

TOKOLOGO YOUTH DEVELOPMENT POLICY

2008

ABBREVIATIONS

AsgiSA	Accelerated and Shared Growth Initiative for South Africa
CASE	Youth 2000 Survey
CDW	Community Development Workers
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CETA	Construction Education and Training Authority
DLG	Department of Local Government
DM	District Municipality
DoL	Department of Labour
dplg	Department of Provincial and Local Government
DTI	Department of Trade and Industry
EPWP	Expanded Public Works Programme
FET	Further Education and Training
FSB	Free Basic Service
IDCC	Interdepartmental Committee on Youth Affairs
IDP	Integrated Development Plan
IGR	Intergovernmental Relations
ILO	International Labour Organisation
ISRDP	Integrated Sustainable Rural Development Programme
Jipsa	Joint Initiative on Priority Skills Acquisition
KPA	Key Performance Action
KPI	Key Performance Indicators
LED	Local Economic Development
LG	Local Government
LGSETA	Local Government Sector Education and Training Authority
LM	Local Municipality (Tokologo)
LOGOLA	Local Government Leadership Academy
MEC	Member of the Executive Committee
MDG	Millennium Development Goals
MIG	Municipal Infrastructure Grant
MLDP	Municipal Leadership Development Programme
M&E	Monitoring & Evaluation
NGO	Non- Government Organization
NSP	HIV and AIDS and STI Strategic Plan for South Africa 2007-2011
NYC	National Youth Commission

NYDPF	National Youth Development Policy Framework
NYP	National Youth Policy
NYS	National Youth Service
NYSP	National Youth Service Programme
OTP	Office of the Premier
PAYE	Plan of Action for Youth Empowerment
PGDS	Provincial Growth and Development Strategy
PIG	Provincial Infrastructure Grant
PoA	Plan of Action
PPT	Partnership project team
SACN	South African Cities Network
SALGA	South African Local Government Association
SAQA	South African Qualifying Authority
SASA	South African's Schools Act N: 84, 1996
SAYC	South African Youth Council
SDF	Service Delivery Facilitator
SMME	Small Medium and Micro Enterprise
SoE	State – Owned Enterprise
SONA	State of the Nation Address
SYR	Status of Youth Report
STI	Sexually Transmitted Infections
TA	Technical Advisor
URP	Urban Renewal programme
UYF	Umsobomvu Youth Fund
YDG	Youth Development Guidelines for Local Development
YDG4LG:	Youth Development for Local Government

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EXECUTIVE SUMMARY

A youth population of 41% suggests that South Africa is a youthful society. However, the country's political past marked by the apartheid inhumane policies has affected youth by denying them opportunities to realize their full potential in society. In addition to the ravages of unemployment and poverty, the HIV and AIDS pandemic poses a serious threat to youth development in the country. The South African government is steadily strengthening programmes and structures for youth advancement and empowerment. Two major government initiatives worth noting are the Accelerated and Shared Growth Initiative for South Africa (AsgiSA) and the Joint Initiative on Priority Skills Acquisition (Jipsa). AgsiSA is a programme aimed at accelerating economic growth, with youth and women being the major beneficiaries. Jipsa is aimed at identifying and developing areas of scarce professional skills for economic growth. Despite these and many other initiatives of different government departments and other partners, youth are still facing major challenges in this democratic era. Breaking the cycle of poverty and increasing opportunities for youth to participate fully and meaningfully in the social, political and economic life of our society, remain a challenge for the country.

This document outlines a Policy Framework that is aimed at providing guidance for the design, implementation and monitoring of youth development programmes at Tokologo Local Municipality. It sets forth the role of the **dplg** in supporting such programmes. It also outlines the background, legislative and institutional framework for youth development in South Africa. This has implications for the Tokologo Local Municipality as it is tasked with the function of supporting, monitoring and evaluating youth development programmes in all the areas of the municipality.

The development of this Policy builds on the National Youth Commission 3rd National Conference on Youth Development at Local Level, held on 9 – 11 May 2006, which adopted several resolutions on youth development at local government level. Amongst these were: the institutionalisation of youth development at municipal level; strengthening of opportunities and platforms for engagement between youth in Local Government processes; implementation of Youth Initiatives and programmes with visible support of all municipalities in South Africa; and ongoing research and monitoring or implementation of research findings to advance youth development. Consequently the **dplg** held consultative sessions during 2007 and during the first half of 2008. Such consultations endorsed the process of development of the Youth Development Framework for Local Government (hereafter referred to as The policy).

The process was further supported by the State of the Nation Address (SONA, 2008), which identified youth development as one of the core issues for attention by government departments. It identified critical areas of focus in relation to youth development. These include development of institutional mechanisms to respond to development imperatives – including evaluation of government structures

established to focus on youth development; recommitment of all three spheres of government to promote a better life for all - economic growth and economic development; poverty eradication - efficient, speedy, effective implementation – anti-poverty strategy, focusing on the most vulnerable, including youth; Expanded Public Works Programme (EPWP) with its focus on accelerated job creation, increased intake of youth in the development and maintenance of public infrastructure; dealing with vulnerable children over 14 yrs (youth); using the IDPs to establish a “National War Room” for a war against poverty through intersectoral interventions and partnerships with NGOs and business; and scaling up of the National Youth Service Programme.

The Policy is made up of seven chapters:

Chapter One provides a background to the policy. It provides a situation analysis of youth development in South Africa. Amongst issues affecting youth are poverty, unemployment, poor and limited recreational facilities and poor access to educational opportunities, particularly in rural areas. It further highlights the status of youth development at local government level. Citing research on youth development at local level, it identifies challenges which include lack of youth policies at local government level; lack of capacity at local level for youth development; lack of integration within and across departments; resistance by some of the municipalities to the prioritization of youth development issues and other social challenges (that are regarded as soft issues); and lack of adequate resources to deliver on the development mandate in general and the youth development mandate in particular. These challenges necessitate a comprehensive and integrated approach to youth development that would address some of these challenges at local level – the space where all youth live in and are to have their needs met.

Chapter Two outlines the mandate for Local Government to accelerate youth development service delivery. It highlights critical international instruments such as the United Nations Charter and the Commonwealth Youth Charter, which provides a Commonwealth Plan of Action for Youth Empowerment (PAYE), 2007 – 2015 as a basis for country youth development planning. Notably, the Commonwealth Plan of Action targets three strategic programme areas for youth, viz.:

- Youth Enterprise and Sustainable Livelihoods: an integrated package of micro-credit, enterprise training and business support targeted at young women and men with potential for self-employment;
- Youth Work, Education and Training: a programme dedicated to professionalizing youth work, building a body of specialist knowledge for youth development work; and
- Governance, Development and Youth Networks: a programme aimed at promoting youth participation in policy making.

In addition to international instruments are national mandates such as the Local Government Municipal Systems Act, 32 of 2000, which provides for the development of a culture of participatory governance.

For youth this entails their participation in the preparations, reviews and organization of Integrated Development Plans (IDPs), which are a mandatory tool for integration. The Youth Development Guidelines for Local Government in South Africa (YDG4LG 2004) is another policy framework that provides guidance for, amongst others, Portfolio committees of councils at the three spheres of Government to provide a conducive environment, consult on and provide oversight and foresight on youth development; establishment of Youth Units in municipalities to assist in planning, setting targets, resourcing, mainstreaming of youth development, lobbying, and evaluating performance.

Chapter Three outlines objectives of Policy as well as its guiding principles. It presents the Tokologo local Municipality's Strategic Plan (2007-2012) and its key strategies that guide the development and implementation of the Youth Development Policy. The objectives of this Policy are:

- To provide a policy framework on which youth development programmes are based to inform Tokologo Local Municipality on youth development planning, implementation and monitoring;
- To provide guidelines to the municipality on the design, implementation and monitoring of youth development programmes in their respective areas; and
- To provide guidelines to support municipal role-players and stakeholders in mainstreaming youth development into their plans and programmes

Chapter Four provides guidelines for mainstreaming youth development at Tokologo Local Municipality. The Policy defines youth mainstreaming as a process that entails setting up appropriate mechanisms for youth participation in policy making and Local Government planning, monitoring and reporting. Two levels of mainstreaming identified are: **internal mainstreaming** that begins with all spheres of government developing and implementing youth friendly policies and strategies, setting out clear targets and budgets for youth within their budgetary and programmatic activities. This approach requires that Tokologo Local Municipality looks at its human resources and ensures that its staff component consists of an acceptable proportion of youth, with opportunities for training and development and possibilities for career development within the municipality's corporate ladder. **External mainstreaming** is a second level which requires that every line department within the municipality takes into account the issues affecting young people in communities within municipal areas.

The Policy proposes that mainstreaming be considered in areas of Youth Policy, Strategic Plans and Programmes. The Policy identifies lessons from good practice examples in Youth Policy development; one from Australia and the other from South Africa. Further, it identifies key Local Government Programme Priorities, viz; Infrastructure Provisioning; Free Basic Services; Local Economic Development; Integrated Sustainable Development Programme; Urban Renewal Programme; Public Participation; and Skills and Leadership Development Programme for Local Government for the

professionalisation of youth work. The policy proposes that each of these Local Government programmatic priorities should integrate youth development objectives and outcomes.

Another critical programme that the municipality is expected to participate in and to integrate into their Integrated Development Plans (IDPs) is the National Youth Service (NYS). In addition to other critical youth development programmes such as the National Youth Service and the Expanded Public Works Programme (EPWP), The policy also highlights the link between youth development and HIV and AIDS. It reiterates the role of the municipality in intensifying HIV and AIDS prevention programmes in order to ensure youth developmental and reduce the number of infections. It proposes that the mainstreaming of HIV and AIDS into youth development plans is one way in which the municipality can play a role in reducing HIV and AIDS infection amongst youth.

In order to support youth mainstreaming and for effective implementation of the policy, institutional mechanisms are proposed at national, provincial and local level. The policy proposes that different spheres of government should have the necessary and aligned institutional mechanisms in place. It goes on to identify functions of such mechanisms. For the municipality, the policy provides guidelines for the establishment of a Youth Unit, with their term of reference. It further identifies duties of a Youth Manager and advocates that such a Manager be given adequate support and authority to promote youth development.

Chapter Five identifies key role players as well as their roles and responsibilities in the implementation and monitoring of the policy. For the **dplg** roles include:

- Ensuring and promoting uniform institutionalisation of youth development at provincial and local levels by strengthening standing structures on youth development and issues affecting young people;
- Providing support to local and district municipalities and the provincial departments of local government;
- Ensuring that youth development is mainstreamed within the **dplg** and local government policies and programmes;
- Mobilisation and co-ordination of support partners to enable them to perform their LG support roles in line with institutional capacities;
- Engaging donor organisations, together with Provincial Departments of Local Government and SALGA, in order to ensure that funding is channelled to support interventions in ways that align with this Framework; and
- Monitoring and evaluation of support initiatives to determine their impact and facilitate the development of future initiatives.

For the Free State Provincial Department of Local Government roles include:

- Ensuring that the departments' policies and programmes promote and respond to youth development;
- Together with the **dplg** and provincial offices of SALGA and other partners, support leadership development and competence for youth development and governance responses;
- In collaboration with the **dplg**, SALGA, SACN, and other partners, support youth development responses amongst local government practitioners for each to be able to understand their respective roles and responsibilities in relation to youth development;
- Support municipalities to mainstream youth development in IDP.

The role of Lejweleputswa District Municipality includes:

- Ensuring that youth issues are effectively mainstreamed in the district IDP; and
- Co-coordinating the process of engagement between partners in their activities to support youth.

This chapter further identifies roles of Tokologo local Municipality and these are primarily related to community-level processes in respect of youth development and service delivery. They must ensure availability of sufficient and accessible participatory mechanisms to enable the participation of youth in governance, planning, service delivery and monitoring. In addition, The policy highlights the roles that Municipal Structures and Officials must play in order to promote youth development.

Chapter Six provides mechanisms for monitoring and evaluating the implementation of The policy. The section identifies selected indicators for youth development from Millennium Development Goals (MDGs) and the Commonwealth Plan of Action for Youth Empowerment. For this Framework it is important that information on the outcomes of the implementation is collected on a regular basis. Such information should be used to evaluate impact of service delivery. This section further proposes a range of mechanisms and instruments for monitoring and evaluation. The policy has identified clear objectives and indicators, which are elaborated on in the Action Plan at the end of Chapter Seven.

Chapter Seven highlights critical pillars for the successful implementation of this Policy. These include:

- Training and capacity building for youth development;
- Sensitisation and mobilisation of support for the policy;
- Endorsement of the policy by all partners and buy-in from all stakeholders; Partnership building and engagement with the private sector, donors, etc.;
- Functional and effective institutional development; and
- Availability of municipal budget for youth development.

The approach adopted by this Policy is the one that advocates for intense allocation of resources for youth development at local level. The importance of the IDP processes as a vehicle to mobilize and allocate funding resources is one of the keys for the successful implementation of The policy.

This chapter ends with an Implementation Plan for tThe policy, which is guided by the **dplg's** Key Performance Areas (KPA's). The Plan identifies strategic objectives for youth development, proposed activities and most importantly, key indicators for monitoring and evaluation.

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CHAPTER 1: INTRODUCTION AND BACKGROUND

1.1 Introduction

This Policy sets out to provide guidance and programme areas for the design and implementation of youth development programme at Tokologo. Furthermore it sets forth the role of the **dplg** in supporting such programmes. It also outlines the background, legislative and institutional framework for youth development in South Africa. This has implications for the **dplg** as it is tasked with the function of supporting, monitoring and evaluation of youth development programmes in all the municipalities in the country.

1.2 The Situation of Youth in South Africa

Youth constitute 41% of the South African Population (Statistics South Africa, November 2006). This is a substantial enough percentage to warrant special and prioritized attention on youth. The apartheid government did not give the youth opportunity to develop to their fullest potential. Youth development occurred within a context of political, economic, social and cultural oppression. Young people were exposed to adverse political and socio-economic conditions that were characterized by poor housing, a lack of recreational facilities, a lack of access to decent education, unemployment and poor health facilities. This situation contributed to the current challenges facing the youth in South Africa today.

The Youth 2000 Survey (CASE) revealed that 62% of economically active young people are unemployed. 20% of young people believe that they will never work. According to the International Labour Organisation (ILO), "compared to adults, young people today are more than three times as likely to be unemployed ... (and) being without work means being without a chance to work themselves out of poverty". Poverty, HIV and AIDS, restricted access to education in rural and outlying areas create barriers to effective schooling and young people do not complete their schooling as they have to take care of their families by making a living themselves. If young people are less involved in productive activities, they are more likely to engage in risky behaviour, delinquency and substance abuse according to the World Youth Report Overview 2005.

As indicated in the reports above, the youth population is still the hardest hit by poverty, unemployment, substance abuse, poor health facilities and HIV and AIDS. While there is good progress on youth development, there are still some challenges that hinder the implementation of integrated and comprehensive youth development programmes in South Africa.

1.3 Youth development at the local government level

It is only in the past few years that South Africa has placed emphasis on local government as key nodal point of service delivery. The status of youth development in local government in South Africa is captured in the joint research project¹ between the National Youth Commission, the Flemish Government and the University of Pretoria. The study was conducted in all the 283 municipalities during April and May 2006. Some of the key research findings show that:

- Only 24% of municipalities have a youth development policy.
- 83% of metropolitan municipalities have such a policy; 35% of district municipalities have policies and 19% of local municipalities have youth policies;
- Gauteng, Western Cape and the Eastern Cape had a higher percentage of District Municipalities with such a policy. The relatively higher percentages of District Managers as opposed to Local municipalities with such policies may suggest a focus in some provinces to develop such policies on the district and not the local level.
- The Eastern Cape had the highest percentage of local and district municipalities with a youth development policy (37% in the case of Local Municipalities and 75% in the case of District Managements).
- The municipal officials that work with the youth development policy primarily attributed the lack of policy to three reasons:
 - Lack of capacity;
 - The fact that the policy is still “under construction”; and
 - Lack of political will.

The high level of metropolitan municipalities with a youth development policy could be indicative of the fact that when municipalities are better resourced, they are in a better position to develop such policies. The lack of political will is of course a different challenge, but could also (at least partially) be a function of despondency amongst politicians when confronted with the reality that they lack adequately capacitated or motivated officials or structures.

1.4 The need for accelerated Local Government action for youth

The Status of the Youth Report (SYR – 2004) findings highlights that youth marginalization still remains as much of an issue as it was in the early 1990s. Although there are political and systemic changes in the South African landscape, many of the old factors still make it difficult for youth to achieve their full potential. For example, whilst there has been an improvement in access to primary and secondary

Joint Research Project: The Flemish Government and the University of Pretoria

education, the report case notes that every year half a million children drop out of school primarily as a result of lack of finances. Unemployment and poverty still remain a challenge for young people. According to the research findings, youth constitute 60% of the total unemployed. Two thirds of all youth are unemployed and the majority never had a job. This makes it more urgent and imperative for youth policies and programmes to advocate for and to increase opportunities for youth employment.

Factors such as rapid urbanization, breakdown of families and communities as well as the impact of HIV and AIDS have compounded problems faced by youth. Whilst it is noted that youth have greater access to services than they did during the apartheid era, there is still room for improvement. Over the last decade young people have increasingly become involved in activities involving their development. Amongst challenges in the implementation of youth development programmes are:

- a lack of integration within and across departments;
- resistance by some of the municipalities to the prioritization of youth development issues and other social challenges (that are regarded as soft issues);
- a lack of adequate resources to deliver on the development mandate in general and youth development mandate in particular;
- a lack of skills amongst the youth in particular to enable them to initiate their own development activities beyond once-off activities;
- lack of clearly identified youth development indicators and outcomes in cross-cutting programmes;
- lack of communication on available resources and programmes for youth;
- lack of monitoring and evaluation tools reflective of focused interventions for youth and other target groups; and
- limited documentation and sharing of best practices on youth development.

In the State of the Nation Address (SONA 2008), the President of South Africa, Mr. Thabo Mbeki, identified youth development as one of the core issues for attention by government departments. The SONA highlights the following areas of focus in relation to youth development:

- Institutional mechanisms to respond to development imperatives – including evaluation of government structures established to focus on youth development;
- Apex Priorities – recommitment of all three spheres of government to promote a better life for all - economic growth and economic development;
- Poverty eradication - efficient, speedy, effective implementation – anti-poverty strategy, focusing on the most vulnerable, including youth;
- Expanded Public Works Programme (EPWP) – accelerated job creation, increased intake of youth in the development and maintenance of public infrastructure;

- Dealing with vulnerable children over 14 yrs (youth);
- Using the IDPs to establish a “National War Room” for a war against poverty through intersectoral interventions and partnerships with NGOs and business; and
- Scaling up of the National Youth Service Programme.

There is, therefore, a need for a comprehensive and integrated approach to youth development that would address some of these challenges at local level – the space where all youth live in and are supposed to have their needs met.

CHAPTER 2: POLICY AND LEGISLATIVE FRAMEWORK

2.1 International instruments promoting youth development

As a global village and a member of the international community, South Africa influences and is also influenced by international declarations, accords, legislation and instruments on youth development. South Africa is a signatory to the following international declarations and Charters:

2.1.1 United Nations Charter (1945)

The Charter principles include the attainment, by young women and men:

".....of an educational level commensurate with their aspirations; access to employment opportunities equal to their abilities; food and nutrition adequate for full participation in the life of society; a physical and social environment that promotes good health and protection from disease and that is free from all types of violence; human rights and fundamental freedoms without distinction as to race, sex, language, religion or any other forms of discrimination; participation in decision - making processes; and places and facilities for cultural, recreational and sports activities to improve the living standards of young people in both rural and urban areas".

2.1.2 United Nations World Programme of Action for Youth (2000 AND BEYOND)

The United Nation World Programme of Action for Youth is aimed at ensuring the well being of young women and men and their full and active participation in the society in which they live. Its principles and purpose have helped to inform the National Youth Policy at many levels.

2.1.3 Millennium Development Goals (MDGs) (2000)

South Africa, as a member of the United Nations, has pledged to ensure delivery of the United Nations Millennium Goals. The Millennium Goals have specific targets to be attained by 2015. These are:

- Eradicate hunger and poverty;
- Achieve universal primary education;
- Promote gender equity and empower women;
- Reduce child mortality;
- Improve maternal health;
- Combat HIV and AIDS, malaria and other diseases;
- Ensure environmental stability; and
- Develop global partnership for development.

2.1.4 Commonwealth Youth Charter (2005)

The Commonwealth Youth Charter provides guidelines for the development of national youth policies in all Commonwealth countries towards creating societies where young women and men are empowered to develop their creativity, skills and potential as productive and dynamic members. It promotes the full participation of young women and men at every level of decision-making and development, (both individually and collectively). It recognizes the following principles and values for youth development:

- Gender inclusivity – a commitment to implementing the 1995 Commonwealth Plan of Action on Gender and Development, which focuses on increasing women's participation as well as integrating gender concerns in all activities;
- Empowerment – a commitment to equity and access to resources in achieving equality and participation in decision making and action for all youth, regardless of gender, geographic location, social, cultural or economic circumstances;
- Human rights – a commitment to extending the benefits of development within a framework of respect for human rights;
- Sustainability – a commitment to sustainable development and the alleviation of poverty through philosophies and actions espoused in the Harare Declaration (1991); and
- Integration – a commitment to the integration of the concerns, issues and aspirations of young women and men into the mainstream of all local, provincial, national and international activities.

Emanating from the Commonwealth Youth Charter is the Commonwealth Plan of Action for Youth Empowerment (PAYE), 2007 – 2015. This Plan of Action targets three strategic programme areas for youth:

- Youth Enterprise and Sustainable Livelihoods: an integrated package of micro-credit, enterprise training and business support targeted at young women and men with potential for self-employment;
- Youth Work, Education and Training: a programme dedicated to professionalizing youth work, building a body of specialist knowledge for youth development work; and
- Governance, Development and Youth Networks: a programme aimed at promoting youth participation in policy making.

2.1.5 African Youth Charter (2005)

The Charter draws from various international agreements and commitments. The Charter commits African governments to ensuring that issues affecting youth in the areas of employment, sustainable livelihood, peace, security, law enforcement, education, health, youth participation, national youth

policy, and youth with disabilities, among others, are adequately addressed within the policy of national youth policy and youth development programming initiatives.

2.2 National Policies and Legislation

2.2.1 The National Youth Commission Act No.10 of 1996

The Constitution of South Africa (1996) recognizes the role played by young people as well as their future role in moulding a society that belongs to all. The passing of the National Youth Commission Act (Act No. 19 of 1996) represents a major commitment by government to treat the needs of the youth in a serious and comprehensive manner. Through this Act, the National and the Provincial Youth Commissions (NYC) were established. In addition, Youth Directorates were also established across government departments throughout the country, a demonstration of the value attached to youth in this country.

The National Youth Commission (NYC) was mandated with the task of advancing youth development through:

- the development and coordination of the national youth policy;
- the development of an integrated national plan that uses available resources and expertise for the development of the youth, which shall be integrated in the reconstruction and development programme;
- the development of principles and guidelines and the advancing of recommendations to government regarding such principles for the implementation of the national youth policy;
- coordinating, directing and monitoring the implementation of such principles and guidelines as a matter of priority;
- implementing measures to redress the imbalances of the past relating to various forms of disadvantaged youth generally or by specific categories of youth;
- promoting uniformity of approach by all organs of the state to matters relating to the youth;
- maintaining close liaison with institutions, bodies or authorities similar to NYC in order to foster common policies and practices and promote cooperation;
- coordinating the activities of various provincial government institutions involved in youth matters and to link those activities to the integrated national youth policy; and
- developing recommendations related to any other matter which may affect the youth.

2.2.2 National Youth Policy, 2000

The National Youth Policy 2000 was a formal recognition and articulation of aspirations, needs and conditions of young women and men through a policy initiative. It was guided by two rationales:

- Provision of opportunities to the youth through the programmes and services provided by the government and NGOs to enable them to reach their full potential as active participants in society; and
- Active involvement of the youth in national development through promoting a spirit of co-operation and co-ordination of government departments, non-government organization and youth groups in youth development.

The stated goals of the National Youth Policy are to:

- Instill in youth the awareness of, respect for an active commitment to the principles and values enshrined in the Bill of Rights, and a clear sense of national identity;
- Recognize and promote the participation and contribution of youth in the reconstruction and development of South Africa;
- Enable youth to initiate actions which promote their own development and that of their communities and broader society;
- Develop an effective, coordinated and holistic response to the issues facing youth; and
- Create an enabling environment and communities, which are supportive of youth, presenting positive role models whilst promoting social justice.

The vision, goals and objectives of the policy are expressed in the sectoral strategies which address the major needs, challenges and opportunities facing youth. These sectoral strategies represent the major priorities and critical concerns facing young women and men. The key strategy areas/sectors identified were:

- Education and training;
- Health;
- Economic participation;
- Safety, security and justice;
- Welfare and community development;
- Sports and Recreation;
- Arts and Culture;
- Environment and tourism; and
- Science and technology.

The policy had limitations outlining in very specific terms the targets for reversing the identified disadvantages and setting indicators and timeframes regarding youth development.

The National Youth Policy 2000 was widely used by government departments as well as civil society institutions in conceptualizing and implementing youth development programmes.

2.2.3 National Youth Development Policy Framework 2002-2007

The National Youth Commission developed a National Youth Development Framework, which was aimed at promoting holistic and integrated approach to youth development through the identification of strategic intervention areas to address specific needs, challenges and opportunities confronting the youth of South Africa. The Policy Framework² sets out in a comprehensive form a plan for youth development. The policy framework provides an outline for the mainstreaming of youth development as an integral part of the broader transformation project and challenges in South Africa. Its strategic objectives are:

- To locate youth development in a holistic strategy that encompasses the political, economic and social dimension;
- To build an integrated and sustainable approach to youth development initiatives based on multi-sectoral interventions and create enabling environments for youth to participate;
- To identify priority areas and sectors of possible interventions in terms of the existing cluster system used in government and experience of government and the National Youth Commission (NYC) in the past years; and
- To clarify roles and responsibilities of the stakeholders in youth development i.e. youth, government, civil society and independent institutions.

The Policy Framework identifies certain groups that should be accorded priority and special attention due to the specific difficulties they face. It advocates for policies and programmes to be targeted on the basis of race, gender, age, class and location. The target groups identified in the policy are: young women; youth with disabilities; unemployed youth; school aged and out of school youth; youth based in rural areas and; youth at risk.

The Policy Framework further accords responsibility for facilitating and coordinating youth development to four broad categories of institutions and organizations:

- All three spheres of government, with the responsibility of making policy and the overall monitoring of implementation of the government's program of action in line with broad national agenda and policy framework;
- National and provincial legislatures, with a monitoring and evaluation role to play in terms of the implementation of youth development initiatives;

² National Youth Policy 2000, currently under review (Draft national youth Policy 2008-2013)

- Statutory and Constitutional and other independent institutions established to monitor Government's Program of Action, hear complaints, undertake research and report to parliament; and
- Civil society with a critical role to play in terms of implementation of identified programs, building capacity, and acting as the voice of the youth sector as well as advocacy and mobilization of young people and their organizations.

Furthermore the Policy Framework advocates for the development of indicators for monitoring the general advances made in terms of the improvement of the quality of life of youth as well as the more specific impact of targeted interventions. The NYC would develop this in conjunction with other relevant stakeholders.

However, this Policy Framework, which is also an implementation plan of youth policy, fell short of providing details. It identified challenges facing the youth and broadly the implications of these identified challenges for policy as well as the areas of intervention. It did not identify specific targets, indicators, implementation plan and time frames, hence the need for departments to articulate their own plans with time frames and targets in supporting the implementation of the policy.

2.2.4 The Interdepartmental Committee on Youth Affairs (IDCC)

In addition to the NYC, an Interdepartmental Committee on Youth Affairs was established. Chaired by the NYC, this committee is aimed at coordinating government programmes, develop consolidated youth budget and oversee programme implementation and integrate programmes across departmental lines.

2.2.5 White Paper on National Youth Service (1999)

Emanating from the National Youth Policy, the Green Paper on the establishment of the National Youth Service Program (NYSP) was prepared. It sets out clear time frames and targets for the implementation of the National Youth Service in South Africa.

2.2.6 Other policies, legislation and guidelines that impact on youth

Alongside the youth institutional machinery, there has been a host of other policies and legislation in the post-apartheid period directed specifically at youth development or placing youth development at the centre of their policy. Amongst these are:

- ***The Child Justice Bill No. 49 of 2002:*** currently before parliament, which aims at establishing a comprehensive legal framework for children accused of crimes and protecting their rights as entrenched in the Constitution of South Africa.
- ***The HIV and AIDS Strategic Plan for South Africa (The NSP 2007-2011):*** advocating for the prevention, treatment, care and support, with special focus on the implementation of policies and programmes to mitigate the impact of HIV and AIDS especially to vulnerable children, youth and youth-headed households.
- ***Skills Development Act No. 7 of 1998:*** which aims to develop the skills of South African citizens, including youth; to improve the quality of life of workers; to promote prospects of work including self-employment. Under this Act, learnerships are provided to young people.
- ***Employment Equity Act No. 55 of 1998:*** seeking to protect workers and job seekers from unfair discrimination. Its aim is to achieve equity in the workplace by: promoting equal opportunities and fair treatment in employment through the elimination of unfair discrimination; and implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups to ensure their equitable
- ***The South African Schools Act (SASA) No. 84 of 1996; and other relevant Education Policies:*** for the provision of quality education as well as the protection of learners as a constitutional mandate.
- ***Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and related national gender policy frameworks, including the Gender Policy Framework for Local Government (2007)*** which aims to promote and facilitate gender mainstreaming and empowerment of women.

2.3 Local Government Mandate and Responses for Youth Development

As a sphere of government where youth live on a daily basis, there are municipal policies and frameworks that mandate local government to act in relation to youth development. These are:

2.3.1 Municipal Systems Act, 2000

Chapter 4 of the Local Government Municipal Systems Act, 32 of 2000 provides for the development of a culture of participatory governance. Municipalities are encouraged to create conditions for local communities to participate in their affairs. This would include participation in the preparations, reviews and organization of Integrated Development Plans (IDPs) which are a mandatory tool for integration and which require that ...*“all municipalities undertake developmentally-oriented planning”*.

2.3.2 Intergovernmental Relations Framework Act, No 13, 2005

South Africa is based on a democratic model of cooperative governance that is enshrined in the Constitution and provides a foundation for intergovernmental relations. Chapter Three of the constitution identifies three spheres of government: national, provincial and local. Although each sphere has different roles and responsibilities, the Constitution recognizes that the spheres cannot work independently of each other. The three spheres of government are obliged to cooperate, negotiate and find ways of agreeing on administrative, political and financial issues. Chapter Three also requires parliament to pass an Act that provides for structures and institutions that foster cooperative government and intergovernmental relations. The Act that regulates such relations is the Intergovernmental Relations Framework Act, No 13, 2005. Cooperative governance is particularly important where there are national or provincial programmes that may not be easily implemented without the participation of local municipalities and traditional leadership. An example of a programme that requires national, provincial and municipal participation is The National Youth Service (NYS) Programme.

2.3.3 The White Paper on Developmental Local Government 1998

Section B (1) of The White Paper on Developmental Local Government of 1998 states that “developmental Local Government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve their quality of life”. These groups include women, youth, disabled persons and children.

2.3.4 Municipal Youth Guidelines 2004

In response to the need for intervention and guidance for youth development at local level, a national conference on Youth Development at Local Government Level was held on 21 to 24 May 2002. Subsequently the Youth Development Guidelines for Local Government in South Africa (YDG4LG 2004) were developed in 2004 to provide guidance for:

- The **dplg** to ensure compliance and evaluate municipal performance as part of IDP accountability framework;
- Provincial MECs responsible for Local Government and Local, District and Metropolitan Municipalities to set policy, oversight of the strategy, public consultations and evaluate performance as part of the IDP;
- Portfolio committees of councils at the three spheres of Government to provide a conducive environment, consult on and provide oversight and foresight on youth development;
- Youth Units in municipalities to assist in planning, setting targets, resourcing, mainstreaming of youth development, lobbying, and evaluating performance; and
- Youth Councils, civil society and youth organizations to lobby and hold the municipality accountable for youth development in their constituency. Further, the Guidelines outline the

minimum programme content for all municipalities to place in their IDPs and operational business plans and to implement, under the following:

- Voluntarism;
- Advisory and career guidance services;
- Sports and recreation;
- skills development;
- Income-generating initiatives and Local Economic Development (LED);
- Health promotion; and
- Environmental action.

CHAPTER 3: THE YOUTH DEVELOPMENT POLICY FOR TOKOLOGO

In developing the Youth Policy, the Tokologo Local Municipality intends to provide a guide to the municipality to work at mainstreaming youth development into their policies, plans, programmes and management practices.

3.1 Imperatives for youth development for Tokologo

In developing a policy or strategy for youth development at local level, the following factors are considered imperatives that should guide the process³:

- Strategy must be guided by the National Youth Policy and Youth Development Framework;
- Institutional structures must be in place for youth development in all three spheres of government;
- A viable management structure and mechanisms must be in place;
- The location of youth units must be strategic and have decision making powers;
- The roles and responsibilities of the youth units must be clearly defined;
- Competency profile of youth managers is critical;
- Youth councils must be supported and summit resolutions implemented; and
- Ward committees and community structures must have youth representation

3.2 Process of developing the Youth Development Framework for Local Government

This process builds on the National Youth Commission 3rd National Conference on Youth Development at Local Level, 9 – 11 May 2006, which adopted the following resolutions on youth development at local government level:

- Resolution 1:** Institutionalisation of youth development at municipal level, should not only be essential, but should be a critical compulsory duty of all municipalities in South Africa, which should not be negotiated.
- Resolution 2:** The current platforms for engagement between youth and local government should be strengthened and fully utilized.
- Resolution 3:** Youth initiatives and programmes, including National Youth Service as a flagship programme should be implemented and supported by all municipalities in South Africa.

³ These imperatives were outlined by the Free State Youth Commission

Resolution 4: Findings and recommendations emanating from the youth sector research should be continuously monitored and evaluated for implementation.

In December 2007 the **dplg** convened the 1st consultative workshop with representatives from provincial and municipalities and youth sector stakeholders. Delegates endorsed the process of development of the Youth Development Framework for Local Government (The policy). A 2nd consultative workshop took place on the 26-27 February 2008 in which delegates further discussed the draft framework and made submissions to be included in the policy. The recommendations and resolutions have served to inform the finalization of this Framework. The process has included national sector, departments, South African Local Government Association (SALGA), NYC, provinces and municipalities. The **dplg** was mandated by partners to coordinate the process and ensure that once completed, The policy is promoted for buy-in and implemented by municipalities.

3.3 Scope and concepts as defined by the Youth Policy for Tokologo

3.3.1 Definition of Youth

For the Purpose of this policy youth is defined in line with the National Youth Commission Act, 1996 as young people between the ages of 14 and 35. This age definition also recognizes the need to segment certain age categories to enhance and focus interventions in addressing particular issues and concerns related to each age group. For example, this age definition could be broken down in a 15 – 19 range with a focus on education and training; 20 – 24 range with a focus on transition from school to work; and a 25 – 28 range with a focus on training, learnerships and employment.

3.3.2 Defining Youth development.

Youth development is a very broad term. It has different meanings and implications for different people and settings. Pittman (1993: 8) defines youth development as “the ongoing growth process in which all youth⁴ are engaged in attempting to:

- meet their basic personal and social needs to be safe, feel cared for, be valued, be useful, and be spiritually grounded; and
- to build skills and competencies that allow them to function and contribute in their daily lives”.

The National Youth Commission defines youth development as:

Definition of Youth Development by Pittman (1993): “the on going growth process-----“

“a process whereby young women and men are able to improve their skills, talents, and abilities, as well as to extend their intellectual, physical and emotional capacities; it includes the opportunity for young men and women to express themselves and to live full lives in all social, cultural, economic and spiritual spheres”. Youth development also refers to engaging young women and men as participants in the decision-making processes.

3.4 Objectives of the policy for Youth Development for Tokologo

The objectives of this Policy are threefold:

- To provide a framework on which youth development programmes are based to inform Tokologo youth development planning, implementation and monitoring processes;
- To provide guidelines to the municipality on the design, implementation and monitoring of youth development programmes in the respective areas; and
- To provide guidelines to support role-players and stakeholders in mainstreaming youth development into their plans and programmes

3.5 Principles and values of youth development governing the policy and its implementation

The Youth Development Policy for Tokologo 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 a heterogeneous group: e.g. women; rural based with a disability; 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 instill 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 work place sectors;
- **Participation:** Youth development should assist young people to become active and contributing 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; and
- **Accountability:** Everyone who renders youth development services should be held accountable for the delivery of appropriate and quality services. Youth development initiatives should instill accountability and responsibility in young people.

3.6 Commitment of Tokologo Local Municipality to Youth Development

During the consultative workshops for the development of the Youth Development Framework for Local Government, the following pledge was made by Local Government:

As Local Government we believe that:

- Young people are the centre of development;
- Youth development should be mainstreamed in all local municipality departments; and
- Young people are the future, their needs are urgent and their development must be put at the centre of development.

As Local Government we support and affirm

- Establishment of youth development units at local municipality;
- That performance management of Section 57 managers should 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

As Local Government we commit to:

- Support the implementation of youth development policies and strategies.
- Ensure that Integrated Development Plans (IDPs) are reflective of and promote youth development.

3.7 Vision for youth development

All young people live and develop in a local government environment that creates opportunities for youth to participate in a democratic and developmental state and are afforded opportunities to enhance their sense of worth, purpose, direction as prosperous citizens of the country.

3.8 Mission for youth development

To provide professional and technical support to local government on youth development by:

- Developing, adopting and facilitating implementation of an integrated national youth development framework through the IDPs; and
- Providing support and partnership to enable young people to participate meaningfully in governance, economic development and social cohesion.

3.9 Strategic Plan (2007 – 2012)

The Strategic Plan (2007 – 2012) of the **dplg** has identified key focus areas for its support to provincial and local government. These include:

- Policy review and enhancement to ensure clarity, accountability and enforcement measures within the governance system;
- Supporting the capacity of provinces to fulfill their constitutional mandate;
- Accelerating service delivery in order to address historical imbalances and increase access to services and basic infrastructure;
- Capacity-building and support to municipalities through interventions that build the municipal institutions and its human resource capacity;
- Enhancing public participation and implementing broader programmes that focus on public participation;

- Developing capability to systematically ensure that stakeholder mobilization is formally incorporated into its model of operation and management;
- Developing and implementing a system of monitoring, reporting and evaluation for local government as well as developing a clear communication strategy to communicate results, achievements and challenges in performance; and
- Adopting innovative models, managing knowledge, sharing of lessons learned, thus building capacity through shared knowledge.

Five strategic objectives have been developed for local government and these guide the development of responses, strategies and the setting of the performance of indicators and milestones. These strategies also guide the development and implementation of the Tokologo youth development policy framework. The five objectives are:

- To build and enhance the governance system in order to enable sustainable development and service delivery. Within this objective, strategies include refinement and review of policies and regulatory frameworks for provincial and local government;
- To oversee the implementation of the intergovernmental programme of support to the Traditional Leadership to perform their constitutional mandate;
- To build and strengthen the capability and accountability of provinces and municipalities to implement their constitutional mandate. This objective seeks to accelerate stakeholder participation in local service delivery and development.
- To monitor, evaluate and communicate the impact of government programmes in municipal areas in order to enhance performance; and
- To strengthen the **dplg's** organizational capability and performance to deliver on its mandate.

CHAPTER 4: MAINSTREAMING YOUTH DEVELOPMENT INTO TOKOLOGO

This Policy seeks to facilitate and promote the mainstreaming of youth development into municipality plans and strategies. The Commonwealth Plan of Action for Youth Empowerment defines mainstreaming as *“the systematic integration of youth affairs into the work of the relevant stakeholders”*. This approach requires that already a proportion of all relevant and available resources and budgets within Tokologo Local Municipality are targeted and utilized for youth development. It entails setting up appropriate mechanisms for youth participation in policy making and planning, monitoring and reporting. The question to be addressed at planning, implementation and evaluation is the degree to which youth benefited from existing programmes – both as beneficiaries and service providers. Mainstreaming as an approach requires that all municipal departments look at the core of their work through “youth eyes”.

4.1 Implications for Mainstreaming at Tokologo

Mainstreaming youth development must target and have implications in the following areas:

4.1.1 Youth Policy

An important tool for mainstreaming youth development at Tokologo is this youth policy. The youth policy provides an opportunity for putting youth issues on municipality agenda. It provides a reference point for assessing and responding to the needs of young people in the municipality’s decision making and planning mechanisms.

4.1.1.1 Lessons learned: South Africa

One of the challenges identified in the survey conducted with municipalities in South Africa, was the fact that few municipalities have youth policies. This challenge limits opportunities to lobby for the mainstreaming of youth development in municipality plans. For this reason, one of the resolutions proposed by the various youth forums as well as the consultative workshop⁵ on strategic framework for youth development for Local Government was that all municipalities should develop Youth Development policies that will compel councils to implement youth development. Youth development policies ***must promote clarity of purpose, planning, accountability and enforcement measures in relation to youth development.***

In response to the above mentioned challenges, Tokologo has developed Youth Development guidelines that provide information to assist stakeholders in conceptualising, developing, planning and evaluating the implementation of youth policy in the municipality. Specifically, the purpose of the policy guidelines is to assist Tokologo municipality institutionalising and ensuring mainstreaming of youth

⁵ Consultative workshop held on 26-27 February 2008

development in the broader integrated development planning (IDP) processes by setting minimum programme content of local municipalities.

The policy guidelines identify critical areas of consideration for institutionalization of youth development

- **Political support** to lobby and advocate for youth development interests by committees within Council and other stakeholders. That the Speaker of Council serves as an Exco - officio member of the Youth Committee by virtue of his office responsibility for broader community participation;
- **Institutional arrangements** that ensure administrative support through establishment of a fully resourced Youth Unit which is responsible for the designing, facilitation and implementation of youth development projects and programmes. The Policy guidelines also outline competencies and minimum standards for effective management of the Unit. In addition, the guidelines provide for the establishment of a **youth council** which is an autonomous structure charged with the responsibility of representing the interests of civil society and promoting the interests of youth at community level; and
- **Financial support** through a financial plan that dictates that annual budget allocation should be utilised to effect youth development programmes, 30 % (percent) of which should benefit young people across all the departments.

4.1.1.2 Lessons learned: Australia

The Australian 2004 Youth Survey of Council's indicated the following benefits of developing a youth policy:

- Increased awareness of councils and staff of the value of including young people in council decisions that impact on their lives;
- A clearly articulated commitment by council, visible to and agreed with youth, and an action plan to do things that respond to the issues they raised;
- Increased consultation with and participation of youth in identifying responses as well as opportunities to enhance collaboration and partnerships;
- Participation of youth created opportunities for increased awareness for youth to enable them to make decisions about what they wanted, and fostered a sense of belonging in their community; and
- Youth Policy provides information that could be used as a lobbying and advocacy tool, to improve coordination between council function as well as with government and NGOs.

Box 1: Considerations for developing Youth policy in Australia

1: Council Endorsement:

- agreement on approach to youth development;

- commitment of council resources for youth development; and establishment of a project management structure. Structure must be guided by a clear set of terms of reference and allocation of responsibility for specific tasks to be undertaken.

2: Convene reference group/ steering committee to guide the youth development programme

- Reference group must have Terms of Reference, detailing membership and extent of involvement of members;
- Membership should comprise of:
 - council members and relevant staff;
 - Youth from various backgrounds;
 - Representatives from government departments, NGOs and CBOs providing youth services; and
 - Representatives from employment and economic sectors

Step 1: Data collection, assessment and analysis

- develop demographic youth profile;
- literature review (using previous research material); and
- conduct background research

Step 2: Consultations:

- Target youth and youth structures;
- Target youth in different settings (e.g. education sector, out-of school youth, youth with special needs, vulnerable youth, etc);
- Identify what youth aspire to;
- Identify needs, rights not realized, service gaps;
- Target youth service providers;
- Must identify barriers to youth participation;
- Assess youth knowledge of existing services and resources;
- Determine how municipality can serve youth better;
- Must provide information and increase awareness of what municipalities do and opportunities available to youth; and
- Identify strategic ideas.

Step 3: Draft Youth Policy

Step 4: Endorse Policy and Plan

- advise and provide feedback to participants; and
- launch policy and plan.

Step 5: Implementation

4.1.2 Strategies/Plans

The Municipality must develop youth plans. These plans can be used as lobbying tools during the IDP development process. The plan should include:

- Goals and objectives consistent with municipality strategic plan or framework;
- Detailed actions to be undertaken;
- Monitoring and evaluation indicators;
- Mechanisms for consultation with and participation of youth;
- Budget;
- Time lines; and
- Clear roles and responsibilities.

4.1.3 Programmes

Plans must include programmatic areas of mainstreaming youth development using Tokologo policies and programmatic priorities to promote opportunities for youth to benefit and participate at all levels.

4.1.3.1 Tokologo Developmental Programmes and Priorities

In fulfilling its developmental mandate, Tokologo outlines the following key developmental programmes for implementation:⁶:

4.1.3.1.1 Infrastructure provisioning and the Municipal Infrastructure Grant (MIG)

The Municipal Infrastructure provisioning and service delivery is aimed at providing all South Africans with the necessary access to municipal services in a sustainable way. An integral part of municipal infrastructure delivery is government's drive to provide basic services through labour intensive methods to maximize job creation, to alleviate poverty and to assist in creating the base for economic growth. The Municipal Infrastructure Grant (MIG) is a funding arrangement that combines existing capital grants for municipal infrastructure into a single consolidated grant. It is aimed at assisting the poor to gain access to infrastructure. The grant finances are aimed at covering the capital costs of basic infrastructure for the poor; and are also associated with the provision of new information, rehabilitation and maintenance of such infrastructure.

The outcomes of effective infrastructure service delivery

Infrastructure provisioning and service delivery creates logical opportunities for mainstreaming youth development since it is one of the core competencies for Tokologo Local Municipality. The ultimate outcomes of mainstreaming youth development should be:

- ***Integration of youth development and empowerment*** into the work of every municipal department through IDPs and implementation thereof

⁶ Strategic Plan 2005-2010; 5-Year Local Government Strategic Agenda 2006-2011; The **dplg** Strategic Plan 2007-2012

- **Reflection of integration** in municipal budgets and funding
- **Accelerated service delivery:** Measures have to be put in place to accelerate service delivery through the participation of all citizens, including youth;
- **Reconstruction and development :** Infrastructure is regarded as the basis for economic growth and development;
- **Empowerment :** Availability of infrastructure creates opportunities for redressing low income levels, improving hazardous working conditions and thus reducing social powerlessness and isolation;
- **Job-creation: Infrastructure provisioning and service delivery** opens up opportunities for job creation and environmental sustainability. An integral part of infrastructure delivery is government's drive to provide basic services through labour intense methods to maximize job creation;
- **Economic development:** Economic growth for the country as well as communities is accelerated when there is efficient infrastructure; and
- **Redressing inequalities and responding to the second economy:** Municipal infrastructure provisioning and service delivery is the central contribution made by local government to social and economic development. It should take place through the empowerment of local and previously disadvantaged groups such as youth, women and the disabled, for example, through the establishment of networks of small business to provide services, engaging communities in labour-intensive construction methods, encouraging community investment groups, purchasing of locally manufactured products and facilitating active trading within municipalities and with the external environment.

For youth to benefit from infrastructure provisioning, the following focus areas should be considered:

- **Participation in decision making processes:**

Effective participation of youth in issues of planning for infrastructure services with regards to political, institutional and social dynamics in all communities should be structured to translate to their needs through appropriate programmes;

- **Youth benefiting from local infrastructure programmes**

Empowerment of local and previously disadvantaged groups which include youth as mentioned under;

- **Redressing imbalances and responding to the second economy,** should be regarded as crucial and urgent by all municipalities;
- **An enabling environment** should be created for youth to benefit maximally from existing initiatives;;

- **Skills requirements**

- It has been proved that appropriate skills (technical, project management, etc.) critical to deliver and sustain infrastructure and services, especially in municipalities, are lacking;
- Such skills should be developed and sustained among youth; and

- **Strategic partnerships**

Sustainable infrastructure delivery also relies on integration in government and with NGO programmes. To achieve this, strategic partnerships should be established between public sector organisations and the private sector. The youth in a community are very important partners who can bring positive change and promote good governance. With their full participation, potential and understanding of democratic processes, they continue to be a valuable asset to society in general. Youth must be seen as an equal partner in uplifting the lives of their communities for the better and this must be recognized in planning, implementation and evaluation efforts.

4.1.3.1.2 Free Basic Services (FBS)

The Free Basic Services Programme is government's commitment to address the needs of the masses of impoverished South African Citizens and to provide basic services to them to ensure that they can begin to live a dignified life.

The right of all citizens to have at least a basic level of services is a right that is entrenched within the South African Constitution (Act 108 of 1996). This right has been actualised in government's commitment towards the provision of Free Basic Water, Free Basic Sanitation, Free Basic Electricity and Free Basic Refuse Removal to economically disadvantaged communities (hereby defined as indigents).

The implementation of Free Basic Services hinges on a number of realities that are critical for the successful implementation of the programme. These are:

- Identification / targeting of indigents;
- Integrated development planning; and
- Availability of infrastructure.

The implementation of free basic services falls within the intergovernmental system, which is focussed towards improving the capacity, efficiency, effectiveness, sustainability and accountability of the local government sphere, and making IDP's the primary mechanisms for intergovernmental coordination.

4.1.3.1.3 Local Economic Development (LED)

Sections 152 (c) and 153 (a) of the South African Constitution mandates Local Government to “*promote social and economic development*” as well as “*to structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community.*” The Local Government Transitions Act 1993 (and its 1996 Amendment) obliges Local Government to draw up Integrated Development Plans (IDPs) to address spatial, transport planning, infrastructure and the promotion of economic development. The municipality plays a key role in the delivery and management of projects. LED places more emphasis on income generation projects rather than infrastructure for purely poverty relief purposes. Economic activities must be sustainable over the long-term.

LED focuses on supporting job creation through the following:

- Provision of support to Local Government for its role in improving business environment and supporting LED;
- Supporting enterprises to establish partnerships with government agencies and donors to strengthen the local economic sector;
- Providing financial support to enterprises, linked to the demonstration of innovations in the financial sector; and
- Supporting marginalized areas to develop and implement economic improvement action plans in partnership with government.

The approach to LED focuses on aspects such as marketing the local area, forming local partnerships, setting up one-stop shop facilities, land releases and local procurement of food, products and services. The Local Economic Development Fund was launched in 1999 and it provides financial support to municipalities engaged in projects that address poverty alleviation. Local authorities have implemented LED initiatives such as Business Information Centres, property-related projects, corridor projects, sports-related projects (e.g. All Africa games), etc. LED units have been established in some municipalities with young people involved and benefiting. There is however a need to increase and accelerate youth participation in LED programmes.

4.1.3.1.4 Urban Renewal Programme (URP) and Integrated Sustainable Development Programme (ISRDP)

The ISRDP and the URP were launched in 2001 with the aim of conducting a sustainable campaign against rural and urban poverty and underdevelopment, bringing in the resources of all spheres of government in a coordinated manner. Twenty one (21) Rural nodes and eight (8) Urban nodes were pronounced representing the largest concentration of poverty in South Africa. It is estimated that the

nodes are home to more than 10 million people and have the common features of being areas of neglect where poverty is most endemic.

The programmes focus on:

- Co-ordinating investment in economic and social infrastructure;
- Human resource development;
- Enterprise development;
- Enhancing development capacity of local government; and
- poverty alleviation.

The **dplg** is the national coordinating institution for the ISRDP and URP but successful implementation of the programme relies on the involvement of all stakeholders and effective targeting of poverty pockets.

With the youth constituting the largest percentage of the population and the unemployed, it is crucial that the ISRDP and the URP mainstream and integrate youth development within local government and by all other stakeholders.

4.1.3.1.5 Local Government Leadership Academy (LOGOLA)

The Local Government Leadership Academy was established to address Leadership and Management skills for councillors and Section 56 and 57 managers. The LOGOLA is awaiting Local Government Sector Education and Training Authority (LGSETA) accreditation as a virtual campus and has four (4) skills programmes: Emotional Intelligence; Effective Communication; Problem Solving and Decision Making; and Communal Knowledge Management. The programmes link to the South African Qualifications Authority (SAQA) at level 4 and culminate in a National Certificate in Leadership Development. The four (4) skills programmes are referred to as the Municipal Leadership Development Programme (MLDP).

Professionalisation will form the backbone to all skills development interventions because if employees function optimally in the profession they are appointed for, the remaining training interventions that they may require could be minimal. Youth development practitioners and managers can also benefit from participating in the programme and through professionalisation of youth work as advocated for by the Commonwealth Action Plan for Youth Empowerment 2007– 2015.

4.1.3.1.6 Public Participation

Tokologo Local Municipality has a constitutional responsibility for creating an enabling environment and mechanisms for local communities to participate in issues affecting and governing their lives. To achieve this, opportunities for public participation should be created for youth.

Approaches and mechanisms that promote public participation

- Ward committees;
- Community-ward planning Forums;
- Integrated Development Planning Committees and processes;
- Community accountability and feedback meetings; and
- *Izimbizo* programme.

To respond to youth development challenges, such mechanisms and structures must involve youth in a meaningful way. The participation of young people in broader political, democratic and economic processes of society builds responsible citizenship.

Another critical programme on community participation is the Community Development Workers Programme (CDWP). This initiative was established in 2003. According to the **dplg's** Draft National Policy Framework for Public Participation (2005) the aim is to *"maintain direct contact with the people where these masses live"*.

The supportive roles played by Community Development Workers (CDWs) include:

- Ensuring that ward committees and civil society are informed on government support and services;
- Encouraging ward committees and civil society to engage with opportunities for development.
- Identify needs and build on local strengths;
- Identifying gaps in the community awareness concerning the provision of basic services and related health issues;
- Facilitating communication between the community and other stakeholders;
- Serving as a link between the ward committee, community and project stakeholders;
- Supporting the implementation of community activities and projects by community structures; and
- Encouraging mechanisms for participation throughout the project cycle

4.1.3.1.7 Project Consolidate

In order to address service delivery challenges, the **dplg** introduced Project Consolidate, a practical hands-on programme of support to Local Government. Launched in 2005, this project was a collaboration of government, private sector, development agencies and non-governmental organizations. Its focus was to build Local Government service delivery capacity through well-coordinated national and provincial support interventions. The hands-on support targeted struggling municipalities and was achieved through the deployment of experts with the necessary skills to assist municipalities in addressing challenges they faced. These experts are called Service Delivery Facilitators (SDFs).

Though Project consolidate has come to an end, lessons drawn from it could be used to strengthen youth programmes at provincial and municipal levels. The SDFs could provide more integrated support for the implementation of the policy through putting and strengthening mechanisms for youth policy development and programme implementation at local level. They could also strengthen monitoring and evaluation as well as reporting mechanisms for the policy. Further, they could strategically influence the integration of youth development and other equity issues into the IDP's.

The above-mentioned **dplg** programme areas are central and are supportive of the National Youth Policy and programme areas for youth development. They are also in line with minimum programme content as outlined in the Youth Development Guidelines for Local Government in South Africa (2004). It is crucial therefore that the **dplg** and municipalities integrate and mainstream programmes targeting developmental and youth development specifically in the IDPs.

Box 2: Key Characteristics of credible IDP

Of the 12 characteristics of a credible IDP, the most central for youth development without excluding others, are:

- Consciousness by Municipality of its constitutional and policy mandate for **developmental local government**;
- **Awareness of the Municipality of its role and place in the regional, provincial and national context and economy**;
- Awareness by the Municipality of its intrinsic characteristics and criteria for success;
- Comprehensive description of the area;
- A clear strategy based on the local needs;
- Insight into the **trade-off** and commitments made re: **economic choices** and **integrated service delivery** and others;
- The key deliverables for the next five years;
- Clear measurable budget and implementation plans to the Service Delivery;
- Budget Improvement Plan (SDBIP);
- A monitoring system;
- Determines capacity of Municipality;
- **Communication, participatory and decision-making** mechanisms; and
- **Intergovernmental** action and alignment to **government-wide priorities**

4.1.3.2 Other youth initiatives local government supports and implications thereof

4.1.3.2.1 The National Youth Service (NYS) and implications for the dplg

The **dplg**, in the realization of its mission to provide technical support to government by developing appropriate policies and legislation that promote integration in government's development programmes

and service delivery, is contributing directly and indirectly to programmes that are in line with the principles contained within the NYS model. The National Youth Service (NYS) is a government initiative launched in August 2004 to engage young people in service activities that are aimed at nation building whilst providing opportunities for learning. The three elements central to the NYS Model are:

- Learning and personal development;
- Community service and volunteerism; and
- Exit opportunities (employment, further learning or self employment).

The objectives of the NYS are:

- To promote ***social cohesion & build social capital***;
- To inculcate a ***culture of service*** to communities by young people;
- To instil a ***spirit of patriotism*** in young people and an understanding of their role in the ***promotion of civic awareness & national reconstruction***;
- To develop ***knowledge, skills and abilities of young people*** to enable them to make a meaningful transition to adulthood; and
- To improve ***youth employability***.

The NYS broadly outlines the target group as unemployed and out-of-school youth and youth in Higher Education as volunteers. The programme has implications for all sector departments. In the case of the **dplg** the work of the NYS has direct implications for the Systems and Capacity Building, MIG and Public Participation, branches and Units of the **dplg**. Implications for the **dplg** were identified and resulted in the development of the integrated NYS Plan for the **dplg**.

Box 3: Progress in the implementation of the NYS

According to a progress report submitted to the Social Sector Cluster by the NYSU (dated June 2007), a number of government departments have made commitments to support the scaling up of the programme. 19 departments are currently on board and they are in the process of identifying a range of projects. In addition to national departments, provincial departments are now involved. Currently 7 Provincial Steering Committees have been established. Since its inception, the NYS programme has targeted over 15 200 youth and 500 mentors. An example of a successful project where municipalities have even provided funding include the Lubisi Dam

Project in the Eastern Cape. The collaboration between the Chris Hani District and Intsika Yethu Local Municipalities is contributing to the project's success.

4.1.3.2.2 Expanded Public Works Programme (EPWP)

The high rate of unemployment is one of the major challenges facing South Africa. This document has already mentioned how highly affected by unemployment and poverty our young people are. To

respond to this challenge, the government initiated the EPWP which has a strong focus on creating jobs through delivery of government infrastructure. The ethos of EPWP is that every time a new programme is conceptualized and planned, job creation must be one of the key results. Sanitation is one of the projects which can maximize job creation. Guidelines for Municipalities in Sanitation Job Creation (2005) have been created for use by municipalities. The Guidelines provide municipalities with a contractual framework for the implementation of Expanded Public Works Programme (EPWP) projects. The Expanded Public Works Programme (EPWP) targets the unemployed and unskilled persons, including youth who constitute the highest percentage of unemployed persons in South Africa. The Guideline has further put in place a number of support mechanisms to assist municipalities in the implementation of EPWP.

Box 4 : The Code of Good Practice for Special Public Works Programmes

One of the most important conditions for EPWP is that they should be governed by the Code of Good Practice for Special Public Works Programmes. This Code sets out targets for the employment of youth, women and people with disabilities. It requires that relevant community-based organizations be consulted regarding the selection of workers to be employed on projects. It further allows for special conditions of employment for workers employed by contractors on labour intensive projects. It limits the duration of employment under these special conditions and provides PWP workers with an entitlement to training. It establishes an employment framework which promotes PWP as a mechanism for providing unemployed persons with a combination of work experience and training.

4.1.3.2.3 Umsobomvu Youth Fund

Umsobomvu Youth Fund was established to act as a catalyst for facilitating the creation of opportunities for youth employment and youth entrepreneurship. It achieves this by making investments that deliver effective programmes, working in collaboration with service providers.

4.1.3.2.4 HIV and AIDS and STI Strategic Plan for South Africa 2007-2011 (NSP) of the Department of Health

In addition, other programme areas for youth development could relate to the promotion of gender equality and empowerment of women and girl child as well as HIV and AIDS prevention. According to the HIV and AIDS and STI Strategic Plan for South Africa (2007 – 2011), there is a high prevalence of HIV and AIDS amongst youth, (50% of new HIV are aged between 15-24 yrs). One of the guiding principles is prioritizing this age group especially for prevention. The broad focus areas for the NSP are:

- Prevention;
- Treatment, care and support;

- Research, monitoring and evaluation; and
- Human and legal right.

Tokologo Municipality needs to intensify HIV and AIDS prevention programmes in order to ensure youth developmental and reduce the number of infections. The mainstreaming of HIV and AIDS into youth development plans is one way in which Tokologo can play a role in reducing HIV and AIDS infection amongst youth. The **dplg** Framework for an Integrated Local Government Response to HIV and AIDS (2007) provides guidelines for such mainstreaming. The brunt of the HIV and AIDS pandemic is felt by children and youth. Currently it is estimated that approximately 2.5 million South African children are orphaned. The number is expected to rise to 5 million by 2015. A number of these children are living in child and youth headed households. The situation is made worse by poverty which limits opportunities for youth to complete school and utilize existing opportunities for their own development and growth.

Box 5 : U.N. General Assembly Special Session on HIV/AIDS: Declaration of Commitment on HIV/AIDS: Global Targets and Principles for Young People

- By 2005, reduce HIV prevalence among youth ages 15 – 24 in the most affected countries by 25%; by 2010, reduce global HIV/AIDS prevalence among this age group by 25%;
- By 2005, ensure that at least 90% of youth aged 15 – 24 have access to information, education, including peer education and youth specific HIV education, and services necessary to develop life skills required to reduce their vulnerability to HIV infection; ensure at least 95% access by 2010;
- Ensure access to both girls and boys to primary and secondary education, including HIV/AIDS education;
- Ensure safe and secure environments, especially for young girls (and young women);
- Expand good quality youth-friendly information and sexual health education and counseling service; and
- Involve young people in planning, implementing and evaluating HIV/AIDS prevention and care programmes.

4.2 Approaches to mainstreaming

The Youth Development Framework for Local Government advocates for mainstreaming as an approach that looks at both internal and external focus of intervention.

- **Internal mainstreaming:** should begin at national level, in this case, the **dplg**, with departmental policies and strategies setting clear targets and budgets for youth within their budgetary and programmatic activities. This approach requires that Tokologo looks at its human resources and

ensures that its staff component consists of an acceptable proportion of youth. Such staff should be given opportunities for training and development and possibilities for career-pathing; and

- **External mainstreaming:** requires that every line department within Tokologo takes into account the issues affecting young people in communities within the municipal areas. All Tokologo entities/sections/divisions need to look at the core of their work with young people at the centre and ask themselves: ***“how can young people benefit from this initiative?”*** Each should be able to identify opportunities within the core areas of their work to promote youth development goals.

The outcome of mainstreaming will be the integration of youth development into the core work of every municipality department through IDPs and implementation thereof. Municipal funding will also reflect such integration.

Box 6: Useful questions for mainstreaming youth development

Internal mainstreaming

- What % of municipality staff are youth?
- Are young people given an opportunity to grow and climb the municipal corporate ladder?
- What policies or systems are available to retain young women and men in the employ of the municipality?
- What can be done to support young staff deal with social, economic and other challenges they encounter as citizens?

External mainstreaming

- What can be done to promote youth participation in IDP processes?
- What can be done to promote youth participation in LED processes?
- What mechanisms and structures exist for youth participation in service delivery?
- What can each municipal department do to promote and support youth development?
- Do IDPs clearly reflect youth development – planned activities, programmes and budgets?
- What percentage of services, goods and products does the municipality procure from youth owned enterprises?
- Are opportunities created for youth to evaluate their involvement in municipal strategies and planning processes?
- How many programmes/projects that benefit youth does the municipality offer?
- What proportion of the overall municipal budget is allocated to youth development programmes?
- Does the municipality have a Youth policy?

4.3 Institutional Arrangements

4.3.1 Institutional arrangements within three spheres

For effective implementation of this framework, the different spheres of government should have the necessary and aligned institutional mechanisms in place:

4.3.1.1 National Level

The Youth Directorate at the **dplg** should provide guidance, oversight and support for the implementation of the policy. This entails the following functions:

- Data collection, research and policy development;
- Coordination and alignment;
- Training and capacity building;
- Monitoring and evaluation;
- Establish and strengthen partnerships;
- Convene learning and transformation forums;
- Documentation and dissemination of information and good practices; and
- Report 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.

Composition of the Directorate

- Policy and Programme Development division;
- Hands-on Support Division to municipalities; and
- Administrative support for the two divisions

4.3.1.2 Provincial Level

Provincial level is expected to perform the following functions:

- Adopt Framework;
- Establish and strengthen provincial institutional systems for youth development;
- Design provincial implementation plans;
- Allocate resources;
- Disseminate information;
- Implement and support municipalities; and
- Monitoring and evaluation.

4.3.1.3 Tokologo Municipality Level

4.3.1.3.1 Youth Units

The Municipality must set up a dedicated Youth Unit that, amongst others, formulates specific plans and strategies relating to youth development. Such a Unit 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. The location of the Unit is outlined in the Draft National Youth Policy 2008- 2013.

Terms of Reference of Youth Unit

- 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
- Youth units must facilitate establishment of youth councils in their municipalities

The composition of the Unit should be as follows:

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

- Manage the corporate environment of the Unit;
- Responsible for the provision of policy frameworks/strategies;
- Develops and maintains M&E systems for the whole Unit;
- Is a project manager for youth development in the municipality;
- Is responsible for 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
- Represents youth development in all planning and decision-making forums, e.g. Strategic planning, IDP Forums, etc.

Level in the Management Structure:

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/ Speaker 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.

The Unit must be allocated a dedicated budget annually to perform its activities.

B. 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.

C. Administrative Officer

- Responsible for the administration of all issues of development in the Unit.

D. Youth Development Workers (foot soldiers): For the following areas:

- Mobilization and Participation;
- Poverty Reduction Programmes; and
- Social programmes

CHAPTER 5: ROLES AND RESPONSIBILITIES OF TOKOLOGO AND OTHER SIGNIFICANT YOUTH DEVELOPMENT PARTNERS

Local governments are one of the spheres of government that are at the point of coordination and integration of local development. Municipal IDPs are planning instruments that are used to promote such coordination and integration. Since youth development is a responsibility for a number of partners, it is important that such coordination is implemented and reflected across all spheres of government. This Policy seeks to delineate specific roles and responsibilities of key partners in implementing and supporting youth development initiatives.

5.1 Roles of the dplg

The following are identified as key roles of **dplg**

- Ensuring and promoting uniform institutionalization of youth development at provincial and local levels by strengthening standing structures on youth development and issues affecting young people;
- Creating participatory measures to target the youth in general and disadvantaged youth in particular;
- Engaging local youth organizations in programmes focusing on a developmental local government vision;
- Identifying needs for local facilities that are supportive of youth development (e.g. youth friendly clinics, libraries, community centres);
- Provide support to local and district municipalities and the provincial departments of local government;
- Together with provincial Departments of Local Government, SALGA, SACN and other partners, support leadership on youth issues;
- Ensure that youth development is mainstreamed within the **dplg** and local government policies and programmes;
- Together with Provincial Departments of Local Government, SALGA, SACN, and other partners support youth development among local government practitioners;
- Mobilise and co-ordinate support partners to enable them to perform their LG support roles in line with institutional capacities;
- Facilitate the inclusion of youth development among those who inform the MEC's IDP assessment commenting role and the IDP Hearings;

- Engage with donor organisations, together with Provincial Departments of Local Government and SALGA, in order to ensure that funding is channelled to support interventions in ways that align with this Framework; and
- Monitor and evaluate support initiatives to determine their impact and facilitate the development of future initiatives.

5.2 Roles of the provincial departments of Local Government (DLGs)

The roles of the Provincial and National Sector departments include:

- Ensuring that the departments' policies and programmes promote and respond to youth development;
- Together with the **dplg** and provincial offices of SALGA and other partners, support leadership development and competence for youth development and governance responses;
- In collaboration with the **dplg**, SALGA, SACN, and other partners support youth development responses amongst local government practitioners for each to be able to understand their respective roles and responsibilities in relation to youth development;
- Support municipalities to mainstream youth development in IDP by collaborating with the office of the Premier (OTP) to ensure the co-operation of provincial and national sector departments;
- Monitor and, where necessary, intervene where municipalities are not responding appropriately;
- Together with the (OTP), facilitate engagement between sector departments and district municipalities; and
- Report to the **dplg** about the extent to which municipalities are responding to youth development and implementation.

5.3 Roles of Local and District Municipalities

One of the mandates of District municipalities is to coordinate the engagement of partners within their areas of jurisdiction. Some of these roles are distinct and others can be shared and mutually supportive responsibilities.

5.3.1 Shared and partnership roles are:

- Championing youth development;
- Creating a supportive and enabling environment for youth development;
- Ensuring that the KPAs for developmental local governance in youth development are prioritised and monitored;

- Utilizing existing structures and mechanisms to integrate and entrench youth development roles and responsibilities across the municipalities;
- Developing and monitoring Key Performance Indicators for officials that are related to their roles in youth development;
- Jointly supporting youth development plans based on context as well as institutional capacity;
- Collaboratively engaging provincial and national sector departments to identify institutional arrangements for youth development;
- Obtaining and analysing information on youth development issues and its implications for youth development service delivery; and
- Formulating and implementing plans to support youth development.

5.3.2 District Municipalities' specific roles and responsibilities

- Ensuring that youth issues are effectively mainstreamed in the district IDP; and
- Co-ordinating the process of engagement between partners in their activities to support youth.

5.3.3 Local Municipalities' specific roles and responsibilities

- Co-ordinating community-level processes in respect of youth development and service delivery; and
- Ensuring that participation mechanisms are sufficiently accessible and sufficiently proactive to enable the participation of youth in governance, planning, service delivery and monitoring.

5.3.4 Roles and responsibilities of Municipal Structures and Officials

Municipal structures as well as officials have a big role to play in promoting youth development. They represent political commitment to youth development. It is therefore critical that their roles and responsibilities are clarified. Table 1 below sets out these roles, which must be implemented and monitored.

Table 1: Roles and responsibilities of Municipal Structures and Officials

Role-players	Roles and Responsibilities
Mayor	<ul style="list-style-type: none">• Provides political leadership for youth development• Ensures that the positions to drive youth development are filled and function effectively
Mayoral Committees	<ul style="list-style-type: none">• Approve municipality programmes and youth-focused IDPs• Approve budgets for youth development• Advocate for youth development
Speaker	<ul style="list-style-type: none">• Ensures that ward councillors champion youth development in their wards
Councillors	<ul style="list-style-type: none">• Champion youth development in the ward with support from ward committees
Ward Forums	<ul style="list-style-type: none">• Champion youth development at ward level• Support coordination of youth initiatives at ward level• Promote participation of youth in planning, decision making and governance processes
Municipal Manager	<ul style="list-style-type: none">• Ensures that municipality plans, projects and programmes mainstream youth development• Provides oversight and capacity development to the youth unit• Advocate for integration and mainstreaming of youth in all municipality programmes• Support the establishment and functioning of Youth Forums
IDP Manager	<p>Ensures that:</p> <ul style="list-style-type: none">• the IDP process allows for the voices of young people to be heard and their opinions considered• various IDP components mainstream youth development• youth development is mainstreamed through e implementation and monitoring of the IDP

IDP Representative Forum	<ul style="list-style-type: none"> • Ensure that communities and stakeholders are represent and are able to express their concerns and opinions in respect to youth development
Heads of municipal departments	<ul style="list-style-type: none"> • Ensure that sector plans, programmes and projects mainstream youth development
Municipal IGR Forum	<ul style="list-style-type: none"> • Coordinates and monitor implementation • Ensures that sectoral groups, interest groups are represented.

5.3.5 Roles and responsibilities of Civil Society

The term Civil Society is customarily used in reference to civil society organisations (CSOs) and non-governmental organisations (NGOs). It also includes a wide spectrum of community-based organisations, trade unions, religious communities, advocacy groups, policy research institutions, private business institutions, and social movements. Represented in the youth sector by the South African Youth Council (SAYC), these organisations have a big role to play in ensuring that The policy is implemented successfully. This SAYC could do through:

- Ensuring that relevant youth programmes are implemented by municipalities;
- Building capacity and being the voice of the youth sector;
- Reviving youth participation in decision-making processes of municipalities;
- Advocating and lobbying for young people and their organizations;
- Monitoring implementation of youth development programmes in the municipality; and
- Ensuring organized consultation and participation of young people in the IDP processes.

5.3.6 Roles of Traditional Leadership Structures

Traditional Leadership in South Africa is institutionalized through the Traditional Leadership and Governance Framework Act of 2003 (TLGFA) and the Communal Land Rights Act of 2004 (CLRA). One of their roles is to promote socio-economic development, peace, social cohesion and the preservation of the moral fibre of society. Further, they have a responsibility to preserve culture and tradition of communities and to contribute to nation building. All of this has an impact on youth and youth development. A stable and prosperous society is one which values culture in its diversity and thrives to promote moral values. Through their structures, forums and activities, Traditional Leadership has a role to create opportunities for youth participation as well as to champion youth development. It is through such structures and activities that Traditional Leadership can pass on cultural traditions and customs to the younger generation.

The following are some of the ways in which Traditional Leadership could support the implementation of this Framework:

- Making trust land and other facilities available to youth for agricultural and other economic development programmes;
- Putting in place mechanisms and processes to promote well-being and safety of youth and communities;
- Identification of indigent youth and youth-headed households for referral and access to appropriate services; and
- The promotion of social cohesion and moral regeneration through the supportive traditional structures and systems

5.4 Roles of national and provincial partners

The following are some of the roles and responsibilities of the key national and provincial partners:

Table 2: Roles and Responsibilities of national and provincial partners	
Sectoral Partner	Roles and Responsibilities
National and Provincial Youth Commission	<ul style="list-style-type: none"> • Provides support and monitoring to ensure that strategic implementation is in line with national policies and guidelines; • Supports coordination of various institutions involved in youth matters in all three spheres of government • Develops recommendations on matters affecting youth at local level • Supports monitoring and evaluation processes • Establishes and supports reporting mechanisms
Presidency	<ul style="list-style-type: none"> • Provides support for policy development • Advocates for and promotes integrated youth development • Capacity building to facilitate mainstreaming, monitoring & evaluation
Offices of Premiers	<ul style="list-style-type: none"> • Support capacity building for implementation of strategy • Support advocacy and provide advice and guidance to facilitate implementation • Support coordination

	<ul style="list-style-type: none"> • Monitor implementation
SALGA	<ul style="list-style-type: none"> • Advocacy for the development and implementation of policies by municipalities Support capacity building
Interdepartmental Committee on Youth Affairs	<ul style="list-style-type: none"> • Oversees, monitors and report on implementation of youth development to the Social Cluster • Coordination of sectoral youth development programmes
Parliamentary Portfolio Committee on Youth, Children and Disabled	<ul style="list-style-type: none"> • Advocate for youth development • Monitors

5.5 Roles and Responsibilities of National sector departments

The National Youth Development Policy Framework seeks to promote a uniform approach to youth development across government departments. In line with the Inter-governmental Relations Act, these are some of the areas where other sectoral departments could partner with the dplg in implementing this Framework:

Table 3: Roles and Responsibilities of National Sector Departments	
Sectoral Partner	Roles and Responsibilities
Social Development	Mainstreaming youth development Work with municipalities to ensure that indigent youth have access to social assistance and poverty relief programmes Ensure development and implementation of programmes to support vulnerable youth, youth-headed households and youth with disabilities
Education	Promote access to education for youth Create awareness and inform youth of skills development programmes provided by FET colleges Be involved in recruiting youth volunteers for the NYS programme

Health	<p>Ensure that health issues affecting youth are dealt with in an efficient, accessible and comprehensive manner</p> <p>Promoting youth friendly health services</p> <p>Promote social well-being of youth by addressing psychosocial programmes for youth and focusing on STIs and HIV and AIDS issues</p>
Labour	<p>Increase opportunities for youth to benefit from skills development and learnerships</p>
Department of Environmental Affairs and Tourism	<p>Develop and implement youth development policies</p> <p>Encourage youth to be involved in tourism</p> <p>Encourage and support youth in maintaining environmental integrity</p>
Public Works	<p>Create opportunities for more youth to benefit from EPWP</p>
Trade and Industry	<p>Develop youth policies and promote mainstreaming of youth development</p> <p>Youth SMMEs</p> <p>Business Development Centres</p>
Housing	<p>Ensure that needy and vulnerable youth have access adequate housing</p>
Agriculture	<p>Develop and implement policies that promote access to land and food security for youth</p>

CHAPTER 6: MONITORING AND EVALUATION (M&E) OF YOUTH DEVELOPMENT POLICY

Monitoring and evaluation is a critical component of the Youth Development Policy . The main objective for monitoring is to evaluate the impact and effectiveness of youth development programmes. Such monitoring should look at the degree to which mainstreaming of youth development has occurred. It is a management tool that provides information:

- For making short-term decisions to improve the performance of the programme;
- For helping to find out whether the programme is being implemented according to plan;
- To help evaluate and influence the impact of the programme over a long-term; and
- For advocacy and feedback to stakeholders.

Monitoring goes hand in hand with evaluation. Evaluation is a process aimed at finding out whether a programme is worthwhile, valuable or effective. Every objective set out in this Framework has its own set of monitoring and evaluation indicators. Indicators have been developed to facilitate effective monitoring and evaluation. Youth development partners in this strategy must work towards the institutionalization of monitoring structures and processes.

6.1 Guiding Principles for Monitoring

- Evaluating the effectiveness of the programme
- Measuring performance
- Evaluating the impact of policies and programmes
- Effectiveness specific and critical outcomes

6.2 Pre-requisites for Monitoring and Evaluation

For M&E to be effective the following must be in place:

- 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;
- Youth must be encouraged to play an active role in monitoring and evaluation;
- Clear key performance areas (KPA) based on clearly defined objectives, activities, outcomes and indicators; and
- Integrated youth development plan.

Box 7: What to monitor: Examples

- Budgets
- Workplace youth-related skills plans
- Annual performance plans
- Allocation and location of youth personnel
- Incentives for youth development practices
- Programme delivery (achievement of youth development objectives)

6.3 Monitoring and Evaluation Instruments/Tools

- Monthly meetings;
- Quarterly reviews and national reports to IDCC based on the Government Plan of Action (POA);
- Reports to international structures on MDGs, Commonwealth Indicators for youth development, etc;
- Quarterly municipality, district and national reports on implementation progress;
- Annual assessments and reviews (indicators adjusted whenever appropriate);
- Site visits;
- Tracking systems; and
- National workshops with municipalities to review progress, share lessons and facilitate learning and support.

6.4 Selected Millennium Development Goals, Commonwealth Plan of Action for Youth Empowerment Goals and Indicators

In order to fulfil reporting responsibilities to both the United Nations and the Commonwealth, the following select goals have been developed based on the MDGs and the Commonwealth Plan of Action for Youth Empowerment:

Table 4: Youth Development Indicators		
(MDGs)	Common Wealth Goals	Indicators
MDG1: Eradicate extreme poverty and hunger Target: Halve between 1990 and 2015, the proportion of people whose income is less than a dollar a day	Develop and implement measures to promote the economic enfranchisement of young people	<ul style="list-style-type: none"> Percentage increase of young women and men in formal and non-formal employment by 2015 All sectors allocating at least 25% of their total annual budgets in support of youth development mainstreaming Numbers of young people receiving macro-credit Numbers of young people undergoing apprenticeships or vocational/business skills training
MDG 3: Promote gender equity and empower women	Adopt an equal employment opportunity policy	<ul style="list-style-type: none"> Macro programmes targeting gender equity and youth in special circumstances in place by 2010 Proportion of seats held by young women in decision making bodies
	Professionalize youth work sector Invest in youth work education and training	<ul style="list-style-type: none"> Numbers of formally trained and registered youth workers employed by the state and civil society bodies
	Promote participation of youth	<ul style="list-style-type: none"> Budget allocated to

	<p>Establish, strengthen and support National and regional youth councils</p>	<p>national youth council</p> <ul style="list-style-type: none"> • Capacity building for National Youth Councils and other youth organizations • Seats for youth in decision making bodies
<p>MDG 6: Combat HIV/AIDS, malaria, and other diseases</p> <p>Target: Halved by 2015 and begun to reverse the spread of HIV/AIDS</p>	<p>Establish or strengthen national support for young women and men in areas of: youth health issues and reproductive health and well-being; the prevention and control of HIV/AIDS and other sexually transmitted diseases</p> <p>Create innovative partnerships between government, intergovernmental organizations and the private sector to increase availability of social support systems.</p>	<ul style="list-style-type: none"> • % of population aged 15-24 years with comprehensive knowledge of HIV/AIDS • HIV prevalence among 15-29 year old women and men halved by 2015
	<p>Strengthen legal frameworks for youth development</p> <p>Review and update existing policies and their corresponding strategic action plans based on the assessment of their impact on youth empowerment</p> <p>Create and strengthen departments of youth affairs, which should include arrangements for consulting young people</p> <p>Set up mechanisms to mainstream a youth perspective in all relevant policy areas</p>	<ul style="list-style-type: none"> • All youth department s to have youth consultation mechanisms in place by 2010 • Youth mainstreaming evidenced in a range of policies and programmes • Percentage increase in resource allocation for youth ministries/departments • Youth development to

		be represented as 25 % (30%? of the national budget by 2015)
MDG 8: Develop a global partnership for development Target: In cooperation with developing countries, develop and implement strategies for decent and productive work for youth	Formulate appropriate policies to address such issues as the age and experience criteria that facilitate the entry of young people into productive employment	<ul style="list-style-type: none"> • Unemployment rate of young people aged 15- 24 years improved
	Monitor and evaluate progress in youth development Engage young people in participatory monitoring and evaluation	<ul style="list-style-type: none"> • Participatory youth surveys on youth development issues at local, regional and national level • Inclusion of youth specific data in poverty reduction strategic papers, national budgets and other policy frameworks

CHAPTER 7: PILLARS FOR THE IMPLEMENTATION OF THE POLICY

The successful implementation of this Policy rests on the following critical factors:

- Providing training, capacity building and sensitization on youth development and specifically on the policy;
- Mobilising support for the implementation of this Policy, a communication on the strategy is important. Whilst there has been stakeholder participation in its development, ongoing sensitization thereof is critical. The first level for sensitization is within the **municipality** entities themselves. All departments must be made aware of the policy and enabled to support the planning and implementation processes. This would ensure that they mainstream youth development into their departmental plans;
- Endorsement of the policy by all partners and buy-in sourced from all stakeholders, both administratively and politically;
- Engagement with the private sector, State-owned Enterprises (SOEs) and donors;
- Functional and effective institutional arrangements meeting the following minimum standards:
 - Institutional arrangements should be ready to act and deliver on their responsibilities.
 - Key stakeholders must be involved and informed at all stages.
 - Multi-sectoral Youth Forums must be established and enabled to function effectively at local level.
 - Youth Forums must hold regular coordination and monitoring meetings;
 - Reporting procedures and mechanisms from local to national must promote and ensure accountability on the utilization of funds and meeting the KPIs for youth development; and
- Municipal budgeting for youth development is critical. The approach to youth development at local level requires intense allocation of resources. Accessibility will not be possible if young people do not have information about resources and services available to them. It is critical that Tokologo in its IDP processes allocate sufficient resources to: (a) improve its human resource capacity for youth development; and (b) ensure that a budget is earmarked for youth development in line with the programmatic priorities of the **municipality**. In addition the budget should be equitable based on the population and the needs of young people in the municipality.

CONCLUSION

The successful implementation of this Policy rests on the availability of resources and allocation thereof to the strategy as a matter of planning and not by chance. Secondly, it depends on a strong and viable partnership across spheres of government, civil society, youth themselves, development agencies, corporate and other youth serving stakeholders.

Table 5 : IMPLEMENTATION PLAN

Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
1.Municipal Transformation and organizational Development	Strategically locate and support Youth Development Units offices of Municipality Managers & Heads of Department for effective implementation of youth development programmes	Recruitment and appointment of youth development personnel	Youth participating in all planning processes Audit of Youth Units in municipalities and DLGs	% young people Included in planning processes/represented in planning structures. Fully fledged and functioning youth units established in all municipalities No. of municipalities targeted for training		The municipality SALGA LGSETA
	Effective integration of youth development into the mainstream of all local government	Development of mainstreaming training programme Training of at all DLGs on mainstreaming	Youth participating in all planning processes	% youth included in planning processes and represented in planning structures No. of policies and programmes promoting		The Municipality DLGs dplg Municipality

Table 5 : IMPLEMENTATION PLAN						
Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
	policies and programmes	<p>youth development</p> <p>Establish/Strengthen the Equity Task Team to review policies for mainstreaming youth development</p> <p>Provide support for municipalities in there strategic and business plans and to prepare credible youth-inclusive IDPs</p> <p>Conduct research to</p>	<p>Research report</p> <p>Documentation of best practices</p> <p>All IDPs approved by the MEC reflecting youth development</p>	<p>mainstreaming of youth development</p> <p>Functional Equity Task team</p> <p>Integrated policies</p> <p>Managers and Municipality Managers trained</p> <p>No. of IDP s, business plans, budgets reflect youth development priorities</p> <p>All municipality services (clinics, community centres, libraries and recreation</p>		

Table 5 : IMPLEMENTATION PLAN						
Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
		assess the implementation of the policy		<p>facilities) are youth-friendly.</p> <p>% budget spent on monitoring and evaluation of youth development initiatives</p> <p>Municipalities participating in evaluation forum</p> <p>No. of Inputs from municipalities to inform assessment report</p>		
		Development of norms and standards to ensure uniformity in provision of youth development services at local level	Norms and standards in place, approved and shared for implementation	Reports reflect adherence to norms and standards		DLG

Table 5 : IMPLEMENTATION PLAN						
Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
2. Basic Service Delivery	To enhance service delivery and promote accessibility of basic services to indigent youth	Conduct an audit of youth headed households and other forms of indigent youth	Youth eligible for free basic services have access to services	% of indigent youth and youth-headed households accessing free basic services		municipality DSD SASA Traditional Leadership
		Facilitate the referral of indigent youth to income-generating and other development programmes	Referral mechanisms and partnerships in place	Data base of indigent youth and youth-headed households No. of indigent youth participating in income-generation projects		
		Develop strategy to educate youth on the indigent policy	Systems and procedures for accessing indigent policies are youth-friendly	No. of workshops with youth		

Table 5 : IMPLEMENTATION PLAN						
Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
3.Poverty reduction and job creation for youth	To increase economic development and growth opportunities for youth through participation in development in LED, MIG, EPWP and PGDS, and participation in development of infrastructure.	Review policies and programmes to create opportunities for increased participation of youth in economic development programmes	Quotas developed, e.g. in procurement, skills development, economic empowerment projects	No. of projects established, implemented and sustained No. of young people participating in the projects No. of youth owned Co-operatives participation in LED No. of youth participating in EPWP Equitable No. of MIG tenders awarded to youth-owned Companies No. of youth skilled in infrastructure development		municipality Municipality Public Works Umsobomvu National and Provincial Youth Commissions Presidency Offices of Premiers
		Ensure systematic linkages of youth	LED strategies reflection of youth development			

Table 5 : IMPLEMENTATION PLAN						
Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
		<p>beneficiaries of social assistance to municipal services and work opportunities</p> <p>Strengthen capacity, diversify products and services of youth advisory centres</p>		<p>No. of jobs created for youth in agriculture, construction, arts and crafts and poverty relief programmes</p> <p>Reduction of the number of youth depending on social assistance</p> <p>No. of youth reached through YACs</p>		
	To promote opportunities for youth to participate in social, economic, cultural and rural development.	Ensure availability of land and other facilities available to youth for agricultural and other economic development programmes	<p>Access to land by youth</p> <p>Traditional structures used for integrated youth development (youth</p>	<p>No. of youth with access to land and other facilities</p> <p>No. of youth represented and participating in Traditional Leadership structures</p>		House of Traditional Leaders municipality

Table 5 : IMPLEMENTATION PLAN						
Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
		<p>Put in place mechanisms and processes to promote well-being and safety of youth and communities</p> <p>Identify indigent youth and youth-headed households for referral and access to appropriate services</p>	<p>advisory centres, drop-in centres, community centres, one –stop service facilities for young people)</p>	<p>No. of programmes on traditional and cultural issues that enhance youth and rural development</p> <p>Indigent youth register available</p>		
		<p>Capacity building programmes targeting youth, e.g. NYS, Siyenzamanje</p>	<p>Trained youth in scarce skills</p>	<p>No. of youth trained and absorbed in municipalities</p> <p>% Appointments of youth contractors</p> <p>No. of youth participating in</p>		<p>municipality</p> <p>DTI</p> <p>LGSETA</p> <p>DOL</p>

Table 5 : IMPLEMENTATION PLAN						
Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
		<p>Establishment of BDC entrepreneurship</p> <p>Facilitate partnerships with SOE to adopt unemployed graduate youth for internship and leadership;</p>	<p>Functional BDC</p> <p>Meetings held with SOEs</p>	<p>the NYS</p> <p>Joint ventures, more emerging youth-owned SMMEs registered and supported</p> <p>No. of business development centres established</p> <p>No. of young people employed by these companies</p> <p>No. of young people awarded learnerships and internships</p> <p>% of exit opportunities for the youth</p>		Umsobomvu

Table 5 : IMPLEMENTATION PLAN

Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
4. Municipal Financial Viability and Management	Enhance governance system and create enabling environment to promote youth development	Create opportunities for youth to participate in LG processes and service delivery	Youth involved in financial planning and maintenance matters, infrastructure and municipal management. Meetings are held to prepare youth for participation in IDP processes	No. of youth structures established and functioning		Tokologo
5. Good governance and public participation	Intensify youth participation in community programmes, activities and service delivery.	Create mechanisms and enhance processes for representation of youth in the structures as per political dynamics and the spread of	Youth structures understand the business of the municipality, i.e. Policy, processes and Programmes,	The municipality has fully functional Youth Forum; No. of young people participating and being members of Ward Committees;		Municipality The municipality and partners

Table 5 : IMPLEMENTATION PLAN						
Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
		<p>the ward as LSU Sectors.</p> <p>Training and capacity development for municipal youth structures, municipal divisions, Ward Committees and civil society ;</p> <p>Youth units to conduct youth outreach programmes;</p> <p>Youth structures to inform the ward committee structures of the</p>	<p>planning and budget cycles;</p>	<p>No. of youth represented in local political structures</p> <p>No. of needs assessment and planning meetings held with youth</p> <p>Quarterly reports on outcomes of outreach programmes</p> <p>Database of members in the structures</p> <p>Training framework/manual developed</p> <p>Trainers identified and trained</p>		

Table 5 : IMPLEMENTATION PLAN						
Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
	Enrolment of youth volunteers in community development activities and national programmes that enhance Social Cohesion	<p>needs of the youth;</p> <p>Youth structures conduct youth needs assessment to facilitate planning;</p> <p>Advocate for youth volunteerism and programmes that enhance social cohesion at local level</p> <p>Identification of best practices on youth development mainstreaming</p> <p>Support</p>	<p>Young people are trained in community development and involved in service delivery</p> <p>Learnerships</p>	<p>No. of young people participating in workshop on municipal policies and programmes</p> <p>No. of training workshops conducted</p> <p>No. of youth participating in volunteer work</p> <p>Baseline data of the needs of the youth</p> <p>No. of youth workshops on policies and programmes</p> <p>No. of trained CDWs and</p>		

Table 5 : IMPLEMENTATION PLAN						
Key Performance Area	Strategic Objective	Activities	Outputs	Indicators	Time Frame	Responsibility
		<p>implementation of CDW Programme</p> <p>Development of communication strategy for youth development at local level</p>	<p>available for Community Development Workers</p> <p>Report on perception survey of youth</p>	<p>absorbed by municipalities</p> <p>No. of youth accessing integrated responsive services</p>		