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**CHILD, YOUTH & FAMILY DEVELOPMENT  
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HUMAN RESOURCE DEVELOPMENT**

**HUMAN SCIENCES RESEARCH COUNCIL**



**ADVOCACY DOCUMENT  
YOUTH EDUCATION,  
LIVELIHOODS AND EMPLOYMENT**

**Prepared for Umsobomvu Youth Fund (UYF)**

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## **PHASE I: TERMS OF REFERENCE FOR THIS PAPER**

The brief to the Human Sciences Research Council was to produce an advocacy document for the Umsobomvu Youth Fund (UYF) on the topic of youth education, livelihoods and employment. The purpose of the document is to showcase the environment in which UYF is operating, looking at the needs of young people, formal and informal livelihood activities, and the capacity of youth service providers to respond to issues of education, livelihoods and employment of South African youth. The document is to be based on a review of research commissioned by UYF to date, as well as other significant documents on youth education, livelihoods and employment.

The objectives of the advocacy document are:

- To enable UYF to examine the way in which it has positioned itself in relation to the circumstances of young people and the youth sector environment
- For use by the CEO to communicate the Fund's grasp on contemporary issues affecting youth and the way UYF is attempting to facilitate the creation of youth livelihood activities in South Africa
- To form part of discussions with relevant stakeholders regarding issues affecting young people and the youth development sector in general.

In the spirit of the Memorandum of Understanding signed by Umsobomvu Youth Fund and the Human Sciences Research Council, the production of the document is intended to be a collaborative effort, with technical input from the HSRC and programmatic implications contributed by UYF.

The document was envisaged to consist of a synthesis of four reports based on research commissioned by the UYF to date, an integration of available South Africa reports on youth issues, as well as salient local and international literature. The four commissioned reports are:

- An Overview of Youth-Related Services in South Africa – CASE, January 2002
- Entrepreneurship Skills Development and Business Support Needs of Potential and Existing Young Entrepreneurs - ITSD Consulting, June 2002
- Research and Knowledge Management – Southern African IDEAS, January 2003
- Sectoral Growth Prospects and Employment Opportunities within the South African Economy - Coxson & Mlatsheni, January 2003

The period of time covered by the advocacy document is 2001 to date, the period of time since UYF was founded. Materials produced earlier than 2001 were only to be incorporated into the document if they were exceptional in some way. It was envisaged that a longer term perspective would be incorporated into documents and

activities produced for Youth Day in 2004, corresponding to the 10-year perspective adopted in government reviews.

The advocacy document would be no longer than 10 pages of text, with a maximum of 15 pages of appendices containing data and annotations. The youth development approach would be adopted as the overall framework for the document.

## **METHOD**

Senior researchers and interns from three HSRC research programmes collaborated to produce this, the first draft of the document - Child, Youth and Family Development (CYFD), Employment and Economic Policy Research (EEPR) and Human Resource Development (HRD).

The document was compiled by:

- Reviewing, summarising and integrating the four commissioned research projects
- Sourcing, selecting, reviewing and integrating other recent reports on youth in South Africa – such as the report by CASE *Youth 2000: Monitoring the status of young people*.
- Sourcing, selecting, reviewing and integrating key review, analytical and empirical papers from the local and international scholarly, advocacy and programme literature relating to education, livelihoods and employment.

The requirement was that the HSRC would present a draft report, to be revised following suggested additions and editions by UYF programme staff.

## **PHASE II: EVALUATION OF MEDIA REPORTS**

Following the release of the document, the HSRC will compile an evaluation report for UYF on print and electronic responses to the document in the month following the release. This will enable UYF to take stock of current public, expert and stakeholder opinion of UYF's understanding and direction, and enable these responses to be incorporated into future activities and documents.

The HSRC will source media reports and electronic bulletin boards, and deliver a report (maximum 5 pages), together with the original media and electronic material on which the evaluation is based.

# Promoting Youth Development through Education, Livelihood Activities and Employment

## BACKGROUND

Youth, aged 14 to 35 years, comprise nearly 40% of the South African population; about 7 out of 10 South African are younger than 35<sup>1</sup>. In developing countries, where 80% of all the young people in the world live, this population bulge has profound consequences for social stability, economic development and environmental sustainability<sup>2</sup>. In this sense, youth, as a category, is as much social and political as it is demographic. Provided the knowledge, skills and good health of young people are nurtured and protected, the youth explosion offers an opportunity to renew the world's social and economic capital. Generally, young people exhibit greater receptivity to new ideas, they tend to be more adaptable and they are often more innovative than older generations. Without special assistance and support, however, young people who are poorly educated, unskilled, out of work, and on the margins of mainstream society, represent not only a significant loss of social capital but pose the greatest threat to regional security. In Latin America, for example, some cities are terrorized by youth violence, which has its roots in poverty and social exclusion.

For these reasons, youth development has emerged as a focus of the World Bank and other international agencies. A recent resolution adopted by the General Assembly of the United Nations on *Promoting Youth Employment* called for coordination between the World Bank, the International Labour Organization, governments and others to act in concert to address youth employment, "Recognising that young people are an asset for sustainable economic growth and social development, and expressing deep concern about the magnitude of youth unemployment and underemployment throughout the world and its profound implications for the future of our societies"<sup>3</sup>. This year, 2003, World Population Day focused on youth, and the theme for WPD in South Africa was *1 000 000 000 Adolescents - Building a Social Contract for Sustainable Youth Development*. The Minister of Social Development remarked in his speech on the 11<sup>th</sup> July 2003 that "The young constitute the hopes, dreams and aspirations that we all have for the future"<sup>4</sup>.

Enormous challenges face young people, particularly in poor countries, where youth poverty and exclusion are widespread and increasing. Innumerable barriers prevent young people from enjoying secure environments, and restrict their access to learning, good health and economic opportunity. Many young people will never be employed; among those who do find work, their jobs are likely to be insecure, poorly paid and without benefits or possibilities of advancement. The limited

employment prospects of young people, the degradation of social networks and communities in both rural and urban environments, and the high ambient levels of crime, violence, racism, substance abuse, sexually transmitted diseases, and exploitation, conspire to sap young people's hope and positive view of the future.

A generation without the hope of stable employment is a burden for all of society. Poor employment in the early stages of a young person's career can harm job prospects for life. Underemployed or unemployed youth will have less to spend as consumers or to save and invest, which will hurt employers and economies. The economic investment of governments in education and training will be wasted if young people do not move into productive jobs that enable them to pay taxes and support public services. Young women and men who find themselves alienated from society, frustrated by lack of opportunity and without means are more vulnerable to involvement with illegal and criminal activities and are at risk of recruitment by armed groups.

*Youth at the United Nations*

## KEY CHALLENGES TO YOUTH DEVELOPMENT

Young people face a set of intersecting social issues that affect the options open to them as they mature into adulthood.

- Education

Large numbers of young people drop out of school prematurely each year for a variety of reasons related to economic pressures and educational quality. About a third of young people are neither in school nor in training despite their desire to improve their education and skills. This situation affects young women in particular. For close to half of young women in South Africa, their educational and employment prospects are diminished by early unplanned pregnancies<sup>5</sup>.

- Unemployment differentially affects young people

Fewer than half of young South Africans are employed. Young people are the largest group of unemployed people, and the number of unemployed young people is growing faster than among any other group. Many young people find work only after a lengthy search period, some only after the age of 30. Young Black women are the most severely affected by unemployment followed by young Black men<sup>6</sup>. Among those young people who do have work, many have low levels of job satisfaction as a result of low pay and the absence of career prospects.

- Crime and violence

Young people are disproportionately both perpetrators and victims of crime and violence. In South Africa, as in other parts of the world, most crime is committed by young people. The average age of persons arrested for a crime is around 20 years. More than a third of the prison population consists of young men, and about a fifth of young people report having been a victim of a criminal act. Rape and sexual abuse affect young women in particular, and these acts are frequently violent<sup>7</sup>.

- Substance use

Three quarters of young people report that alcohol abuse is a problem in their community. The majority of South African households contain at least one person who smokes. Alcohol, tobacco and recreational drug use is increasing among young people in South Africa, especially among young women who are targeted as a fresh market for tobacco and alcohol sales. Cannabis and cocaine use are increasing, especially among out-of-school youth<sup>8</sup>.

- Ill health

Young people experience a number of threats to their health and well-being. Young men have the highest rates of non-accidental injury and death, and suicide peaks among young people. Depression and demoralization are increasing problems among young people. The prevalence of sexually transmitted illnesses, including HIV infection is highest among young women between 15 and 35 years of age. This group alone make up more than half



of the adult HIV positive population in the country, and more than half the current cohort of adolescents are likely to become infected with HIV. Premature mortality and morbidity is a serious risk to young people, as well as to the survival and development of their offspring<sup>9</sup>.

- **Marginalisation**

Using an index of marginalization, it has been estimated that about three quarters of all young people in South Africa demonstrate some degree of detachment from society, and about a third of young people are seriously alienated from mainstream society<sup>10</sup>. This has not always been the case. In much of Africa, including South Africa, "'Youth' long stood for political resistance, militancy and struggle" (Perrow, in press). Apathy prevails among young people, as indicated by the fact that only a quarter of eligible young people voted in the local government elections in 2002. Youth achievers living in impoverished conditions report being harassed and victimised by marginalized young people resentful of successes that they perceive to be beyond their reach<sup>11</sup>.

- **Increasing disparities between young people**

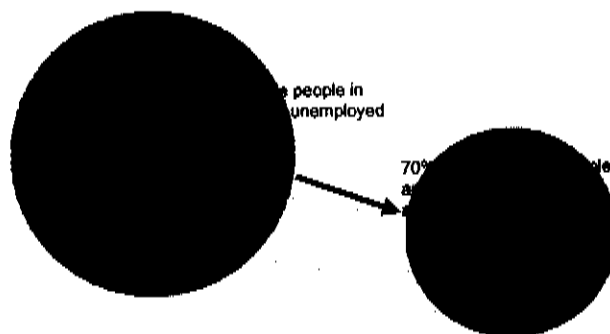
Fast-paced technological developments and rapid globalisation have created unprecedented opportunities for education, innovation and creative work for young people. Amongst youth are a sub-group of highly educated and well trained young workers with very high capacity. "For millions of others, however, globalisation and technological change have created uncertainty and insecurity by exacerbating their already vulnerable situations, widening the gap between young entrants into the labour force and experienced workers, between those young women and men with well-paid and productive work and those with low wages and poor quality jobs".<sup>12</sup>

## ECONOMIC & SOCIAL CONTEXT

There are a number of global and local conditions that frame the ability of South African youth to access opportunities, to benefit from education, to engage profitably in livelihood activities, and to contribute to their and the broader society and economy. These include, among others, the following historical and contemporary social and labour conditions:

The context of high and growing unemployment in the South African economy. According to Altman (2002), the economy needs to generate about 600 000 net new jobs per year to avert an increase in the current rate of unemployment. The two per cent annual rise in the unemployment rate is attributed to the fact that the economy is not nearly meeting this minimum job target. Between 1996 and 2001, the formal and informal sectors, combined, generated about 450 000 net new opportunities annually, primarily in informal trading. Since 2001, even informal sector growth has started to taper off, so that the need to locate job creating sectors in general, is more important than ever. Given the disadvantages of youth in the labour market - their lack of training, skills and experience, as well as poorly developed networks for finding work opportunities - young people have particularly poor prospects for employment. According to figures released from Census 2001, about 47% of young people under the age of 30 years are unemployed; and young people constitute 70% of all unemployed people in the country, as illustrated in the figure below:

**Figure 1: Youth unemployment in South Africa (2001)**



South Africa's development path has tended toward capital and skills intensity, in a context of a labour surplus and generally low skill levels.

Developments in the economy have been at odds with employment creation. Net formal employment did not grow during the 1990s, despite the fact that this overall assessment masks large shifts in the organisation of work, with employment in some industries growing and in some declining. There has been a surge in the presence of services industries, although some of this growth could be due to industry restructuring and outsourcing of non-core activities. Although South Africa

has experienced substantial growth in higher value exports, this has not yet resulted in appreciable job creation. In contrast, what is occurring is productivity improvements, technological and capital enhancements and rising skills intensity, as firms gear up to become more competitive. There is not yet any indication that job creation in exports is on the horizon.

- *The South African labour market is still suffering under the legacy of Apartheid.*

Young people are rapidly entering the labour market in a context of relatively slow employment growth. Many economists try to explain the mismatch between labour supply and the availability of work as the result of overly high wages. However, comprehensive firm surveys by the World Bank and the President's Office refute the notion that wages are the most pressing concern of businesses that limits their hiring. There are a number of characteristics of the South African labour market that hinders the matching of Black workers, in particular, to the jobs that exist and are being opened up. These include poor education standards for Black students and low advancement rates, very limited career information, weak links between employers and schools, poor access to funds to pay for tertiary education, the absence of appropriate vocational preparation and limited places in Further and Higher Education Training institutions, inadequate information about the most appropriate options for post-graduate study, the limited networks that black graduates have into the business world, and so on. Finally, there is substantial segmentation in the labour market. For example, women, in particular, are squeezed into very few low paid occupations, such as teachers, nurses, clothing industry operators, domestic workers, and low level office workers such as tea ladies and cleaners. There has been little movement of women into a wider range of occupations such as artisans or other professional areas. This inadvertently perpetuates cycles of poverty and exclusion amongst the children of women-headed households.

- *Multiple competing demands in a democratising society*

The social transition underway in South Africa has created multiple urgent demands for access, participation and services. In this situation, young people are a special interest group who require skills, assets and participation in decision-making. Despite government's strong commitment to improving the well being of young people, the specific needs of young people are sometimes overshadowed by the broad developmental agenda to increase services and address poverty. In addition, policy is imperfectly implemented and youth services and structures are subject to lack of coordination and cooperation between sectors and between government and civil society<sup>13</sup>.

- *The impact of globalisation on patterns of work*

The impact of globalisation, which has begun to be felt in all countries, affects the nature of work and prospects for employment as well as the patterns of work. This impact varies by degree and exerts differential effects in different countries and regions, depending on pre-existing and responsive economic and employment conditions. In general, though, opportunities for work are contracting worldwide, disadvantaging the young, the older age group and/or groups with fewer skills<sup>14</sup>.

Globally, work amongst less skilled groups is becoming less certain and secure. What is common is that competitiveness in the employment and livelihood environment increases. This is also partly a result of regional mobility among people seeking economic opportunities and the large cohort of young people trying to make the transition into economic independence. In South Africa, which has a majority of its population - especially young people<sup>15</sup> - living in urban areas, the problems of unemployment are concentrated in urban areas and overlaid by a range of social problems related to a lack of infrastructure and services.

- The HIV/AIDS epidemic

The HIV/AIDS epidemic in the region is impacting on mortality rates, illness and dependency, poverty, and on the integrity and functioning of social services, including education and health<sup>16</sup>. Not only are young people, and especially young women, at significant risk of infection, but the burden of care and livelihood support for families is falling on uninfected and/or healthy young people. In this situation, the education, employment and livelihood activities of youth are constrained. There is evidence that girls, in particular, may be pressured to leave school to take on home care and support, and that this affects their employability and perpetuates their disadvantage. The epidemic is expected to have a major depressive effect on the industrial and commercial sectors. Migration is increasing within the region as people strive to find work, increasing labour competition in both the formal and informal sector, as well as increasing the risk that young people will be subject to labour abuse and exploitation in their efforts to support themselves and dependents.

## THE UMSOBOMVU YOUTH FUND

The Umsobomvu Youth Fund (UYF) was created in 1998 by the South African Government through the proceeds of the Demutualisation Levy to address the youth unemployment crisis in the country. UYF is encouraging the active participation of young people in the mainstream economy by promoting youth empowerment, skills development, and job creation<sup>17</sup>

With an integrated approach to youth development, UYF functions as a catalyst, working in partnership with the National Youth Commission, the National Youth Council, and other agencies, to facilitate the creation of opportunities for youth employment and youth entrepreneurship by making investments in organizations and networks that deliver effective programmes to young people at the community level. UYF is part of the overall National Human Resource Development strategy of government to create a skills base that can meet the challenges of a rapidly changing South African economy.

UYF has articulated three principles in its work:

- *The integration of existing youth development initiatives*

UYF is committed to adding value to the various existing youth development initiatives by upgrading and expanding youth livelihood opportunities, and its interventions target and are located within the mainstream socio-economic development programmes in the three tiers of government.

- *The importance of scale*

UYF recognizes that if it is to have a meaningful impact in enhancing youth livelihoods in the country, it needs to reach out to as many young men and women as is practically possible. While recognizing that pilot initiatives have value in enabling the organization to document knowledge for replication, there is also recognition that successes achieved by the pilots might not necessarily trickle down to the masses of the unemployed young men and women. UYF has therefore made a conscious decision to reach out to large numbers of young women and men by forming linkages and partnerships with local, provincial and national government structures.

- *The necessity for programmes to be driven by effective practice*

UYF is well placed to contribute to knowledge production, management and dissemination to influence youth policy development in general and youth employment in particular. UYF seeks to capture international best practices, and review global trends and national priorities and document its own learnings from the field as a basis for developing "home grown" effective practices in youth development.

The first call for proposals from service providers to receive funding from UYF was issued in February 2002. The focus of current programmes is on access to information on careers, employment and entrepreneurship, skills training, and support for self-employment.

UYF has identified two major challenges it needs to address: youth unemployment, and the capacity of service providers. UYF has developed a number of programmes to address these challenges.

- **Youth unemployment**

Youth unemployment is one of the most significant challenges facing South Africa. UYF has a responsibility to develop programme models that significantly increase unemployed young people's ability to become economically independent. UYF has responded to this challenge by developing programme models that are in line with national policy objectives and strategies. To date, these are:

#### **Contact Information and Counselling**

This programme provides young people with lifeskills and economic-related information and support in areas of career development, employment and entrepreneurship. Three integrated, complimentary access points have been developed to channel information to young people, namely:

- The youth line, a call centre that provides telephonic counselling and information
- An internet portal that provides online information services and includes a searchable database
- Youth advisory centres that are walk-in facilities that provide face-to-face information, counselling and support on careers and employment opportunities as well as access to physical resources such as reference materials and computer facilities.

#### **Skills Development and Transfer: The School-to-Work Programme**

The programme seeks to assist young people, be they school leavers or tertiary education graduates, to acquire skills and knowledge necessary to enter those areas of work that have been identified to be in demand. The programme creates awareness and provides counselling regarding these careers, opportunities for training, as well as access to bridging training and work experience. The professional areas currently targeted by this programme are accounting, engineering, information and communication technology, agriculture, banking and insurance, as well as sports and entertainment.

#### **The National Youth Service Programme**

This programme is aimed at enabling young people to acquire life and technical skills through involving them in the development of their communities. The emphasis in the programme is to enable young people to gain practical experience and skills whilst delivering community services particularly those falling under the national development objectives such as construction, agriculture, conservation and home-based care (HIV/AIDS).

#### **Entrepreneurship**

##### **1. Business Development Services**

Young entrepreneurs are provided with relevant business support services such as business planning, feasibility studies, access to markets, product development and improvement, and accounting and bookkeeping services. To achieve this, a voucher system has been launched. Through this system, young entrepreneurs are issued

with vouchers by allocating agents that they can use to pay for business development support provided by approved service providers. These service providers in turn submit the voucher to UYF to be reimbursed for the business development services provided to youth clients.

## **2. Funding programme**

UYF has initiated an enterprise finance scheme in which young people who want to start micro- and medium-sized enterprises can access micro-finance and venture capital. UYF provides both loan and equity finance which can be used to procure opportunities from government and private sector, as well as to obtain franchises.

- *Capacity of service providers*

Another challenge is to equip contracted Service Providers with the skills and capacity to deliver UYF programme models and effective youth development projects in general. UYF has already begun to conceptualise a number of youth development initiatives with selected development partners. These partners need support in a wide range of areas to ensure that they are able to enhance youth livelihood opportunities.

In order to develop and deliver youth programmes that engage young people in comprehensive and integrated learning, and to ensure that projects result in sustainable economic opportunities for the young people they serve, service providers with skilled youth workers are required who can:

- Facilitate learning in multiple environments;
- Ensure young people achieve credits for the learning which they undertake, where appropriate;
- Develop entrepreneurial and independent attitudes amongst young people;
- Learn from and respond to young people in projects;
- Ensure all young people, in any project, achieve high standards in the work or learning that they undertake.

As well as working effectively with young people, UYF recognises the need to develop a cadre of youth development practitioners who can develop the multiple partnerships and relationships necessary to ensure increased economic opportunities for the young people with whom they work.

In his Youth Day Speech in Witbank this year, 27 years after the Soweto uprising, President Thabo Mbeki recalled the challenges confronting young people in South Africa - youth empowerment, skills development, youth business support, the need to provide young people with information, youth volunteerism, and youth participation in community service development programmes. He noted the progress that had been made in these areas, particularly as a result of collaboration between the Umsobomvu Youth Fund, the National Youth Commission and the National Youth Council. The President also commented on the emerging consensus that youth development is central to the overall national agenda and the identification of youth development and empowerment as a national focus during the Growth and Development Summit.

In 1997, the National Youth Commission asserted that "one of the greatest challenges facing youth organizations and youth development programmes is the

need for current research into the needs and circumstances facing young men and women. The paucity of detailed research specific to the circumstances of young women and men has been one of the alarming findings in the process of formulating a National Youth Policy”.

Mindful of this finding, the Umsobomvu Youth Fund (UYF) has, from the outset, commissioned conceptual and empirical research to guide the development of its policies and the specifications of its programmes. The portfolio of commissioned research to date consists of four substantial pieces of work:

- An overview of youth-related services and a set of case studies of organizations involved in the provision of information and advice, training and entrepreneurship development services to young people<sup>1</sup>.
- A review of potential and planned capacity building programmes, the identification of information needs within the sector, and evaluation of the first round of proposal solicitation conducted by the UYF<sup>2</sup>.
- An overview of entrepreneurship skills development and business support services for young people and alignment with the needs of existing and potential youth entrepreneurs<sup>3</sup>.
- An investigation into sectoral growth prospects for youth employment and entrepreneurship and potential niche opportunities for young people<sup>4</sup>.

In addition, the UYF has requested researchers from three national programmes in the Human Sciences Research Council, whose combined interests cover youth development, education, employment and livelihood activities, to assist the organization to conceptualise its approach to the key challenges in attempts to increase the participation of young people in the economy<sup>5</sup>.

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<sup>1</sup> Community Agency for Social Enquiry and Modjaji Research and Communications (2002). *An overview of youth-related services in South Africa*

<sup>2</sup> Southern African IDEAS (2003). *Research and knowledge management*.

<sup>3</sup> Fred Ahwireng-Obeng and Associates (2003). *Entrepreneurship skills development and business support needs of potential and existing young entrepreneurs*.

<sup>4</sup> R Coxson & C Mlatsheni (2003). *Sectoral growth prospects and employment opportunities within the South African economy*.

<sup>5</sup> Child, Youth and Family Development; Human Resource Development, and the Employment and Economic Research Programme



## **YOUTH DEVELOPMENT AS A FRAMEWORK FOR BUILDING SKILLS AND CREATING OPPORTUNITIES**

The UYF has adopted *Youth Development* as a framework for its approach to youth empowerment and skills development. *Youth Development* arose as a movement in the early 1990s to augment the, then pervasive, "problem-reduction" orientation of much of youth policy and programmes. Young people are frequently thought of as problematic, and efforts to address one or other youth problem, such as job skills or AIDS prevention, are often disjointed from other aspects of young people's lives. In contrast, the *Youth Development* approach aims to build the strengths of young people as well as combat weaknesses, in the conviction that support for young people will better enable them to adapt to and deal with the multiple and ongoing challenges of a rapidly changing world. *Youth Development* has been defined as "... the ongoing growth process in which all youth are engaged in attempting to (1) meet their basic personal and social needs to be safe, feel cared for, be valued, be useful, and be spiritually grounded, and (2) to build skills and competencies that allow them to function and contribute in their daily lives"<sup>18</sup>. As such, *Youth Development* is the provision of experiences and supports, both formal and informal, that young people need to be happy, healthy and successful.

*Youth Development* is based on a number of principles:

- *Young people develop holistically*

Many of the problems associated with youth, such as substance abuse, delinquency, violence, teenage pregnancy and school dropout, are interconnected, often producing a syndrome of difficulties among a core group of young people. In the same way, education, job skills, self-esteem, and social support interact to determine the capacity of young people to participate in society in socially and economically meaningful ways. The *Youth Development* movement's fundamental assumption, and one that is receiving increased corroboration both from the study of human behaviour and program evaluations, is that enduring, positive results in young people's lives, are most effectively achieved by tending to young people's basic needs for guidance, support and involvement, and not by surgical-type interventions aimed at removing problems.

On this basis, efforts to improve youth participation in employment and business need to also address related skills and capabilities. Of particular importance are social and psychological capacities - young people's sense of worth and confidence and their hope for a better future make a big difference to their prospects. It is not sufficient to focus on "fixing" adolescents or teaching basic skills to young people with no work. Teaching work and entrepreneurship skills to young people whose families were unable to instil in them a sense of self-worth, who prematurely ended their poor quality education, who have seldom experienced success and a sense of being needed, and who have little faith in their own ability, is likely to be less effective than investing in life-long supports and integration for children and youth.

The *Youth Development* approach holds that it is necessary to go beyond a focus on problems to a *positive* approach to youth development that emphasizes the

*strengths and potentialities* of youth. What is needed is a conceptual shift from thinking that the amelioration of young people's problems will stimulate their development to the insight that *youth development* is the most effective strategy for the prevention of youth problems<sup>19</sup>.

The importance of a holistic approach is emphasised in the overview of youth-related services commissioned by UYF. Several of the case studies in the overview of youth-related services document the reports of service personnel and youth themselves, of the need among young people for supportive mentorship and experiences that build their self-esteem and confidence.

- *Youth diversity and a life-cycle approach*

Young people come from different historical and socio-economic conditions and they live in varying contemporary circumstances. "South African youth" by no means represent a uniform category of people<sup>20</sup>. Their needs and aspirations also vary and tend to cluster according to a range of youth sub-cultures. Due consideration needs to be given to a continuum of youth needs, with appreciation that some young people are at a greater disadvantage than others. Race and gender run as deep veins through the population of young people, with rural and Black youth, including young women, being particularly vulnerable and in need of assistance. In the same vein, the concept of *Youth Development* also needs to include privileged groups of young people with the goal of increasing their political and civic engagement and their commitment to national development.

Common to *Youth Development* approaches is a life-long process of building engagement and participation by young people, beginning in families and extending through schools and communities to civic, political and economic engagement. At each age group young people have particular needs for support and engagement. For example, many older youth are parents themselves with responsibilities for childcare in addition to meeting their own needs.

- *A shift in focus from the individual to relationships and social settings*

Instead of targeting only the individual young person in interventions, for example, to build skills and entrepreneurship, the *Youth Development* approach stresses also the supportive role of young people's relationships with their families, peers, and other adults in settings such as the home, community, education, recreational environments and places of work. It advocates that attempts to address youth issues should pay greater attention to the role of families, schools, and communities in promoting positive youth development, to invest in building communities that are supportive and protective of youth and families, to engage the broader community, as well as youth, in programmes of development, and to integrate youth development knowledge with other knowledge on community organization and development.

Against this background, the integration of youth development into efforts to improve education and employment entails more than simply ensuring the co-ordination of the two sectors around youth issues. Of at least equal importance is the integration of youth development within the broader contexts of community

and national development. This has led to the formulation of new concepts and approaches, including *Youth Civic Development*, which attempts to build the civic skills and involvement of youth<sup>21</sup>, and *Community Youth Development*, which "focuses on creating supportive communities for young people and empowering youth to actively engage in their own development while contributing to the larger community"<sup>22</sup>.<sup>6</sup> Such approaches place considerable emphasis on "reconnecting youth and community" and "rebuilding communities". Of importance in both respects is the creation of opportunities for youth not only to work for their own development, but also to contribute to their communities<sup>23</sup>.

- *Young people can and should contribute to their own development and to their communities.*

It is both a right of young people, as well as in their interest, to ensure an adequate standard of living and protection from economic, sexual, emotional, and physical harm or exploitation. National productivity and security hinges on developing the full potential of young people and engaging them not only as beneficiaries, but also as participants and problem-solvers<sup>24</sup>. It has been argued that the security of having basic rights, and having them fulfilled, gives young people the confidence to participate more fully in civic and economic affairs<sup>25</sup>.

Even at the end of the Apartheid era, after decades of oppression and violence, young people continue to be hopeful about the future. "On the whole, young people in South Africa are positive about the future and their future role in society". Many young people say that they want jobs so that they can contribute to their communities. Despite the harsh social conditions in which many young people continue to live, the majority place a high value on self-development, on family and kinship, on community development, and on a peaceful and just society<sup>26</sup>.

There is a danger that current efforts to help young people may become too narrowly focused on the development of job skills with less emphasis on the importance of the economic context for youth employment as well as the social development necessary for young people to effectively use appropriate job skills. The involvement, engagement and participation of youth is key to youth development. A *Youth Development* approach provides support and opportunities to help youth meet their needs and learn appropriate skills, with the help of caring adults within facilitative structures and services.

## EDUCATION & TRAINING

Education is a key provision for youth development. Although literacy rates worldwide, as well as access to education, have improved, the quality of education, especially in developing countries, falls short of meeting the needs of young people for employment and self-employment. As a result of over-crowded classrooms, low levels of institutional coherence, passive learning, and the absence of a life skills approach, young people tend to leave school without marketable knowledge and skills. In addition, very large numbers of young people drop out of school before completion because of the effects of a variety of push-pull economic pressures. The result is that young people are often not in a position to acquire marketable knowledge and skills in the formal education system<sup>27</sup>

Young people in South Africa are caught in the middle of three key educational issues: the entrenchment of inequities in education and their knock-on social effects, learning for employability; and the alignment of the education system to economic and learner needs.

### **The entrenchment of inequities in education**

Contrary to expectations that the transition to democratic rule in South Africa would open up equal opportunities for all, post-*Apartheid* South Africa has seen an entrenchment of social segmentation at least in education. With the growth of a Black elite, this segmentation is increasingly based on socioeconomic status (SES) in addition to race, and determines access to a range of services and opportunities. The vast majority (78%) of Grade 12 learners' households come from low income households - their parents or guardians having less than a Senior Certificate and together earning less than R3000 a month. For this majority, opportunities for high quality learning are severely constrained<sup>28</sup>.

With improved SES comes the development of a culture of learning, higher educational attainment, and enhanced employability. Because of the large number of low income households, many learners are vulnerable, in the first instance for financial reasons, to attrition and dropping out of the educational mainstream, at every level of the learning pathway. On average, over the period 1991 to 1997, only one in five learners who started Grade 1 twelve years earlier actually matriculated. That is, the schooling through put rate for this seven-year period was an average 21% per annum. For African learners, in former Department of Education and Training (DET) schools, the figures are much lower. Among this group, 10% of learners who started Grade 1 in 1980 matriculated in 1991. This rose to nearly 17% in the twelve year school period from 1983 to 1994<sup>29</sup>.

Altogether, more than a million young people with a Senior Certificate or lesser level of education enter the labour market every year in search of jobs. Of these, only about a third will get a job<sup>30</sup>.

About a fifth of unemployed young people in South Africa believe that they will never find a job. The psychosocial effect and, in a mutually reinforcing way, the causes of unfulfilled education, particularly for those young people who do not find

employment, are serious. Violence - domestic (parent / guardian-perpetrated), school (educator- and peer-driven), and community (gangster- and crime-related) is rife in many communities, as are sexual risk-taking and abuse, drug trafficking, and family neglect of children<sup>31</sup>. Out-of-school and out-of-work young people tend to opt out of the mainstream society in which they can find no place, and increasingly assume an anti-success syndrome involving the victimization of more accomplished peers<sup>32</sup>. For young people who opt out of the mainstream, their role models are those individuals in their communities who have achieved alternative forms of "success". Among this group, gangs and violence become the core expression of identity. A Brazilian government official summarized the situation in the following terms, "The economic dimension [of reforming youth social policy] is important, but it is not sufficient. You need to integrate the personal dimension to eradicate the causes of violence, which are found in low self-esteem. Boys who take up guns are engaging in a Faustian pact in which they discard their future in order to live in the present moment. Thus, holding weapons becomes for them a form of empowerment and a statement of identity"<sup>33</sup>.

Even for the majority of youth, few identified role-models demonstrate the importance of hard work, sacrifice and persistence. As shown in a 2000 national youth survey, role-models for a cross-section of youth aged 16-35 years of age are predominantly those in the entertainment industry and sportspersons, people to whom fame and fortune has seemingly come quickly and easily<sup>34</sup>. The pursuit of "instant gratification" which the success of such role-models epitomizes is not conducive to the development of a culture of learning, diligence and perseverance<sup>35</sup>. In one sense, the quest for instant solutions is a defence against the reality that even the completion of secondary education does not translate into enhanced employability, let alone employment opportunities.

A two-part strategy is needed to tackle this situation. The first involves concerted attempts to bring or return more young people into the mainstream of social interaction, which is a fundamental aspect of youth development. This needs to be done, not in a patch-up interventionist way, but in an organic process that emphasises the positive contributions of youth to the building and rebuilding of communities and society at large. The 1990's initiative in New Crossroads, which saw the establishment of a youth community centre offering holistic support to young people, provides a model for such an approach<sup>36</sup>. The model is premised upon the centrality of family and community values to the healthy development of young people. The second involves promoting role-models whose lives reflect the values of integrity, humility, courage and industriousness that have made them stand out as individuals worthy of emulation for their contribution to society. Former President Nelson Mandela epitomizes these values, not only in South Africa, but also in the world. The importance of demonstrating the attainment of success by people with ordinary and even humble beginnings and who have overcome hardship, cannot be overestimated, particularly for young people who feel defeated by the odds.

School drop-out, while frequently precipitated by failure or retention, is the outcome of a developmental process with roots in early childhood and manifesting in low levels of family support for education, undeveloped or vague educational

ambitions and bleak expectations of the future<sup>37</sup>. The accumulation of social capital in a family - through the establishment of close family ties and frequent communication - facilitates joint planning for the future, enabling young people to shape their ambitions and make specific plans for realizing their aspirations<sup>38</sup>. In this regard, youth development programmes need to work with the Department of Social Development and others in strengthening families.

## LEARNING FOR EMPLOYABILITY

Becoming employable is the main challenge facing South African youth. The unemployment rate is highest amongst youth<sup>39</sup>. A number of factors are likely to enhance employability, including level of educational attainment, informed career and vocational guidance and access to information for skills acquisition.

### *Educational attainment*

Educational attainment is crucial for enhancing employability. Sixteen per cent of young people aged 16-35 years of age have a primary education or less, 53% have some secondary education, 22% a Senior Certificate (matriculation), and 9% have some higher education<sup>40</sup>. The higher the level of education a young person attains, the more likely he or she is to be employed<sup>41</sup>. The relationship is direct and clear. For this reason, Youth Development programmes emphasise the importance of all forms of education - formal education (schooling, training), informal channels (eg family, peer groups, media) and non-formal channels (youth movements, clubs) - for young people to increase their educational repertoire. Informal and non-formal channels of education are regarded as especially important for life skills acquisition, strengthening self-awareness and self-confidence, and learning to value cooperation and teamwork<sup>42</sup>.

Lack of finance is the main reason young people claim for not pursuing further study to the desired level. Thirty six per cent of young people who want to further their education reported in the *Youth 2000* study that money was the major constraint. In a recent HSRC, two thirds of the 2001 Grade 12 cohort who were not studying a year later cited lack of finances as the main reason for not continuing with their education<sup>43</sup>. The majority (73%) of the 2001 Grade 12 learner cohort expressed an intention to enter higher education within three years of the survey date (August 2001). Only a small proportion of this group (23%) were able to fulfil their ambitions for further study<sup>44</sup>. The mismatch between aspiration and actuality is a major source of disillusionment for young people.

The *Youth 2000* report indicates that, among employed young people, 50% feel that their education helped them get a job; the higher the respondents' education

<sup>7</sup> See Table 1 – Unemployment Rates by Education Level, 1995 and 2002; Table 2 – School Enrolment and Labour Force Participation of Black and White Female Youth; Table 3 – School Enrolment and Labour Force Participation of Black and White Male Youth

<sup>8</sup> See Figure 2 – Distribution of the population aged 20 years or more by highest level of education completed October 1996 and October 2001; Figure 3 – Percentage of those aged 5 – 24 years who are not attending an educational institution October 1996 and October 2001; Figure 4 – Percentage of the population aged 20 years or more in each educational category by population group

level, the more likely they were to indicate this<sup>9</sup>. However, young people in general seem not to appreciate the significance of the link between education and employment. In the Youth 2000 survey, young people were asked to rate problems facing young people in South Africa from a list which included unemployment, crime, HIV/AIDS, money, education, drug abuse, the future of SA, the future of children, poverty, corruption, the economy, health, and gangs. Close to half of the respondents (41%) said that unemployment is the single biggest problem but, among this group, only 4% said that education was a problem.

What emerges from this paradox is the importance of enabling young people to understand the critical link between education and employability - not only education in a narrow (schooling) sense, but in the broader sense of acquiring also a set of life skills that instills self-confidence and enhances the young person's attractiveness in the eyes of potential employers.

### *Informed career and vocational guidance*

Though a large proportion of school leavers (85%) report receiving some form of career guidance in their Grade 11 or 12 year<sup>44</sup>, the quality of this guidance is uncertain and its timing is critical. Many learners pursue higher education programmes for which they are either ill-prepared or to which they are unsuited because they have received either inadequate or inappropriate guidance which has not assisted them to choose an appropriate career path.

Family encouragement has been shown to be the best predictor of educational ambition, particularly post-secondary educational aspirations<sup>45</sup>. In the South African context, with widespread impoverishment of educational experiences and life chances among the parent generation as well as the dispersion of families, family encouragement is not always possible<sup>46</sup>. Because of this, surrogate supports need to be identified to provide the guidance young learners need. Schools are clearly well-placed to provide or host this service as are a variety of community-based services, and national organizations such as the Umsobomvu Youth Fund. But a key issue here is the timing of career guidance. To be influential, counselling needs to be provided both early in a child's learning trajectory - at the latest in Grade 9, when learners choose their subjects for the last three years of their schooling - and then again in Grades 11 and/or 12 when they begin to plan their future beyond secondary school.

### *Access to information for skills acquisition*

If young people are to acquire the broad arsenal of skills they need to become employable, appropriate resources need to be placed at their disposal: convenient access to resource centres for reading and research purposes; the tools to develop mathematical, communicative and computer competence<sup>10</sup>; and training in setting goals and achievable objectives within the ambit of available opportunities.

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<sup>9</sup> 5% of those with a post-matric felt their education helped them get a job, 52% with a matriculation certificate, 40% with some secondary education, and 27% with a primary education or less

<sup>10</sup> Only 28% of young people in the Youth 2000 survey had access to a computer, while 27% could use a computer

The critical cross-field outcomes that form part of qualifications and standards registered on the *National Qualifications Framework* (NQF) embrace some of the key skills youth need to enhance their employability: problem-solving; effective teamwork; organization and management; analysis and evaluation; communication; responsible use of science and technology; recognition of the inter-relatedness of systems; and contributing to personal and socio-economic development<sup>47</sup>.

These comprises life skills critical to young people's optimal functioning in society: reflecting on and exploring a variety of strategies to learn more effectively; participating as responsible citizens in the life of local, national and global communities; being culturally and aesthetically sensitive across a range of social contexts; exploring education and career opportunities; and developing entrepreneurial opportunities<sup>48</sup>. In addition to these, life skills include decision-making and leadership; values clarification; skills for dealing with emotions, stress and conflict; and job-searching, interviewing and marketable skills appropriate to the local economy.

*Youth Development* initiatives should treat NQF qualifications and standards as a resource for developing programmes on life skills for provision to young people that will issue in accredited learning. This is especially important as an empowerment strategy for unemployed, poorly educated young people, many of who have engaged in responsible household activities as children and youth, and who have to rely on life skills to eke out a living. Standards on various topics associated with life skills development have already been registered on the NQF and are therefore public property. These include standards registered by the National Standards Body (NSB) for Human and Social Studies on applying knowledge of the self to make life decisions, on investigating work opportunities in order to make career / employment decisions, and broadly on life orientation - the latter comprising standards on: the complex nature of human composition (physical, mental, spiritual and social); health care practices and the consequences of chemical dependency; human physical development and sexuality; one-to-one family and community relationships; social diversity, human rights and alternative perspectives; effective management skills; and safety and security in the environment.<sup>49</sup>

### **The alignment of the education system to economic and learner needs**

For a very long time, the South African school system has relied on an examination-driven curriculum with the focus on rote learning, rather than self-reliance, critical thinking and problem solving. The huge attrition in the school system is testimony to the need for schools to become more responsive to the educational needs of learners and to the social and economic needs of society at large, particularly with regard to employment trends and opportunities within the framework of the *Human Resources Development Strategy*<sup>49</sup>. The introduction of the new outcomes-based curriculum for Grades 10-12 in 2006<sup>50</sup> should go some way towards refining

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<sup>49</sup> All registered South African Qualifications Authority (SAQA) qualifications and standards are accessible from the SAQA web site <http://www/saqa.org.za>



the scope of provision, particularly if it prepares learners to enter the workplace with a meaningful qualification. The list of the 25 subjects proposed in this National Curriculum Statement reflects an orientation towards occupation-directedness: only 9 of the 25 subjects are, at face value, non-vocational in their orientation. Subjects such as travel and tourism, hotel-keeping and catering, computyping, and computer studies are clearly geared towards growth areas in the South African economy. Life orientation and mathematical literacy, following the discussion in previous paragraphs, are another two of the subjects on offer.

The dual provision of academic education in schools and vocational / technical education and training in Further Education Training (FET) Colleges, in its current form, will not necessarily increase learners' employability. Several strategies need to be adopted. Schooling must become more occupationally oriented and mainstream, as two of the research reports commissioned by UYF have recommended<sup>51</sup>; compulsory programmes on entrepreneurship need to be offered; and learners need to be directed in greater numbers towards FET College. Currently, many young people enter FET as a last resort, having dropped out of school, or after completion of school to improve their employability<sup>12</sup>.

Mainstreaming entrepreneurship in schools on its own, however, is unlikely to yield the results anticipated. A world bank study of integrated entrepreneurship education (IEE) in Botswana, Uganda and Kenya<sup>52</sup> reveals that the teaching of entrepreneurship in the general education curriculum - whether integrated into other subjects (like Business Studies), delivered within the framework of career guidance, or offered as a separate subject - does not translate into self-employment within two years of learners' leaving school. Learners with a GSE possess "productive knowledge and skills" to a limited extent, primarily because of their age, their maturity levels, their lack of life experience and their degree of personal autonomy. However, IEE may well *predispose* learners towards subsequent self-employment, following an initial period of formal employment.

On the other hand, learners in the TVET system (equivalent to the FET College system in South Africa) - *whether they have been exposed to IEE or not* - start their own businesses in far greater numbers than do learners with a GSE<sup>53</sup>. This is a strong argument for investing more in technical college than in general education as a preparation for the world of work. Moreover, since it is the skilling of the entire workforce at the intermediate level that is believed to be associated with the economic success of countries as varied as those in Western Europe (e.g., Germany) and the Pacific Rim countries<sup>54</sup>, and since such skilling is best achieved in technical colleges, there is a strong argument for increasing and enhancing intermediate skills provision in FET Colleges. SAQA and the Council on Higher Education (CHE) both recognize the need to strengthen the distinction between the general and career/vocational tracks from level 4 on the NQF in order to expand provision at this level<sup>55</sup>.

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<sup>12</sup> Cosser 2003a found that 81% of learners who had achieved an N2, N3 or NSC at a technical college in 1999 entered the college *already having obtained a Senior Certificate from a secondary school*

A major component of institutional responsiveness to learner and economic needs is the quality of teaching. The implementation of an outcomes-based education and training system in South African institutions has arguably deflected attention away from the importance of upgrading the skills of the educator workforce to improve the quality of education. There is, to date, no South African evidence to suggest that systemic change from an inputs-oriented to an outcomes-based approach has a greater influence on learners' academic performance than the quality of teaching as measured by the combined impact of educator qualifications and classroom management of the teaching-learning process. The strategy of "develop[ing] the quality of [the] teaching force" remains a Ministry of Education priority, as demonstrated by its inclusion as a component of one of six core areas - "School effectiveness and teacher professionalism" - in the Department of Education's 2003-2005 Strategic Plan<sup>56</sup>. However, the demoralization of the teaching force under the *Apartheid* system, the low status and poor remuneration of the teaching profession, and the fact that less than 2% of Grade 12 learners want to enroll for higher education study in the Education, Training & Development field<sup>57</sup>, mean that without a massive injection of capital for promoting teaching as a profession and for in- and pre-service training of educators, the quality of teaching is likely to remain at its current low level. In the absence of massive improvements in education, learner retention will remain one of the biggest challenges facing the entire education and training system.

Unemployment among tertiary education degree graduates increased 160% between 1995 and 2002, from 10% to 25%, an increase essentially amongst Black graduates, including those with commerce qualifications. This suggests that "either institutions of higher education may not be matching their curriculum design effectively enough with the labour demand needs of employers or that the quality of degrees is poor, or both"<sup>58</sup>.

## ECONOMIC PARTICIPATION BY YOUTH - EMPLOYMENT & ENTERPRISE

The absorption of youth into the labour market and broader economy depends on the state of the economy generally and, within that framework, the capabilities and networks that young people bring to the economy.

One of the key goals of youth development is employment and enterprise so that young people can participate in the economy. It is estimated that 41% of young people are unemployed in South Africa. African, women and those with less education are more likely to experience unemployment. The major determinants of unemployment are lack of education, requisite work skills and work experience. On average, Africans have lower levels of education attainment than Whites; 6% of Africans have post-secondary school education and 21% a Matriculation Exemption, compared to Whites, among whom 32% have post-secondary school education and 29% a Matriculation Exemption. Gender differences indicate that 63% of young women as compared to 53% of men are unemployed<sup>59</sup>. The challenge for these young people is not only finding employment but also being employable, i.e. having the necessary qualifications, skills, and/or work experience to be considered for employment.

Unemployed youth are not all the same. At least two general categories of unemployed young people are usefully distinguished - those who have passed their matriculation examinations and completed secondary schooling, and those who have exited schooling before completing their secondary education. This latter group can be subdivided further into those young people without any schooling, those who have had primary education, and those with some secondary education. Despite large differences in basic education and skills, these three groups are perceived within the labour market to be one group.

Young people are generally only finding work after age 30. To put this into context, almost 72% of the unemployed are under age 35 (LFS, Feb 2002). Of the unemployed under age 30 years, 73% had never worked before. The involuntary nature of this situation is highlighted by the difficulty in finding a job: 30% of unemployed aged less than 30 had been searching for more than 3 years, while another 30% had been searching for 1 - 3 years.

These are people who should be economically active, supporting older relatives and children; instead, many young people are joining the stock of long term unemployed. This has very serious implications for economic policy seeking to reduce long-term unemployment. Is this a problem of skills and experiential mismatches and poor labour market information, or is it deficient demand? The identification of appropriate policy interventions will depend on the extent to which it is one or the other<sup>60</sup>.

The analysis and policy prescriptions toward youth absorption into the economy often misses that these two factors are interrelated. The economic participation of youth is related to the labour absorption capacity of the economy, and the effective absorption of labour market entrants, as elaborated below.

- The labour absorption capacity of the economy depends on output growth and the number of jobs created directly and indirectly per Rand of output. Output growth depends on a wide range of factors such as interest rates, faith in the economy, input prices, and domestic and foreign demand. The number of jobs created directly is linked to technology choice, work organisation and the composition of industry. The number of jobs created indirectly depends on the depth of the economy - the extent to which firms source goods and services locally, and the extent to which firms are encouraged to invest in response to demand signals.

The effective absorption of labour market entrants depends on the preparation of the cohort and their ability to use networks to find jobs. Their capacity to do this relies on the quality of education and its relevance to employers, access to relevant information on careers, skills gaps and remuneration, information on suitable educational institutions that are respected amongst employers, access to finance for FET or HET studies, and access to networks or relationships with prospective employers (often found either through internships or family networks, etc). For Black graduates and women, implicit discrimination may limit opportunity, where employers don't recognise capability or qualifications.

Despite the difficulty in finding work, self-employment is not necessarily the answer. Data on the distribution of unemployment, employment, and self-employment for people aged 15 - 30 years in 1999<sup>61</sup> illustrate low levels of entrepreneurship in this age range. Only 4.7% of the economically active youth are self-employed, and this is one of the few characteristics that is consistent across the race groups. Experience and education play an important role in success in employment and family characteristics are important in self-employment<sup>62</sup>. Family characteristics are linked to both know-how and access to credit and assets. In South Africa, the weak history of entrepreneurship means that most families have neither know-how nor assets. South Africa's history of exclusion has meant that the artisan and entrepreneurial classes amongst the African population was wiped out. This was effectively achieved during the 'grand Apartheid' years with job reservation and the prohibition of African business ownership outside of the Bantustans. This means that the culture of entrepreneurship, and the accumulation of associated assets, that could have been handed down from generation to generation and expanded in the process, is relatively sparse in the African population. This limits the ability to expand this artisan and entrepreneurial class amongst Africans, as it is difficult to build entrepreneurs and create the necessary assets, in a vacuum.

While the promotion of self-employment and entrepreneurship is an important thrust over time, it is probable that it won't be the main source of success in promoting youth economic participation; instead, entrepreneurship support might be better directed towards older, more experienced people<sup>63</sup>. Finding first work and gaining work experiences may be more important for most young people.

More than three quarters of young people reported in a national survey that they thought that self-employment was a good way to make money. This could be a

signal of potential interest and acknowledgement of the role of self-employment amongst the youth. However, 33% of the youth indicated that they had attempted to start a business. Of these 51% reported that they were not successful. Not only is the number of those attempting to start businesses small, but the numbers of those who do not succeed is a cause for concern<sup>64</sup>. The overview of youth-related services in South Africa, commissioned by UYF, also demonstrated that many young people enrolled in entrepreneurial programmes in the hope of consequently finding employment.<sup>13</sup>

Entrepreneurship needs to be fostered at many levels, including cultural attitudes, skills and confidence building, education and training, business support, finance, and regulatory frameworks. Given the particular employment disadvantages faced by young women, there is a special need to support young women entrepreneurs<sup>65</sup>

### **The capacity of the economy to absorb labour - implications for youth**

In a context of stagnant formal sector employment growth, rising skill intensity, but a low skills profile in the labour force and a large labour surplus, it is not surprising that young labour market entrants are queuing for work. The most important developments in the labour market since 1994 have been the rising demand for skilled labour and high levels of unemployment amongst, especially, poorly educated job seekers and youth<sup>66</sup>. The available data suggests that about 5 million individuals entered the labour market between 1995 and 2002. During that time, an estimated 1.6 million jobs were created. According to one analysis, this means that about 3.4 million people, some of whom were young people entering the labour market for the first time - have been jobless since 1995<sup>67</sup><sup>14</sup>. While African growth rate was higher than White employment growth, the employment absorption rate was in the opposite direction. That is, employment was generated for only about 28% of all new African entrants into the labour market, compared to 55% of all new White entrants. Race thus remains a significant factor in unemployment, more so than gender. The female unemployment rate (45%) is less than the African unemployment rate (47% ).

The investigation into sectoral growth prospects for youth employment and entrepreneurship commissioned by the UYF<sup>68</sup> reviews characteristics of South African industries. While it is well known that the formal sector has not generated net new jobs, this is not true at a disaggregated level. There are a small number of industries that demonstrate growth, albeit mostly, of skilled labour. Some examples are tourism, selected ICT sectors, and community services.

The informal sector showed substantial net employment growth until 2001, but this was mainly found in trade and, earlier, in domestic work. While the statistics on informal agriculture indicate there has been growth, work by the HSRC shows that much of this change might be related to improved enumeration. The informal

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<sup>13</sup> CASE 2002

<sup>14</sup> see Table XX – Employment by EAP Shifts, by Race and Gender; Table XXX – Unemployment Rates by Race and Gender, 1995 and 2002; Table 6 - A Snapshot of Key Labour Market Trends: 1995-2002

sector might expand for three main reasons, usually in some relation to the health of the formal sector. Firstly, apparent employment growth in the informal sector may largely be a result of formal sector job losses, with people who lose their jobs being forced to engage in survivalist economic activity. Alternatively, owners may prefer to stay informal to avoid regulation and tax. In these two cases, informal sector growth might not always be understood as a benchmark of policy success; in fact in some ways it could actually be a manifestation of problems in the rest of the economy. Finally, the informal sector might expand in line with formal sector growth. For example, the expansion of formal firms and employment might bring forth demand for domestic workers, informal retail and services<sup>69</sup>. In South Africa, it appears that informal sector growth has mainly arisen due to deregulation and survival strategies. It must be said that the earnings in the informal sector are about half those in the formal sector, for individuals with equivalent levels of educational attainment. This means the returns to education have fallen over the 1990s as people have been increasingly absorbed into informal work. It should be noted though, that even the informal sector does not seem to offer much future comfort - informal employment has been falling since 2001. In addition, for many young people, informal sector participation is often perceived to be no more than a "temporary solution". The reasons young people give for the choice to be employed by someone else is job security and the sense that they will receive higher wages and have more status<sup>70</sup>.

The dismal experience of employment creation demonstrates that far more forceful measures are required on the part of government, in cooperation with the private sector, to expand labour absorbing industries<sup>15</sup>. Government has committed to an expanded public works programme, incorporating infrastructure, social services and food production and distribution. Alignment of training institutions, stronger NGO, FBO and CBO accreditation programmes, improvement to procurement systems, and strengthened programme design, will be essential to underpinning expanded expenditure in these areas.

## **Barriers to youth participation in the economy**

A number of factors hold back youth participation in the economy, and particularly women and Black entrants. These are career choice and discrimination.

### **Career choice**

There is a paucity of career information available to Black students in particular. One aspect of the Apartheid legacy is African families in particular have very limited ideas about career and business opportunities - as experience in these areas was historically limited. Structural change, and the emergence of new careers and technology applications, have made career options even more confusing. At the same time, the career guidance programmes in public schools are weak. A forthcoming HSRC study on the employment experiences of graduates shows that the majority of Black graduates regret their course of study. This is a massive waste of public and private resources<sup>71</sup>.

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<sup>15</sup> See Figure "Demand for Labour by Industrial Sector"

Assuming that people make rational choices, the lack of information has a number of impacts. Firstly, Black students have a greater tendency to drop Mathematics and Science early in their schooling, and they have very low pass rates in both higher and standard grade Maths. This may be partly attributed to the quality of teaching, but may also be related to lack of awareness of the future implications of success in Maths and Science. Most lucrative careers are closed, including those associated with Commerce, Science and Engineering, and Medicine. This explains why a large proportion of Black students enter humanities and education.

#### **Discrimination**

In a study on the causes of youth unemployment, Mlatsheni & Rospabé find some evidence of discrimination in hiring practices, for both Black and female candidates. For Black graduates, there are problems around the recognition of skill, which may partly be due to the perception of the quality of education offered at Historically Black Universities. A forthcoming HSRC study shows that Black students emerging from Historically White Universities fare considerably better than their counterparts from HBUs in getting jobs<sup>72</sup>.

#### **Implications for employment opportunities for youth**

Growth in employment opportunities for youth will depend substantially on the identification of the few employment absorbing niches that do exist, such as tourism and business process outsourcing (with improved policy targeting), as well as more commitment by government to increase the delivery of basic goods and services. Government has already committed itself to expanded public works programmes, including attention to construction and paraprofessional social services jobs.

Pre-labour market interventions are critical to initial success. For example, both public and private institutions can contribute to promoting Mathematics and the Sciences in school, the provision of informative career guidance services, and access to reliable information on FET and HET institutions. A further intervention would see partnerships between firms and educational institutions in the design of curricula and in promoting internships, and finally in work placements.

Active programmes to promote women into non-traditional careers, especially in areas of scarce skills, will have the effect of expanding the pool of skilled workers and also improving labour market prospects of women.

With respect to self-employment, it is more probable that young entrants will find work and only after some work experience will they begin to consider self-employment, where it is an option. This is partly because family characteristics are important to success in business, and there is a weak entrepreneurial culture in South Africa. Entrepreneurial options might be enhanced with the intensification of

strategies to promote franchising<sup>73</sup>, as well as building on the identification of large firms and public procurement opportunities<sup>74</sup>.

Exposing young people to entrepreneurship training is nonetheless a useful intervention, promoting alternative visions of the future. Coxson and Mlatsheni suggest that, alongside entrepreneurship training in schools, there should be some link to practical experiences while studying, especially at the tertiary level. A wide array of programmes have been made available by the Department of Trade and Industry, development finance institutions and private financial bodies, which are usefully outlined by Ahwireng-Obeng. The careful targeting of these programmes to the special needs of labour market entrants, alongside reliable career and business information, business linkage programmes, tender advisory services and programmes to promote role models, will be essential to their efficacy.

### **Consequences of unemployment for young people**

Being unemployed is not a pleasant for anyone. Studies report that, in the experience of young people, unemployment carries a stigma and confers a sense of inferiority, which contributes to feelings of worthlessness and frustration. In addition, without employment, young people often cannot marry, frequently with social consequences for the children they already have<sup>75</sup>. A new report on the youth labour market in Australia concluded that the experience of working full-time early in the school-to-work transition has the most positive effect on youth labour market outcomes, more so than the completion of tertiary qualifications. In addition, the study showed that early unemployment has a "scarring" effect on subsequent employment. The report suggests that intervention policies may be best directed at assisting young people to secure full-time employment as early as possible<sup>76</sup>.

Since they are still young, the level of discouraged job seekers among youth is lower than among other groups as they are still within the employable age group. Young people are also motivated to invest more years in education and training. According to research commissioned by the UYF, many young people realise the importance of education and training for getting work, and the majority of unemployed youth are willing to get involved in employment schemes, even if they are paid less income<sup>77</sup>. This is a more grounded orientation than appeared to be the case in the early 1990s. At that time, youth studies suggested that young people had unrealistically high expectations that their situation, both economically and socially, would improve significantly as a result of state intervention on behalf of the unemployed. Despite these changes in attitudes, a powerful stigma is attached to menial work among young people, resulting also from historical social conditions in South Africa, which makes young people unwilling to take on low-level service work in the service industries and domestic labour<sup>78</sup>.

It has recently become clear that youth unemployment has both social and health consequences. Although few studies have been conducted in South Africa, evidence from other parts of the world show that there is a consistent relationship between youth unemployment and an increase in psychological disorders as well as



physiological illness, particularly among girls. Unemployment among young people, especially among men, is also a risk factor for increasing tobacco use, alcohol consumption and illicit drugs. Mortality is higher among unemployed young people, especially attributable to suicides and accidents<sup>79</sup>. These negative consequences associated with unemployment are part of a spiral of increasing social and economic cost, and loss of human capital, which affects young people in particular. Studies have shown that participation in education and training programmes buffers some of these negative effects of unemployment on young people<sup>80</sup>.

The importance of a *Youth Development* approach to youth programming and to unemployment is demonstrated by studies which show that high levels of civic engagement by young people, as reflected in membership of local voluntary groups, is associated with positive health behaviours and outcomes<sup>81</sup>.

## MOVING FORWARD

Both international agencies and the South African government are creating a facilitating environment for youth development. The Report of the United Nations Secretary General on *Promoting Youth Employment*, lists four key principles for such an environment:

- Employability - Invest in education and vocational training for young people and improve the impact of these investments
- Equal opportunities - Give young women the same opportunities as young men
- Entrepreneurship - Make it easier to start and run enterprises to provide more and better jobs for young women and men
- Employment creation - Place employment creation at the centre of macroeconomic policy.

The establishment of both the National Youth Commission and the Umsobomvu Youth Fund are expressions of intent to address youth development in South Africa. President Thabo Mbeki announced at the Youth Day Rally in Witbank that two youth development programmes will be considered in 2003 - a National Youth Service Programme and an Integrated Youth Entrepreneurship Development Programme. The Community Public Works Programmes includes making resources available to young people to assist with the renovation of public buildings for the benefit of people with disabilities. In addition, government made a commitment at the close of the Growth and Development Summit to finalise a learnership programme targeted at unemployed and unemployable youth. The Volunteer Campaign will specifically target youth volunteers and will encourage the development of a cadre of Young Community Development Workers<sup>82</sup>.

Throughout the world, a large (and growing) number of neighborhoods, cities and states have or are holding "summits" to address youth issues, and involve parents, neighbourhood and community heads, corporate leaders, government officials and youth themselves. These summits, as well as the philanthropic and public officials increasingly engaged in youth issues, all face several common key issues: What exactly should be done? What is most effective, and for which youth? How to address the youth with the most difficult issues as well as those with talent and opportunity? What does it cost to intervene, and who will pay? How to assess what is effective and cost-effective?

As a starting point, youth issues need to be re-framed to put them at the top of the political, economic and social agenda. From seeing young people as trouble and/or as troubled, we need to bring positive youth development and potential to the fore in a way which enables politicians, the private sector and civil society to get behind young people to promote their development<sup>83</sup>.

Volunteering by young people needs to be encouraged under conditions that are not exploitative. Volunteering has many individual and social benefits. Volunteering makes an important economic contribution to society, particularly under conditions of great need. It also helps people engage with one another and builds trust and reciprocity; as such it contributes to a more stable and cohesive society. Volunteering is a known method for integrating into society those people or groups who feel marginalized and excluded. Among youth, in particular, it offers opportunities for self-development and provides young people with the experience of working. And, lastly, volunteering plays a role in promoting employment by boosting the confidence of volunteers, giving them access to networks, and providing them with opportunities to develop marketable skills<sup>84</sup>.

President Thabo Mbeki declared 2002 the Year of Volunteers in order to increase the level of volunteer help extended in communities to assist people in distress. In 1998 a comparative study across 28 countries found that nearly 1.5 million volunteers actively contributed their time and energy to South African non-profit organizations in 1998<sup>85</sup>. Their contribution equaled more than 300 000 full-time equivalent jobs and accounted for 49% of the non-profit workforce, a figure considerably higher than the average of 35% across the 28 countries. The total value of volunteer labour was estimated to be in excess of R5 billion. The non-profit sector implements a large number of government and other social programmes and voluntarism is the backbone of the non-profit sector. This is an important sector for youth development, and UYF could play a significant role in bridging youth participation in volunteer programmes, public works opportunities, and formal employment.

Investments in youth need to be encouraged. A very recent World Bank strategic paper<sup>86</sup> argues that most countries under-invest in youth development, and that certain investments in youth are more effective than countering the effects of non-investment. Youth development initiatives, apart from building the social capital of the most innovative and energetic group in the population, also reduces some of the negative social outcomes related to youth exclusion such as brain drain, violence and erosion of hope and energy. A study in Jamaica, for example, indicated that employment would decrease youth violence and crime; a 1% decrease in youth crime and violence would increase tourist spending by 4% with spin-offs for further job creation. Similar comparative analyses need to be undertaken in South Africa to increase advocacy and investment in youth development programmes.

As elsewhere, youth require three sets of inter-related assets to overcome their isolation, vulnerability, powerlessness and inactivity, and to turn their exclusion around to become valued participants in the social and economic life of South Africa. They need economic assets that can lead to income generation; they need social assets such as information, social networks, educational opportunities, care and mentoring; and young people need to be empowered to participate in social, civic and political activities<sup>87</sup>. A *Youth Development* approach addresses all three assets and creates a framework in which the Umsobomvu Youth Fund can effectively intervene to promote employment and livelihood options for young people. The UYF has to work in a broad way, fostering both demand and supply

sides of the employment equation for young people, encouraging reform within, and cooperative activities between, education and business, balancing employment experience and the necessity for self-employment for young people, stimulating an entrepreneurial culture shift, and promoting Youth Development as an underlying commitment in all that it does.

## **APPENDICES**

### **Appendix 1**

Chronological list of important documents and publications on youth issues since 1994

### **Appendix 2**

Reference list for advocacy document

### **Appendix 3**

Selected data on youth development, education, employment, and livelihoods

### **Appendix 4**

Selected extracts on youth development, education, employment, and livelihoods

# **APPENDIX 1: CHRONOLOGICAL LIST OF DOCUMENTS AND PUBLICATIONS ON YOUTH ISSUES SINCE 1994<sup>16</sup>**

- 1992      Everatt, D. & Sisulu, E. (Eds), Black youth in crisis: Facing the future: Johannesburg: Ravan Press
- Straker, G. Faces in the revolution: The psychological effects of violence on township youth in South Africa. Cape Town: David Philip.
- 1993      Chisholm, L. Youth unemployment and policy in South Africa, 1976-1992. Development South Africa, Nov. 461-496.
- Community Agency for Social Enquiry and Joint Enrichment Project. Growing up tough: A national survey of South African youth. Johannesburg: CASE/JEP.
- Everatt, D. Towards a national development service and a national youth corps for South Africa. Liberty Life Foundation and Kagiso Trust.
- Seekings, J. Heroes or villains: Youth politics in the 1980s. Johannesburg: Ravan Press.
- 1994      Everatt, D. (Ed), Creating a future: Youth policy for South Africa. Johannesburg: Ravan Press.
- Everatt, D. & Orkin, M. 'Families should stay together': Intergenerational attitudes among South African youth. South African Journal of Gerontology, 3/2, ?-???
- Establishment of the National Youth Commission.
- Van Zyl, F., Malan, C., Marais, H., Olivier, J. & Riordan, R. Youth in the new South Africa. Pretoria: Human Sciences Research Council.
- 1995      Everatt, D. School eject or reject? Contextualising 'out-of-school youth' in the new South Africa. Prospects, XXV(3), 451-468.
- Everatt, D. Youth and the reconstruction and development of the new South Africa. Kaiser Family Foundation.
- Jennings, R. & Everatt, D. Hewers of wood and drawers of water? Analysing the views and need of 'out-of-school' youth in South Africa. Out-of-school Children and Youth

<sup>16</sup> Materials published before 1994 are only included if they are substantial and important contributions to understanding youth issues in South Africa

- 1996      Community Agency for Social Enquiry. The situation of youth in South Africa. Johannesburg: CASE.
- Community Agency for Social Enquiry. Youth and youth development in South Africa: The challenge of reconstruction and development. Johannesburg: CASE.
- The National Youth Commission Act No 19.
- 1997      Chisholm, L. Harrison, C. & Motala, S. Youth policies, programmes and priorities in South Africa, 1990-1995. International Journal of Educational Development, 17, 215-225.
- Jennings, R., Everatt, D., Lyle, A. & Budlender, D. The situation of youth in South Africa. National Youth Commission).
- Jennings, R. & Everatt, D. Analysing the situation of young women in Gauteng. Joint Enrichment Project Young Women's Network.
- Leggett, T., Moller, V & Richards, R. (Ed). My life in the New South Africa: A youth perspective. Pretoria: Human Sciences Research Council.
- Joint Centre for Political and Economic Studies. Guaranteeing a future for South Africa's youth: A youth policy for South Africa. Johannesburg.
- National Youth Commission. National Youth Policy. Pretoria: Office of the Deputy President.
- National Youth Council established
- Stevens, G. & Lockhart, R. 'Coca-cola kids' – Reflections on black adolescent identity development in post-apartheid South Africa. South African Journal of Psychology, 27, 250-255.
- 2000      Braehmer, S., Kimmie, Z., Greenstein., R., Morake, R., and Seutloadi, K., (2000). Youth 2000: A Study of Youth in South Africa. Johannesburg: Community Agency for Social Enquiry.
- 2001      Statistics South Africa. The youth of South Africa: Selected findings from Census '96. Pretoria: Statistics SA.
- 2002      Emmett, T., Moloto, A., Kamman, E., Mabitsela, O., Hlongwane, L. & Msibe, M. Overcoming constraints on the delivery of

services to children and young people. Research report for the Nelson Mandela Children's Fund.

Ramphela, M. Steering by the stars: Being young in South Africa. Cape Town: Tafelberg.

The Presidency. National Youth Development Policy Framework (2002-2007): Towards integrated national youth development initiatives and programmes.

2003  
in press

Chisholm, L. (Ed), Changing class: Education and social change in post-Apartheid South Africa. Pretoria: HSCR Press.

Soudien, C. (2003). Routes to adulthood: Becoming a young adult in the New South Africa. IDS Bulletin, 34, 63-71.



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### APPENDIX 3: SELECTED DATA ON YOUTH DEVELOPMENT, EDUCATION, EMPLOYMENT AND LIVELIHOODS

**Table 1: Unemployment Rates by Education Level, 1995 and 2002**

- from Haroon Borat (Table 6, in press)

EDUCATION LEVEL/YEAR	1995	2002
No schooling	33.12 (0.019)	32.30 (0.012)
Primary	35.49 (0.013)	41.38 (0.010)
Incomp. 2ndary	33.85 (0.009)	48.39 (0.005)
Matric	25.28 (0.013)	39.51 (0.010)
Tertiary	6.44 (0.005)	15.37 (0.006)
Total	29.24 (0.097)	39.51 (0.005)

Sources: October Household Survey, 1995 & Labour Force Survey, February 2002

1. The 'unspecified' education category was omitted for the 2002 estimates.
2. 'Tertiary' for 1995 captures individuals with a diploma/certificate with Std. 9 or lower; diploma/certificate with Std. 10 or a degree
3. 'Tertiary' for 2002 captures individuals with the above qualifications, but with an additional 'post-graduate' degree or diploma' category added.
4. Standard Errors are in parenthesis, and are corrected for according to frequency weights, the primary sampling unit and sampling stratification.

Data from the 1996 Census gives some indication of the racial and gender dimensions of school retention rates and labour force participation of Black and White youth (see Table 2 below with respect to women, and 2 with respect to men).

Between ages 15 and 17 years, the crucial high school completion years, there are more White youth attending school than Black youth, regardless of gender. Conversely, during these years, there are more Black youth in the labour force than White youth. It is possible that, because of higher rates of poverty and economic stress, Black youth drop out to work or because their families cannot afford school fees.

The argument that school dropout is not necessarily a permanent condition finds some support from Table 32, because from age 20 years, we find that there is a tendency for Black youth to still be in school when White youth have completed high school and are joining the labour force.

By the age of 20 years, the labour force participation rate of White female youth is more than twice the rate for Black female youth, and the difference is even greater in the case of White and Black male youths.

**Table 2: School Enrolment and Labour Force Participation of Black and White Female Youth**  
(Yaw Amoateng, personal communication, 2003)

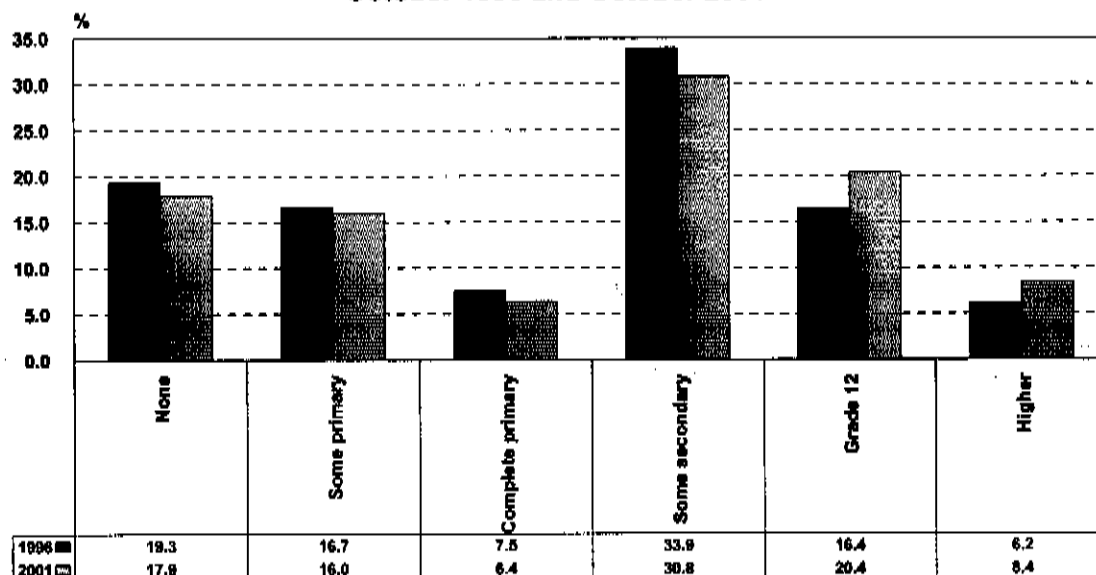
Age	Black				White			
	LFPR	Unemployed	Not working Scholar	Other	LFPR	Unemployed	Not working Scholar	Other
15	2.96	2.49	89.5	7.5	1.3	.39	92.8	6.2
16	5.5	4.74	85.7	8.8	2.83	.89	90.9	6.3
17	9.2	8.11	80.3	10.2	6.97	3.3	86.6	6.5
18	15.39	13.07	72.1	12.5	23.48	6.21	67.7	8.8
19	22.85	19.36	63.7	13.5	51.13	8.51	39.8	9
20	31.97	26.12	53.1	15	61.87	7.74	28.7	9.4
21	40.16	32.19	44.6	15.3	66.73	7.13	21.7	11.6
22	48.27	37.73	36.1	15.6	71.1	6.49	15.6	13.4
23	55.34	41.66	28.3	16.4	78.36	5.29	8.1	13.6
24	61.56	44.60	21.8	16.6	78.88	4.90	4.7	15.3
Total	28.5	22.4	58.5	12.9	45.6	5.1	44.3	10.2

**Table 3: School Enrolment and Labour Force Participation of Black and White Male Youth**  
(Yaw Amoateng, personal communication, 2003)

Age	Black				White			
	LFPR	Unemployed	Not working Scholar	Other	LFPR	Unemployed	Not working Scholar	Other
15	3.00	2.41	89.53	7.3	1.13	0.43	93.82	5.06
16	5.04	4.06	87.46	42.56	3.99	1.22	91.12	4.88
17	8.96	6.96	83.65	7.4	7.95	2.75	86.26	5.79
18	13.9	0.46	78.77	7.34	23.66	6.33	70.50	5.85
19	20.52	15.18	71.70	7.76	53.36	10.47	41.41	5.22
20	31.66	22.54	60.22	8.11	65.66	9.51	30.38	3.96
21	40.78	27.73	50.68	8.55	70.85	7.21	24.43	4.73
22	51.94	33.57	39.42	8.66	77.27	6.61	18.29	4.44
23	61.84	38.05	30.01	8.16	84.36	6.27	11.85	3.8
24	69.44	39.43	22.08	8.48	90.66	4.88	6.01	3.34
Total	27.76	18.32	64.35	7.88	47.45	5.45	47.87	4.70

**Figure 2**

**Distribution of the population aged 20 years or more  
by highest level of education completed  
October 1996 and October 2001**

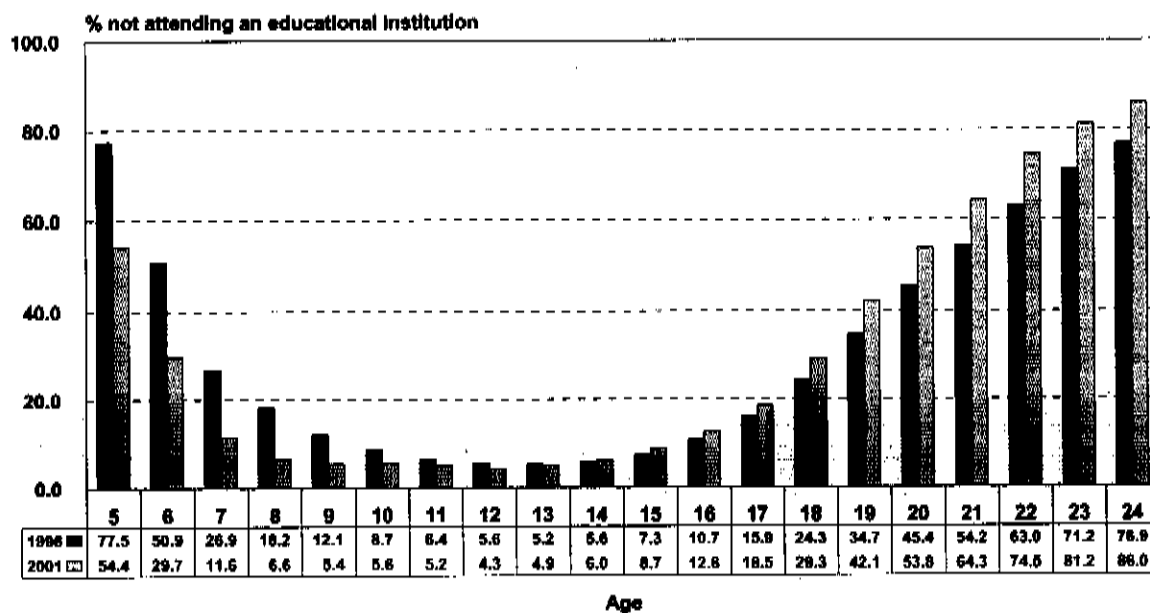


Source: Census 1996 and Census 2001

*Almost one in every five South Africans aged 20 years or more have received no formal education, while 7% have post-school qualifications*

**Figure 3**

**Percentage of those aged 5 - 24 years who are  
not attending an educational institution  
October 1996 and October 2001**

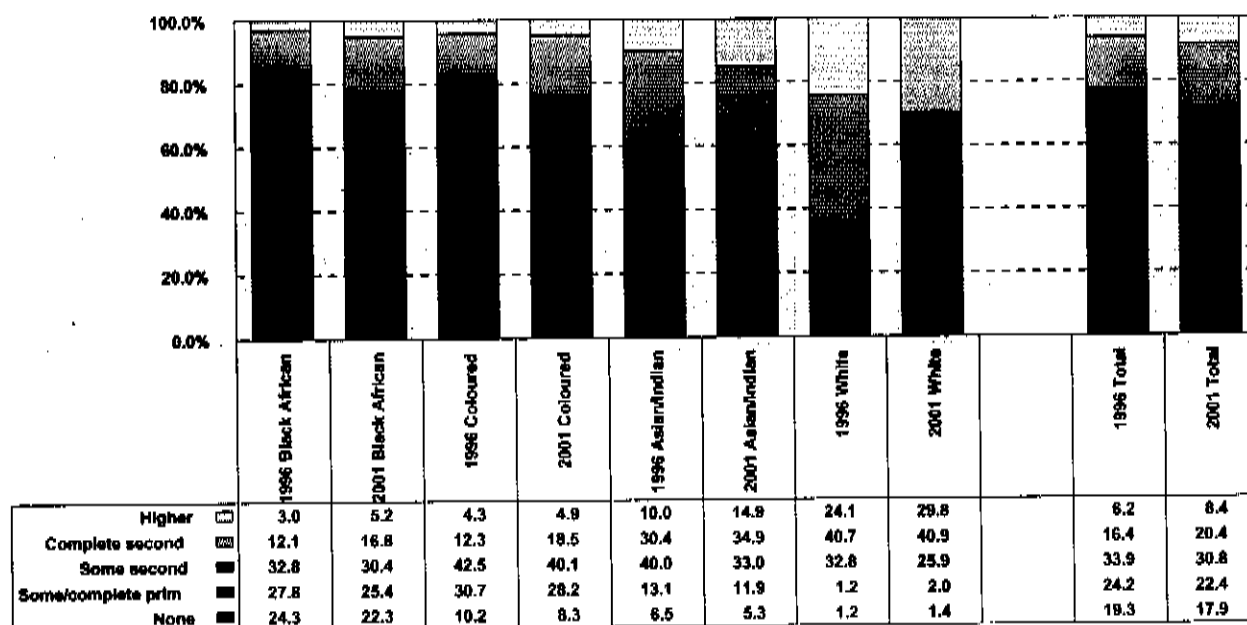


Source: Census 1996 and Census 2001  
Excluding unspecified in 1996



**Figure 4**

**Percentage of the population aged 20 years or more  
in each educational category by population group  
October 1996 and October 2001**



Source: Census 1996 and Census 2001

Twenty-two percent of black Africans aged 20 years or more have received no education.

**Table 4- Unemployment Rates by Race and Gender, 1995 and 2002**  
Haroon Borat (in press)

Year	1995	2002
<b>Race</b>		
African	36.16 ( 0.010)	46.62 (0.005)
Coloured	22.15 (0.011)	29.59 (0.011)
Asian	13.41 (0.017)	24.57 (0.018)
White	4.79 (0.004 )	9.17 (0.005)
<b>Gender</b>		
Male	22.68 (0.009)	33.84 (0.006)
Female	37.32 (0.011)	45.32 (0.004)
Total	29.24 (0.097)	39.51 (0.005)

Sources: October Household Survey, 1995 & Labour Force Survey, February 2002

1. The 'Other' category for race groups as well as the 'unspecified' categories for race and gender are excluded in the estimates for 2002.

Standard Errors are in parenthesis, and are corrected for according to frequency weights, the primary sampling unit and sampling stratification.

**Table 5: A Snapshot of Key Labour Market Trends: 1995-2002**

Haroon Bhorat (in press)

Category	1995	2002	Change	% Change	Target Growth Rate	Employment Absorption Rate
Employment	9 557 185	11 157 818	1 600 633	16.75		
Unemployment (expanded definition)	3 883 819	7 288 833	3 405 014	87.67		
Labour Force	13 441 004	18 446 651	5 005 647	37.24	52.38	31.98
<b>Official Definition Estimates</b>						
Employment	9 557 185	11 157 818	1 600 633	16.75		
Unemployment (strict definition)	1 909 468	4 271 302	2 361 834	123.69		
Labour Force	11 466 653	15 429 120	3 962 467	34.56	41.46	40.39

Sources: October Household Survey, 1995 &amp; Labour Force Survey, February 2002

Notes:

1. The Official Definition Estimates are based on the assumption of the strict definition of unemployment, and hence conceive of a labour market that excludes the discouraged workseeker.
2. The 1995 data have been re-weighted with the 1996 Census weights to ensure comparability across the two time periods.

**Table 6: Employment and EAP Shifts, by Race and Gender**

Haroon Bhorat (in press)

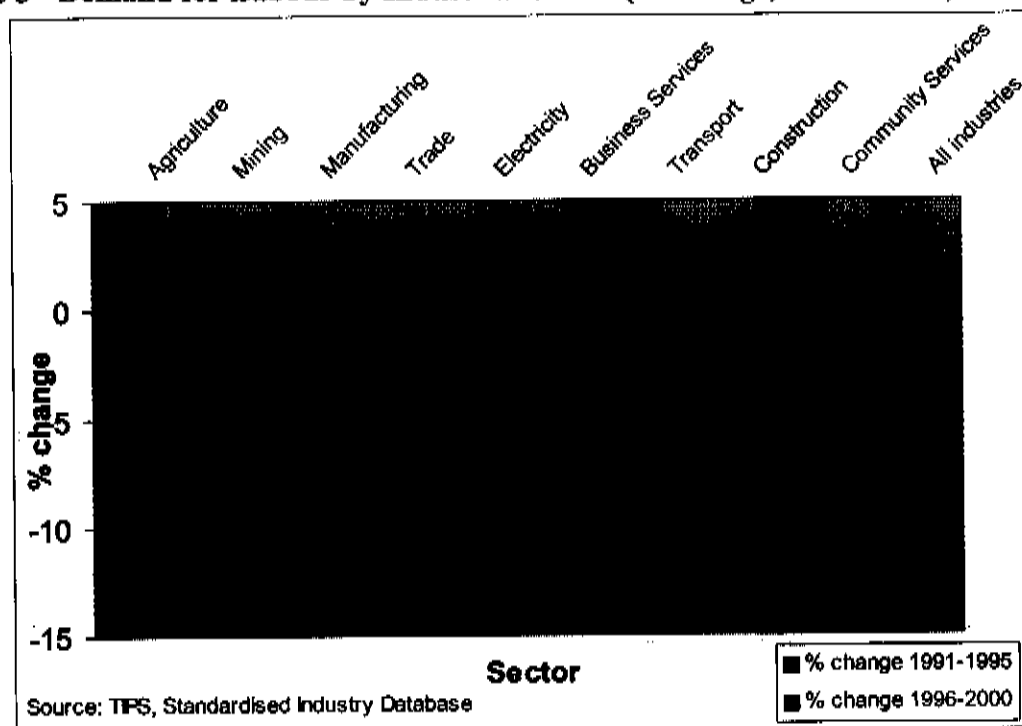
CATEGORY	Empl Change	EAP Change	Target Growth Rate	% Change in Employment	Employment Absorption Rate
<b>Race</b>					
African	1151396	4118973	66.88	18.69	27.95
Coloured	136292.9	346494.9	30.96	12.18	39.33
Asian	136942.3	242044.3	68.65	38.84	56.58
White	141178.6	254630.6	13.22	7.33	55.44
Other	34823	43504	n.a.	n.a.	n.a.
<b>Gender</b>					
Male	352642	1846391	31.74	6.06	19.10
Female	1247401	3158069	84.45	33.36	39.50
Total	1600633	5005647	52.38	16.75	31.98

Sources: October Household Survey, 1995 &amp; Labour Force Survey, February 2002

Notes:

1. 'Other' for Unemployed in 2002, includes an unspecified category
2. For 2002, 590 (1187) individuals who were employed (in the labour force) for the weighted sample had an unspecified gender

**Figure 5 - Demand for Labour by Industrial Sector (% change, 1991 - 2000)**



**Table 2. Labour Force Participation, by Gender and Race**

Young (15-30)	Whole	African	Coloured	Indian	White	Male	Female
Unemployed <sup>1</sup>	3 412 245 50,5%	3 015 753 60,3%	260 046 32,4%	61 780 29,2%	71 997 9,7%	1 493 162 44,0%	1 916 635 57,0%
Employed <sup>2</sup>	3 027 561 44,8%	1 742 826 34,9%	528 539 65,9%	135 795 64,1%	614 622 83,1%	1 708 473 50,3%	1 318 098 39,2%
Self-employed	320 106 4,7%	238 907 4,8%	13 571 1,7%	14 216 6,7%	52 841 7,1%	194 044 5,7%	126 063 3,8%
Total <sup>3</sup>	6 759 912 100%	4 997 487 100%	802 156 100%	211 790 100%	739 459 100%	3 395 678 100%	3 360 796 100%

Source: OHS 1999

Notes: <sup>1</sup> Broad definition of unemployment. <sup>2</sup> Employment can be full time, part time or casual. Employment and self-employment can be either formal or informal. <sup>3</sup> The whole total does not match with the sum of the totals for race and for gender because of missing observations on race and gender.

## Appendix 4: Selected extracts on youth development, education, employment and livelihoods

### 1) Desired outcomes of youth development identified by the Center for Youth Development and Policy Research in Washington, DC

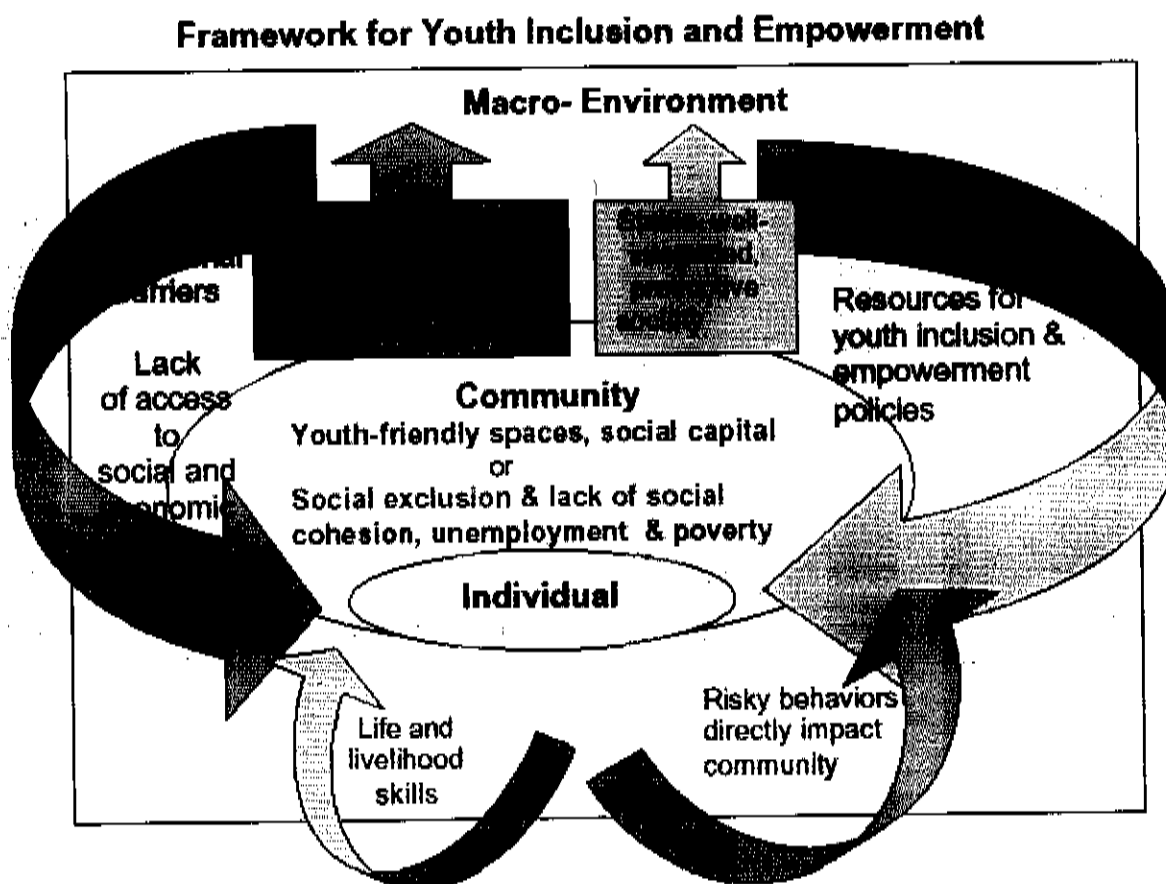
<ul style="list-style-type: none"> <li>• A Sense of Safety and Structure</li> <li>• High Self-Worth and Self Esteem</li> <li>• Feeling of Mastery and Future</li> <li>• Belonging and Membership</li> <li>• Perception of Responsibility and Autonomy</li> <li>• A Sense of Self-Awareness and Spirituality</li> </ul>	<ul style="list-style-type: none"> <li>• Physical Health</li> <li>• Mental Health</li> <li>• Intellectual Health</li> <li>• Employability</li> <li>• Civic and Social Involvement</li> </ul>
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### 2) Youth – Strategic Directions for the World Bank (2003)

- Building effective multi-dimensional youth policy also includes:
- Developing analytic work and applied research, with a focus on the causal relationship of youth exclusion factors;
- Tailoring differentiated interventions based on the life cycle framework, i.e. youth 15 to 18 years old versus the older group up to 24;
- Including youth as project shareholders, while emphasising youth participation in the design, implementation and monitoring of policies and investments that affect their lives at both the local and national levels;
- Establishing adequate legal framework in different sectors, and strengthening the enforcement of protective policies for 15 to 18 years old, particularly areas where abuse has been common;
- Reinforcing all forms of education, particularly non-formal education as a complement to formal education;
- Measuring the cost-effectiveness and impact of youth oriented investment programs;
- Incorporating lessons learned from effective interventions, up-scaling of existing good practices to ensure adequate social impact, offering effective responses that reflect youth's added value and comparative advantage in the marketplace and that can cater to youth culture;
- Local governments and community-based youth organizations should play a key role in the identification of the specific youth priorities at the local level so as to ensure bottom-up approaches to youth inclusion and participation;
- Demand-driven mechanisms should be built as to enhance institutional and financial sustainability;
- Addressing territorial targeting, in addition to categorical targeting that identifies the most disadvantaged youth;

Including independent public budget assessments with a youth perspective and periodic public opinion surveys on budget expenditures at community level.

### 3. Framework for youth inclusion and empowerment



### 3). Key Strategic Components of Youth Policies and Programmes Krauskopf (2001) UNFPA

- 1). Create positive visibility of adolescence in particular
  - provide flexible modalities of participation and representation
  - demonstrate youth's contribution to society
  - assume an attitude of positive acceptance of adolescent life
  - demonstrate the stigmatising effect of viewing adolescence as a social problem
  - demonstrate the boomerang effect of emphasising control over social disturbances caused by adolescents
  - recognise adolescents as a source of social capital
- 2). Encourage protagonistic participation
  - eliminate "adultcentrism"
  - address the problem of exclusion
  - give adolescents a voice
  - provide opportunities for the expression of adolescent capabilities

- provide advice and tools for eventual self-reliance
- provide guidance
- propose initiatives

#### **4) National youth policy (1997)**

##### ***Section 5.0 Policy goals and objectives***

- A. Instil in young women and men an awareness of, and respect for and active commitment to the principle and values enshrined in the Bill of Rights and a clear sense of national identity.
- B. Recognise and promote the participation and contribution of young women and men in the reconstruction and development of South Africa.
- C. Enable young men and women to initiate actions which promote their own development and that of their communities and the broader society,
- D. Develop an effective, coordinated and holistic response to the issues facing young men and women.
- E. Create enabling environments and communities which are supportive of young women and men, presenting positive role models whilst promoting social justice and national pride.

##### ***Section 7.0 Priority target groups***

- 7.1 Young women
- 7.2 Unemployed young men and women
- 7.3 Out-of-school young women and men
- 7.4 Rural young men and women
- 7.5 Young men and women at risk (substance abuse, victims and perpetrators of crime)
- 7.6 Young men and women with a disability
- 7.7 Young people living and working on the street
- 7.8 Young men and women with HIV/AIDS

##### ***Youth employment strategies***

- 8.3.1 School-based career guidance
- 8.3.2 Youth career guidance centres
- 8.3.3 National Youth Employment Strategy
  - Life skills, vocational skills, on-the-job training and work experience
  - Learnerships, apprenticeships, traineeships
  - Training contracts with large employers
  - Employer incentives
  - Employment internships
  - Specific programmes for disadvantaged youth

## **5). National Youth Development Policy Framework (2002-2007)**

### **Principles and values for youth development:**

- Holistic and integrated
- Redress
- Non-discriminatory
- Acknowledging diversity
- Responsive
- Sustainable
- Participatory and inclusive
- Transparent and accessible

### **Goals of youth development in South Africa.**

#### **Youth development in South Africa strives to:**

- Instil in young women and men an awareness of, respect for and active commitment to the principles and values enshrined in the Bill of Rights as well as a sense of national identity
- Enable young men and women to initiate actions that promote their own development and that of their communities and broader society
- Develop an effective, co-ordinated and holistic response to the issues facing young women and men
- Create enabling and supportive environments and communities for young women and men, presenting them with positive role models and ensuring not only organizational capacity but also personal/individual development.

- <sup>1</sup> Census 2001
- <sup>2</sup> La Cava & Little 2003
- <sup>3</sup> 57/165 of the Fifty-seventh session, Agenda item 98
- <sup>4</sup> Minister of Social Development, Dr Zola Skweyiya on the Commemoration of World Population Day, 11<sup>th</sup> June 2003
- <sup>5</sup> CASE 1996; Department of Correctional Services 2002
- <sup>6</sup> Census 1996; Altman 2002
- <sup>7</sup> CASE 1996; Department of Correctional Services 2002
- <sup>8</sup> Case 1996; SACENDU 2002
- <sup>9</sup> Department of Health
- <sup>10</sup> Everatt & Orkin 1993
- <sup>11</sup> Ramphele 2002
- <sup>12</sup> Towards a global alliance for youth employment – the next five steps. Recommendations on policy and process 2003-2005 of the Second Meeting of the High Level Panel of the Secretary General's Youth Employment Network. United Nations.
- <sup>13</sup> Emmett et al 2002
- <sup>14</sup> Blossfeld 2000
- <sup>15</sup> Census 1996
- <sup>16</sup> Dorrington et al 2001
- <sup>17</sup> UYF is a Section 21 Company, governed by its memorandum and articles of association as well as by the Companies Act (61, 1973) – see [www.uyf.org.za](http://www.uyf.org.za)
- <sup>18</sup> Pittman 1993, p. 8
- <sup>19</sup> Pittman & Fleming 1991
- <sup>20</sup> van Zyl Slabbert et al 1994
- <sup>21</sup> Flanagan & Faison 2001
- <sup>22</sup> US Department of Health and Human Services 1996
- <sup>23</sup> Pittman & Fleming 1991; Pittman & Irby 1996; Pittman, O'Brien & Kimball 1993
- <sup>24</sup> Pittman & Fleming 1991
- <sup>25</sup> Golombek 2002
- <sup>26</sup> van Zyl Slabbert et al 1994
- <sup>27</sup> La Cava & Little 2003
- <sup>28</sup> Cosser 2003b
- <sup>29</sup> Strauss et al. 1994; Strauss et al. 2000
- <sup>30</sup> Kraak 2003
- <sup>31</sup> Ramphele 2002; Braehmer et al 2000
- <sup>32</sup> Ramphele 2002
- <sup>33</sup> La Cava & Little 2003
- <sup>34</sup> Braehmer et al 2002
- <sup>35</sup> Ramphele 2002
- <sup>36</sup> Ramphele 2002
- <sup>37</sup> Battin-Pearson et al 2000
- <sup>38</sup> Schneider & Stevenson 1999
- <sup>39</sup> Mlatsheni & Rospabe 2002
- <sup>40</sup> Braehmer et al 2000
- <sup>41</sup> Kraak 2003; Haroon Bhorat (in press)
- <sup>42</sup> La Cava & Little 2003
- <sup>43</sup> Cosser & du Toit 2002
- <sup>44</sup> Cosser & du Toit 2002
- <sup>45</sup> Falsey & Haynes 1984; Hearn 1984; Sewell & Shah 1978; Robinson et al 2002; Coleman 1988; Tillery 1973; Hossler & Stage 1987
- <sup>46</sup> Blustein et al 2002
- <sup>47</sup> RSA 1998
- <sup>48</sup> RSA 1998
- <sup>49</sup> RSA 2000
- <sup>50</sup> Department of Education 2002
- <sup>51</sup> Ahwireng-Obeng & Associates 2002; Coxson & Mlatsheni 2003
- <sup>52</sup> Farstad 2002



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- <sup>53</sup> Farstad 2002  
<sup>54</sup> Brown et al 2001  
<sup>55</sup> SAQA 2001; CHE 2002  
<sup>56</sup> Department of Education 2003  
<sup>57</sup> Cosser & du Toit 2002  
<sup>58</sup> Haroon Borat (in press)  
<sup>59</sup> Mlatsheni & Rospabe 2002  
<sup>60</sup> Altman 2002  
<sup>61</sup> See "Table 2 in Appendix 2, Mlatsheni & Rospabē 2002  
<sup>62</sup> Mlatsheni & Rospabe 2002  
<sup>63</sup> Coxson & Mlatsheni 2003  
<sup>64</sup> CASE Youth 2000 Report  
<sup>65</sup> Towards a global alliance for youth employment – the next five steps. Recommendations on policy and process 2003-2005 of the Second Meeting of the High Level Panel of the Secretary General's Youth Employment Network. United Nations.  
<sup>66</sup> Haroon Borat (in press)  
<sup>67</sup> Haroon Borat (in press)  
<sup>68</sup> Coxson and Mlatsheni 2003  
<sup>69</sup> Altman et al 2003  
<sup>70</sup> Cawker & Acutt in van Zyl et al 1994  
<sup>71</sup> Moleke 2003  
<sup>72</sup> Moleke 2003  
<sup>73</sup> Coxson & Mlatsheni 2003, Ahwireng-Obeng 2002  
<sup>74</sup> Altman et al 2003  
<sup>75</sup> Hall & Mabitsela in van Zyl et al 1994  
<sup>76</sup> Marks, Hillman & Beavis 2003  
<sup>77</sup> Braehmer et al 2000  
<sup>78</sup> van Zyl Slabbert et al 1994  
<sup>79</sup> Hammarstroom 1994  
<sup>80</sup> Jackson 1999  
<sup>81</sup> Campbell et al 2002  
<sup>82</sup> Minister of Social Development, Dr Zola Skweyiya on the Commemoration of World Population Day, 11<sup>th</sup> June 2003  
<sup>83</sup> Gilliam & Bales 2001; "Key Strategic Components of Youth Policies and Programmes in Appendix 4  
<sup>84</sup> Saxon-Harrold 2000  
<sup>85</sup> Habib 2002  
<sup>86</sup> La Cava & Little 2003  
<sup>87</sup> World Bank framework for youth inclusion and empowerment in Appendix 4