municipality
NPO	Non-Profit Organization
NYDA	National Youth Development Agency
NYP	National Youth Policy
NYS	National Youth Service

NYSP	National Youth Service Programme
PYC	Provincial Youth Commissions
SACN	South African Cities Network
SALGA	South African Local Government Association
SAYC	South African Youth Council
SPU	Special Programmes Unit
SPUU	Safety and Peace through Urban Upgrading Programme
UN	United Nations
YAC	Youth Advisory Centre
YDF	Youth Development Forum
YDP	Youth Development Practitioners



## KEY CONCEPTS IN RELATION TO YOUTH POLICY AND YOUTH DEVELOPMENT

**Advocacy:** statements and actions aimed at harnessing and exhibiting public support for youth development.

**Capacitating:** An approach to working with young people that builds or improves their ability to focus and create quality youth development experiences for young people.

**Capacity development:** A process through which individuals and departments within local government obtain new skills, strengthen existing capacities and articulate their vision and objectives.

**Empowerment:** A process of increasing capacity to influence behavior, emotions and lifestyle. It is a process of magnifying ability such as equipping youth with knowledge, skills and competencies to survive in one's environment.

**Framework:** A set of principles and long term goals that form the basis for making rules and translating policies into implementation plans. It provides guidelines and gives the overall direction to planning and development of its activities.

**Implementation plan:** A detailed listing of activities, costs and schedules that are required to achieve the objectives of the strategic plan.

**Integrated Development Plan (IDP):** A strategic management tool to guide and align all planning, budgeting and operational actions in a municipality.

**Mainstreaming:** A process that ensures a focus on issues of importance to youth in municipal planning by, amongst other things, setting up appropriate mechanisms for youth participation in policy-making, local government planning, implementation, monitoring and reporting.

**Policy:** A course of action that is designed by government institutions to guide and determine present and future decisions. It is a coherent set of decisions with a common long-term objective affecting or relevant to youth.

**Programme:** a system of projects or services intended to meet a public need.

**Skills development:** A development practice that encourages (young) people to expand their knowledge of themselves and their environments, and master new concepts and skills.

**Strategy:** An elaborate and systematic plan that bridges policy and actions, a framework that guides choices that determine the nature and direction of an action. It is a pattern of decision that reveals objectives, purposes, goals and defines a range of actions the strategy seeks to pursue.

**Sustainable youth programmes:** Programmes that are more than a once-off event or annual occurrence. Sustainable youth programmes aims at providing youth with skills and/or means to enhance their own livelihoods, and refers to programmes that are upheld or continual, and outcomes can be measured and monitored.

**SWOT Analysis:** A structured planning method used to evaluate the strengths, weaknesses, opportunities and threats involved in a project or institution

**Youth:** In South Africa youth is defined as young people between the ages of 14 and 35, in line with the National Youth Commission Act, 1996.

**Youth development:** An approach that provides space, opportunities and support for young people to maximize their individual and collective creative energies for personal development as well as development of the broader society of which they are an integral part.

**Youth worker:** Basically, any person who is dedicated to youth issues, youth programmes and youth advocacy. In the South African context, youth work is predominantly practiced by faith based organisations and community based organisations. There is currently an increasing demand for professional youth workers in public sector. Some higher learning institutions offer education and training of youth workers, but the field is not yet recognised as a profession. Moreover, there is no uniformity in the curriculum due to lack of uniform unit standards.

## 1 Background and approach

### 1.1 Background to the study

In post-Apartheid South Africa youth development has been seen as one of the responsibilities the government is supposed to give priority. A number of policies and strategy documents, to this effect, have been developed over the years. Among the most important are: The National Youth Commission Act (1996), the White Paper for Social Welfare (1997), the National Youth Development Policy Framework (2000-2007), the National Youth Policy (2009-2014) and the recent draft National Youth Policy (2014-2019). These documents are results of processes intended to commit the government to secure a voice for young people on matters of importance and to drive developmental processes for empowerment of youth.

The question is: Have the policies – and the implementation thereof – secured youth participation and empowerment? A baseline research on youth development in South African municipalities found that there were inconsistencies in the systems that had been put in place, both in terms of titles, job descriptions, locations, mandates and the extent to which youth were taking part in decision making. (CoGTA 2008). To what extent are similar concerns valid today?

The draft review of the National Youth Policy (2014-2019) acknowledges achievements made in the field of youth development but also highlights existing structural challenges and bottlenecks. The policy goes as far as to say “Broadly speaking, there is a general perception that the existing institutions for youth development have failed young people” (page 20). It identifies unclear mandates, fragmentation, insufficient coordination and inefficiencies of the National Youth Development Agency (NYDA) model as contributing factors for not achieving optimal performance

In 2014 the South African Cities Network (SACN) initiated the idea of a research project to analyse the existing structures (institutions, actors and networks) pertaining to youth development at municipal level in South Africa. The analysis would examine political and legal framework conditions as well as relevant ongoing processes in three city areas: City of Johannesburg Metropolitan Municipality (COJ), Nelson Mandela Bay Metropolitan Municipality (NMBMM) and Buffalo City Metropolitan Municipality (BCMM). SACN approached the German International Cooperation (GIZ) to come on board as a strategic partner to carry out the research program.

### 1.2 Objectives of the study

The objective of this study was to gather information of relevance to create recommendations for strengthening municipalities’ capacities to respond to youth potentials and vulnerabilities. Further, the project was seen as a pilot to be used to replicate similar processes in other cities.

### 1.3 Method

The research project was developed as a qualitative study, using Capacity Development Framework (CDF) as the analytical lens. Capacity Development is an assessment and transformation approach looking specifically at the existence of enabling environments for institutions and individuals to perform their role to the best of their ability (United Nations Development Programme 2008). Components within an enabling environment can be policies, legislation, power relations and social norms which create a context for performance on organizational level (where internal policies, frameworks and procedures are created) and individual level (where experience, knowledge and

technical skills are performed). In an attempt to break away from the more static and rigid approaches to older development theories, Capacity Development examines systemic factors that may be blocking development and emphasizes learning of lessons that might help to, in an objective way, adjust and maintain an enabling environment. In development cooperation the support of capacity development through external partners is a key instrument to enable individuals, organisations and societies to develop and improve their abilities to act and direct. The German Development Cooperation (GIZ) applies the following definition of capacity development: “our understanding of capacity development is rooted in its concept of sustainable development. It supports enhancing the capacities of individuals, organisations and societies, so that partners can articulate, negotiate and implement their own ideas for reform and development”<sup>1</sup>. Based on the concept of capacity development the GIZ Sector Project “Realising the Rights of Children and Youth” developed the method of a “Youth Policy Field and Institutional Analysis”. The analysis has been successfully applied in the context of programme missions, -evaluations and programme related research in among others Sierra Leone, Timor Leste, Palestine and Kyrgyzstan. Applying a Capacity Development Framework for this study was motivated by the need to create a stakeholder-owned process, identifying factors that affect the quality of municipal youth development, by looking at capacities of institutional instruments and processes in the following four categories:

1. Policy field
2. Coordination and cooperation
3. Institutional capacity
4. Individual capacity

<p><b>Policy Field :</b> <b>Status and implementation of relevant international, regional and local policies, strategies laws and action plans.</b></p>	<p><b>Coordination and Cooperation:</b> <b>Relevant international, regional and local networks and other coordination mechanism between different government and non-government stakeholders</b></p>
<p><b>Institutional Capacity</b> <b>Structure, processes, activities and capacities of relevant government and non-government institutions including their understanding of their own role in the system.</b></p>	<p><b>Individual Capacity</b> <b>Professional knowledge, practical skills, norms and values, and management capacities of staff of relevant government- and non-government institutions.</b></p>

**Figure 1: Capacity Development framework**

<sup>1</sup> <https://www.giz.de/fachexpertise/html/9578.html>

Two co-researchers were identified to carry out the research. The applied research method was qualitative interview methodology where the researchers would do individual and group/team interviews with relevant stakeholders in the field of municipal youth development. The interviews were structured by a question guide, allowing room for some flexibility, variance and organic flow in favour of the participants.

## 1.4 Research questions

A main research question and eight sub-questions were developed as guidelines for the interviews:

### Main question

How effective are metropolitan structures in responding to vulnerabilities and potentials of their youthful population, what processes are in place and what needs for strengthening can be identified?

### Supplementary questions

1. Which are the relevant state and non-state actors at municipal level in regards to youth development?
2. Who sits with responsibilities for youth development?
3. What qualification do relevant officials have, and how are capacities enhanced?
4. What networks for cooperation exist within and between government institutions and civil society organizations?
5. Which policies pertaining to youth development guide the operations and how effectively are they implemented?
6. What youth development programs exist and how are they being developed?
7. Which funding mechanisms are utilized to implement youth development programs?
8. What structural challenges have the stakeholders identified in the field of municipalities' responses to youth development, and what is being done to address them?

## 1.5 Prioritized focus areas

The research was intended to provide a general analysis of dynamics within youth development, as experienced by relevant stakeholders in municipalities, but with a prioritized focus on the following:

- To see how government responds to current challenges within youth development in metropolitan municipalities
- To document the role of government in providing the means for sustainable youth development processes
- To conduct analyses that produces data which can be analysed as basis for recommendations
- To position the duty bearers of youth development within municipal structures as the main focus of the study
- To look at capacities of services, programs, networks, personnel and frameworks, with the aim of analysing youth development

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- To identify responsibilities, qualities, resources and limitations in the municipalities' youth work

## 1.6 Sampling

In each of the three metropolitan areas, interviews were held with stakeholders identified in each municipality. The sampling was coordinated in communication with each city area, which were contacted to provide names of relevant stakeholders. Since each municipality operates slightly different, some flexibility had to be exercised and each interview process made particular to each city area.

Identified interview partners:

- Municipal units/structures:
  - Dedicated youth unit and/or Special Programmes Unit (SPU)
  - IDP managers
  - Public participation officers
  - Official in charge of Intergovernmental Relations
  - Municipal Managers
  - Local Aids Council
  - Youth Council
- NYDA / Youth commission / Youth desk, other dedicated youth structures in municipalities
- Department of Social development
- NGOs and self-organized youth formations

## 1.7 Data collection and analyses

Some of the interviews were recorded (audio) for the purposes of reference material. Interviews were not transcribed, but all points discussed were captured by taking notes and writing out synopses. The goal was for the two researchers to conduct all interviews together, but due to the fact that the researchers were based in two different cities (Johannesburg and East London) a number of interviews were carried out with only one researcher present. After interviews the researchers compared notes and identified themes, concepts, concerns and ideas.

After all interviews were completed, the researchers agreed on how to organize all information emerging from the data into a report. With the use of SWOT-analyses for all four categories of the Capacity Development Framework, a number of recommendations for improvement were outlined. A draft report was developed and sent out to interviewees for verification. A workshop with some of the interviewees – and other stakeholders within local and national youth development – was also held, to get comments and input to be synthesized into a final report.

## 2 YOUTH IN SOUTH AFRICA; A BRIEF INTRODUCTION

The majority of South Africa's population consist of young people, with those below the age of 34 constituting an estimated 36,2% of the overall population (StatsSA 2014). The official definition of youth normally refers to people between 14 and 35 years of age, which is consistent with the South African National Youth Commission Act of 1996. A number of challenges are particularly prevalent among the youth. The South African society – 20 years after its first democratic elections – is still

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deeply affected by the many inequalities inherited from the past. Despite some positive developments, young people continue to be the group most affected by these imbalances, especially in relation to education, unemployment, health and poverty.

## **2.1 Challenges facing South African youth**

### **2.1.1 Education**

The vast majority of South Africa's youth population is affected by inequalities in regards to accessing education. These disparities also represent racial imbalances. Only 40,6% of those aged 20-24 years have completed grade 12 (Census 2011). In 2014 only 11% of black South African youth and 7 % of colored youth in the age bracket 18-24 were in university, as compared to 60% of white youth. A report published by Council of Higher Education (2013) states that although the higher education system, in regards to student admission, had grown more than 80% since the dawn of democracy, only one in 20 black South Africans successfully completes a degree. There are several concerns related to education in South Africa; structural blocks to accessing education, inequalities, generally low academic performance rates, mismatch of skills between graduates and needs in the job market, and shortage of employment opportunities (Letsoalo et. al. 2009).

### **2.1.2 Unemployment**

While the general unemployment rate in South Africa stands at app. 25%, official unemployment rate for South African youth stood at 36,1% in 2014 (StatsSA 2014). Some studies, however, show that this might be an underestimation. The World Economic Forum's Global Risks Report from 2014 (Global Risks 2014) states that South Africa has the third highest unemployment rate in the world for people between 15 and 24, and estimates that more than 50% of youth in this age bracket are unemployed. Youth unemployment remains consistently higher than that of adults, by more than 20 percentage points. In 2014 young people accounted for 90% of those who were unemployed and had no work experience (UNFPA 2014). This has direct effect on cities in areas like urban safety. Some Cities have identified the need to engage business to adjust their employment criteria so that youth are not locked out of opportunities

### **2.1.3 Health**

South Africa is seen as the country that is hardest hit in the world in regards to HIV and AIDS, with high numbers of infection that do not seem to decrease despite many initiatives to curb the pandemic (Campbell et. al. 2009). The prevalence of HIV is twice as high amongst young women, with them being four times more likely to contract the virus than young males (UNFPA 2014). Teenage fertility is reported to be on the decline, but estimates remain high, with 45,000 reported pregnancies among young women in 2009 (UNFPA 2014). Young women in South Africa also encounter high levels of gender violence.

### **2.1.4 Poverty**

Young people are the most vulnerable group to poverty. More than 50% of South Africa's youth live in low-income households (StatsSA 2013) and it has been estimated that approximately 17 million young people under the age of 18 are impoverished (Census 2011, 2012). The high unemployment figures for youth also indicate a high percentage of young people in poverty.

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## 2.2 Youth in Metropolitan areas

Although statistics of unemployment and poverty are higher for populations living in rural areas, trends of urbanization creates pressure on cities as people move to urban areas seeking opportunities in education and the job market. A combination of inherited disparities from the country's historical past and lack of long-term strategies for management of urbanization has prolonged and intensified challenges related to segregation, economic investments, unequal access to jobs and public services and congestion in townships and informal settlements (Turok 2012). These challenges impact severely on young people who get locked in cycles of poverty that become hard to break.

The brief overview above clearly shows that there is a crisis in South Africa's youth development that must be responded to with urgency. As the prioritization of transformation for youth also equals a direct investment in the country's future, there are many expectations towards government providing relevant solutions, motivating empowerment and creating processes of positive change.

## 3 Overview; South Africa's Youth Policy Framework

The following provides a summary of the policies and strategies which define the mandate and collaborative responsibilities of Municipalities and other government institutions concerning youth development.

### 3.1 Relevant policy imperatives on youth development:

#### 3.1.1 National Youth Policy (2009-2014) and Draft Review (2014-2019)

The National Youth Policy is a comprehensive planning tool for all government- and non-state actors for a collaborative, multilevel youth development approach. The policy recognizes achievements in the field of youth development but also identifies a number of policy gaps, inconsistencies and challenges. In addressing these, the policy formulates imperatives and priority interventions in the following areas; education, economic participation, health and well-being, civic participation, National Youth Service and professionalization of youth work. The draft review of the policy (2014-2019) is currently broadly being discussed with stakeholders. It maintains the same focus areas and enhances strategic initiatives in line with the imperatives of the National Development Plan and recent challenges and opportunities in the socio-economic environment. The mandates and roles of the different actors in the youth development landscape are however not effectively reviewed.

#### 3.1.2 Draft Provincial Youth Development Strategy, Eastern Cape Province (2014)

The Draft Provincial Youth Development Strategy of the Eastern Cape Government establishes the vision for the province's integrated approach to youth development. The document provides a strategy as well as programmatic and institutional framework and mechanisms for mainstreaming youth development in all policies and programmes of government departments. It defines the following strategic focus areas; enabling and supportive environment for youth development, youth labour market and employment strategy, youth friendly government services, youth citizenship and responsibility. The strategy assigns municipalities a role of being a supportive institution, creating an enabling environment. This means that, as a minimum requirement, there should be dedicated officials and resources for youth development.



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### 3.1.3 National Youth Development Agency Act (2008)

The Act from 2008 established the National Youth Development Agency (NYDA) through an amalgamation of the National Youth Commission and the Umsobomvu Youth Fund. The responsibilities of NYDA are defined as follows: Coordination, monitoring and evaluation of youth development in the country. The NYDA is tasked to establish offices of the agency at regional level to offer youth advisory and information services, develop an integrated youth development plan and strategy, engage in research and development, promote uniformity in approach by all stakeholders, as well as to implement the National Youth Service Program.

### 3.1.4 National Development Plan (2012)

The National Development Plan provides an aspirational vision for South Africa that shall be achieved by 2030. The plan highlights the full utilization of the opportunities stemming from a largely youthful society. It envisions a youth population that is economically active, socially integrated and contributes to the country's development process through active citizenship. Therefore a "youth lens" has to be applied to all development interventions.

### 3.1.5 New Growth Path (2010)

The objective of the New Growth Path is to create five million jobs by 2020 through economic growth. It envisions that, through a combination of macro-economic and micro-economic interventions and effective collaboration between government, private sector and the labour force, a more equitable and greener economy shall be created. Efforts must be prioritized to support employment creation under decent work conditions.

### 3.1.6 Youth Employment Accord (2013)

The Youth Employment Accord is an agreement between government, organised business and organised labour as well as community- and youth representatives. It formulates a joint commitment to intensify youth employment and skills development through – among other priorities – improved education and training opportunities, work exposure, government driven mass employment programmes, support to youth entrepreneurs and youth cooperatives, as well as incentives for the private sector to employ more young people.

## 3.2 Local Government mandate for youth development

### 3.2.1 The White Paper on Developmental Local Government (1998)

The white paper emphasizes the developmental mandate of Municipalities to work with communities towards sustainable socio-economic development and poverty alleviation. The groups which need special attention include women, youth, disabled persons and children.

### 3.2.2 Municipal Systems Act (2000)

According to Chapter 4 of the Municipal Systems Act, Municipalities have to create conditions for local communities to participate in local governance. This pertains in particular to the preparation and review of the Integrated Development Plan (IDP) which is a mandatory cooperative planning instrument for all government interventions at the local level.

### 3.2.3 Draft Youth Development Strategy for Local Government (2010)

The strategy of the Department of Cooperative Government and Traditional Affairs (CoGTA) is still in draft stage. Nevertheless the strategy gives very clear guidelines for how youth development should

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be institutionalized and mainstreamed at local government level. It deals with mainstreaming in strategies and plans of Municipalities, as well as in special local government programmes and sectors. It further highlights the necessary institutional arrangements at Municipal level, as well as the collaborative roles of different government stakeholders.

## 4 Analyses and Overall Research Findings

In the following, overall findings – from interviews carried out across all the three Metropolitan Municipalities –are presented and structured along the four categories of policy field, coordination and cooperation, institutional capacities and individual capacities.

### 4.1 Policy Field

In general it can be observed that all the three Metros have clear policy documents that guide the youth development interventions of the institution. Depending on the size of the Metro, the available budget and the time of existence the documents are more advanced in terms of institutionalisation and mainstreaming of youth development. Only the City of Johannesburg (COJ) has a youth strategy (2006) *and* a youth policy (2009), whereas we find a youth policy (2004) in the Nelson Mandela Bay Metro (NMBMM) and a youth strategy (2009) in the Buffalo City Metro (BCMM). All policy documents have been developed through intensive youth- and stakeholder consultations, research and benchmarking processes. The Nelson Mandela Bay Metro had even international technical support through the partnership with the City of Leiden in the Netherlands.

Some of the policy documents are however outdated or the stakeholder identified a need for their review. In NMBMM the overall opinion of youth representatives and officials is that the current youth policy needs to be reviewed and updated. However, the draft prepared by the South African Youth Council (SAYC) has not been adopted by the Council and is planned to be refined by the Chief of Operations Unit to meet all requirements of a policy document. At BCMM the youth strategy 2009-2014 would be up for a review but the Special Programmes Unit (SPU) unit in charge is contemplating to rather develop a strategy that encompasses all equity groups instead of constantly developing and reviewing the documents for each equity group. The COJ youth summit held in June 2013 was used to prepare a review of the youth strategy and youth policy but these have, up to now, not been adopted by the City Council. In terms of the content all policy documents stipulate key priority areas on which the different units of the Metros have to develop integrated, multi-sectorial projects. These priority areas have a similar focus on institutionalisation of youth development, youth employment, youth entrepreneurship, skills development, health and HIV/AIDs prevention, sports and recreation and arts and culture. All documents require the establishment of a youth unit to facilitate and monitor youth development interventions but do not always give clear guidance where the unit shall be located.

Moreover the policy documents of all three Metros require that a youth council is formed which represents youth from the different civil society sectors. All three Metros promote the institutionalisation and mainstreaming of youth development but COJ and NMBMM have made clearer commitments. Due to its size COJ has developed a mainstream concept which strongly focuses on the mandatory development of strategic youth projects and location of youth managers in all departments and Municipal-owned enterprises (MOEs). Equally the youth policy of NMBMM requires that each department must develop youth programs and account for them through the

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performance management system. The policy even foresees the development of youth sector plans under the IDP.

A common shortfall of all policy documents is that the systematic integration of clear indicators and targets on youth development in the IDP and the performance management system is not required. Furthermore it is concerning that the commitments to concretize the policies through the development of implementation plans are not adhered to. Therefore the policies are not even known in detail by senior managers at the Metros or are not implemented with priority.. It must also be concluded that the actual level of implementation of the policy commitments is not so convincing. NMBMM and BCMM still do not have a functioning youth unit or dedicated youth coordinator and the youth councils are no longer functional in COJ and BCMM. What is also concerning is that the policy documents are not so easily accessible to the youth and the general public. The documents are neither available on the internet nor widely distributed to stakeholders. A positive example for accessibility is NMBMM where the youth strategy has been printed in a handy format and is widely distributed. On the other hand the youth council criticised that the content of the glossy brochure was far from local realities which had made them to rather choose their youth council constitution as an advocacy tool.

- I thought what was missing was an outline showing how these councils were structured/ or an overall reporting structure from each metro
- Once structure is outlined (graphic) then author should speak to each metro, and only at the end aggregate the short fallings or metros that performed well in certain areas
- The structure should maybe outline the stakeholders i.e. those interviewed

## **4.2 Coordination and Cooperation**

In general, the interview partners were aware that the coordination of youth projects with other government stakeholders, civil society and private sector does not function optimally. The problem of overlapping mandates, duplication of structures and not always smooth working relations with provincial government departments was more pronounced in the Metros in the Eastern Cape. Due to the size of COJ and better internal resources it is clear that internal coordination has more priority there. In the Eastern Cape the NYDA and the district offices of the provincial Department of Social Development (DSD) appeared to be highly relevant actors in the field of youth development. DSD EC even initiates youth forums at ward level and produces ward based development plans which could create duplications of the structures and plans of the Metros if coordination is not improved. The same goes for programs on support to youth cooperatives which are implemented by the Metros, NYDA and the DSD EC.

It was pointed out that the Intergovernmental Relations Forum (IGR Forum) of the Municipalities deals with a multitude of issues and can only give youth development a minor priority. The DSD EC was of the opinion that the overall performance of youth development at the territory of the Metro could be improved if the IDP could be used for synergetic planning and holding the different sector departments to account. According to the department's perception the overall IDP process is centred on infrastructure development and service delivery issues whereas "soft issues" like community- and youth development are rather neglected. However, the shortcomings in integrated planning might also stem from the fact that the different actors do not completely understand each other's mandate, approaches and programs. In this line the NYDA branch offices in the Eastern Cape are disappointed that the Metros do not understand that NYDA's mandate and budget assigns them a catalytic role in youth development. This means that NYDA can only facilitate and monitor youth

development and can integrate their information in youth projects. But the Metros and government stakeholder must be proactive in youth mainstreaming and developing sustainable programmes with dedicated budgets. On the other hand one Metro in the Eastern Cape expressed that the cooperation with NYDA suffers from the fact that the requirements of their products are complicated, difficult to explain and not easily accessible to the youth.

COJ participates in provincial youth development interventions coordinated through the Gauteng Intergovernmental Youth Forum (GIYF), which is convened by the Youth Directorate in the Office of the Premier. The forum gathers and engages stakeholders across all municipalities in youth issues and programs. The COJ Youth Directorate confirms that they, outside of this forum, also can interphase directly with all departments in provincial government in regards to youth issues.

There is a need for improvement in communication practices and information material that clarifies the mandate and explains the approaches and programmes of each stakeholder. In addition, all interview partners saw a strong need for a provincial youth practitioners' forum. It would be good if the practice of South African Local Government Association (SALGA) on national and provincial levels could be revived to organize such a platform.

Under COJ's Social Development department there is an NGO Unit which keeps a database of all NGOs in the municipality. Once a year, the unit will announce programs within COJ that are of interest to other NGOs. They invite NGOs to apply for participation in workshops and training programs, and to bid for coordination of specific youth development programs. The experience in COJ is that few NGOs are managed by young people, so they normally engage NGOs with a request to target young people.

The interviews showed that Metros should establish a multi-sectorial platform on youth development. This should be a regular meeting of government stakeholders, NGOs -specialized in youth development, and relevant private sector actors. In particular at the NMBMM it became clear that there are many established youth NGOs which reach massive numbers of disadvantaged youth with high quality programs. The youth focused NGOs often do not know the relevant units at the Metro and are not aware of youth programs and structures implemented by the Metro. The NGOs clearly expressed that their cooperation interest is not limited to funding alone. They would also want to refer their participants to opportunities, create synergies with Municipal programs and profit from experience sharing. Therefore, it is recommendable that NMBMM and BCMM improve their stakeholder management and create a stakeholder database that is regularly updated and handed over when officers are replaced.

## **4.3 Institutional capacities**

### **4.3.1 Units responsible for youth development**

The establishment of dedicated units for youth development is more advanced at the COJ and NMBMM. The BCMM drives youth development solely from the SPU and does not have a dedicated youth coordinator in the unit. On the other hand the example of the NMBMM shows that the establishment of youth units must be carefully handled. It needs to be discussed if a youth unit has the function of youth representation and internal lobbying or if the unit shall have the technical capacity to design integrated programs and do monitoring and research.

At the COJ the Youth Directorate started as a centralized unit located at the Department of Community Development with a strong staff component of twelve officials headed by a deputy director. As it was realized that youth mainstreaming can only be realized when each department

takes responsibility for youth projects and contributes to reporting and monitoring, a decentralized model of youth officers was introduced. The central youth unit was kept but eight youth officers migrated to departments and the MOE Pikitup. The following departments received youth officers in 2011: Department of Economic Development, Community Development Department, Department of Housing, Department of Health, Johannesburg Metropolitan Police Department and Emergency Management Services. The decentralized youth unit model was instrumental in the development of youth strategies and integrated youth programs. However the youth officers highlighted in the interview that they were only able to influence relevant planning and budget processes due to their good understanding of the institution. As they have been placed under COJs Department for Social Development, while their salaries have been paid from the budget of the Mayor's Office, the Youth Directorate will, in the coming financial year, be moved back to the Mayor's Office. It is hoped that this will give the unit more powers to include youth as a priority in all strategies of the City, and that this will not compromise the need to enhance direct implementation of youth programs through the municipal departments.

At BCMM and NMBMM the SPU coordinators have long term experience and good understanding of the municipal strategies and processes. Both units are located closer to the technical operations and are based at the Directorate for Constituency Services and the Directorate for Executive Support Services respectively. The advantage of this location is that it might be easier to follow long terms strategies and not only get drawn into short term campaigns. However the youth structures and SPUs themselves were in agreement that the many civil society sectors and forums that the SPU has to cater for make it difficult to concentrate on youth issues. Both SPUs are responsible for support to women, children, youth, people with disabilities and HIV/AIDS prevention.

In the case of BCMM this is aggravated by the fact that the unit only consists of one manager and one junior HIV/AIDS practitioner, whereas the other SPU has a number of officers. Currently in progress at NMBMM is to establish a youth unit under the office of the Mayor. The process is driven by an appointed youth coordinator who is the chairperson of the SAYC in the province.

Unfortunately the coordination between the youth coordinator, the emerging youth unit and the SPU is not clearly defined. The SPU would like to reopen the discussion around the location and structure of the unit in line with the results of former benchmark studies. In contrast to that the vision for the youth unit that was shared by the youth coordinator might raise some concerns in terms of affordability and inversely proportional personnel costs. The favoured opinion was to model the unit on the NYDA governance structure and have a board representing different civil society sectors and an administrative arm consisting of qualified officials.

#### 4.3.2 Budgets for youth development

In all three Metros the units responsible for youth development have to work with limited budget allocations. The central youth unit at the COJ has to work with a budget allocation of below 1 million Rand. The decentralized youth officers based at the departments and MOEs mostly do not have dedicated budgets available, and have to tap into the budgets for other projects and activities. These low allocations are explained with the concept of mainstreaming which avoids projects focusing only on youth matters without linkages to municipal priority areas. and tries to integrate youth aspects into sector projects. In the case of NMBMM and BCMM the highest budget allocation for youth projects goes to the staff and operations of the youth advisory centres managed by the SPU and amount to 2.8 and 2.1 million Rand respectively. At NMBMM the youth programs initiated by the SPU during the annual national pride days are funded with around 315 000 Rand and another fixed budget item is dedicated to the organisation of four youth workshops. Unfortunately a budget item

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which has been used to finance business plans or research for the preparation of innovative youth programs is no longer available.

At BCMM there are further budget allocations for the mayoral youth bursary programme of 2.1 million Rand, national pride day activities of 100.000 Rand, the operational costs of the youth council and for youth stakeholder engagement. These low budget allocations mean that the youth practitioners have to make formal budget requests for all additional activities. In this respect it proved very valuable at BCMM that the international partnerships contributed to research, study visits and some operational costs in youth matters.

#### 4.3.3 Youth mainstreaming

All three Metros committed themselves to youth mainstreaming through their policy documents. But, in practice, none of the Metros have fully achieved systematic youth mainstreaming. Through its decentralized system of youth officers the COJ is the most advanced when it comes to the integration of youth issues into sector projects. But even here, only some departments and MOEs have employed their own youth officers and integrated substantial youth projects into their business plans. It also appears that in those departments where youth officers are based, they often have to play multiple roles of initiating, implementing and monitoring the youth projects. What also stands in the way is that the low post level of the youth officer makes it difficult to request information from other departments, directly influence budget priorities and follow up on the reporting duties of units. Nevertheless, many departments and MOEs manage to implement relevant and innovative youth projects or components.

In NMBMM there used to be an informal system of youth focal points that involved many directorates. This helped the SPU to develop innovative collaborative projects. Unfortunately, only a small number of units are left where strong interest and ideas for youth projects can be counted on. Moreover, all three Metros struggle to realize complete reporting on youth projects and the youth practitioners have difficulties to trace the relevant information when accounting for the whole institution. However, none of the three Metros are practicing the systematic integration of youth development targets and indicators into the IDP and the performance management system. In the few examples where youth projects are on the scorecard of a department or directorate, the projects are clearly progressing. In this light there is an interesting process under way in the BCMM to customize the SALGA MDG framework for the Metro. The intention is to integrate targets and indicators for all equity groups into the IDP and performance management system of the Metro.

Given the incomplete stage of youth mainstreaming, it is a pity that none of the Metros organizes training for its senior managers on the mainstreaming on equity- and youth issues. As the experience with gender trainings by the NGO GenderLinks at NMBMM showed, such trainings can strongly improve the acceptance and drive of mainstreaming processes.

#### 4.3.4 Youth Programmes

Overall it can be confirmed that the three Metros implement a number of relevant youth projects which are often directly responding to needs raised at youth summits which are regularly organized by all three Metros. Although all three Metros are under pressure to present a visible programme during the national pride days, they make efforts to use these occasions for sustainable projects. Overall, the substantial efforts to implement youth projects cannot be doubted. However, in the absence of proper documentation, monitoring and evaluation it remains unclear whether the projects are strategic, sustainable and make impact. Neither can it be assessed to what extent the Metro's operational budgets would allow for more dedicated youth programmes. What is also

apparent is that the Metros have to respond to the strong demands by the youth and general electorate to focus their youth projects on skills development and employment creation. This is also why most of the initiatives concentrate on the upper level of the youth age bracket, namely 25-35 years. In this thematic area the Metros implement, for instance, youth-focused Extended Public Work Programs, initiatives funded through the National Youth Service Programme, skills trainings, capacitation for youth businesses, bursary programs, driving licence programs, career-expos, learnerships and internships.

Due to its advanced stage of mainstreaming, the COJ has realized interesting sector specific skills- and employment projects in e.g. housing, waste management and emergency services. Overall the question arises whether the focus on youth employment is in line with the core mandate of Municipalities. The Metros have indeed the mandate to strengthen the local economy to improve the general conditions for investments and employment creation. But, apart from employment creation through the EPWP and the operations of youth advisory centres the mandate of the Metros become somewhat stretched when massive contributions to youth employment are expected. Moreover, the relatively small budgets for youth development, the rather bureaucratic Municipal processes and the proportion of weak ties to the private sector leave smaller Metros at a disadvantaged position in leading youth employment creation.

Therefore, it is recommended to better strategize on which aspects and initiatives the respective Metros should concentrate on in line with their resources and capacities. It should also be considered whether local economic development agencies could play a more strategic role in the field of youth employment as currently tried at the Safety and Peace through Urban Upgrading Programme (SPUU) in Helenvale at NMBMM. Given these considerations, the NMBMM established good practices on how EPWP funding can be utilized for innovative and strategic youth projects. In one of their projects they trained young people in the maintenance of water-pipes and infrastructure to prevent water leakages and developing job opportunities in this niche. In another project they trained young people as tour guides and on the maintenance of heritage sites.

Having said that the Metros focus strongly on youth employment does however not mean that other aspects of youth development are not addressed. All Metros also implement projects in the field of civic education, sports and culture, awareness on HIV/AIDS and drug abuse, prevention of teenage pregnancy and other social challenges, as well as human rights issues. With some exceptions these projects tend to be more organised in a short term, events- based- manner. Sometimes NGOs are also funded to implement related projects but some NGOs stated in the interviews that the Metros have difficulties to ensure an overall strategic concept in regards to funded activities.

A final concern is that the Metros do not provide information on their youth projects on their websites or produce other information material. In the absence of such information the youth might miss chances to access the programmes, stakeholders cannot strengthen synergies and transparency and accountability is not ensured.

#### 4.3.5 Youth Advisory Centres

One standard youth programme which is implemented by all three Metros is the establishment of so called Youth Advisory Centres (YACs). The YACs are based in disadvantaged areas of the City and are normally centrally located in previously disadvantaged areas. The annual budget for the five YACs of NMBMM, including salaries, amounts to 1.8 million Rand. In the case of NMBMM and BCMM these youth advisory centres are managed by the SPU. These advisory centres are normally staffed with one career advisor and one outreach officer. At COJ, there are nine YACs. The Youth Directorate is mandated to play a coordinating role to the centres and receive quarterly reports. Some centres

worked with untrained volunteers as facilitators which is a bit concerning in terms of quality assurance. The centres operate as walk-in centres and are open on week days. They are equipped with some computers and printing facilities.

The officers provide information- and referral services on career advice, accessing job databases, writing job applications, drafting business plans, founding youth businesses, learnerships and training programmes. Most of the officers have been trained by NYDA on their standard products and refer young people to those services. The outreach officers organize information sessions in halls and schools where they reach a high number of young people. The NYDA, government stakeholders and local businesses are invited to give presentations during the programme. Depending on the needs of the targeted community these sessions are combined with sports activities or information sessions on e.g. social crime prevention. Active monitoring of the number of youth reached as walk-ins and through outreach is implemented. For instance, one visited advice office at the COJ has a monthly target of assisting 1250 youth through advisory services and outreach which it strongly exceeds.

At NMBMM the staff members of the five youth advisory centres have a more active role in arranging learnerships, organizing career expos and preparing youth programmes of the whole Metro. In NMBMM and BCMM the majority of the staff started to work under the Umsobomvu Youth Fund and were absorbed by the Metros in 2009. Most of the practitioners do not have formal university degrees in relevant fields, but have gained expertise through their former involvement as youth activists and employees. In recent recruitments formal degrees were required. The majority of the staff is only under a temporary contract. Most officers highlighted that it is not easy to service the youth due to limited resources of the centres, lack of employment opportunities and low job-preparedness of the youth. Weekly meetings with the SPU coordinator and the development of monthly and weekly activity plans help to assure the quality of the services. The youth officers all made a very passionate impression and could show some success stories where, for example, youth clients have been hired by local companies. Due to the very limited resources, shortages in staff capacities and difficult socio-economic conditions in the communities it would be unfair to expect high direct employment figures from these centres. Overall the youth structures valued the centres but expressed that there should be more computer facilities and in some centres more officers available.

#### 4.3.6 Structures for youth participation

All three Metros committed themselves in their policy documents to establish structures for youth participation. At the COJ and NMBMM these structures had initially been achieved but then could no longer be maintained. The COJ had even developed a very ambitious model of ward-based youth forums consisting of 10 members each, and upper structures of a regional youth forum and a city-wide youth forum. At NMBMM only a central level youth council was initiated. A formal Memorandum of Understanding with the regional SAYC regulated how the SAYC should organise the election and induction of the members. The political instability of the Metro affected the diligent management of the Youth Council and a formal agreement with the SAYC is no longer in place. However, the regional leadership of the SAYC still seem to equate their structure with the official Municipal youth council and see themselves as representatives of the youth of the Metro. If the Metro organizes youth conferences or a youth parliament SAYC still remains the main counterpart. A risk is that politicised ward-based youth participation may carry the danger of becoming exclusive clubs, if not vehicles for driving partisan objectives.



The youth representation is differently handled at BCMM where the SAYC is treated as one youth structure among many and can send their candidate to the elections of the youth council members. With the new constitution of the BCMM youth council the membership was increased to 15 and both youth desks of ward committees and members of different youth civil society sectors can all be nominated for election. The youth council members received an induction training of two days and have access to the office infrastructure and boardroom of the SPU, but do not have their own office space. They hold regular internal meetings and meet at least once a month with the SPU coordinator and portfolio head for special programmes. As the SPU of BCMM also has to manage many sector forums, the Metro considers joining all structures into one equity forum. The intention is to have less frequency and improved quality of meetings which leaves more time for strategy development. So far the experiences of the youth and the SPU with the new youth council are mixed.

The youth council members feel that they exist as a structure for compliance and that they cannot directly engage in strategic processes. However, in the interview it became clear that the youth still have to develop a better engagement style and improve their orientation about Municipal processes. Mentoring in constructive engagement could improve the outcomes of the youth council. The youth have high hopes that the currently implemented process to form ward based youth forums at BCMM will strongly increase their advocacy leverage. The COJ also experienced a number of challenges which ultimately led to the ward based youth forums closing down. Here, politicization, contestation between different youth leagues, not enough funds even for running costs and lacking recognition of the structure by ward councillors played a negative role. In addition, some youth council members lacked leadership skills and became inward looking and many lacked the capacity to mobilize funds from other stakeholders. However, on the positive side the structures were effective for dissemination of information, youth engagement and reality checks of the situation of young people at grassroots level.

In addition to the youth council the COJ and NMBMM manage childrens forums. The two Metros take a number of disadvantaged youth from associated schools for one year into a programme where they are exposed to civic education and community development processes. Many youth highly profited from the exposure and found employment inside and outside government, achieved university degrees and some even went abroad for studies or exchanges.

At NMBMM and BCMM the standard of each ward committee having a youth desk has been sustained. The youth structures were however of the opinion that the youth desks do not have the necessary capacity to forward the many concerns of young people to the councillors and are often not taken seriously in the ward committee meetings.

#### **4.4 Individual capacities**

Nearly all officials working on youth development at the different Metros occupy these positions for a number of years. Accordingly, they have advanced institutional knowledge and better understanding of the strategies, processes and internal incentives of the Municipal system. Most officials do not have degrees, but have long-term practical experience with youth development through their former involvement as youth activists or prior work with NGOs or the private sector. Many further their studies in the field of public administration or similar disciplines through the government study scheme. In the opinion of the concerned officials, the most relevant qualifications for the post are high self-motivation and enthusiasm for the topic, good understanding of Municipal processes as well as a constructive and confident engagement style.

For the youth practitioners at the COJ it was also a selection criterion that they were young people themselves when they entered the position. Even if some are now older than 35 years of age, they

are accepted due to the expertise they have gained. Many of the interview partners were of the opinion that youth work should be better recognized for its professional value and better regulated as a career option. They also agreed that a youth activist should not be viewed as automatically qualified for a post. Even if some of the interviewed officers have been youth activists in the past, the stereotype was not confirmed that they approach youth development from a narrow political representation perspective.

The SPU coordinator at BCMM had a stronger background in health issues but gained expertise in youth development through his long experience in the field, collaboration with experts, study tours and thematic conferences. Most of the officials do not have the opportunity to take part in trainings on new approaches to youth development or youth mainstreaming, but would be highly interested to do so. Due to the scarce budget situation and mainstreaming requirements it is equally important that Municipal youth practitioners are trained in municipal planning- and budgeting systems and innovative- and participatory youth program design.

## **4.5 Mandate, approaches and programmes of other stakeholders in youth development**

### **4.5.1 Branch offices of the National Youth Development Agency (NYDA)**

The National Youth Development Agency has branch offices servicing geographic areas and communities of a certain size. Therefore, one branch office is based at the COJ whereas the two branch offices in the Eastern Cape cover the two Metros alongside the entire province. Most branch offices are located in the city centres or central areas of the Metros which make them not so easily accessible for youth from more remote township areas. At the branch offices all standard products of NYDA are offered. These include enterprise finance, business development through consultancy services vouchers and business skills development, career guidance, life skills training, internship placements, referral to job opportunities and the National Youth Service Programme.

The officers do a needs-analysis for each new client and then refer the person internally, to job agencies, government departments or, if needed, to NGOs working on social issues. Each branch is staffed by a varying amount of qualified youth practitioners specializing in one of the services the entity offers to clients. Half of the staff members are involved in daily outreach programmes where up to 300 young people are attending the sessions. As an example, the branch office for the region NMBMM, located in the Sarah Baartman District, reaches its target of providing information to 76 000 youth per year, whereby around 20 000 youth are addressed as walk-ins and the rest through outreach activities. At the same branch around 528 young people benefit from vouchers for business advisory services per year. The NYDA branch offices work closely together with the youth advice offices of the Metros from which they receive referral of clients and requests for information sessions and trainings.

On request of the SPU or youth unit of the Municipalities, the NYDA branch offices can contribute their advisory- and training services as a component of youth projects or -events. Trained facilitators, accredited service providers and developed handbooks can be contributed to implement those inputs. However, according to the perception of the NYDA branch offices in the Eastern Cape, the Metros are not proactive enough to fully utilize these offers. Instead there are wrong expectations that NYDA should directly act as an implementer of youth projects which is not in line with the mandate and budget of the agency. Therefore, discussions and efforts are needed to improve the coordination between NYDA and the Metros. In the future the mandate, role and working model of

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NYDA should be reassessed at national level in order to create optimal results and have a strong champion of youth development.

#### 4.5.2 Provincial Department of Social Development (DSD)

The Eastern Cape Provincial Department of Social Development has district offices for each of the two Metros in the Eastern Cape. The department makes strong contributions to youth development through its community development interventions implemented by community development practitioners (CDPs) and other field workers. The district offices do not have their own youth unit but receive guidance from the youth unit at provincial level. The CDPs focus on community development comprising of support to women, youth and sustainable livelihoods.

The applied community mobilization approach has a strong focus on youth empowerment. Each CDP has to focus on one ward per annum and go through several assessment- and mobilization tools. If the assessments show that the community has specific challenges related to youth development then youth mobilization interventions are implemented. These include various strategies such as the formation of youth forums, youth dialogues, inter-generational talks and panel discussions with stakeholders. At the BCMM, DSD has already initiated youth forums at 17-19 wards. The objective of community development forums and youth forums initiated by DSD is to assist the community to collectively manage development processes and mobilize resources.

The facilitation of community based plans is a further step to support communities to articulate their priorities in government led planning processes. Currently the linkages between the youth forums and community based plans facilitated by the Metros and DSD seem to be weak which is concerning in terms of overlapping structures and processes. In addition to the community mobilization interventions, the DSD district offices support the establishment, non-profit organization-(NPO) registration and content work of youth organisations in the targeted communities. A very active role is also played in the support of youth cooperatives. The support includes, among other services, small scale market analysis, collecting letters of support, development of business plans, organisational development and registration as cooperative. The maximum financial support to youth cooperatives by DSD EC amounts to 500,000 Rand per cooperative. Due to the high investment the support is concentrated towards smaller numbers, such as the five youth cooperatives supported by BCMM District Office of DSD EC since 2011. However the support of youth cooperatives proves to be challenging as young people have high expectations to short term financial returns and cannot rely on social grants to invest in the difficult initial phase of the project.

## 5 SWOT ANALYSES

SWOT analysis is a classic strategic planning tool originating from business and marketing analysis that encourages a detailed reflection on – and assessment of – the strengths, weaknesses, opportunities and strengths of a particular strategy, process or situation. As this tool is particularly useful as part of qualitative assessments, a SWOT analysis has been outlined for each of the three Metropolitan Municipalities below.

The overviews are based on data from interviews and are helpful in highlighting issues of importance, retrieving monitoring information, describing dynamics related to youth development and assess challenges. As an analytical tool, the analysis assist in synthesizing information and revealing root causes to challenges as well as potential for change.

**Table 1: SWOT analyses – City of Johannesburg Metropolitan Municipality**

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>• The development of a youth policy with specific expectations to youth development, both within local government and on community level</li> <li>• A policy review which sets clear indications and targets</li> <li>• Strong commitment to youth development in some municipal departments</li> <li>• The City’s youth unit has, despite many challenges, been able to establish a good track record of programs, especially in skills development, training programs and campaigns</li> <li>• Many youth unit members represent a wealth of experience within the youth development field</li> <li>• The NYDA Soweto branch stood out as having a sound business model and reaching most of their targets</li> <li>• A well-functioning Student’s Council in the office of the speaker</li> <li>• Strong focus on unemployment (job seeking, skills development and entrepreneurial support)</li> <li>• Many practitioners in youth centers and NGO sector with great passion for, and dedication to, their work</li> </ul>	<ul style="list-style-type: none"> <li>• Youth policy is not fully implemented</li> <li>• Unclear measures for where the policy is used and how to ensure impact</li> <li>• Apart from some exceptions; very little direct collaboration between youth unit and departments, including uyf/IDP processes</li> <li>• The “silo approach”: Some departments coordinate their own youth programs without seeking to partner with the youth unit</li> <li>• Many changes in the location and operations of the youth unit has created confusion about their role and doubts about their efficiency</li> <li>• Conflicting views – across departments – in how the youth unit is seen (in regards to titles, function, mandate, ability and relevance)</li> <li>• Imbalance between high expectations towards the performance of the youth unit and limited budgets and resources for operation</li> <li>• The ideal of mainstreaming youth issues is challenged by lack of training for management and staff in departments</li> <li>• Lack of evaluation mechanisms to measure outcomes and sustainability</li> <li>• Drastic fall in numbers and operations of the many youth development forums that were launched in 2007</li> <li>• In existing youth programs, the focus on unemployment tend to overshadow other priority areas</li> <li>• Little communication between Metros (sharing best practices, support etc.)</li> <li>• Duplication and poor communication between youth programs on national, regional and local levels</li> <li>• Youth practitioners “in the field” have experience, but little education – and end up not being taken serious</li> </ul>
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• Use the Youth Policy review of 2013 to revitalize and position performance management</li> <li>• The possible move of the Youth Unit to be placed within the Mayor’s office can strengthen their role in influencing the City’s overall strategic planning</li> <li>• Identify best-practices models within existing youth programs, in order to amplify approaches that work</li> <li>• Seek commitment from the Speaker’s office to</li> </ul>	<ul style="list-style-type: none"> <li>• A sense of disillusion within Youth Unit, due to many changes and lack of support</li> <li>• Many – and perhaps unrealistic expectations to the Youth Unit – can lead to a trail of “under-performance” which can be read as failure and a “testimony” to the unit’s incapacity</li> <li>• Politicization and contesting between youth practitioners and youth leagues, ward structures</li> <li>• When making youth issues more of an academic</li> </ul>

<p>mobilize youth participation in IDP consultations and provide civic education programs for youth practitioners</p> <ul style="list-style-type: none"> <li>• Capitalize on the expertise that sits within the current Youth Unit on youth development issues</li> <li>• Increased efforts to revive youth representation in ward councils and youth development forums</li> <li>• Recruit and recognize young professionals (ex. social workers) to be placed in city departments, to implement youth focused priorities</li> <li>• Capitalize on the interest expressed by several department officials and youth practitioners to be trained in youth issues</li> <li>• Develop programs that respond to negative mindsets and destitution among youth; teaching life skills that are essential to develop entrepreneurial will</li> <li>• Consider inclusion of innovative technology in youth work, ex. use of social network platforms and new media, to enhance outreach, mobilization and information</li> <li>• Develop networks to share best practices between Metros</li> </ul>	<p>career option, it can easily attract “the wrong people” who do not have the passion of current youth practitioners</p>
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**Table 2: SWOT analyses – Buffalo City Metropolitan Municipality**

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>• Using international partnerships to uplift equity issues at Municipality</li> <li>• Highly experienced and institutionally well located SPU</li> <li>• Existing youth policy, printed version available to youth and public</li> <li>• Existing youth council representing several youth sectors: <ul style="list-style-type: none"> <li>○ Code of Conduct, Terms of Reference for Youth Council</li> <li>○ induction training and structured engagement with SPU and portfolio councillor</li> </ul> </li> <li>• Fully staffed and effectively managed youth advisory centres</li> <li>• Functioning City Aids Council with representation of the youth</li> <li>• Recommendations of youth summits followed up with tailor-made youth programmes (bursary programme, drivers licence programme)</li> <li>• Essay competition on Metro Growth Strategy as innovative form of youth consultation</li> </ul>	<ul style="list-style-type: none"> <li>• Neither a dedicated youth officer at SPU nor a youth unit</li> <li>• Youth policy formally outdated</li> <li>• Shortage of comprehensive, larger scale youth programs</li> <li>• EPWP not well utilized for youth programme development</li> <li>• Youth Council not effectively engaging with Municipal departments</li> <li>• Coordination and cooperation between government stakeholders in Municipal area should be improved (e.g. weak links to DSD)</li> <li>• Duplication of youth structures (youth forums of Municipality and DSD)</li> <li>• Working relation with NYDA not governed by an MoU anymore, difference in understanding of roles</li> <li>• Cooperation with private sector not fully explored</li> <li>• No institutionalized exchange with youth focused NGOs and CBOs, no involvement of SPU in Municipal support to such organisations</li> <li>• Currently weak practice on central reporting of interventions targeting youth</li> </ul>

	<ul style="list-style-type: none"> <li>• Currently no indicators/targets on youth development in IDP and performance management system, no training on equity issues for leadership</li> <li>• Information on latest Municipal youth programmes not easily accessible</li> <li>• Weak documentation of lessons learned</li> <li>• Lacking monitoring and evaluation of programmes</li> </ul>
<b>OPPORTUNITIES</b>	<b>THREATS</b>
<ul style="list-style-type: none"> <li>• Process to establish and train ward-based-youth forums as substructure to youth Council</li> <li>• Process to customize SALGA's MDG framework to establish clear indicators on equity issues in the IDP and performance management system</li> <li>• Considerations to integrate the youth council into a joint sector forum and other measures to improve the quality versus the quantity of engagement</li> <li>• Review of youth policy could strengthen institutionalisation of youth development</li> <li>• Learn from exchange with other metros on good practices</li> <li>• Better cooperation with government departments could help to develop comprehensive, innovative youth programmes</li> <li>• Mobile- and web-based public participation could help to engage in particular young people</li> </ul>	<ul style="list-style-type: none"> <li>• Politicization of Youth Council and ward-based-youth forums</li> <li>• The high number of meetings with forums and events to organize might overstretch the SPU and do not allow enough time for strategy development</li> <li>• Fatigue of young people to engage with the Metro due to perceived low response to raised concerns</li> </ul>

**Table 3:** SWOT analyses – Nelson Mandela Bay Metropolitan Municipality

<b>STRENGTHS</b>	<b>WEAKNESSES</b>
<ul style="list-style-type: none"> <li>• Highly experienced and institutionally well located SPU</li> <li>• Legacy of pioneer in youth development</li> <li>• Existing youth policy</li> <li>• Functional youth advisory centres</li> <li>• Strong involvement of youth advisory officers in youth program development</li> <li>• Successful cooperation with EPWP unit and department of public works</li> <li>• Some good practices of development of innovative youth programs</li> <li>• Informal focus points and alliances of SPU in some Municipal departments</li> <li>• Existence of children's forum and children's advisory council</li> <li>• Cooperation with sector departments partly working</li> <li>• Efforts to cooperate with parastatals and</li> </ul>	<ul style="list-style-type: none"> <li>• Weak coordination between SPU and youth coordinator in charge of facilitating the establishment of the youth unit</li> <li>• Planned location of youth unit at Mayor's office not advisable</li> <li>• Youth Council no longer existing</li> <li>• Cooperation with SAYC not formalized and different interpretation by parties</li> <li>• Limited influence of Municipality on inclusiveness and inception training of local SAYC representatives which act as de facto youth council</li> <li>• Working relation with NYDA not governed by an MoU anymore, difference in understanding of roles</li> <li>• Cooperation with private sector not fully explored</li> <li>• No institutionalized exchange with youth</li> </ul>

<p>private sector (e.g.Coega IDC, Volkswagen)</p> <ul style="list-style-type: none"> <li>• Sports department introduced practice to engage sports NGOs (including youth NGOs) and transparency about budgets</li> </ul>	<p>focused NGOs and CBOs, no involvement of SPU in Municipal support to such organisations</p> <ul style="list-style-type: none"> <li>• Currently weak practice on central reporting of interventions targeting youth</li> <li>• Currently no indicators/targets on youth development in IDP and performance management system, no training on youth issues for leadership</li> <li>• Information on latest Municipal youth programmes not easily accessible</li> <li>• Weak documentation of lessons learned</li> <li>• Lacking monitoring and evaluation of programmes</li> </ul>
<p><b>OPPORTUNIES</b></p>	<p><b>THREATS</b></p>
<ul style="list-style-type: none"> <li>• Process to establish youth unit could be utilized to prioritize youth development and increase respective capacities and resources</li> <li>• Review of youth policy could lead to policy that is owned by youth and Municipality alike and improves institutionalization of youth development</li> <li>• Cooperation with MBDA on youth employment component of SPUU in Helenvale could lead to comprehensive, innovative practices and mutual learning</li> <li>• Local Development Agencies could play a bigger role in Metro’s youth employment programmes due to their less bureaucratic process requirements and linkages to the private sector</li> <li>• Cooperation with Municipal Community Safety Forum (supported by GIZ-VCP) could bring about innovative youth projects in the field of social crime prevention</li> <li>• Further strengthened cooperation with government departments could help to develop comprehensive, innovative youth programmes</li> <li>• Ward based planning with facilitated planning in each ward can help to uplift youth concerns</li> <li>• Mobile- and web-based public participation could help to engage in particular young people</li> <li>• Better cooperation and replication of innovative Love Life Y-Centre in Uitenhage</li> </ul>	<ul style="list-style-type: none"> <li>• Politicization of youth development agenda and structures</li> <li>• If youth unit is modelled around NYDA structure, coordination with the regional NYDA office might be difficult and too many resources might be spent on personnel costs instead of programme implementation</li> <li>• Political instability of Metro might cause stagnation of youth development</li> <li>• The high number of meetings with forums and events to organize might overstretch the SPU and do not allow enough time for strategy development</li> <li>• Fatigue of young people to engage with the Metro due to perceived low response to raised concerns</li> </ul>

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## 6 Recommendations

Based on the overall analyses and SWOT analyses above, this section extracts a number of practical recommendations as suggestions in response to concerns and challenges emanating from the interviews. The four categories policy field, coordination and cooperation, institutional capacities and individual capacities are used as an approach to organize the recommendations in the interest of seeking to be as specific, practical and realistic as possible.

### 6.1 Policy field

#### Review policies and strategy documents

- Some municipalities have reviewed their past policies and made recommendations for current priorities. Where this has not been done, it would be beneficial to review and update municipal youth policies and strategies, especially in view of the new draft National Youth Policy 2014-2019. Youth structures and civil society should play a central role in the reviews of research and benchmarking results should be considered.

#### Strengthen youth mainstreaming in policies

- Those Metros that have not specified their commitments to youth mainstreaming in their policies yet should make respective improvements.
- All Metros should include requirements to include specific indicators and targets in youth development within their IDP and performance management systems.
- The policy documents of the Metros were characterized by rather broad priority areas. It is advisable to concentrate on fewer strategic areas and include concrete target values.

#### Design implementation plans on policies

- Although some policies explicitly mentioned that an implementation plan has to be developed, none of the Metros has done this so far. Implementation plans should be designed to concretize the required implementation processes and practice structured, longer-term planning that involves all units.

#### Make policy documents accessible

- Many youth practitioners are not aware of the content of youth policies or might not see them as relevant. Since the policies are meant to guide all youth work within the Municipality, it is important that all stakeholders are aware of the content. Also, community stakeholders will benefit from being familiar with policies. Making the policy, or a summary thereof, available – online and in eye-catching brochure format – would make the content more accessible.

### 6.2 Coordination and cooperation

#### Improve coordination through IDP Process

- The research showed that the Metros would be best placed to coordinate the youth initiatives of the different government stakeholders at their territory through the Integrated Planning Process (IDP). Therefore more efforts should be made to integrate “soft issues” into the IDP and create better synergies or engage in joint planning with the provincial DSD and other stakeholders.

#### Create coordination platforms among government stakeholders

- The Intergovernmental Relations Forum has a multitude of issues to deal with and therefore cannot give much priority to youth issues. Therefore it should be considered to have a sub-



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structure of the IGR Forum which deals with community development or even specifically youth issues.

- Otherwise a new structure could be created at Metro or provincial level that deals with the coordination of youth initiatives among government stakeholders and monitors overall achievements.

#### Create better communication lines and information materials on mandates, approaches and projects by different government stakeholders

- The research showed that coordination between different government stakeholders fail because the actors do not properly understand each other's mandate, approaches and programmes in youth development. That applies in particular to NYDA, the community mobilization approaches of the provincial Department of Social Development and the youth programs of the Metro. If these aspects are properly discussed and clear information material developed, then synergies could be much easier created and misunderstandings prevented.

#### Improve stakeholder management and keep database of youth NGOs sector

- The interviewed youth focused NGOs make a huge contribution to youth development at the Metros which is not always fully acknowledged. So far the stakeholder management depends on personal networks of each incoming official at the Metro. More synergies to the work of the NGOs could be created if the Metros kept and updated a stakeholder database which is handed over in case of staff replacements.

#### Establish multi-sectorial stakeholder platform including NGOs and private sector

- It is advisable for the Metros to organize regular engagements with youth focused NGOs and private sector organizations to inform about each other's projects, identify synergies and engage in exchange of experience.

### **6.3 Institutional capacities**

The following section summarises the recommendations to strengthen internal capacities for youth work.

#### **6.3.1 Units responsible for youth development**

##### Need for customized effective models

- The different sizes, operational budgets and experiences of Metros do not allow for a one-size-fits-all solution to organisational models for youth development. The functions of youth practitioners within the Municipalities differ from area to area. Further, the discussion of institutionalizing youth issues, on one side, and the need to secure qualitative implementation of youth programs on the other, has been contentious in some Metros. There would be a need to carefully examine the experiences of organizational models that have been tried out so far. And, from here, strategically place the youth practitioners or youth units. In general it is more advisable to enhance existing models than to experiment with too ambitious models which are more relevant for big Metros.

##### Need for dedicated youth practitioner

- Even if a separate youth unit cannot be established for now, there should be at least a dedicated youth practitioner employed at the Special Programmes Unit. Otherwise the SPU coordinator is too preoccupied with the many sector meetings and sector forums dealt with by the unit and

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cannot concentrate on strategic youth issues. The created post should not be on a junior level; it must be levelled in such a way that it creates effective inputs and influence by the youth practitioner.

#### Youth unit strategically located

- If the institutions plans to establish a youth unit it should be located close to the technical operations of the Metro under the office of the Municipal Manager. This allows the unit to concentrate on strategic longer term programs instead of being drawn into short term campaigns.

#### Decentralized model of youth managers in addition to strong central youth unit

- For big Metros the decentralized model of youth managers based at departments and MOEs is very effective in ensuring youth mainstreaming. This is however only the case when the migration to the departments does not happen to the detriment of the central youth unit. If the central unit becomes so depleted that it cannot engage effectively in strategy-, planning and budgeting processes for the whole institution, the youth agenda is compromised and will even regress.

### 6.3.2 Youth Mainstreaming

#### Balance between specific youth projects and youth components in sector projects

- In order to ensure that youth projects are innovative, holistic and respond to the needs raised by young people it is not possible only to add youth elements into sector based initiatives. A balance has to be found between specific youth projects with respective budget allocation and mainstreaming of youth elements into sector projects.

#### Mainstreaming should not water down central level advocacy

- Learning from the field of gender mainstreaming, it has been observed that too much technical discussion on the relevance of gender issues in certain sectors can water down the central gender debate. Therefore the youth practitioners should not only concentrate on bringing youth elements into sector projects but should also infuse strong influence on the central level strategy, IDP and budget processes.

#### Training on youth mainstreaming and creation of youth focal points

- To increase the acceptance of youth mainstreaming it is important to provide adequate training opportunities to senior management and political leadership. The establishment of youth focal points can help to improve collaboration with directorates or departments where no youth practitioners are based.

### 6.3.3 Youth Projects

#### Balance between youth employment and holistic youth development programs

- The current emphasis on programs focusing on skills development, job creation and entrepreneurship is essential as a drive in youth empowerment. However, programs dedicated to social issues, health and recreation should not be neglected. Many of the youth practitioners interviewed in this study identified a direct relation between young people's challenges within education and the labour market, and the impact of social issues affecting them. Programs aimed at motivating young people; addressing negative mindsets, procrastination, self-doubt

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and despondency would be of great importance. Also, with scarcity of jobs and scholarships for study, the need to learn entrepreneurial skills from an early age is important.

#### Also target lower age groups of youth

- As younger youth can be more easily influenced and prevented from making “wrong choices” which negatively affect their development chances, it is advisable to make strong investments into the lower age group of youth of around 20-25 years. Empowerment programs for the lower youth age-groups can be a combination of mentorship, developing life skills and learning work-related skills.

#### Improve strategic focus of youth employment programs

- As it has been shown in the study, it cannot be expected from Metros to be the lead actor in youth employment initiatives; they should rather refocus on strategic niches and sustainable programs. The cooperation with the private sector needs to be strengthened. Due to their lean processes and better links to the private sector local economic development agencies could play a bigger role in the implementation of strategic youth employment programs.

#### Avoid events-based programs and too strong focus on national pride days

- The study showed that huge shares of the overall youth budgets are spent on activities during youth months and recognition of national pride days. Although there are efforts made to use those occasions for sustainable projects, it would be of significant importance to stop the trend of events focused programming. It is clear from a youth social work experience that mindset changes and empowerment results cannot be brought about through once-off events.

#### Involve youth people in the development of projects, research and monitoring

- Youth projects will have stronger ownership and improved results if they are developed in partnership with young people. Youth can be used as a great resource in project related research and monitoring. Good examples are the development of ward profiles including the skills- and employment situation of young people or research on safety and crime perception at community level.

#### Innovative approaches

- Young people in metro areas are often at the forefront of the digital revolution, and it would be important – in order to reach out to young people – that youth development is established on mobile technology/web/social media-based platforms for communication, mobilization and dissemination of information. Guidelines taking into consideration security concerns must also be developed to assist this process.

#### Secure sufficient budgets for youth development

- A concern across most Metros is lack of dedicated budgets towards youth development. Where this is not already in place, budgets earmarked for youth development should be a priority. As some youth advisory centres depend on volunteerism, it would be important to set aside salaries for all staff members, in order to have some quality assurance to the services delivered. In line with thematic priority areas, outlined in policies and strategies, youth officials and youth practitioners should have access to particular funding sources with focus on developmental aspects of youth work; not just short-term projects.

#### Improve documentation and monitoring and evaluation of projects

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- In order to evaluate the effectiveness of implemented programs, instruments to set targets, develop measures and conduct monitoring and evaluation should be prioritised. Inventories of existing youth programs – on all levels within each Metro – should also be developed, and linked with evaluation mechanisms. This will create a greater sense of clarity and ability to replicate approaches and methods that prove to be effective.

#### 6.3.4 Structures for youth participation

##### Ensure adequate inclusive structure and support facilities

- The study showed that the different sizes and dynamics of Metros do not allow for standardized forms of youth participation in local governance. But even where resources are scarce, efforts should be made to revitalize structure for youth participation.
- If ward-based youth forums are established it is important to ensure that they are not competing with ward committee structures and are supported by the ward councillors.
- To avoid politicization and exclusion of interest groups of young people, the Metros should actively assure inclusivity of the structure during the election process and make respective regulations in the constitution of the youth council.

##### Facilitate constructive engagement

- Constructive and successful engagement of the youth councils should be ensured through comprehensive induction training.
- Thematic input sessions on, for example, local economic development and job creation, Municipal budgets, IDP planning, the Metro's long-term growth strategy, the management of local education and health facilities can help the youth to formulate realistic entry points for youth promotion instead of formulating mere wish lists based on unrealistic perceptions.
- It is advisable to mentor the youth council members in constructive advocacy methods and making adequate written submissions.
- The youth council members should get exposure to strategic processes of the Metro and be able to make submissions into these processes.

### 6.4 Individual capacities

##### Professionalization of youth practitioners

- A drive towards professionalizing youth services is seen as ideal. And, in training programs for youth officials, the focus should be both on strengthening their capacity within the municipality and enabling them to better understand their constituencies; youth in communities. The latter point is important, as professionalizing can have a tendency to ignore the importance of youth officials interacting with the youth communities they are expected to serve. Training on new approaches in youth development but also on designing and project management of integrated programs are advisable.
- The interviewed youth practitioners were in agreement that youth work should be better recognized, regulated and should offer better career opportunities at Municipal level. Youth activists should not be automatically seen as qualified youth officers and current active political roles should exclude candidates.

##### Training for various actors

- Across the field of youth work – both those who are employed to work on youth issues, and those who work in collaboration with them – there is a strong need for training. Needs will differ according to each target group, but general training programs with focus on youth issues would

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be of relevance to all stakeholders. In addition, opportunities for training and capacity building on the part of youth officials and youth practitioners should include – but not be limited to: Understanding how municipality works, how to deal with emotional stress, personal management skills, counselling, facilitation, sensitivity training (in relation to gender, people with disabilities, xenophobic violence and outreach methodologies. This would increase the quality of youth development work across all sectors.

#### Networking and exchange opportunities for youth practitioners

- It would also be of importance to formalise networking and exchange opportunities between youth personnel in different Metros – both on municipal and community levels – to enable processes of mutual inspiration, learning and empowerment.

### **6.5 Follow up of this study**

- As this study outlines some tendencies, areas of concern and challenges in relation to capacities, it also sets a ground for further research, follow-up, critical reviews and transformation. It would
- be important that stakeholders within the Metros that are included in this research commit to following up the outcomes of the research and inspire other Metros to follow suit as they improve their commitment to youth development issues.

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## Appendices



Appendix 1 MATRIX: Comparative Overview of findings of Youth Policy Field and Institutional Analysis

	City of Johannesburg	Nelson Mandela Bay Metropolitan Municipality	Buffalo City Metropolitan Municipality
<b>I. Policy Field:</b>			
Existence of policy/strategy	-youth strategy (2006) -youth policy (2009) -reviewed youth policy to be approved by Council in 2015	-youth policy (2004) -review of youth policy in progress	-youth strategy (2009)
Requirements on institutionalisation of youth development in policy	-Establishment of Youth Directorate in charge of youth policy- and strategy development, coordination, overseeing, and monitoring youth mainstreaming and research on youth development issues.  - All departments required to mainstream youth development in their operations through integration of youth projects/components in business plans. Youth managers have to be appointed to coordinate and monitor youth mainstreaming and liaise with central Youth Directorate.  -Establishment of youth forums at ward-, regional- and city-wide level.	- Establishment of youth unit required.  -Establishment of city-wide Youth Council required.	-Establishment of youth unit required.  -Establishment of city-wide Youth council required.
Requirements on integration of targets and indicators on youth development in IDP and	-no specific clear requirements yet.	-general requirement that each department has to develop youth programs and account for them	-no clear requirements

performance management system		through the performance management system. -youth sector plans shall be developed under the IDP.	
Availability of policy for youth and general public	-youth strategy and policy not easily to be found on municipal website and no printed version available.	-youth policy not easily to be found on municipal website and no printed version available.	-youth policy not easily to be found on municipal website. -printed brochure available and widely distributed.
<b>II. Coordination and Cooperation</b>			
Coordination achievements and existing platforms	-Gauteng Intergovernmental Youth Forum (GIYF) serves as coordination platform on youth issues but should be better utilized for joint longer-term planning.  -Due to big size of Metro internal coordination has higher priority than external coordination.	- IDP process not successfully utilized for coordination in youth development due to higher priority on infrastructure and service delivery issues.  -IGR Forum does not deal with youth issues due to multitude of covered areas.  -not enough exchange of information on mandate, approach, strategy and projects on youth development between NMBMM, NYDA and DSD EC District Offices.  -overlapping structures, processes and projects.  -useful SPU coordinators' forum of SALGA EC does not meet anymore.	-IDP process not successfully utilized for coordination in youth development due to higher priority on infrastructure and service delivery issues.  -IGR Forum does not deal with youth issues due to multitude of covered areas.  -not enough exchange of information on mandate, approach, strategy and projects on youth development between BCMM, NYDA and DSD EC District Offices.  -overlapping structures, processes and projects.  -useful SPU coordinators' forum of SALGA EC does not meet anymore.
<b>III. Institutional Capacities</b>			

<p>Unit responsible for youth development</p>	<ul style="list-style-type: none"> <li>-Youth Directorate based at the Department for Social Development which is currently lead by a youth manager. Relocation to the Mayor’s office planned.</li> <li>-Eight youth officers based at departments and MOEs of the Metro.</li> <li>-Decentralized model of youth officers useful for Metro but central level youth unit needs to be strengthened.</li> </ul>	<ul style="list-style-type: none"> <li>-SPU based at the Constituency Services Directorate coordinates youth development programmes and manages Youth Advice Offices.</li> <li>-Youth Coordinator has been appointed by Mayor to establish youth unit. Institutional model for youth unit and collaboration with SPU still under debate.</li> </ul>	<ul style="list-style-type: none"> <li>-SPU based at the Directorate for Executive Support Services coordinates youth development programmes and manages Youth Advisory Centres.</li> <li>-No dedicated youth officer at SPU.</li> </ul>
<p>Budgets available for youth development</p>	<ul style="list-style-type: none"> <li>-Central youth directorate operates with a budget of around 1 million Rand.</li> <li>-Youth officers at departments and MOEs do not have a dedicated budget for youth projects but have to tap into existing sector budgets or make formal budget requests.</li> </ul>	<ul style="list-style-type: none"> <li>-1.8 million Rand available for the operation of the Youth Advisory Centres.</li> <li>-350.000 Rand available for activities related to National Pride Days.</li> <li>-Budget for research and business plan development in preparation of youth programs no longer available.</li> </ul>	<ul style="list-style-type: none"> <li>-1.2 million Rand budget available for the operation of the Youth Advisory Centres.</li> <li>-1.2 million Rand available for the Mayoral Youth Bursary Programme.</li> <li>-100.000 Rand available for activities related to National Pride Days.</li> </ul>
<p>Youth Mainstreaming</p>	<ul style="list-style-type: none"> <li>- no systematic integration of targets and indicators on youth development in IDP and performance management system.</li> <li>-youth projects/components integrated in business plans of all 8 departments and MOEs which have youth officers. Not achieved by other departments and MOEs.</li> </ul>	<ul style="list-style-type: none"> <li>- no systematic integration of targets and indicators on youth development in IDP and performance management system.</li> <li>- informal system of youth focal points was instrumental for the development of innovative youth programs in the past but is not fully functioning anymore.</li> </ul>	<ul style="list-style-type: none"> <li>- no systematic integration of targets and indicators on youth development in IDP and performance management system.</li> <li>- Process under way to customize the SALGA MDG framework for the Metro with the intention to integrate targets and indicators for all equity groups into the IDP and</li> </ul>

	- no training on youth mainstreaming organized for senior management and departments.	- no training on youth mainstreaming organized for senior management and departments.	performance management system.
Youth Programs	<ul style="list-style-type: none"> <li>- good practices on integration of youth components into sector specific projects (housing, waste management, emergency services).</li> <li>-useful projects on human rights and anti-xenophobia.</li> </ul>	<ul style="list-style-type: none"> <li>- good practices on utilization of the EPWP for sustainable skills development of young people in niche sectors (ward plumber programme, youth tourism ambassador programme)</li> <li>- strong focus on youth months activities</li> <li>-efforts made to increase cooperation with private sector and parastatals on learnerships and career expos.</li> <li>-multi-stakeholder projects on teenage pregnancy and other social challenges in targeted wards.</li> <li>-youth component of SPUU programme in Helenvale implemented by MBDA could create good practices on role of development agencies in youth employment creation</li> </ul>	<ul style="list-style-type: none"> <li>-Demands raised at youth summits resulted in the establishment of a Bursary Programme and Youth Drivers Licence Programme.</li> <li>-Youth summits and youth months activities implemented</li> <li>-sustainable, larger scale youth programmes missing</li> <li>-not enough practice on integration of youth components into sector specific projects</li> </ul>
Youth Advisory Offices	-Nine Youth Advisory Centres are coordinated by the Youth Directorate. Some are staffed with	- Five Youth Advisory Centres are coordinated by the SPU and are staffed with currently 8 officers in	- Three Youth Advisory Centres are closely coordinated by the SPU and are staffed with currently 6 officers

	trained career advisers and outreach officers but some rely on volunteers.	total. -Officers play an active role in youth programme development, arranging learnerships and career expos.	in total.
Structures for youth participation	-Ward youth forums suspended due to challenges with operational budgets, politicization, low leadership capacities and lacking support by ward councillors. Positive experience with structures for dissemination of information and reality check of youth situation at grassroots level.	- MoU with SAYC on organisation of Metro Youth Council no longer in place. SAYC still perceives itself as representative structure of youth in the Metro and is considered as main counterpart in youth consultations. No influence of Metro on the inclusive election and induction of youth representatives.	-Youth council consisting of 15 members representing different youth sectors elected in 2014. The Constitution and Terms of Reference define the mandate and working modus of the Youth Council. The Metro organised the election process and 2-days induction training plus monthly meetings with the SPU and relevant portfolio councillor.  -Establishment of ward-based youth forums with youth desk of ward committees as chairpersons planned for late 2015.
IV. Individual Capacities			
	-Youth manager and decentralized youth officers come mostly from youth activist background. Sound understanding of institution and municipal processes due to long-term experience in position. Interest to attend workshops on latest approaches in youth development but difficulties due to low post levels.	-SPU coordinator has background as community activists and private sector manager. Sound understanding of institution and municipal processes due to long-term experience in position.  -youth coordinator was politically appointed and is provincial chairperson of the SAYC.	-Highly experienced SPU coordinator with background as professional nurse. Expertise in youth development gained through training on the job, seminars, cooperation with experts and study tours.



## **Appendix 2**

List of interviews conducted

<b>Position/Structure</b>	<b>Name</b>	<b>Date</b>
<b>Buffalo City Metropolitan Municipality</b>		
<i>Municipality</i>		
Members of Metro AIDS Council		10.12.2014
Special Programmes Unit	Mr.Shaun Petzer	11.12.2014
IGR and International Relations	Ms.Darby Gounden	11.12.2014
Public Participation Unit	Ms.Tembisa Nondala	11.12.2014
Youth Advisory Centres	Andile, Siphwiwo	11.12.2014
IDP Unit	Mr.Simpiwe Seti	12.12.2014
BCMM Youth Council		12.12.2014
<i>Stakeholders</i>		
NYDA Branch Office East London	Ms.Princess Faku	12.12.2014
Department of Social Development, District Office BCMM	Ms.Nolunthando Sithole	31.03.2015
<b>Nelson Mandela Bay Metropolitan Municipality</b>		
<i>Municipality</i>		
Special Programmes Unit, Coordinator	Mr. Mabhuti Dano	06.02.2015
IDP Unit	Ms. Lulu Shosha	12.01.2015
EPWP Unit	Mr. Madoda Mcwabeni	12.01.2015
Youth Coordinator	Mr. Sicelo Mleve	22.01.2015
Interns at emerging Youth Unit	Lunga Breakfast, Lusanda Bloko, Pumza Sheleni, Khanyisa Mani, Msikeleli Nyimbinya	12.01.2015
Youth Advisory Centres	Mr. Mongezi Mantambo	12.01.2015
<i>Stakeholders</i>		
NYDA Branch Office Port Elizabeth	Mr. Vusumzi Makinana	06.02.2015
Department of Social Development, District Office NMBM	Mr. Matika Bantwini Mr. Xhanti Mhlontlo	09.12.2014

CDW Coordinator Metro, CoGTA EC	Mr. Zondile Gxekani	12.01.2015
NICRO		23.01.2015
LovLife Y-Centre, Uitenhage	Mr.Themba Kani	23.01.2015
United trough Sports, Director	Mr. Nick Mould	22.01.2015
Masifunde, Director	Mr. Jonas Schuhmacher	22.01.2015
<b>Province of the Eastern Cape</b>		
Office of the Premier EC, Policy Planning & Research Unit	Mr. Mbulelo Fani	19.01.2015
<b>City of Johannesburg Metropolitan Municipality</b>		
<i>Municipality</i>		
Operations Manager and Youth Officers, Youth Directorate	Mr. Phemelo Kebinelang, Mr. Johannes Thakheli, Ms. Tebogo Morake, Ms. Lufuno Maphagela, Mr. Alfred Sithole	11.11.2014
Youth Advisory Centre, Orange Farm	Mr. Thabiso Hlongwane, Ms Nokuthula Dlomo, Mr. Joseph Mokote, Mr Chicco Chau	27.11.2014
Greater Midrand Development Centre, Ivory Park Branch Office	Mr Tshepo Seema	27.02.2015
Director, Municipal Department for Social Development	Mr. Wandile Zwane	04.03.2015
Director, Strategy and Relations, CSU	Mr. Jan Erasmus	11.03.2015
Specialist, Community Based Planning in the Integrated and Community Based Planning Unit (ICBP)	Mr. Tshimangadzo Mundalamo	17.03.2015
Youth Officers and Operations Managers, Youth Directorate	Ms. Amabulela Mapolisa, Ms. Leandra Jansen, Ms Brenda Moanakoena, Mr. Phemelo Kebinelang	20.03.2015
<i>Stakeholders</i>		
Godisang Development, Ivory Park	Mr. Thabo Leshaba	27.02.2015
NYDA Soweto Full Service Branch	Mr. Tshepo Manyama, Mr. Jabu Mashiloane, Ms Zanele Khoza	16.03.2015
Inqaba Yokulinda Youth Organisation	Ms. Buyisiwe Khoza	16.03.2015



<b>National stakeholder</b>		
Acting Director of Community Development, SALGA	Ms Mandu Mallane	23.10.2014

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## **Appendix 3**

Interview request letter

### **LETTER OF INTRODUCTION**

#### **ASSISTANCE in Youth Policy Field Research of SACN**

Dear Madame/Sir,

The South African City Network (SACN) is proud to announce to our members that a dedicated research project on Municipal responses to youth development has been realized. For this project the City of Johannesburg, Nelson Mandela Bay and Buffalo City have been selected as sample metros but all members of the SACN will benefit through joint discussion of the results and development of follow-up measures.

Our strategic partner for the project is the German International Cooperation (GIZ).

This letter serves as request for assistance with the research project which will be conducted in March 2015. The partners, SACN and GIZ, have appointed two co-researchers to carry out the YOUTH POLICY FIELD ANALYSIS research project which seeks to identify challenges and solutions in relation to youth development within municipal structures in three city regions. The objective is to gather information of relevance to create recommendations for strengthening municipalities' capacities to respond to youth potentials and vulnerabilities. In the City of Johannesburg Municipality, the co-researchers will want to set up individual and focus group interviews with relevant stakeholders in relation to youth development.

We kindly ask for your cooperation and willingness to share your experience and views. Interviews will last for 60-90 minutes each and be conducted by the co-researchers. Each interview will be audio-recorded and all data will be stored in line with ethical guidelines for academic research, to ensure that no data falls into the hands of any outside party. The results will be made available to the Municipality as basis for future strategy and policy development,

We thank you in advance for your valuable contribution to the research project and look forward to an exciting learning journey which will culminate among others in a joint workshop for all members of the SACN to discuss and enrich the findings of the research.

For further information, please contact: Gillian Maree on 011 407 6624 or [gillian@sacities.net](mailto:gillian@sacities.net).

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Contact details of researchers are:

Baba Buntu

[buntu@ebukhosinisolutions.co.za](mailto:buntu@ebukhosinisolutions.co.za)

082 544 9417

Sandra Lehmann

[sandra.lehmann@giz.de](mailto:sandra.lehmann@giz.de)

082 887 2402

Regards,

Gillian Maree

Researcher | Tel +27 11 407 6624 | [gillian@sacities.net](mailto:gillian@sacities.net)