Local Government
Youth Development Framework

Cooperative Governance
Traditional Affairs

A Mainstreaming Approach
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## Abbreviations & Acronyms

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<th>Description</th>
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<tbody>
<tr>
<td>CDW</td>
<td>Community Development Workers</td>
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<tr>
<td>CWP</td>
<td>Community Workers Programme</td>
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<tr>
<td>COGTA</td>
<td>Co-operative Governance and Traditional Affairs</td>
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<tr>
<td>DPLG</td>
<td>Department of Provincial Local Government</td>
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<tr>
<td>DM</td>
<td>District Municipality</td>
</tr>
<tr>
<td>EE</td>
<td>Employment Equity</td>
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<tr>
<td>EPWP</td>
<td>Extended Public Work Programme</td>
</tr>
<tr>
<td>GEYODI</td>
<td>Gender, Youth and People with Disabilities</td>
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<tr>
<td>IDP</td>
<td>Integrated Development Planning</td>
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<tr>
<td>LGTAS</td>
<td>Local Government Turnaround Strategy</td>
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<tr>
<td>LED</td>
<td>Local Economic Development</td>
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<tr>
<td>LGYDF</td>
<td>Local Government Youth Development Framework</td>
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<tr>
<td>LM</td>
<td>Local Municipality</td>
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<tr>
<td>LYO</td>
<td>Local Youth Office</td>
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<tr>
<td>MFMA</td>
<td>Municipal Finance Management Act</td>
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<tr>
<td>MIG</td>
<td>Municipal Infrastructure Grant</td>
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<tr>
<td>MSA</td>
<td>Municipal Systems Act</td>
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<tr>
<td>SALGA</td>
<td>South African Local Government Association</td>
</tr>
<tr>
<td>SDBIPs</td>
<td>Service Delivery Business Implementation Plans</td>
</tr>
<tr>
<td>SMART</td>
<td>Simple, Measurable, Achievable, Realiable and Time-bound</td>
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SONA  State of the Nation Address
NYC  National Youth Commission
NYDA  National Youth Development Agency
Executive Summary

Youth Development in South Africa as a Developmental State

Youth development is without a doubt, one of the most pressing socio-economic challenges faced by South Africa today. The unrelenting high levels of youth unemployment, pose a threat to our prospects of economic growth, and therefore to our ability to make inroads in tackling poverty and rampant inequality. To date however, despite the efforts made in relation to youth development, not enough progress has been made. The youth continue to bear the brunt of unemployment, and black youth in particular, are in the main, unable to access employment and entrepreneurial opportunities, due to the systemic nature of economic exclusion. The continued marginalisation of black youth in particular, if unaddressed urgently, will doom the next generation to the same fate.

South Africa, as a developmental state, has not just the governance responsibility, but a moral obligation to bring to bear, changes in the fundamental structure of the economy and society, such that the 41% of the population that make up the youth cohort, are able to participate actively and effectively in the economy and society, and bring about the end to the cycle of poverty and inequality. The youth represent our best hope to achieve the developmental goals envisaged in the National Development Plan. We cannot fail in this regard.

The Process of Developing This Framework

This Youth Development Framework does not seek to be prescriptive, but rather to provide municipalities with a framework within which to craft their own approach to youth development, whilst maintaining administrative uniformity. This framework document is a revision and update (and therefore a continuation) of the first Local Government Youth Development Framework (LGYDF) that became effective in 2009 and expired in 2014. It takes cognisance of the changes in policy and legislation in the intervening years, the introduction of the National Development Plan as the main policy instrument and critically, the changes in the national, regional and global youth development landscape.

In order to develop this framework, the following two questions were asked and answered. What is the desired outcome for this framework document and what do we aim to achieve? Where have we not done well what are the critical areas of improvement? This required reflection on areas of failure in relation to governance, implementation and approach.
The development of this framework, was grounded in the achievement of the following outcome:

“The mainstreaming of youth development at municipalities, such that municipalities make a meaningful and measurable contribution towards achieving the national objectives building an inclusive society where the youth of South Africa, who are the custodians of our future, are able to unleash their creativity and energy and make a reality the dream of a South Africa for which many gave their lives’.

The framework was therefore, in light of the above desired outcome, developed around certain principles, which are described in Section A of this document. The principles provided a framework within which new ideas were generated and proposed solutions tested.

In a world where the pace of technological advancements often outstrip human development, youth and their issues are not stagnant. The youth development environment is a dynamic space that is constantly evolving. This framework document is therefore as much a response to this dynamism, as it is an update to stay relevant following the introduction of new pieces of legislation and policy that impact youth development both directly and indirectly.

South Africa has a world-class, progressive legal framework, supported by developmental policies aimed at creating a more equal society, eliminating poverty and drastically reducing unemployment. Whilst this is true of South Africa in general, it is pointedly true of youth development specifically.

There is a clear constitutional framework supported various Acts of Parliament that govern the powers of municipalities, competency areas and governance responsibilities. The Legislative and policy framework governing Local Government, youth development was examined in Section B.

The developmental issues affecting South Africa’s youth, cannot be understood in isolation of a thorough assessment of the demographic construction of this group, as well as an analysis of their most pressing challenge; unemployment. This situational analysis was undertaken in Section C, the results of which informed both the strategic approach, as well as the supporting institutional arrangements proposed.

Given that the scope of this framework is restricted to Local Government, an examination of the mandate of municipalities in relation to youth development had to be undertaken. This entailed unpacking the existing youth development programmes in place, such as EPWP, CWP and the National Youth Service. Furthermore, a snapshot review a municipalities in four Provinces was undertaken, in order to ascertain the extent to which the 2009 LGYDF had been successfully implemented. The results of the review pointed to areas of weakness that have been strengthened in the LGYDF. The results of
this review, as well as a detailed reflection on the state of youth development at Local Government, are discussed in Section D of this document.

**Strategic Approach to Youth Development At Local Government**

The core element of the framework, is the proposed strategic approach, which is discussed in detail in Section E, of this document. The recognition of the importance of youth development, and its status as one of the apex priorities of Government, is reflected by the promulgation of the National Youth Development Agency Act in 2008, the plethora of policy and legislation that relates to it, as well as the location of the youth development desk in the Office of the Presidency. However, youth development in South Africa is still lagging and despite the gains made, much more work still needs to be done. This framework identified, as one of the disenabling practices is the treatment of youth development as an “add on” activity rather than as an integral part of the work undertaken by Local Government.

To counter this, mainstreaming has been adopted as the strategic approach to youth development at Local Government. Mainstreaming as a strategy enables municipalities to ensure that the specific needs of the youth are entirely taken care of as part of the day-to-day service delivery of the municipality. Mainstreaming enables the centralisation of youth development, bringing it from the periphery and making it integral to the work of Government.

The successful implementation of this youth development framework is dependent on numerous factors, not least of which are the institutional arrangements that will support it. These institutional arrangements are presented in Section F. In addition, the framework advances a district wide peer moderation approach, aimed at self-monitoring and performance rating based on predetermined objectives, indicators and targets for all municipalities within the district. The strength of the approach is in its ability to closely monitor the effective implementation of youth development and the opportunity to dialogue, share knowledge and implement district wide interventions. It recognizes that youth development takes place within and outside municipal demarcated boundaries, as such a district wide moderation approach provides an opportunity for cross border innovation and planning. This forms the basis of the monitoring and evaluation framework, which is presented in Section G.

In order to ensure successful implementation of this framework, an implementation plan has been drafted, describing the processes that will be followed from signature to ensure broad acceptance, understanding and implementation. This plan has been set out in Section H, as the means by which this framework will be mainstreamed.
SECTION A: INTRODUCTION & BACKGROUND

“No political democracy can survive and flourish if the mass of our people remain in poverty, without land, without tangible prospects for a better life. Attacking poverty and deprivation must therefore be the first priority of a democratic government.”

_Reconstruction and Development Programme, 1994_
1. Introduction

Youth development is the deliberate and holistic approach taken by Government, to ensure that young people are able to move from childhood into positive, productive adulthood. This represents South Africa’s biggest threat and biggest opportunity. The most pervasive challenge facing South Africa as a developmental state is without a doubt, the need develop and implement mechanisms to address the twin challenges of unemployment and poverty. With more than 70% of South Africa’s unemployed being working age youth, the brunt of South Africa’s unemployment burden is without a doubt carried by the youth. In order to break the back of poverty and unemployment, in ways that have significant and sustainable impact, interventions must be focused towards the youth. No lasting impact can be achieved without focused attention on youth development from Government, civil society, the private sector and communities.

South Africa has positioned itself as a developmental state, where the state “possesses the vision, leadership and capacity to bring about a positive transformation of society within a condensed period of time” (Fritz and Menocal, 2007). The implications of this, are that Government must actively put in place legislation, policy and programmes to ensure socio-economic equity and transformation. With specific regard to youth development, as early as 1996, The South African Government decided on an integrated and mainstreamed approach to youth development, strongly informed by the contextual reality of the new democracy. This approach was informed by two key factors. Firstly, South Africa’s apartheid history has meant that the youth face various structural problems that have impacted on youth development and resulted in uneven and skewed patterns of development along racial and socio-economic status lines. Secondly, global economic trends have had a particular impact on South Africa’s ability to create and sustain meaningful youth employment and ensure that sufficient investment is made into appropriate skills development and training programmes.

Notwithstanding the close to 20 years of youth development interventions, the desired outcomes have not been realised. If anything, the situation of South Africa’s young has worsened. This is evidenced by the current alarmingly high levels of poverty and unemployment that the youth demographic continues to experience.

To address these high levels of unemployment, particularly among the youth cohort, extraordinary measures will be required. As a developmental state, Government must lead the charge, by creating an enabling environment for youth development through policy and legislation, implementing programmes targeted specifically at youth development, incentivising private sector participation in youth development and ensuring effective monitoring and evaluation of all youth development activities.
To this end, every sphere of Government has a responsibility to ensure that their policies and programmes contribute towards the alleviation of poverty and the creation of employment opportunities, especially for youth, women and people with disabilities. The Integrated Youth Development Strategy provides guidelines on how Government should implement and mainstream youth development, and this document is a guide for municipalities on how to approach youth development within a complex and often conflicting policy and administrative regimen.

**COGTA’s Youth Development Mandate**

As envisaged in the Constitution, every sphere of Government must, to the extent that it is reasonably practicable, and within the scope of their mandate, give effect to the developmental agenda of the state. National Government defines the developmental objectives, and each sphere of Government is then required to ensure the achievement of these, through supporting policies and targeted programmes. The Department of Corporate Governance and Traditional Affairs (COGTA) as the oversight unit for Local Government, has the ultimate responsibility for ensuring that municipalities undertake their service delivery mandate within the framework of the overarching national developmental goals. This is the context within which this framework has been developed.

South Africa has a decentralised system of service delivery in terms of which, service delivery functions are devolved to the different spheres of Government. Oversight is still however maintained at national Government level. This framework has been developed as an oversight tool, a mechanism to ensure, as far as is practical, uniform implementation of Government’s policies, specifically those that relate to youth development, and structured performance management, monitoring and evaluation. Local Government as the face of service delivery, needs to be at the forefront of addressing the challenges of youth development. It recognizes that the hub of youth development activities take place at Local youth offices at municipalities and the opportunity that this presents to leverage their public facing mandate, to advance the national agenda.

**The Purpose of This Framework**

The purpose of this framework is not to be prescriptive, but rather to provide municipalities with a framework within which to craft their own approach to youth development. The objectives of this Framework are:

- To clarify and update the legislative, policy and regulatory boundaries within which Youth development at Local Government should take place.
- To standardize reporting and develop reporting norms and standards in relation to youth development at Local Government.
• To provide guiding principles for the creation of youth development policies, programmes and plans at Local Government.
• To define the institutional mechanisms that will enable Local Government youth development initiatives.
• To guide the development of an effective monitoring and evaluation framework for youth development at Local Government.

This framework serves as the main policy, programme planning and implementation tool for municipalities, in the development of their youth development initiatives. It aims to provide guidance on design, implementation, reporting, monitoring and evaluation of youth development programmes at Local Government level.

The Scope of This Framework

COGTA, in its oversight role over the operations of Local Government, endeavours as far as possible, to ensure uniform application and implementation of National and Provincial policy. This framework is therefore limited in scope of application to Local Government. However, cognisance is given to the need to work closely with other spheres of Government, in order to ensure integrated planning and implementation, and also to ensure that maximum value is derived from leveraging off Local Governments status as being the primary face of service delivery in South Africa.
2. Background

The first Youth Development Framework for Local Government (hereinafter referred to as YDFLG) came into effect in 2009, and was valid for the period 2009 to 2014. This Framework is therefore a progression and an update, incorporating changes in policy, programmes and plans, and taking into account the changing landscape of youth development globally, and in South Africa. It takes a critical look at the efficacy of the implementation of the 2009 framework, and incorporates more robust reporting, monitoring and evaluation. This framework is valid for the period 2015 to 2020.

During the 2009 to 2014 period, changes to policy and legislation have had both a direct and indirect impact on the youth development landscape in South Africa. The ever changing socio-economic dynamics that define human development have likewise necessitated a review of the present framework. The main changes and updates include, inter alia:

- The Back to Basics approach adopted by COGTA in 2014
- Local Government Indigent Policy
- Amendments to the BBBEE Act and Codes of Good Practice
- Amendments to Regulations to the Preferential Procurement Act (2011)
- Expiry and redrafting of the National Youth Policy (expired in 2014)
- Introduction of the Infrastructure Development Act (2014)
- Implementation of The Youth Employment Accord (2013)
- The Introduction of the Green Economy Accord (2011)
- Introduction of the Procurement Accord (2011)

This revised framework therefore incorporates these changes, and takes the opportunity to strengthen certain areas within the present framework, making it a more robust and relevant document.
3. Guiding Principles for the Framework

3.1. Principles and Values underpinning the Youth Development Framework

The Youth Development Framework for Local Government has the following guiding principles:

- **Strengths-based**: young women and young men have gifts and talents that should be identified, and they should be provided with opportunities to exercise and enhance these gifts and talents.

- **Human rights**: Youth development must promote non-discrimination, adhere to democracy and good governance and protect human rights.

- **Partnership**: Young women and young men are active partners and beneficiaries in their own development; therefore, young women and young men should be provided with opportunities for leadership during the course of the programme.

- **Diversity**: Young women and young men are not a homogeneous group: e.g. women; rural-based women with disabilities; HIV and AIDS infected and affected; and may have particular needs that should be catered for.

- **Holistic**: Young women and young men have a broad range of inter-related needs; therefore, youth development should address young people’s needs holistically in an integrated manner.

- **Empowerment**: Young women and young men need opportunities to engage in skills development, education and sustainable livelihoods.

- **Dignity and respect**: Youth development should instil a sense of worth, purpose and direction.

- **Transformation**: Youth development is a dynamic process that transforms individuals, communities and society.

- **Relevance**: Youth development should be located in relevant contexts: family, community and workplace sectors.

- **Participation**: Youth development should assist young people to become active and productive citizens.

- **Equity**: Young people should have equal access to developmental opportunities. Youth development should promote equal redistribution of societal, political, and economic power and should strengthen young people’s power to utilize such resources to meet their needs.

- **Effectiveness**: Youth development should meet the needs of young people and produce desired results and outcomes.

- **Sustainability**: Youth development should meet the needs of the current and future generations through social advancement, environmental protection, and economic prosperity. Sustainability must be reflected in strategic and business plans, and budgets. It must inform planning and decision making.

- **Accountability**: Everyone who renders youth development services should be held accountable for the delivery of appropriate and quality services. Youth development initiatives should instil accountability and responsibility in young people.
SECTION B: LEGISLATIVE & POLICY FRAMEWORK

“The type of marginalisation faced by the youth necessitates youth targeted interventions that will enable young people’s participation and engagement in both society and the economy”

Draft National Youth Policy, 2015
4. Youth Development Policy and Legislative Framework

4.1. Overview of the Policy and Legislative Framework

Since the advent of democracy in 1994, the South African Government has taken the deliberate stance as a developmental state. This requires Government to be deliberate in ensuring that the socio-economic challenges of today, are remedied through structural policy interventions. South Africa therefore has a world-class, progressive legal framework, supported by developmental policies aimed at creating a more equal society, eliminating poverty and drastically reducing unemployment. Whilst this is true of South Africa in general, it is pointedly true of youth development initiatives specifically.

There is a clear constitutional framework supported various Acts of Parliament that govern the powers of municipalities, competency areas and governance responsibilities. The following sections provide an overview of the legislative and policy framework within youth development must take place. It examines overarching national priorities, Local Government prescripts and youth development specific laws and policies.

4.2. International Policy and Legislative Framework

4.2.1. Millennium Development Goals (MDGs)

The Millennium Development Goals (MDGs) are eight international development goals that were established in 2000, following the adoption of the United Nations Millennium Declaration. All 189 United Nations member states at the time as well as 23 international organizations, committed to help achieve the following Millennium Development Goals by 2015:

<table>
<thead>
<tr>
<th>MDG 1</th>
<th>Eradication of extreme poverty</th>
<th>MDG 5</th>
<th>Improved maternal health</th>
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<tr>
<td>MDG 2</td>
<td>Universal primary education</td>
<td>MDG 6</td>
<td>Combat HIV / Aids &amp; other diseases</td>
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<tr>
<td>MDG 3</td>
<td>Gender equality and woman empowerment</td>
<td>MDG 7</td>
<td>Environmental sustainability</td>
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<tr>
<td>MDG 4</td>
<td>Reduced child mortality</td>
<td>MDG 8</td>
<td>Global partnership for development</td>
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Table 1: Millennium Development Goals
Whilst much has been achieved in achieving these goals in South Africa, especially in relation to combating HIV/AIDS, reducing child mortality and improving maternal health, much remains to be done in order to address the pressing challenges of poverty and education, the MDGs that directly affect young people.

4.2.2. United Nations World Programme of Action on Youth 2000 and Beyond

The World Programme of Action for Youth provides a policy framework and practical guidelines for national action and international support to improve the situation of young people. It contains proposals for action to the year 2000 and beyond, aiming at achieving the objectives of the International Youth Year and at fostering conditions and mechanisms to promote improved well-being and livelihood among young people. The Programme of Action focuses in particular on measures to strengthen national capacities in the field of youth and to increase the quality and quantity of opportunities available to young people for full, effective and constructive participation in society.

In 1995, the world youth population—defined by the United Nations as the age cohort 15-24—is estimated to be 1.03 billion, or 18 per cent of the total world population. The majority of the world youth population (84 per cent in 1995) lives in developing countries. This figure is projected to increase to 89 per cent by 2025.

Apart from the statistical definition of the term “youth” mentioned above, the meaning of the term “youth” varies in different societies around the world. Definitions of youth have changed continuously in response to fluctuating political, economic and sociocultural circumstances. Young people in all countries are both a major human resource for development and key agents for social change, economic development and technological innovation. Their imagination, ideals, considerable energies and vision are essential for the continuing development of the societies in which they live. Thus, there is special need for new impetus to be given to the design and implementation of youth policies and programmes at all levels.

The Programme of Action is drawn from numerous international instruments generally and specifically related to youth policies and programmes. The Programme of Action is significant because it provides a cross-sectoral standard relating to both policy-making and programme design and delivery. It will serve as a model for integrated actions, at all levels, to address more effectively problems experienced by young people in various conditions and to enhance their participation in society.
Each of the ten priority areas identified by the international community is presented in terms of principal issues, specific objectives and the actions proposed to be taken by various actors to achieve those objectives. Objectives and actions reflect the three themes of International Youth Year: Participation, Development, Peace; they are interlinked and mutually reinforcing.

The ten fields of action identified by the international community are education, employment, hunger and poverty, health, environment, drug abuse, juvenile delinquency, leisure-time activities, girls and young women and the full and effective participation of youth in the life of society and in decision-making. The Programme of Action does not exclude the possibility of new priorities which may be identified in the future.

Implementation of the Programme of Action requires the full enjoyment by young people of all human rights and fundamental freedoms, and also requires that Governments take effective action against violations of these rights and freedoms and promote non-discrimination, tolerance, respect for diversity, with full respect for various religious and ethical values, cultural backgrounds and philosophical convictions of their young people, equality of opportunity, solidarity, security and participation of all young women and men.

4.2.3. African Youth Charter (2006)

The African Youth Charter is a political and legal document that serves as a strategic framework that gives direction to youth empowerment and development, at continental, regional and national levels. The Charter is in line with the efforts of the African Union (AU) that seek to provide an avenue for effective youth development. The charter was adopted in May 2006 and endorsed by AU heads of states in July 2006. South Africa has ratified and signed the Charter. The African Youth Charter is consistent with the South African Constitution and almost all its provisions are in line with the socio-economic programmes being implemented, or envisaged.

4.3. South African Policy and Legislative Framework

4.3.1. Introduction to South Africa’s Policy and Legislative Framework

The Constitution (1996) requires that provincial departments and Local Government to continuously embrace the renewed expectations and responsibilities and develop the necessary tools and capacity to meet these expectations. The Local Government White Paper (1998) locates the mandate for developmental Local Government in the constitutional provisions to promote, safeguard and protect equality. It further explains the roles and functions of provincial departments of Local Government clearly and succinctly, as being:
• A strategic role with respect to developing a vision and framework for integrated economic, social and community development in the Province through the provincial growth and development strategy.

• A development role: Provincial Government should ensure that municipal integrated development plans which give priority to the basic needs of the community and promote the social and economic development of the community combine to form a viable development framework across the Province. They should also be, and are vertically integrated with the provincial growth and development strategy. Provincial Government is furthermore also responsible for processing grants to municipalities for, inter alia, bulk infrastructure, housing and public works.

• An inter-governmental role: Provincial Government has an inter-governmental role to play with respect to Local Government. It should establish forums and processes that include Local Government in decision-making processes which affect it. Provincial Government can also promote horizontal co-operation and co-ordination between municipalities in the Province.

• Regulatory role: Section 155(7) of the constitution gives national and provincial Government the legislative and executive authority to ensure effective performance by municipalities of their functions in respect of matters listed in Schedules 4 and 5.

• An institutional development and capacity-building role: Provincial Government establishes municipalities in accordance with Section 155(6) of the Constitution, which provides for the development of Local Government capacity to enable municipalities to perform their functions and manage their own affairs. This may be done in a number of ways, such as providing technical assistance and mentorship, or facilitating shared learning between municipalities.

• A fiscal role: The Provinces play a critical role in building the financial management capacity of the municipalities and intervening when necessary to ensure Local financial viability, for example, through tabling municipal reports of the Auditor-General at the provincial public accounts committee. Provincial task teams comprise Project Viability which also provides such oversight, and is comprised of provincial task teams.

• A monitoring role: Provincial Government plays a key role in monitoring Local Government to ensure that high standards of public service and good governance are maintained.

• An intervention role: Section 139 of the Constitution provides for intervention by provincial Government when a municipality cannot or does not fulfil its obligations under the legislation, including:
• Issuing a directive to the municipal Council, describing the extent of its failure to fulfil its obligations and stating any steps required to meet its obligations;
• Assuming responsibility of the relevant obligation of that municipality to the extent required to maintain essential national standards or meet established minimum standards for the rendering of a service;
• Preventing the municipal Council from taking unreasonable action that is prejudicial to the interests of another municipality or to the Province as a whole; and
• Maintaining economic unity.

The above list of roles and responsibilities indicates that both national and provincial Government are constitutionally required to perform an active oversight function in ensuring the development of strong Local Government, capable of fulfilling its constitutional and legislative mandate. This further illustrates the massive weight of responsibility bestowed on Local Government in its discharge of functions and roles especially as it relates to maintaining a rights based culture.

4.3.2. The National Development Plan

The National Development Plan (hereinafter referred to as the NDP) provides an aspirational vision of South Africa in 2030 and provides the context within which all youth oriented programmes should be located. The NDP is designed to ensure the achievement of a youth population which is economically active, socially integrated and emotionally engaged in the success of South Africa, as envisioned in the NDP. Through its ‘youth lens’, the NDP proposes the following interventions as necessary to address the current situation of South African youth:

![Figure 1: NDP Proposed Youth Development Interventions](image)
As illustrated in Figure 1 above, the NDP focus with regard to youth development is on the critical crisis areas of education and economic inclusion. The NDP has identifies South Africa’s youth bulge as being, at once our greatest threat and greatest opportunity. This demographic youth bulge has the potential to create a demographic dividend that, if managed correctly, will unlock South Africa’s unemployment and poverty challenges. See Figure 2 below:

Having a relatively young population can be advantageous, provided the majority of working age individuals are gainfully employed. A large workforce with fewer children to support creates a window of opportunity to increase economic output and invest in technology, education and skills to create the wealth needed to cope with the future aging of the population. Some economists call this window of opportunity the “demographic dividend” (or “bonus”). The window eventually closes when the workforce ages and there are relatively fewer workers to support increasing numbers of older people, but the dividend can last for several decades.

Excerpted from the National Development Plan

Figure 2: South Africa’s Demographic Dividend

Whilst the NDP is the country’s vision for the future, the New Growth Path is the country’s strategy, in pursuit of the NDP. The New Growth Path is the Government’s strategy to build an inclusive economy and, thus, create decent employment, sustainable livelihoods and eradicate poverty and income inequality. According to the NDP (page 117): “…. the New Growth Path is the Government’s key programme (should read ‘strategy’) to take the country onto a higher growth trajectory.

4.3.3. The New Growth Path

The New Growth Path (2011) describes a three-stage approach to addressing joblessness and unemployment. The first phase emphasizes the need for the state to create jobs through direct employment schemes, targeted subsidies and a more expansionary macro-economic package. The second phase addresses Government supporting labour absorbing activities, especially in the agricultural value chain, light manufacturing and services, to generate large-scale employment, while at the same time creating a set of incentives and support mechanisms to encourage the private sector to invest in new ventures and extend existing operations. By concentrating resources in areas that yield the most jobs, we are able to have the greatest impact. The main indicators of success will be jobs (the number and quality of jobs created), growth (the rate, labour intensity and composition of economic growth), equity (lower income inequality and poverty) and environmental outcomes.\footnote{The New Growth Path, pg. 6}
The New Growth Path consists of inter alia, various social accords signed by Government, business, labour and community representatives. The following section summarises the salient aspects of the accords relevant to this framework.

**The Youth Accord**

8 April 2013, youth leaders, business, labour, Government and the community representatives signed the New Growth Path Youth Development Accord, symbolic of a collective resolve to work together to promote youth development in South Africa. The Accord is one in a series of social pacts that are intended to help achieve the New Growth Path goal of five million new jobs by 2020. **Table 2** below is a summary of the commitments made in the Youth Employment Accord:

<table>
<thead>
<tr>
<th>Youth Employment Commitments</th>
<th>Strategy</th>
<th>Expanded Narrative</th>
</tr>
</thead>
</table>
| **Commitment One: Education & Training** | Improve education and training opportunities for the gap between school-leaving and first employment. | • Second-chance matric programmes for those who have not passed or have poor results  
• Expand the intake of FET colleges as part of building a stronger vocational and technical skills base among young people to complement the current focus on academic training  
• Develop stronger roles for SETAs and other institutions to help address the challenges faced by young people in sector and workplace training programmes  
• Expand the targets in the National Skills Accord, including for state owned enterprises |
| **Commitment Two: Work Exposure** | Connect young people with employment opportunities, through support for job placement schemes and work readiness programmes for school leavers and provide young people with work experience. | • All state departments to introduce a focused internship programme, aimed at employing interns over a period of time equal to 5% of the total employment of the departments.  
• State-owned enterprises to develop placement opportunities for FET and University students who need work experience as part of their studies  
• Encourage Private sector initiatives with employment commitments  
• Encourage the private sector to provide a range of work-exposure programmes, eg vacation programmes, holiday internships, etc |
| **Commitment Three: Public Sector Measures** | Increase the number of young people employed in the public sector, through coordinating and scaling up existing programmes under a 'youth brigade' | • The Expanded Public Works Programme and Community Works Programme should aim to absorb at least 80% of new youth entrants  
• Rural development using the NARYSEC programme to help rebuild rural communities, assist with rural basic infrastructure such as |
programme coordinated with the National Youth Service Programme.

- Increase the intake for other environment protection activities
- Health brigades to expand home-based care as well as health and wellness education to communities as part of the NHI, auxiliary services in health care facilities
- Literacy brigades to use young people to expand literacy training of adults

**Commitment Four: Youth target set-asides**

Particularly for new industries where youth can be drawn in large numbers.

- The solar water heater installation programme should be made a youth-focused sector, employing only young people in the core new installation activities, and supporting youth cooperatives and youth-owned enterprises as providers of installation services and maintenance for the solar water heating programme
- The rest of the green economy, where at least 60% of the labour intake should be drawn from young people, and based on realising this target, the parties should endeavour to improve this further to 70%
- The infrastructure programme, where a target of at least 60% youth employment should be set for new projects and activities, together with training opportunities for young people
- The Business Process Services sector, which includes call centres, where a target of 80% of new employment should be explored and aimed for

**Commitment Five: Youth entrepreneurship and youth cooperatives**

Youth cooperatives and youth entrepreneurship should be promoted.

Public agencies such as Sefa, Seda and the Jobs Fund will be encouraged to develop and strengthen dedicated programmes of support for youth enterprises and youth co-ops. Consideration will be given to the use of the BBBEE Codes to strengthen private and public sector commitment to improve youth employment. The state can assist in a number of ways, including:

- Simplified registration of cooperatives and youth enterprises - Technical support in enterprise development
- Support with demand for products, e.g. in school nutrition programmes and in procurement programmes
- Funding support that can complement private sector finance.
Commitment Six: Private sector measures

Work with the private sector to expand the intake of young people, with targeted youth support and incentives approved by all constituencies.

Improved private-sector youth absorption is crucial, given that most sustainable new jobs are expected to be created in the private sector. Business has undertaken discussions within their structures to identify specific actions that can be taken to improve youth employment. It is agreed that such specific measures will be developed and announced by National Youth Month, June 2013 to give effect to this, with concrete commitments by participating companies.

Table 2: Summary of Employment Youth Accord Commitments

<table>
<thead>
<tr>
<th>Youth Employment Strategy</th>
<th>Expanded Narrative</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commitment Six: Private sector measures</td>
<td>Improved private-sector youth absorption is crucial, given that most sustainable new jobs are expected to be created in the private sector. Business has undertaken discussions within their structures to identify specific actions that can be taken to improve youth employment. It is agreed that such specific measures will be developed and announced by National Youth Month, June 2013 to give effect to this, with concrete commitments by participating companies.</td>
</tr>
</tbody>
</table>

National Skills Accord

In 2011, representatives of business, organised labour, the community constituency and Government agreed to partnerships to achieving the New Growth Path target of five million new jobs by 2020. The parties agree that action and implementation should be a hallmark of the partnership, with constituencies identifying areas where they can make firm commitments as well as identifying actions that other constituencies would need to undertake to do in order for the broad goals of the New Growth Path to be achieved. The parties have identified a number of commitments they each can make on training and skills development, and which is set out in this Accord.

The National Skills Accord, functions in an almost similar way to ASgISA in that it identifies the skills required by the country to ensure the economic activity that will be stimulated by the New Growth Path, can be adequately skilled from local resources. It identifies skills such as engineering (infrastructure development), environmental science (green economy) as well as various knowledge economy based skills (bio medicine for example).

The Local Procurement Accord

The Local Procurement Accord, signed by Representatives of business, organised labour, the community constituency and Government gives effect to the commitment to promote local procurement. The objective of this Accord is to accelerate the creation of 5 million new jobs by 2020, as well as the attainment of the goals of the Industrial Policy Action Plan (IPAP). It takes cognisance of the fact that the domestic economy is under severe stress, brought about by a combination of the global recession and deep-seated structural problems. Further, it recognizes the importance of local procurement in promoting job growth and industrialisation.
Given that buying power of the state as a major procurer of goods and services in the economy, leveraging public procurement is one of the key instruments for deployment by Government in support of the productive sectors. This buying power will be used in combination with policies on industrial finance, trade, competition, innovation and skills interventions. The Local Procurement Accord makes several commitments which for the sake of brevity and focus, have been restricted to those commitments that have a direct impact on the youth development agenda, as follows:

Government committed to:

- Significantly expand the value of goods and services it procures from South African producers.
- Review of the public procurement system.
- Measure the impact of the designation instrument over time against criteria such as jobs impact, increased investment and additional public spending in the local economy.
- Establish the necessary standards to measure and verify local content, which will underpin the localisation of public and private procurement.
- Ramp up the roll out of its infrastructure procurement

Business committed to:

- Improve levels of local procurement
- Replace imported goods and services with economically viable local replacements
- Support the establishment and development of commercially viable local businesses to meet their goods and service requirements
- Set company targets as well as ways to measure and monitor its procurement in order to achieve increased, sustainable levels of local procurement
- Increase investments in viable business opportunities that may emerge as a result of the designation of products.

The Green Economy Accord

South Africa has a unique opportunity to create jobs on scale and address the concerns about climate change, through a partnership to promote the green economy and processes to green the economy. The opportunities in the green economy are many and varied including manufacturing, construction and renewable energy to name but a few.

In order to leverage the numerous opportunities that the green economy offers, it is crucial to have a localisation strategy that uses the enormous spending on climate-change induced technologies to create local industrial capacity, local jobs and local technological innovation.
Without a deep commitment to localisation, South Africa will carry much of the cost of greening the economy and society without reaping the benefits of job creation.

The Green Economy Accord explores ways in which this emerging growth sector can be leveraged to derive the numerous benefits it presents. These commitments are summarised below:

- Roll out of solar water heaters to households particularly in poor communities.
- Improve localisation of components through incentives and regulatory measures to promote greater local manufacturing of components.
- Investment in the Green Economy through the IDC green project investments.
- The establishment of social enterprise that will create jobs and support the broader goals of the Green Economy.
- Establish a climate change innovation centre that will incubate climate change technology entrepreneurs and SME’s
- Procure renewable energy to expand energy generation capacity.
- Implement an incentive scheme to kick-start the development of a local bio fuels industry.
- Implement regulations to phase out incandescent lighting and encourage the retrofitting of energy efficient lighting.
- Promote localisation and youth employment within the Green Economy.

4.3.4. The Municipal Structures Act (Act No. 117 of 1998)

The Local Government: Municipal Structures Act, 1998 clarifies the status of municipalities and provides the framework for the establishment of municipalities in accordance with the requirements and criteria relating to categories and types of municipalities. It further determines the appropriate division of powers and functions between district and local municipalities and regulates governance structures and electoral systems for newly demarcated municipalities.

4.3.5. The Municipal Systems Act (Act No. 32 of 2000)

The Municipal Systems Act defines the legal nature of municipalities as part of a system of cooperative Government. It also clarifies the rights and duties of the municipal council, local communities, and the municipal administration. Clarifying the rights and obligations of different parties is an important step towards strengthening the democratic contract at the local level. Section 105(1) mandates the MEC for Local Government to establish mechanisms, processes and procedures to:
• Monitor municipalities in managing their own affairs;
• Monitor the development of local Government capacity; and
• Assess the support needed by municipalities to strengthen their capacity to manage their own affairs.

Section 105(2) authorises the MEC to require municipalities to send information of any kind to any specific provincial organ of state. The MEC must rely, for as far as possible, on existing information channels, such as annual reports, and must minimise the administrative burden on municipalities.

In addition, section 106 imposes a duty on the MEC to request information when he or she has reason to believe that a municipality cannot or does not fulfil a statutory obligation, or that maladministration, fraud, corruption or any other serious malpractice has occurred or is occurring. If necessary, the MEC must designate a person to investigate the matter, with the same powers as a judicial commission.

4.3.6. The Municipal Finance Management Act (Act No. 56 2003)

The Municipal Finance Management Act (MFMA) aims to modernise budget and financial management practices in municipalities in order to maximise the capacity of municipalities to deliver services to all their residents, customers and users. It also aims to put in place a sound financial governance framework, by clarifying and separating the roles and responsibilities of the executive mayor or committee, non-executive councillors and officials.

The Act empowers the mayor (or executive committee) to provide political leadership by taking responsibility for policy and outcomes, and holds the municipal manager and other senior managers responsible for implementation and outputs. Non-executive councillors are empowered to play a key policy-approval and monitoring role through the municipal council.

The Act aims to enable managers to manage, but to make them more accountable. All these various roles are possible because of the stringent reporting requirements of the Act – the challenge facing all stakeholders is their capacity to use the management information produced in terms of the Act to improve the efficiency and effectiveness of the municipality.

The Act is required by the Constitution, which obliges all three spheres of Government to be transparent about their budgets and financial affairs. It also forms an integral part of the broader reform package for Local Government outlined in the White Paper on Local Government in 1998. The Act must be read together with other Local Government legislation, particularly the
Municipal Systems Act, to ensure alignment of IDPs, budgets, performance systems and governance across municipal entities.

4.3.7.  Intergovernmental Relations Framework Act (Act No. 13 of 2005)

The principles and procedures governing intergovernmental coordination are provided in the Constitution and legislation. The Intergovernmental Relations Framework Act, 2005 facilitates coordination in the implementation of policy and legislation between national Government, provincial Government and Local Government, and all organs of state within those governments. Coordination usually takes place through formal intergovernmental meetings linked to specific sectors and the budget process. It promotes coherent Government, effective provision of services, monitoring implementation of policy and legislation and realisation of national priorities.

The NYP 2015-2020 is as such, meant to increase the levels of integration in developing youth in South Africa. It is therefore not located on its own, but responds to and interacts with a number of pieces of legislation and policy, some more influential than others in an integrated manner.

There are two particularly prominent pieces of policy that will both have a significant impact on the content and ultimately the impact of the National Youth Policy. They are; The New Growth Path and The National Development Plan. Both are developmental in nature, but each has specific nuances that must be considered in the development of the National Youth Policy, and thereafter, this Framework document. The following sections explore this in greater detail.

4.3.8.  National Youth Development Agency (NYDA), Act Number 54 of 2008

The National Youth Development Agency is a Government agency established as a schedule 3A Government entity, established by an Act of parliament, act no 54 of 2008. The institution was established as a single, unitary structure organisation, established to address youth development issues at National, Provincial and Local Government level. The existence of the NYDA should be located within the broad context of South Africa’s development dynamics. The Act mandates the NYDA to develop an Integrated Youth Development Strategy for South Africa and initiate, design, coordinate, evaluate and monitor all programmes aimed at integrating the youth into the economy and society in general. The Act further instructs the agency to promote a uniform approach by all organs of state, the private sector and non-governmental organisations, to matters relating to or involving youth development.
4.3.9. Infrastructure Development Act (Act No. 23 of 2014)

Infrastructure development is South Africa’s primary jobs growth drivers, primarily because, in the context of a developmental state, Government has control over the infrastructure spend, as well as the fact that infrastructure development is a key labour absorbing sector.

The Infrastructure Development Act aims to facilitate the co-ordination of public infrastructure development such that infrastructure development in the Republic is given priority in planning, approval and implementation.

4.3.10. Broad-Based Black Economic Empowerment (Act 53 of 2003)

This law mandates all spheres of Government and the private sector to promote the achievement of the Constitutional right to equality, increase broad-based and effective participation of black people in the economy and promote a higher growth rate, have increased employment and more equitable income distribution, and establish a national policy on broad-based black economic empowerment, so as to promote the economic unity of the nation, protect the common market, and promote equal opportunity and equal access to Government services. The revised codes, published in the Government Gazette (Notice 800 of 2012) for public comment, include enhanced recognition of “black people with disabilities, black youth, black people living in rural areas and black unemployed people”. The amendments to the BBBEE Act and the Codes fundamentally change the current BBBEE framework and are a powerful expression of the Government’s intention to promote and implement BBBEE.

The amendments to the BBBEE Act indicate the more actively interventionist and prescriptive approach by Government to the implementation of BBBEE and introduce a number of new measures including to:

- Establish a BBBEE Commission in an oversight and advocacy role, with the power to investigate complaints relating to BBBEE, BBBEE transactions and “fronting practices”. This Commission will have the power to subpoena and the power to obtain a court order to restrain a breach of the BBBEE Act and/or a “fronting practice”

- The introduction of various criminal offences for misrepresenting or providing false information regarding a firm’s BBBEE status or engaging in a “fronting practice”. A contravention may result in a fine and/or up to 10 years’ imprisonment for individuals and the firm may be fined up to 10% of its annual turnover and be banned from contracting with Government and public entities for 10 years
• The introduction of a statutory right for Government and public entities to cancel any contract awarded due to false information on BBBEE status
• Impose an absolute obligation on Government and public entities to take the Codes into account in their procurement policies and in issuing licenses and authorizations (previously they were only obliged to do so “as far as reasonably possible”)
• The imposition of an obligation on South African listed entities to provide a report to the BBBEE Commission on their compliance with BBBEE.

Under the current Codes, there are seven elements taken into account in determining a company’s BBBEE rating and by comparison, under the revised Codes, there are five, as illustrated in Table 3, below:

<table>
<thead>
<tr>
<th>ELEMENTS IN PREVIOUS CODES</th>
<th>ELEMENTS IN REVISED CODES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership</td>
<td>Ownership</td>
</tr>
<tr>
<td>Management Control</td>
<td>Management Control</td>
</tr>
<tr>
<td>Employment Equity</td>
<td>-</td>
</tr>
<tr>
<td>Skills Development</td>
<td>Skills Development</td>
</tr>
<tr>
<td>Preferential Procurement</td>
<td>-</td>
</tr>
<tr>
<td>Enterprise Development</td>
<td>New Enterprise and Supplier Development</td>
</tr>
<tr>
<td>Socio-Economic Development</td>
<td>Socio-Economic Development</td>
</tr>
</tbody>
</table>

Table 3: BBBEE Codes of Good Practice Old vs New

4.3.11. Employment Tax Incentive Act (Act No. 26 of 2013)

The Employment Tax Incentive (hereinafter referred to as the ETI) came into effect on 1 January 2014. Commonly referred to as the youth wage subsidy, the main objective of this act is to facilitate the increased employment of young work seekers by incentivising employers to employ young workers for a maximum period of two years. In return, employers will receive a reduction on their PAYE liability over the duration of employment. In his 2015 State of the Nation Address, President Jacob Zuma made reference to the efficacy of the ETI since its inception in 2013, as follows “R2 billion has been claimed to date by some 29 000 employers, who have claimed for at least 270 000 young people”.
Subsidised employment schemes are generally short term in nature, and effective in creating immediate impact and alleviation of the problem. An example of this is the Bulgarian Temporary Employment Plan. The programme offered incentives to private employers to hire unemployed workers, through direct wage subsidies that were provided for a period of 12 months. Furthermore, employers were given further tax benefits if they retained the young person as an employee. As a result, 42% of the contracts established in the first year had an indefinite duration. It is therefore important to ensure that employment subsidies are not be viewed as a single intervention, but rather, as part of a holistic approach to creating employment opportunities and enabling environment for young job seekers. Complementary interventions such as skills development and training, will ensure that participants are able to self-sustain at the end of the subsidy period. South Africa is no different in this regard.


In 2000, the Cabinet announced Government’s intention to roll out a free basic services programme, with specific focus on a basket of services such as water. Free basic services are defined as the minimum, basic levels of services, provided on a day to day basis, sufficient to cover or cater for the basic needs of the poor households. Section 152 of the Constitution of the Republic of SA, Act 108 of 1996, provides a legal basis for the provision of Free Basic Services. Furthermore, Pillar 3 of the Back to Basics programme of action identifies the implementation and management of indigent registers to be one of the hallmarks of a well-run municipality.

Municipalities have the freedom to craft their own indigent policies and programmes for the provision of free basic services, subject to alignment with provincial and national regulatory and legislative requirements. With regards to youth development, municipalities have, through this framework, the opportunity to design and implement a youth-targeted indigent basket of services, specifically to ease the impediments to youth development within their jurisdiction.

4.3.13. COGTA Back To Basics Programme

The Medium Term Strategic Framework (MTSF) for the administrative period 2014 to 2019 identified Local Government capacity as a key constraint in the delivery of basic services. The remedial action proposed therein was a balanced approach between local accountability and proactive centralised support measures. This is the context within which the Back to Basics approach to service delivery at Local Government was developed.
In 2014, COGTA undertook an audit of all 278 municipalities in South Africa. This review established four groups of municipalities based on degree of functionality and capacity, as illustrated in Figure 3 below:

![Audit Results of Municipal Capabilities & Functionality](image.png)

The results of this audit spurred the initiation of COGTA’s “Back to Basics” programme of action, which aims to institutionalise a performance management system that will recognise and reward good performance, and ensure sufficient consequences and appropriate support for under-performance.

The Back to Basics approach represents a shift towards a more people-centric model of ensuring municipalities can function at a minimum level competency. Furthermore, the methodology used to “audit” the municipalities was akin to a peer review process in terms of which effectiveness was measured against a set of pre-determined performance indicators. This type of peer review / moderation is discussed in Section G, in the context of performance monitoring and evaluation.

Furthermore, the Back to Basics approach represents a shift in the key performance areas for Local Government. In comparison to the existing Five Outcomes of Local Government, this is not a significant shift. It does however, reflect the focus that municipalities must have on “getting the basic right”. The difference between the Back to Basics approach and the previous 5 Outcomes is illustrated in Table 4, below:
### Table 4: Comparison of B2B Approach and 5 Outcomes of Local Government

As illustrated, the shift is not significant, and primarily serves to re-focus municipalities on ensuring that basic service delivery, governance and administrative functions are in place and working well. This shift is however an important development in relation to the development of this framework. The significance is discussed further in Section E, where the strategic framework is presented, and where the programme to action is aligned to Back to Basics Approach.

<table>
<thead>
<tr>
<th>Back To Basics Pillars</th>
<th>Five Outcomes of Local Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Participation, Putting people and their concerns first</td>
<td>Good Governance and Public Participation</td>
</tr>
<tr>
<td>Delivering basic municipal services</td>
<td>Service delivery &amp; Infrastructure Development</td>
</tr>
<tr>
<td>Demonstrating good governance and administration</td>
<td>Good Governance and Public Participation</td>
</tr>
<tr>
<td>Sound financial management and accounting</td>
<td>Sound Financial Management</td>
</tr>
<tr>
<td>Sound institutional and administrative capabilities</td>
<td>Institutional Development &amp; Organisational Transformation</td>
</tr>
<tr>
<td></td>
<td>Local Economic Development</td>
</tr>
</tbody>
</table>
“South Africa has the third highest unemployment rate in the world for people between the ages of 15 to 24. The country’s socio economic outlook is characterised by unemployment, poverty and inequality. Young people represent the single largest group of the South African unemployed”

Excerpted from the Draft Youth Development Framework For Local Gvt
5. Situational Analysis

5.1. Situation of Youth in South Africa

Young people constitute a major source of human capital base that hold and drive the socio-cultural, economic as well as political landscape of the country. As a demographically young country, young people represent the immense potential of the country, both in a positive and negative sense. South Africa, as a demographically young country, experiences a youth bulge, i.e. a demographic profile where the youth are larger in number than adults. The United Nations Population Fund (UNFP, 2011) describes the demographic dividend is the accelerated economic growth that may result from a rapid decline in a country’s fertility and the subsequent change in the population age structure. With fewer births each year, a country’s working-age population grows larger in relation to the young dependent population. With more people in the labor force and fewer young people to support, a country has a window of opportunity for rapid economic growth if the right social and economic investments and policies are made in health, education, governance, and the economy. This scenario has potential to turn the youth bulge will become a demographic dividend. However, if a large cohort of young people cannot find employment and earn satisfactory income, the youth bulge will become a demographic bomb, because a large mass of frustrated youth is likely to become a potential source of social and political instability. Therefore, one basic measure of a country’s success in turning the youth bulge into a demographic dividend is the youth unemployment rate.

One of the challenges confronting youth development work, is defining who they are, where they are and what do they do. The concept of youth is socially constructed, as such the way society regards youth, varies across time, space and socio cultural contexts. Functionally, youth is used to describe the transition period between the social categories of childhood and adulthood which is characterised physical changes and responsibilities. However, there are other important perspectives to defining youth. Culturally, the definition of youth relates to the role that individuals play in a given social context, which may also result in girls and boys experiencing youth differently. Youth can also be defined chronologically as those who fall within a certain age range. The age definition of youth is important for the purposes of policy, planning and implementation. Youth is defined by the United Nations as those between the ages of 15 and 24. This definition is provided by the UN General Assembly, and is not legally binding hence age definition of youth vary from one country to another and one organisation to another.

Within the South African context the first attempt at defining youth came through the National Youth Commission Act of 1996, which defines youth as young people between the ages 14-35.
This definition of youth has remained unchanged to date. The situation of youth in South Africa, must consider population statistics\(^4\) for the youth as defined by the youth policy to locate it within the broader national context.

The 2014 mid-year population statistics, estimated the total population of South Africa as 54 million. The youth population is estimated to be about 20.5 million, which represents 41.2% of the total population. Based on statistical information, it can be safely concluded that a substantial number of the South African population is youth. African youth constitute the highest number at 80.2% of the population, with the lowest being Indian/Asian youth at 8.4% of the population, as illustrated in Table 5, below:

<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>MALE</td>
</tr>
<tr>
<td>African</td>
<td>21,168,700</td>
</tr>
<tr>
<td>Coloured</td>
<td>2,305,800</td>
</tr>
<tr>
<td>Indian/Asian</td>
<td>677,000</td>
</tr>
<tr>
<td>White</td>
<td>2,214,400</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>26,365,900</td>
</tr>
</tbody>
</table>

Table 5: Mid-year Population Estimates for South Africa by Population Group and Sex, 2014

5.2. Where are Youth situated?

The migration patterns suggest most youth reside in the Gauteng Province, followed by KZN and Eastern Cape. Provinces with the least number of youth are Northern Cape, North West and Free State. Figure 4 below illustrates the distribution of youth per province.

---

\(^4\) Note that all Stats SA Data Categorises Youth 15-34
Based on the Table 6 below, approximately 65.5% of youth (15-35) live in urban areas, with 34.5% living in rural areas. A large portion of youth migrate from rural areas migrate to urban areas, in search of employment.

<table>
<thead>
<tr>
<th>Geographic Type : Youth</th>
<th>Persons Adjusted</th>
<th>% of persons adjusted</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban Area</td>
<td>13,235,431</td>
<td>65.5</td>
</tr>
<tr>
<td>Tribal / Traditional area</td>
<td>5,914,728</td>
<td>29.3</td>
</tr>
<tr>
<td>Farm Area</td>
<td>1,048,540</td>
<td>5.2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>20,198,699</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 6: Youth Distribution by Geographic Type

5.3. Youth Unemployment and Underemployment

The South African labour force makes up just 0.5% of the global labour force, but accounts for 2% of the world’s unemployment (National Treasury, 2011:13). According to the World Economic Forum (WEF) Global Risk 2014 report, South Africa has the third highest unemployment rate in the world for people between the ages of 15 to 24. The country’s socio economic outlook is characterised by unemployment, poverty and inequality. Young people represent the single largest group of the South African unemployed.

Unemployed youth are generally low-skilled and have little experience of employment, with two thirds of young people having never worked (National Treasury, 2011:5). Youth unemployment and underemployment is prevalent not only because of demand-side deficiencies (inadequate job opportunities), but also because the youth lack skills, work experience, job search abilities and financial resources to find employment” (ILO, 2006). Some of the reasons advanced for the unemployment and employability of youth are as follows:

- As a matter of course employers look for skills and experience. Unskilled, inexperienced jobseekers are regarded as a risky investment.
- Given the uncertainty about the potential of school leavers, employers consider entry-level wages to be too high relative to the risk of hiring these inexperienced workers.

The working-age population comprises three groups: persons who are employed; those who are unemployed, and the remainder who are not economically active. Figure 5 below illustrates youth employment patterns in the 3 quarters of 2014 from January 2014-to September 2014.
Figure 5: Youth Economic Activity

The combined number of youth who are not economically active and those who are unemployed far outweigh those who are employed. This illustrates the dire state of youth unemployment and inability to fully enjoy the gains of a post-apartheid democratic order.

Given the above challenges, mechanisms to address youth unemployment must contain the following key elements:

- Skills development initiatives that provide working and or income generations for young people
- Direct employment mainly into public sector jobs which includes Government facilitated private sector employment
- Youth entrepreneurship development, training and support

5.4. Factors Impacting Youth Development

There are other factors impacting youth development such as access to basic services, access to schooling, levels, of education, access to health facilities etc. The Integrated Youth Development Strategy (IYDS) identifies the following as the key youth target groups for policy and programmatic intervention:
<table>
<thead>
<tr>
<th>Young women</th>
<th>Youth in the workplace</th>
<th>Youth with disabilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Young men</td>
<td>Youth from poor households</td>
<td>Youth living with HIV / Aids</td>
</tr>
<tr>
<td>Youth in secondary school</td>
<td>Youth from different racial groups</td>
<td>Youth in conflict with the law</td>
</tr>
<tr>
<td>Youth in tertiary institutions</td>
<td>Teenage parents</td>
<td>Youth abusing dependency creating substances</td>
</tr>
<tr>
<td>School-aged, out of school youth</td>
<td>Orphaned youth</td>
<td>Homeless youth living on the street</td>
</tr>
<tr>
<td>Unemployed youth</td>
<td>Youth headed households</td>
<td>Youth in rural areas</td>
</tr>
<tr>
<td>Youth in townships</td>
<td>Young migrants</td>
<td>Young refugees</td>
</tr>
<tr>
<td>Youth in cities</td>
<td>Youth in informal settlements</td>
<td>Youth who have been or are at risk of being abused</td>
</tr>
</tbody>
</table>

Table 7: Key Youth Target Groups

Local Government, as the main point of interface between the citizenry and government must develop policies and strategies aimed at addressing the multipronged nature of youth development. IDP’s of Local Government must reflect plan to reach and address challenges faced by the various youth target groups.
SECTION D: LOCAL GOVERNMENT AND YOUTH
6. Local Government and Youth Development

Youth development in South Africa presents a cross cutting mandate that traverses all spheres of Government. Each sphere of Government must determine, within the regulatory framework and within its own mandate, how to ensure that the NDP and NGP objectives and goals for youth development in South Africa are achieved.

Local Government specifically has a particularly crucial role to play with regard to youth development, for two main reasons:

a) Local Government is the primary face of service delivery, and as such, is well positioned close to communities to understand their needs directly, and put in place appropriate responses within the scope of their mandate.

b) Various programmes of Government within the different spheres present the opportunity for Local Government to impact youth training, employment and enterprise development. These programmes are discussed in detail in the following section:

6.1. The Expanded Public Works Programme - Overview

The Expanded Public Works Programme (EPWP) is one element within a broader Government strategy to reduce poverty through the alleviation and reduction of unemployment. Notwithstanding Government efforts to tackle poverty and unemployment through various policy instruments such as the RDP and GEAR, as well as a sustained Gross Domestic Product (GDP) growth rate of 5% in the first decade after 1994, structural poverty, inequality and unemployment remained stubbornly high (the latter never coming under 20%).

One of the outcomes of the 2003 Growth and Development Summit, was an undertaking by Government to embark on a large scale public works programme - EPWP Phase 1, with a 5-year target of 1 million work opportunities. The EPWP’s mandate is to alleviate poverty and unemployment through the provision of training and work opportunities to poor and unemployed South Africans. It is implemented by all three spheres of Government, and across four sectors, namely: Infrastructure, Non State, Environment & culture and Social sectors.

The key assumption (at the time) was that economic growth in the “first economy” was not impacting upon the “second economy”, hence the need for targeted developmental programmes such as EPWP. Such programmes were viewed as once-off ladders to “graduate” “second economy” activities into “formal economy”. 
EPWP Phase One (2004 to 2009) achieved its 1 million work opportunities target one-year ahead (2008) of schedule, however, unemployment remained stubbornly high, and worsened from 2008, with onset of the global economic crisis. Encouraged by success of Phase 1, and responding to continued unemployment crisis linked to global economic crisis, EPWP Phase 2 (2009 to 2014) set an ambitious 4.5 million work opportunities target. With EPWP Phase 2, came the introduction of new programmes, namely, the Community Works Programme (CWP) and The Municipal EPWP Incentive. These new programmes are the mechanism by which municipalities can participate in and benefit from the EPWP Programme.

Figure 6 below, summarises the progression of EPWP from its Phase One to Phase Three (draft stage):

Figure 6: Progression of EPWP

6.2. Local Government Programmes within EPWP

6.2.1. The Community Works Programme

The Community Works Programme (CWP) is a community driven, Government funded with the objective of reducing the impact of unemployment in areas of greatest socio-economic need, across all 9 Provinces. It provides an employment safety net, by providing participants with a predictable number of days of work per month, enabling them to supplement their existing livelihoods and affording them basic income security through work. As described in Section 6.1 above, the CWP Programme is a component of the EPWP. It was incorporated into EPWP in 2008, and assigned to COGTA in 2010. Figure 7 below, illustrates the relationship between the CWP and the EPWP:
CWP sites have been established in marginalised economic areas, both rural and urban, where unemployment is high and Communities are actively involved in identifying ‘useful work’ needed in local areas. Community involvement is achieved usually through ward committees or local development forums. This has required innovative community development approaches, which the CWP has enabled. In practice, the work performed is multi-sectoral, and typically includes a mix of activities such as home-based care, mapping orphans and vulnerable children, food gardens, environmental services, and the creation and maintenance of community assets such as parks, water tanks and roads.

The impact of the CWP on communities, and specifically on youth is illustrated in Table 8, below:

<table>
<thead>
<tr>
<th>Year</th>
<th>CPWP Work Opportunities Target</th>
<th>No. of Work Opportunities Created</th>
<th>Number of Youth Who Benefited</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009 / 2010</td>
<td>50 000</td>
<td>55 582</td>
<td>Data no available</td>
</tr>
<tr>
<td>2010 / 2011</td>
<td>87 000</td>
<td>89 689</td>
<td>52 912 (59%)</td>
</tr>
<tr>
<td>2011 / 2012</td>
<td>69 120</td>
<td>105 218</td>
<td>56 818 (54%)</td>
</tr>
<tr>
<td>2012 / 2013</td>
<td>172 000</td>
<td>204 494</td>
<td>110 427 (54%)</td>
</tr>
</tbody>
</table>

Table 8: Impact of CWP on Youth Unemployment

The CWP therefore represents an opportunity for municipalities to ramp up their youth development efforts, especially in poor and rural communities where poverty and unemployment affect mainly young people. Furthermore, the CWP provides participants with
relevant training to improve their skills, thereby enhancing their chances of entering the mainstream labour market or becoming self-employed.

6.2.2. The EPWP Incentive Grant for Provinces and Municipalities

The EPWP Incentive Grant for Provinces and Municipalities is a performance based incentive paid to provincial bodies or municipalities (public bodies) implementing their Infrastructure and Environment and Culture programmes using EPWP principles and in accordance with EPWP Guidelines; as a reimbursement of the cost of minimum wages for work created. The intention of the EPWP Incentive Grant is to increase work creation efforts by public bodies by providing a financial performance reward. The more work created, the higher the portion of the incentive reward that will be disbursed. The EPWP Incentive Grant has been designed to encourage a greater adoption of labour-intensive methods and approaches by public bodies implementing EPWP. The EPWP Incentive Grant is designed to provide additional funds to those public bodies creating more work using their available budgets. The EPWP Incentive Grant is entirely performance based and fundamentally different from other conditional grant allocations (which are planning based). Figure 8 below, illustrates the relationship between EPWP, CWP and the Incentive Grant:

Figure 8: Relationship between CWP, EPWP & Incentive Grant

The best leverage and opportunity that municipalities have in accessing the Incentive Grant, is through the municipal infrastructure grant (MIG) programme. The MIG is aimed at providing all South Africans with at least a basic level of service through the provision of grant finance aimed at covering the capital cost of basic infrastructure for the poor. The MIG programme is a key part
of Government’s overall drive to alleviate poverty in the country and, therefore, infrastructure is to be provided in such a way that employment is maximised and opportunities are created for enterprises to flourish.

The key principles underpinning the design of the MIG are outlined below:

a) **Focus on infrastructure required for a basic level of service**: the MIG programme is aimed at providing only basic infrastructure.

b) **Targeting the poor**: The programme is aimed at providing services to the poor and funds will therefore be targeted to reach them.

c) **Maximising economic benefits**: The programme is managed to ensure that the local economic spin-offs are realised through providing infrastructure are maximised. This includes employment creation and the development of enterprises.

Given the above key MIG principles, opportunities for municipalities to utilise MIG to access the EPWP incentive grant abound. Furthermore, the MIG itself can be used to create jobs for youth in poor communities, and bolster economic activity, thereby creating entrepreneurial opportunities for youth owned enterprises.

### 6.2.3. The National Youth Service

Launched in April 2007, the National Youth Service (NYS) is a Government programme implemented by the National Department of Public Works and it forms part of the Expanded Public Works Programme (EPWP). The NYS aims to involve youth (ages 18 to 35) in activities which provide benefits to the community whilst developing their abilities through service and learning. The NYS is a joint initiative between the National Youth Development Agency (NYDA) and the Department of Higher Education as the funder for training.

Broadly speaking, the objectives of the NYS are as follows:

a) To create work and training opportunities for the unemployed youth while at the same time addressing the shortage of artisan skills in the building industry

b) Ensure participation of the youth in community service delivery and thereby instilling the spirit of patriotism in young South Africans.

c) Ensure that youth develop skills, understanding and aspirations for working within the built environment.

The NYS has both short term benefits (temporary paid work) and long term benefits (training). Training is divided into two components which is 6 months theoretical training or on class training.
and 6 months on site training where the beneficiaries are placed with the contractor for gaining practical training experience.

NYS Beneficiaries can exit into three different pathways:

a) Further learning and training through institutions of higher learning e.g. FET Colleges.
b) Through employment by the Department, contractor or private company.
c) Small micro medium enterprise development
d) All exited learners are kept on Departmental database for future

The NYS is a programme within the EPWP that has the potential to generate mass employment and offer unemployed young people with training and upskilling opportunities that would open doors for them to enter formal employment.

The Table below reflects the impact of the NYS and the number of young people who have participated in its programmes since its inception:
The EPWP Youth Build Programme is a community-based programme, where out of school youth are exposed to; work experience, artisanal skills, social action, leadership development and personal transformation. The programme is implemented through a partnership between the Department of Public Works, the NYDA, the Department of Human Settlements and Not for Profit Organisations. Since its inception in 2008, the programme has registered the following achievements:

<table>
<thead>
<tr>
<th>YEAR</th>
<th># OF PROJECTS</th>
<th>CATEGORY</th>
<th>TOTAL PARTICIPANTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>2005</td>
<td>55</td>
<td>N/A</td>
<td>17 022</td>
</tr>
<tr>
<td>2006</td>
<td>21</td>
<td>N/A</td>
<td>13087</td>
</tr>
<tr>
<td>2007</td>
<td>No information</td>
<td>N/A</td>
<td>15 139</td>
</tr>
<tr>
<td>2008</td>
<td>55</td>
<td>NYS Category 1</td>
<td>25 308</td>
</tr>
<tr>
<td></td>
<td></td>
<td>NYS Category 2</td>
<td>30 372</td>
</tr>
<tr>
<td></td>
<td></td>
<td>CATEGORY</td>
<td># OF PARTICIPANTS</td>
</tr>
<tr>
<td>2008</td>
<td>55</td>
<td>NYS Category 1</td>
<td>25 308</td>
</tr>
<tr>
<td></td>
<td></td>
<td>NYS Category 2</td>
<td>30 372</td>
</tr>
<tr>
<td>2009</td>
<td>No information</td>
<td>NYS Category 1</td>
<td>34906</td>
</tr>
<tr>
<td></td>
<td></td>
<td>NYS Category 2</td>
<td>542</td>
</tr>
<tr>
<td></td>
<td></td>
<td>NYS Category 3</td>
<td>34064</td>
</tr>
<tr>
<td>2010</td>
<td>No information</td>
<td>NYS Category 1</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>NYS Category 2</td>
<td>2049</td>
</tr>
<tr>
<td></td>
<td></td>
<td>NYS Category 3</td>
<td>16093</td>
</tr>
<tr>
<td>2011</td>
<td>17 projects registered and 49 partnerships signed</td>
<td>N/A</td>
<td>66093</td>
</tr>
</tbody>
</table>

Table 9: National Youth Service Participants
6.3. Overview of Challenges and Achievements for Youth in Local Government

In line with the National Youth Policy 2009-2014, the Department of Local Government (DPLG now called CoGTA), developed the Local Government Youth Development Framework. The introductory section of the framework described the purpose of framework as “to provide a guide to municipalities to work at mainstreaming youth development into their policies, plans, programmes and management practices” (Local Government Youth Development Framework, 2009, DPLG). The framework was developed based on various international and national policy and legislative instruments aimed at facilitation and mainstreaming youth development. Table 10 below describes some of these legislative instruments and frameworks with direct implications for Local Government programmes.

<table>
<thead>
<tr>
<th>Act / Policy / Charter</th>
<th>Implications to Youth Development in South Africa</th>
<th>Implications to Youth Development at Local Gvt Level</th>
</tr>
</thead>
</table>
| National Development Plan      | • Proposes policy & programmatic interventions in various sectors e.g. education and health  
                                 | • Defines the overall vision for youth development, towards which the country (public and private sector should work)  
                                 | • Identifies the youth cohort as the key enabler to unlock economic growth                                           | • Design and implement community based programmes for youth  
                                 |                                                                                                                     | • Build / make available community safety centres  
                                 |                                                                                                                     | • Mainstream youth development in IDP’s, policy development and programme implementation                              |
| New Growth Path                | • Identifies youth unemployment and economic exclusion as the greatest impediment to economic growth  
                                 | • Identifies labour absorbing growth sectors for which skills must be developed, primarily by the youth  
                                 | • The procurement Accord sets targets for Government to procure goods and services from black business in general and youth specifically. | • Local Government need to centralise youth development in their LED policies and related programmes such as employment equity and learnerships.  
                                 |                                                                                                                     | • Local Government should facilitate through policy and partnerships with the private sector, mechanisms by which local economies can be grown, especially those that have |
been identified as growth drivers and labour absorbing. • Local Government to adhere to the targets set in the NGP for procurement from youth owned enterprises.

Local Government to adhere to the targets set in the NGP for procurement from youth owned enterprises.

Local Government to align youth development interventions to focus areas of intervention identified in the Youth Development Policy.

Youth development initiatives must be aligned to the 5 back to basics pillars.

6.4. Role of Local Government in Youth Development

Local Government is the interface between Government and the citizenry, including youth. In demonstrating its commitment to youth development, during the drafting of the LGYDF 2009-2014 Local Government pledged following:

• Youth development units shall be established at local municipality level;
• Performance Management of Section 57 managers shall be reflective of youth development;
• The full involvement and participation of young people in all programmes;
• Focused, systematic and developmental youth programmes at Local Government level;
• Continuously identifying and supporting existing youth programmes; and
• Support political buy-in for youth development
• Local Government shall Support the implementation of youth development policies and strategies; and
• Ensure that Integrated Development Plans (IDPs) are reflective of and promote youth development.

The LGYDF 2015-2020 should be viewed as a continuation of the 2009-2014, as such the same commitments will be required to support the LGYDF 2015-2020. In order to ensure the implementation of the above commitments, they have been incorporated into the Programme of Action, which is presented in Section E of this document.

6.5. Weaknesses and Achievements from 2009-2014

Investing in South Africa’s youth and paying attention to their needs by creating employment opportunities, skills development opportunities and providing basic services is integral to the creation of stable local communities. The Local Government adage which says “Local Government
is everyone’s business”, holds true for youth development as well. For this reason, successful implementation of youth development initiatives at Local Government level requires a multi stakeholder approach. Stakeholders from various sectors such as Public Sector, Private Sector and Civil Society have a role to play in fostering youth development. Weaknesses identified in mainstreaming youth development in the various sectors of South African society can be summarised as follows:

In the Public Sector

- Limited understanding of youth development and the role of structures established to facilitate youth development such as youth directorates (within departments at National and Provincial Level)
- Uncertainty regarding the role of the NYDA especially since the NYDA act does not enable the agency to enforce reporting by government departments to the agency
- Limited resources allocated to Youth Development and often described as an unfunded mandate
- Lack of knowledge of what is entailed in the National Youth Policy 2009-2014
- Lack of knowledge of what is entailed in the Local Government Youth Development Framework
- Poor coordination on Youth Development Programs

In the Private Sector, the identified challenges are as follows:

- Limited understanding of youth development
- Limited allocation of resources to youth development
- Lack of interest in partnering on Youth Development initiatives
- Lack of knowledge of what is entailed in the National Youth Policy 2009 to 2014

In Civil Society Organisations, the identified challenges are as follows:

- Weak coordination in youth development interventions

The development of LGYDF 2015-2020, which in part is motivated by the expiration of the National Youth Policy 2009-2014 and the LGYDF 2009-2014, a dip stick review of a select municipalities in 5 Provinces was undertaken, i.e. Gauteng, Western Cape, Mpumalanga, Northern Cape and Limpopo. The review was undertaken by means of a questionnaire circulated
to various municipalities, as well as focused group discussions led by CoGTA National Staff. The review focused on the following key areas:

- Access to CoGTA Youth Framework
- Knowledge of other Youth Frameworks
- Knowledge of Youth Planning frameworks
- Knowledge of Youth Strategies and Plans
- Youth Performance Management Frameworks
- Youth Performance Evaluation Frameworks
- Monitoring and Support

Based on the completed questionnaires, provincial and municipal level reviews the following was established. In the area of:

**Access to Youth Development Framework**, the majority of municipalities reported they were aware of the framework whilst some reported not being aware of the framework.

With regard to municipalities being aware of other Youth Related Frameworks and Policies both at an international and national level, most of the municipalities reported they are aware of other youth frameworks such as the NYDA Act 2009, National Youth Policy 2009-2014, Municipal youth development strategy. In the same vein, other municipalities demonstrated a lack of knowledge and understanding of these policy documents and strategies.

**In the area of youth Performance Management Frameworks**, most of municipalities reported the lack of youth related performance management frameworks but referred to the millennium development goal indicators. Municipalities also reported lack of tangible support to undertake/perform youth development evaluation.

Some of the municipalities reported that even though very little was happening by way of programmes, youth units had been established and were located in the office of the mayor. In addition there were varied reports on the political willingness of the municipality leadership to support mainstreaming of youth development.

An observation has been made that is some cases equity and mainstreaming are used interchangeably. It’s important to establish the understanding that mainstreaming is a strategic approach whilst equity is a measurable (quantitative measure) that may be utilised to advance mainstreaming but does not guarantee institutional transformation. The latter requires attitudinal change and enabling environments created.
The uniformity or standardisation of youth development concepts, strategies, policies etc is important, and as such, the disparate understanding of youth development and mainstreaming as an approach is a matter of concern. To this end, mainstreaming as a strategic approach has been described in great detail in Section E of this document, and COGTA will take steps to ensure that it is broadly understood by municipalities.

Based on the above review, it was concluded that 3 fundamental problems lie at the root of the poor implementation of the previous LGYDF. These are summarised below:

![Diagram showing insufficient communication & support, inadequate programme of action & implementation plan, weak monitoring and evaluation framework]

**Figure 10: Review of 2009 LGYDF**

**6.6. Local Youth Offices as a Success Story**

The National Youth Development Agency Act provides the legislative mandate through which the NYDA engages with Municipalities for the establishment of Local Youth Offices. Section 5 of the aforementioned NYDA Act indicates the functions of the NYDA, which includes inter alia, the establishment of offices of the Agency at provincial and local levels and the appointment of the necessary personnel to those offices. Section 7 of the NYDA Act outlines the role of organs of state (including Municipalities), companies and civil society organisations in youth development.

Organs of state must:

(a) Take national priorities in respect of youth development into account in planning their activities; and
(b) Submit, in the prescribed manner, annual reports to the Agency regarding their implementation of youth development priorities.

The NYDA made a strategic decision to establish Local Youth Offices (LYO’s) by partnering and leveraging resources from municipalities to host such offices. Local Youth Offices are walk-in youth advisory centres providing information on products and services and career information to young people visiting these centres. These offices are hosted by municipalities and are typically approximately 50m² to 100m² in size. The staff component is typically two to five personnel.

The primary objective of a Local Youth Office is illustrated in Figure 11, below:

![Figure 11: Objectives of a Local Youth Office](image)

The NYDA / municipality relationships are strategic partnership agreements, and as such, are administered under a partnership agreement, rather than a service level agreement. The roles, responsibilities and resources committed by each partner are clearly defined in the Partnership Agreement and the Local Youth Office is formally linked to an NYDA Full Service Branch for operational support and monitoring purposes.

In terms of the strategic partnership agreements, the role of the municipality as the strategic hosting partner of a local youth office is to contribute a once-off financial contribution (or allocate existing resources) in respect of site establishment costs, which include:

- Information about NYDA products & services
- Information about the labour market, world of work and career opportunities.
- Job seeker information & advice, workplace trends, etc.
- Refer young people to the appropriate employment agencies and youth service providers
- Basic computer skills training
- Business plan writing
- Ad hoc youth targeted capacity building training
- CV writing skills, interview preparation skills
- Information sharing with schools on career information & entrepreneurial advice
- Partnerships with local government, tribal authorities and community structures, to empower young people in their communities
• Provision and preparation of facilities, tiling, painting, etc.
• Office and related Furniture
• Electronic equipment (Computers used by staff and public, printers, copiers, etc)
• Internet connectivity

Furthermore, the municipality is responsible for the monthly operational costs, which include:

• Stationery
• Telephones
• Utilities
• Cleaning, housekeeping and security services
• General procurement support for goods and services required
• Rent (if applicable)
• Salaries and Wages

In line with the partnership agreement, the role of the NYDA is as follows:

• Provide the host partner with NYDA specifications for site establishment.
• Branding and signage of the Local Youth Office.
• Supply NYDA brochures, pamphlets and other marketing collateral for distribution.
• Provide on-going training and support to Local Youth Office staff on NYDA products and services. This structured capacity building programme includes job-shadowing within a NYDA Full Service Branch.
• Manage relationships with Local Youth Office staff, host partners and other stakeholders.
• Assist with data collection and reporting.
• Ensure that monthly statistics are collated on time.
• Ensure connectivity between the Local Youth Office and the NYDA portal and other business systems, e.g.: Customer Relationship Management (CRM) system.
• Encourage the use of the NYDA help desk located at the NYDA head office.
• Fixed schedules for visitation are compiled and agreed to between the NYDA Full Service Branches and Local Youth Office staff. During these visits all NYDA products and services that are not available at the Local Youth Office are taken to target audiences in remote rural areas.
• Arrange and attend quarterly steering committee meetings with the host partner.
• Provision of outreach vehicles
Local Youth Offices (LYO’s) implemented through a partnership between the NYDA and local municipalities represent one of the greatest youth development achievements within the local government context. This is due to their ability for wide geographic reach and potential to significantly impact youth development initiatives. Since 2000, a total of 217 Local Youth Offices have been established nationally. The challenge however remains the uneven operationalization and sustainable functioning of these Local Youth Offices. To address this challenge, the NYDA has taken a decision to shift emphasis from focussing on establishment of new LYO’s to the full operationalization of the already existing 217 LYO’s. For this purpose, a deliberate Key Performance Indicator and target has been included in the NYDA Annual Performance Plan for 2015/2016. The strategic resolve is to ensure that Local Youth Offices become service delivery access points for the youth, particularly in rural and remote areas. This can be achieved by ensuring LYO’s evolve beyond mere information dissemination points, into actual service delivery centres of development. It’s recommended that municipalities should also follow a similar approach of ensuring the optimum utilisation of local youth offices as service points for youth. For this purpose, LM’s will be required to include plans to strengthen and operationalise the LYO’s into their IDP.

6.7. Conclusion

In conclusion, the existence of an expansive network of LYO’s established through partnership with the NYDA demonstrates the potential of collaborative efforts within the local government youth development context can yield. These efforts should be strengthened to explore the full potential LYO’s as centre’s for youth development.

It’s worth noting that the review of implementation of the LGYDF 2009-2014 reveals a worrying trend of uncoordinated youth development activities, poor communication and support between National, Provincial and Local CoGTA, weak monitoring, reporting and evaluation processes and poor understanding of mainstreaming as an approach to youth development.
“Given the alarmingly high level of youth unemployment and poverty, youth development can no longer be treated as an “add on”.

Excerpted from Draft Youth Development Framework, 2015
7. Strategic Framework for Youth Development

7.1. Overview of Strategic Framework for Youth Development

The strategic framework for youth development at Local Government is founded on the legislative and policy framework, and supported by a robust and integrated institutional arrangement. Programmatic interventions, and key focus areas have been aligned thereto, and require strong intergovernmental and private sector collaboration. The effectiveness and impact will be grounded in successful mainstreaming across Local Government and effective monitoring and evaluation.

There is general consensus that in order to ensure greater impact and more significant progress towards youth development in South Africa, radically different measures must be implemented and existing measures must be strengthened. However, in order to ensure that new programmatic interventions, or new ways of doing things are successfully mainstreamed within municipalities, the proposed interventions, must as far as possible, and to the extent reasonably feasible, be assimilated into already existing structures and institutional arrangements. This will be achieved by aligning them to COGTA’s Back to Basics programme as well as the five Key Performance Outputs of Local Government. The components of this strategic framework are illustrated in Figure 12 below:

Figure 12: Strategic Framework for Youth Development at Local Government
7.2. Mainstreaming Youth Development in Local Government

7.2.1. Overview of Youth Development Mainstreaming

Mainstreaming is the process of assessing the implications for youth in relation to any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy in terms of which making the concerns of youth development an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres such that the status quo is not perpetuated.

Mainstreaming as a strategy enables municipalities to ensure that the specific needs of the youth are entirely taken care of as part of the day-to-day service delivery of the municipality. Mainstreaming is not an end in itself, rather, it is a means to an end, the end being the realisation of the vision for South Africa’s youth as articulated in the National Development Plan and the National Youth Policy.

Currently, one of the weaknesses of youth development in South Africa is the fact that youth development is generally treated as an “add on” activity rather than as an integral part of the work undertaken by any Government Departments. Mainstreaming acts to counter this incorrect premise. It is a different way of working that ensures that the existing service delivery of Local Government is accomplished whilst simultaneously ensuring that the national challenges of poverty and unemployment, the brunt of which are borne by the youth, are addressed.

7.2.2. Implications of Mainstreaming To Local Government

This approach to youth development has far reaching implications for how Local Government functions:

a) Emphasis on reshaping the main stream rather than adding activities at the margin

Efforts to improve the situation of the youth through specific initiatives and special components of larger projects means that their interests are not reflected in the overall objectives and activities of Local Government development initiatives. The result is that youth continue to be bypassed in the allocation of most development resources, and opportunities and initiatives have little, if any, impact on the core structure of their challenges. Mainstreaming as a strategy directs attention at ensuring that main stream activities are

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Adapted from Guidebook For Mainstreaming of Equality Concerns in Local Government
structured in such a way that they provide an equitable distribution of opportunities and benefits to youth.

b) **Focus on youth development as an objective rather than on the youth as a target group**

Approaches that focus on youth as target groups can lead to some innovative initiatives, however they often focus on activities as an end in themselves and are not related to either the social context or broader development objectives. A shift in focus to youth development as an objective means taking a closer look at specific initiatives aimed at certain youth to assess whether they in fact contribute to development. With youth development as an objective, all policies and initiatives must be scrutinized in order to assess their impact on disparities youth development may encounter in access to resources, opportunities and ability to shape their future.

c) **Focus on the broader policy and institutional context as well as project / programme initiatives**

The development benefits or impacts of particular projects / programmes can be overshadowed by problems in the broader policy or institutional environment. If Local Government lacks the capacity to identify and address youth development concerns in the design and development phase of policies and projects / programmes, action will remain isolated initiatives with limited long-term impact.

d) **More attention to organizations and networks**

Youth Development organizations and networks are growing in number and are effective in articulating the needs and interests of young people in South Africa. Local Government can greatly benefit from consultation with these organizations when undertaking analyses and dialogue on issues and problems to be addressed in programmes.

7.2.3. **Mainstreaming versus Targeted Interventions (Programmes)**

Programming is an approach which sees youth development concerns primarily as “problems” that can be successfully addressed through programmatic interventions. Programming a response to these concerns means developing and implementing dedicated, separate programmes to address, for example, job creation for unemployed youth, youth SMME support. Such programmes are normally driven by staff dedicated to that specific area of concern for which they were appointed.
Mainstreaming as a strategy does not in any way preclude the need for specific targeted interventions as can be obtained through the programming approach, to address youth development. What is needed is a dual approach, where both work complementary to each other.

7.2.4. Critical Factors for Mainstreaming Success

The importance and benefits of mainstreaming youth development are not in doubt, neither is the concept new. Mainstreaming youth development has been a policy position in most youth related policies, and was a recommendation in the National Youth Policy 2009. Notwithstanding the broad consensus on the importance of Youth Development, mainstreaming has still not been achieved at any sphere of Government. Numerous factors have contributed to this failure, key among which is the failure to identify critical enabling factors and integrate them into reporting and monitoring and evaluation tools.

To this end, the following critical success factors have been identified, for implementation within municipalities to ensure successful mainstreaming:

- Support and buy in of Political and senior administrative leadership of municipalities.
- Endorsement of mainstreaming and its attendant requirements by all municipalities.
- Inclusion in IDP’s as primary mainstreaming instrument.
- Youth Policy aligned to this framework, as well as all other Provincial and National prescripts to be drafted and implemented by each municipality
- Enabling institutional arrangements
- Financial support by integration into municipality budgets
- Development of Indicators to monitor and enforce implementation

In addition to the above critical success factors, it will be crucial to ensure that the strategic framework is linked to the already existing five Local Government KPA’s, as well as the monitoring and evaluation framework is discussed in Section 8 below. The rationale is to endeavour to limit the administrative burden of implementing this framework, and to align it as closely as is reasonably possible to existing structures and systems.

7.3. Youth Development Priorities over the Next Five Years

In line with the draft National Youth Policy 2015, the NDP, the NGP and based on an understanding of the situation of youth development in South Africa today, the youth development priorities were developed. Furthermore, the selection of these priorities was
influenced by the mandate of Local Government, taking into account the extent to which municipalities could effect meaningful change.

The Youth Development priorities for Local Government over the next five years are set out in Table 11 hereunder:

<table>
<thead>
<tr>
<th>Back to Basics Pillar</th>
<th>Expanded Narrative</th>
<th>Youth Development Priorities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public participation</td>
<td>Listening and responding to the needs of people. This entails truly understanding the needs of communities and ensuring that interventions are responsive. With regard to the youth specifically, exclusion from public participation reinforces systemic marginalisation and inequality</td>
<td>Priority One: Inclusive Youth Led Development</td>
</tr>
<tr>
<td>Basic service delivery</td>
<td>The provision of basic services such as water, electricity, sanitation, waste management, roads and public transport. Also incorporates the maintenance of infrastructure that supports service delivery.</td>
<td>Priority Two: Increased Youth Economic Participation</td>
</tr>
<tr>
<td>Good governance</td>
<td>Effective functioning municipalities that are well run in accordance with the law and according to sound institutional governance prescripts.</td>
<td>Priority Three: Implementation of Youth Development Framework</td>
</tr>
<tr>
<td>Institutional Capacity</td>
<td>Building capable institutions with the right skills and knowledge. This presents municipalities with the opportunity to incorporate youth development in their recruitment and skills development strategies.</td>
<td>Priority Four: Skills Development</td>
</tr>
</tbody>
</table>

Table 11: Priorities For Local Government Youth Development

End to end youth development is not limited to the above stated key priorities for Local Government. It is more expansive, and includes health and wellness, education, and other areas of importance to youth. However, these fall outside of the mandate of Local Government and as such, municipalities have limited scope for meaningful interventions.

7.4. Programme of Action for the Next Five Years

The programmatic interventions proposed herein are derived primarily from the draft National Youth Policy 2015, as well as the various other legislative and policy prescripts described herein. They represent the priorities for youth development in Local Government over the next five years(2015 to 2020).
## Programme of Action

<table>
<thead>
<tr>
<th>Problem</th>
<th>Problem Statement</th>
<th>Key Performance Area</th>
<th>Key Performance Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Priority One</strong>: Inclusive youth led development</td>
<td>The minimum basic services indigent package does not target youth as a focus group. Specifically, marginalised youth could benefit from an extension of the current indigent package to include services such as free / reduced municipal transport services, reduced trading license fees, etc.</td>
<td><strong>B2B 1: Putting People First &amp; Public Participation</strong></td>
<td>Indigent policy reviewed and amended (where necessary to ensure the centrality of youth development) by target date.</td>
</tr>
<tr>
<td></td>
<td>Marginalised youth often do not have access to information for their own development such as entrepreneurial opportunities or job opportunities. The already existing NYDA / Municipality Youth Service Offices should be optimised and fully operationalised to provide full service package to youth.</td>
<td></td>
<td>Number of youth registered on indigent register by target date.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of youth who benefited from expanded indigent package.</td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>B2B 1: Putting People First &amp; Public Participation</strong></td>
<td>Number of NYDA partnership agreements reviewed by target date.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of youth accessing local youth offices.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of youth skills training workshops / seminars provided at Local Youth Offices.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of projects / initiatives undertaken to inform local youth about the local youth office.</td>
</tr>
<tr>
<td>Problem</td>
<td>Problem Statement</td>
<td>Back to Basics Pillar</td>
<td>Key Performance Indicators</td>
</tr>
<tr>
<td>---------</td>
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</tr>
<tr>
<td><strong>Priority Two:</strong> Increased Youth Economic Participation</td>
<td>The economy is not growing at the required rate of 5% and is therefore not creating the number of jobs required to reduce unemployment.</td>
<td><strong>B2B:</strong> Basic Service Delivery</td>
<td>LED policy reviewed and amended (where necessary to ensure the centrality of youth development) by target date</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(Revised) LED Strategy developed and implemented by target date</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of CWP work opportunities created for youth.</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Number Creation of EPWP work opportunities created for youth.</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Number of job created for youth through other municipal initiatives such as infrastructure projects/PPP.</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Number of green economy youth enterprises supported</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Number of jobs created through green economy project</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of tourism development youth enterprises supported.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of jobs created through tourism initiatives</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(formalization of informal trading)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Number of registered youth vendors</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Number of stalls erected rented by youth traders.</td>
</tr>
<tr>
<td>Problem</td>
<td>Problem Statement</td>
<td>Back to Basics Pillar</td>
<td>Key Performance Indicators</td>
</tr>
<tr>
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<td>----------------------</td>
<td>---------------------------</td>
</tr>
<tr>
<td><strong>Priority Three: Good Governance</strong></td>
<td>Insufficient Support For Youth Owned Enterprises</td>
<td><strong>B2B 3: Good Governance</strong></td>
<td>Number of contracts awarded to local youth owned SMME’s</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of business training courses provided to local youth owned SMME’s</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of fully functional youth business centres in operation.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of youth business linked to private business for business mentorship.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of local youth business connected to private business for procurement of goods / services.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Problem</th>
<th>Problem Statement</th>
<th>Key Performance Area</th>
<th>Key Performance Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Priority Four: Skills Development</strong></td>
<td>Lack of exposure to and experience in the world of work.</td>
<td><strong>B2B 5: Institutional Capacity</strong></td>
<td>Number of youth (employees under 35) employed in accordance with the Employment Equity Plan targets</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of youth capacitated in terms of the workplace Skills Plan by target date</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of youth interns appointed by target date</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Number of learnerships opportunities created by target date</td>
</tr>
</tbody>
</table>
8. Institutional Arrangements

8.1. Overview of Institutional Arrangements

Institutional arrangements are structures established to plan and manage youth development activities efficiently and to effectively fulfil their mandate. To support the LGYDF, appropriate level institutional arrangements are required. These include national, provincial, district and municipal level arrangements. In line with the strategic thrust of the LGYDF, the institutional arrangements are primarily focused at municipal and district level with coordinating functions at Provincial and National Level. The LGYDF 2015-2020 should be viewed as a continuation of the 2009-2014, as such the same commitments will be required to support the LGYDF.

8.2. Recommended Institutions Arrangements

The following institutional arrangements should continue to exist at National, Provincial, District and Municipal level. In addition CoGTA should participate and report to transversal departments such as the Department of Performance Monitoring and Evaluation (DPME).

Figure 13 below illustrates the institutional arrangements for effective implementation of youth development interventions.

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Figure 13: Recommended Institutional Arrangements
At National Level the Youth Directorate within CoGTA should provide guidance, oversight and support for the implementation of the Framework. This, as articulated in the 2009-2014 (LGYDF) entails the following functions:

- Data collection, research and policy development;
- Coordination and alignment;
- Training and capacity building;
- Monitoring and evaluation;
- Establishment and strengthening of partnerships;
- Convening learning and transformation forums;
- Documentation and dissemination of information and good practices; and
- Reporting on Local Government performance based on national priorities, programmes and indicators to Cabinet, organs of state and structures mandated to oversee and monitor youth development.

At Provincial Level, CoGTA or CoGHSTA (in some cases) should establish/maintain a Youth Unit for the coordination of youth development. A Provincial Youth Coordinator must be appointed to act as a link between the national CoGTA, district and local municipalities.

Provincial level Youth Unit is expected to perform the following functions:

- Adopt and promote LGYDF;
- Establish and strengthen provincial institutional systems for youth development;
- Design provincial implementation plans for the Framework;
- Advocate for allocation of resources for youth development;
- Undertake research and disseminate information;
- Provide leadership, guidance and support to municipalities to develop and implement youth development programmes;
- Build capacity and support the mainstreaming of youth development in provincial and municipal departments;
- Monitor performance of municipalities in mainstreaming youth development;
- Provide oversight over the establishment of district wide self assessment process;
- Develop and adopt self assessment tools;
- Advocate for youth development;
- Monitoring and evaluation based on indicators for youth development; and
- Reporting on provincial and municipal youth development initiatives.
At district level, a district wide youth development coordination structure must be established. This structure must be located in the office of the district mayor. The role of this structure will be to facilitate peer review and mainstreaming moderation. This structure will serve as an advisory structure to the mayor and section 57 managers within the district. It will focus on assessing the performance of municipalities by peers with regard to mainstreaming youth development, inclusion of youth development programmes and targets in the Municipal IDP.

At municipal Level, Youth Units must established/maintained, which amongst others, formulate specific plans and strategies relating to youth development. Such Units should deal with issues pertaining to job creation for youth, participation and mobilization of youth and delivery of municipality-related social services. In addition, the unit should coordinate and support the work of youth development partners. The Unit will be the key driving force for mainstreaming youth issues in IDPs and other municipal programmes. For effective delivery of youth development programmes the Unit must be allocated a dedicated budget annually to perform its activities effectively.

8.3. Functions of the Youth Unit as per in LGYDF 2009-2014

- Develop appropriate strategies and programmes for youth development including opportunities for creation of employment for young people;
- Establish and maintain viable strategic partnerships with relevant stakeholders;
- Advocate for youth owned companies to acquire a reasonable share of all municipal procurement opportunities;
- Promote participation of youth in IDP processes;
- Monitor the compliance of the municipality on the above;
- Be an information hub for young people of the municipality;
- Develop appropriate strategies to realize youth development policy imperatives; and
- Facilitate establishment of youth councils in their municipalities

8.4. Composition of the Youth Unit

The Youth (Development) Manager (Head of Unit) performing the following duties:

- Manage the corporate environment of the Unit;
- Responsible for the provision of policy frameworks and or strategies;
- Develops and maintains Monitoring and Evaluation systems for the whole Unit;
- Is a project manager for youth development in the municipality;
- Is responsible for the development of youth development plans for the municipality;
- Is responsible for collecting, compiling, analysing and disseminating information related to youth issues and youth development;
- Is responsible for consolidating youth development proposals, business plans and programmes in the municipal area of jurisdiction;
- Is responsible for performing the day-to-day management of municipality-led youth development activities;
- Engages with other youth development role-players and partners external to municipal structure;
- Ensures that monitoring and evaluation activities for youth development within the municipality, is undertaken;
- Compiles reports on progress regarding implementation; and
- Representing youth development in all planning and decision-making forums, e.g. Strategic planning, IDP Forums, etc.

For effective delivery of the youth development programme, the Youth Manager must have the necessary competency and must be given adequate authority, decision making powers and support within the municipal institution. The Manager must be a Section 57 manager, reporting to the Municipal Manager.

**The Youth Development Manager reports to:**

- The Mayor for any requirements regarding political support for youth development; and
- The Municipal Manager on performance related matters and engagement with other youth development role-players and/or sectors.

**Youth Coordinator**

- Middle level position;
- Located in Municipal Manager’s office;
- Recruited from the Youth group;
- Responsible for coordinating the programmes (operational management); and
• Responsible for the development and implementation of M&E systems for the operational programmes.
• Administrative Officer
Conclusion

This section acknowledges the structures to support youth development activities at Local, Provincial and National CoGTA level entailed in the LGYDF 2009-2014. It recommends the maintenance strengthening of these structures. It further proposes a district wide peer review structure, which will serve as a self-assessment structure by municipalities within a district to gauge their performance on youth development activities.
Responsible for the administration of all issues of development in the Unit.

SECTION G: MONITORING & EVALUATION FRAMEWORK
9. Monitoring and Evaluation Framework

9.1. Overview of Monitoring and Evaluation

Since 1994 Government through its different spheres of Government has established mechanisms that support the emergence of a Planning, Monitoring and Evaluation culture within the Public Sector. This is evidenced by a series of reforms introduced by the Public Service Commission (PSC), National Treasury and the Department of Monitoring and Evaluation. The PSC, albeit not an executive arm of Government, is an independent constitutional body accountable to parliament, mandated by the Constitution to promote the nine values and principles set out in section 195 of the Constitution. The PSC is further required to monitor and evaluate the organisation, administration, and the personnel practices, of the public service. In 2005, Government adopted the Government Wide Monitoring and Evaluation System which introduced basic principles for the implementation of Monitoring and Evaluation within Government.

The Monitoring and Evaluation component of this youth development framework is based on the review of a range of relevant documents including those relating to existing planning, performance management, monitoring, evaluation, reporting, governance-related practices and policies in place Government wide and specifically within the Local Government context. The main objective for monitoring is to evaluate the impact and effectiveness of youth development programmes.

Before outlining the Monitoring and Evaluation requirements for the youth development framework, it is prudent to initially define Monitoring and Evaluation and the supporting policy and legislative prescripts.

The National Development Plan (NDP) rallies the nation to understand that a capable state and active citizenry as two sides of the same coin, one cannot function without the other. The journey towards attaining such a state requires a Government performance culture that enhances accountability and citizen based monitoring. Government has adopted an Outcomes Based Approach to Government planning which is focused on achieving real life improvements for the citizens of South Africa. The Outcomes Based Approach means planning backwards from an outcome to be achieved, clarifies how it will be achieved and identifies mechanisms to gauge progress towards achieving results. The youth development framework must align to this Government wide monitoring and evaluation approach.
A monitoring and evaluation system is a set of organisational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability relationships which enable national and provincial departments, municipalities and other institutions to discharge their Monitoring and Evaluation functions effectively. In addition to these formal managerial elements, are the organisational culture, capacity and other enabling conditions which will determine whether the feedback from the M&E function influence the organisation’s decision-making, learning and service delivery.

Within the context of the Government wide Monitoring and Evaluation system, it is a statutory requirement that the accounting officer of a department or municipality, or the chief executive officer of a public entity, establishes a monitoring and evaluation system for the institution. There are various pieces of legislation, regulations and frameworks that govern performance management. These include the Outcomes Based Approach, Municipal Systems Act, 32 of 2000 (MSA), the Municipal Planning and Performance Management Regulations, 2001 (MPPMR), the Municipal Finance Management Act, 53 of 2003 (MFMA) and the Municipal Performance Regulations for Municipal Managers and Managers Directly Accountable to Municipal Managers, 2006.

The successful implementation of this Local Government youth development framework (LGYDF) is premised on the following components:

- The recognition that the strategic thrust of the youth development framework is built on mainstreaming as the vehicle that leads to the desired outcome of inclusive youth development.
- That the complete monitoring and evaluation chain (that is made up of mechanisms such as planning, monitoring, reporting, auditing of performance and evaluation) must be supported by sound business processes.
- That Local Government Monitoring and Evaluation frameworks must be embedded in the Integrated Development Plans (IDP’s) and Service Delivery and Budget Implementation Plans (SDBIP’s) of a local municipality. As such a lot more attention must shift towards enabling youth development structures and mechanisms such as youth units to function optimally.
- Performance, learning and improvement can be strengthened through a peer review mechanism, in the form of a district-wide moderation process.
As previously articulated in the LGYDF, mainstreaming youth implies that youth concerns, visions and contributions are fully taken into account by all departments and agencies as well as other institutions and organisations working at Local Government level. It is a deliberate initiative to involve young people in the formulation, implementation, monitoring and evaluation of programmes and policies. Monitoring and Evaluation in the context of mainstreaming will focus on the following key questions:

- Whether Local Government officials understand the mainstreaming approach?
- Have officials within Local Government been furnished with the appropriate resources such as the LGYDF to familiarize themselves with its context?
- Is mainstreaming part of everyday Local Government business or not?
- How is mainstreaming of youth development implemented?

**9.2. Municipal Level Monitoring, Reporting and Evaluation**

Monitoring and Evaluation is a process that helps improving performance and achieving results. Its goal is to improve current and future management of outputs, outcomes and impact. The South African Government through the Department of Monitoring and Evaluation, has adopted the Outcomes based Approach to monitoring and evaluation. The outcomes approach “is designed to ensure that Government is focused on achieving the expected real improvements in the life of all South African. The approach clarifies what we expect to achieve, how we expect to achieve it and how we will know whether we are achieving it” (The Presidency, 2010, pp.9-10). In introducing this approach, the Presidency notes that outcomes refer to a changed state of being. They describe the effects, benefits or consequences that occur due to the outputs or programs,
processes or activities.” (2010, p.12). Box 1 below describes Monitoring and Evaluation key concepts.

- **Monitoring** involves the continuous collecting, analysing, and reporting data on inputs, activities, outputs, outcomes and impacts as well as external factors, in a way that supports effective management and continuous improvement in performance.
- **Performance monitoring** is a formalised system for measuring the performance of an organisation or service.
- **Evaluation** is the periodic and systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organizations to assess issues such as relevance, performance (effectiveness and efficiency) and value for money, and recommend ways forward. Evaluation is critical for generating in-depth evidence for improving performance and decision-making. Inspection/investigation detects wrong doing and verifies information.
- **Auditing of performance** against predetermined objectives involves auditing of actual reported performance against predetermined objectives, indicators and targets as contained in the annual performance report in order to conclude on compliance with relevant laws and regulations and the usefulness and reliability of reported performance information. Performance audits seek to determine whether money was well spent (whether goods and services were acquired economically, applied efficiently and managed effectively towards achieving the desired goals).

**Planning** is the first phase of an organisational performance management system and, in the case if municipalities, the key output is the development of the **Integrated Development Plan** (IDP) which has a lifespan of 5 years, and is linked directly to the term of office for Councillors. The Municipality is required to draft a 5 year Integrated Development Plan which is broken down into short term goals that can be achieved annual increments. The IDP outlines how the challenges of sustainable development in a Municipality are to be met, through strategic interventions and service delivery over the five year period. The IDP is developed by the Municipality in conjunction with the community. A credible IDP must be supported by a realistic budget.

Typically, this stage of the Planning cycle requires that municipalities produce IDP’s which contain strategic interventions, strategic objectives, outcomes, outputs, timeframes associated with each level of results, baselines, targets and clearly defined indicators. A good IDP requires sound technical understanding of Governments planning methodology as set out in the Framework for Management of Programme Performance Information (FMPPI). Section 31 of the Municipal Structures Act requires that the MEC for Local Government provide assistance and offer guidance to municipalities in the development of IDP’s. This unit monitors the alignment of IDP’s and the Service Delivery Budget Implementation Plan (SDBIP) to SMART6 requirements.

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6 An acronym: Specific, Measurable, Achievable, Realistic, Time-bound
The actual implementation of the IDP over a single financial year is given effect through the Service Delivery Budget Implementation Plan (SDBIP), scorecards, performance contracts of the Municipal Manager and other Section 57 Managers. The SDBIP is the implementation tool used to align the budget to the IDP. The focus of the SDBIP is both financial and non-financial measurable performance objectives in the form of service delivery targets and other performance indicators. As a management tool, the SDBIP sets in-year information, such as quarterly service delivery and monthly budget targets, and links each service delivery output to the budget of the Municipality, thus providing credible management information and a detailed plan for how the Municipality will provide such services and the inputs and financial resources to be used.

The key performance areas and indicators of performance contained in the municipal scorecard are cascaded into departmental scorecards, and further into individual scorecards which ensure the appropriate alignment between municipal and individual performance. Section 53(2) of MFMA requires Performance Agreements of municipal managers and senior managers be submitted to the council and MEC for Local Government. The strength of this process lies in the linkage between individual performance and municipal priorities as contained in both the IDP and SDBIP.

9.3. Youth Development Monitoring and Evaluation By Municipalities

As mentioned earlier in this document, the youth development Monitoring and Evaluation frameworks must be embedded in the IDP’s and SDBIP’s. To this end, IDP’s and SDBIP’s must be examined to determine the levels of priority given to youth development interventions and through appropriate resources such as budgets and competent staff within youth development units. A common challenge within municipalities is the view that youth development is an unfunded mandate because it is rarely supported by the required resources. Where inadequate priority has been given to youth development, corrective measures must be taken.

The peer review mechanism is employed to self-monitor against pre-determined set objectives and targets critical for youth development. It provides as space for dialogue over implementation achievement, challenges and learning. The Peer Review Mechanism should be undertaken by Local Government officials who are implementers in one way or another of youth development initiatives. This instrument must be implemented as a district-wide model to support and monitor youth development progress. The peer review mechanism must take the form and nature of a moderation process. Some of the benefits of moderation include:

- Bringing together collective wisdom, resulting in greater consistency of moderation findings
• Developing deeper understanding about the content of standards and performance
• Leads to a better understanding of required improvements

9.4. Why Monitoring & Evaluation

Monitoring and Evaluation should not be carried out for its own sake but to fulfil one or more of the purposes set out below:

• To inform the development and design of Government policies and plans. It does this by identifying the strengths and weaknesses of existing policies for the purposes of designing new policies and plans. The youth, who are the target group of such policies must benefit directly.
• To improve accountability and transparency. This involves providing evidence of the impact, effectiveness and efficiency of Government’s work. The target group is the public and Parliament, which benefits from sound Monitoring and Evaluation practices that enhance their oversight role.
• To support decision-making which involves providing evidence relating to the implications of options to be considered. This could also include decisions about consequences of not implementing Monitoring and Evaluation recommendations and improvement plans. The target group is the Executive and management. Monitoring and Evaluation information can also result in improved resource allocation through having better information on the outcomes and impacts of expenditure.
• To generate knowledge about what works and does not work should be generated for wider application, and for building new theories and models. The target group is the public sector as a whole as well as knowledge institutions such as researchers and academic institutions. This should result in increased learning between and within organisations.

9.5. General M&E Principles for Youth Development Framework

• Mainstreaming as a strategic thrust of the framework is accepted as a foundational principle for planning, implementation and monitoring of youth development at Local Government level
• Young people are participants and not just beneficiaries of youth development interventions and as such must be involved in policy, planning and delivery of youth interventions. Monitoring and Evaluation
• Increasing the use of evidence gathered throughout the Monitoring and Evaluation value chain will improve the quality of policy and decision- making and implementation of programmes and services. This requires that Reports should contain an appropriate level of detail from municipal, district, provincial and national level.
- Plans and targets should promote outcomes and impacts on youth, and not just focus on activities and outputs. This means promoting outcome-based planning, and ensuring that targets are set for outcomes and impacts on the youth.
- The primary users of M&E information are managers themselves, beginning with those within youth units at municipal level, youth directorates at national level to learn and improve performance. This means emphasizing the use of Monitoring and Evaluation systems internally, and promoting the capacity of managers to use M&E evidence. This should lead to the development of a performance-oriented management culture and improvements in performance and productivity as well as better implementation of Government programmes and improved quality of service delivery.
- Sound understanding of youth development policies, plans and programmes;
- Internal, well-communicated and functional M&E systems
- Clear lines of reporting and accountability within the municipality
SECTION H: IMPLEMENTATION PLAN
In the context of the LGYDF, the implementation plan refers to the means through which activities, roles and responsibilities are allocated to Local government officials and other role players to facilitate the mainstreaming of youth in Local Government. This Implementation Plan charts a way towards the embedding of all municipal activities in the LGYDF.

<table>
<thead>
<tr>
<th>Priority Area</th>
<th>Activities</th>
<th>Outcome</th>
<th>Partners</th>
<th>Timeframe</th>
</tr>
</thead>
</table>
| **Promote understanding and Approval of LGYDF** | • Convene a stakeholder consultative forum to comment on the Draft LGYDF  
• Disseminate and communicate LGYDF to all municipalities | LGYDF adopted | • CoGTA (National, Provincial and Municipalities)  
• DPME (youth desk)  
• SALGA  
• NYDA  
• South African Youth Council and other youth formations  
• Private Sector Representation | 30 April 2015 |
| **Establish or strengthen existing institutional arrangements to support LGYDF** | • Undertake a functionality audit of existing institutional arrangements  
• Establish district wide peer review(moderation structures)  
• Develop terms of reference for district wide moderation structures for moderation structures | LGYDF supportive institutional arrangements established | • SALGA  
• NYDA  
• District Municipalities | 30 June 2015 |
| **Organisational Support on LGYDF** | Undertake training of municipal staff on LGYDF | CoGTA staff competent in LGYF | • CoGTA (National and Provincial)  
• All Municipalities | 30 September 2015 |
| **Support Inclusion of LGYDF into IDP &SDBIP** | • LGYDF PoA indicators are included in municipal plans  
• Review Plans before approval to ensure inclusion of indicators  
• Provide support to facilitate inclusion | LGYDF and IDP’s aligned | CoGTA (National and Provincial) | 30 June 2016 |
| **Monitoring activities to support LGYDF** | • Establish monitoring structures  
• Develop reporting templates  
• Determine data Source(s)  
• Method of Data Collection / Analysis  
• Frequency of Data  
• Roles and responsibilities | Monitoring systems established | • CoGTA (National and Provincial)  
• Municipalities and District Municipalities  
• SALGA | 30 April 2016 |
SECTION H: CONCLUSION
Conclusion

In conclusion, mainstreaming locates the youth development agenda at the centre of all municipal policy and programme planning. This is to take cognisance of the fact that, given the alarmingly high level of youth unemployment and poverty, youth development can no longer be treated as an “add on”. It must be addressed in such a way as to display commitment to making real and significant progress towards achieving developmental targets.

The LGYDF must not be viewed in isolation but within the broader context of a developmental Local Government agenda. The strategic framework of the LGYDF rests on the pillars of the Back to Basics approach, which has become the strategic thrust of CoGTA. In addition, four priority areas are identified, namely; Inclusive youth led development, Increased Youth Economic Participation, Skills Development and Implementation of the LGYDF.

The high level review of the implementation of the LGYDF 2009-2014 reveal that very little was done to drive implementation of the framework, as a result youth development remains in the periphery of Local Government activities. Some success, such as the establishment of youth units at municipal level were noted, as well as inclusion on some youth targets in municipal IDP’s. That being said, coordination of youth development activities remain a key challenge.

The LGYDF 2015-2020 proposes the establishment of a district wide peer review mechanism which will provide a platform for municipalities to undertake peer assessment of performance on youth development activities. The proposed mechanism is not intended to substitute the role of existing structures but to complement and strengthen reporting on youth development activities.

The successful implementation of the framework is reliant on the required institutional arrangements being established and resources allocated. Over and above that, political will and attitude change towards youth development are of cardinal importance to the success of mainstreaming youth development at Local Government level.
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