



CITY OF CAPE TOWN | ISIXEKO SASEKAPA | STAD KAAPSTAD

THIS CITY WORKS FOR YOU

# YOUTH DEVELOPMENT POLICY (POLICY NUMBER 12398C)

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**CITY OF CAPE TOWN**

**YOUTH DEVELOPMENT POLICY**



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**THIS CITY WORKS FOR YOU**

**DIRECTORATE:** SOCIAL DEVELOPMENT AND EARLY CHILDHOOD DEVELOPMENT

**DEPARTMENT:** PROGRAMME DEVELOPMENT AND IMPLEMENTATION

## YOUTH DEVELOPMENT POLICY OF THE CITY OF CAPE TOWN

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## Reference Codes

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## Abbreviations

AU	African Union
CBO	Community Based Organisation
CDS	Cape Development Strategy
EGS	Economic Growth Strategy
EPWP	Expanded Public Works Programme
IDP	Integrated Development Plan
IYDS	Integrated Youth Development Strategy
M&E	Monitoring and Evaluation
MRC	Medical Research Council
NDP	National Development Plan
NEETs	Not in Employment, Education and Training
NGO	Non-Governmental Organisation
NYDA	National Youth Development Agency
SDBIP	Service Delivery Budget Implementation Plan
SDECD	Directorate of Social Development and Early Childhood Development
SDS	Social Development Strategy
SFA	Strategic Focus Area

## Definitions

<b>Gender</b>	The socially constructed roles, behaviours, activities, and attributes that a given society considers appropriate for men and women.
<b>Disability</b>	The loss or elimination of opportunities to take part in the life of the community equitably with others that is encountered by persons having physical, sensory, psychological, developmental, learning, neurological or other impairments, which may be permanent, temporary or episodic in nature, thereby causing activity limitations and participation restriction with mainstream society. These barriers may be due to economic, physical, social, attitudinal and/or cultural factors.
<b>Youth</b>	The City endorses the age category articulated in the National Youth Commission Act of 1996 (Act No. 19 of 1996). Youth include all people from 14 years to 35 years of age. This policy deals with youth between the ages of 15 – 35 years of age and also makes special provision through its interventions for youth 10 - 14 year who are transitioning from adolescence to youth. Interventions are also designed and categorised around varies age groups.

- Youth development** A process which prepares young people to meet the challenges of adolescence and adulthood through a coordinated, progressive series of activities and experiences which help them to become socially, morally, emotionally, physically, and cognitively competent.
- Youth-at-risk** Young people whose background and circumstances places them "at risk" of future offending or victimisation due to environmental, social and family conditions that hinder their personal development and successful integration into the economy and society.

## 1. Problem Statement

- 1.1. South Africa has a relatively young population. According to the Census 2011; 18, 4% of Cape Town's population are between the ages of 15 – 24 years and there are 1,414,210 youth between the ages of 15 – 35 years residing in the Metro.
- 1.2. Young people living in Cape Town face many challenges. According to the Development Bank of Southern Africa it is estimated that 50% of the Youth in Cape Town, between the ages 15 – 24 are unemployed and this leads to many other social ills that the Youth of Cape Town need to deal with. In Cape Town there are 199,231 youths not in employment, education and training (NEETS).
- 1.3. The use of substances among the youth of Cape Town is rife. The Medical Research Council's (MRC) Alcohol and Drug Abuse Research Unit notes that the Western Cape has the highest proportion of binge drinkers in high school. Besides the effects of drug and alcohol abuse on the individual and their family. It is also well known that this type of abuse also encourages risky sexual behaviour and criminal activity.
- 1.4. The City recognises the effects of gender inequality on young women. These imbalances are manifested in fewer jobs for young women, greater HIV/AIDS infection rates and gender-based violence. It is important to consider special programmes for young women with the view to address the imbalances of the past and the gender imbalances prevalent in our society. Special focus is needed for young men at risk of becoming involved in drugs and gangs. High risk women may also be involved in gangs, drug-trafficking, petty crime and prostitution
- 1.5. The City recognises the challenges that youth with disabilities faces. Young people with disabilities are among the most marginalised of the City's youth. The issues that affect young people, such as access to education, employment, health care and social services, also affect youth with disabilities, but in a far more complex way. Attitudes and discrimination linked to disability make it much more difficult for these youth to go to school, to find work or to participate in local activities.
- 1.6. Youth development initiatives takes place across a range of line departments within the City, however, there is a lack of coordination on youth issue projects.
- 1.7. The City of Cape Town's Youth Policy of 2005 needs to be updated in light of new legislation, policies and the City's renewed commitment to youth development as articulated in the City's Social Development and Economic Growth Strategies.

## 2. Desired Outcomes

- 2.1 The City of Cape Town's SDECD Youth Development Policy aims to champion the interests of the youth, whilst rallying them behind the City's vision for the next five years as articulated in the Integrated Development Plan *"to build an 'opportunity city' in which people can feel safe and included, and cared for by an efficient government"*.

2.2 The desired outcomes of this policy are to:

- 2.2.1 Guide programmes which will young people's entry into the job market and thus work towards reducing youth unemployment levels by providing young people with work and employment skills, support and training; and providing support to youth-owned businesses.
- 2.2.2 Build linkages, partnership and networks to render support to youth-at-risk in a coordinated manner, by collaborating with other line departments and, spheres of government particularly the Provincial Department of Social Development and civil society
- 2.2.3 Increase youth involvement and active citizenship by building the capacity of youth organisations and emerging youth leaders to become agents in their own development who will in turn make meaningful contributions to their communities.
- 2.2.4 Build future leaders that will be ethical, have high moral standards and will act as responsible adults in both their public and private lives.

2.3 It is important to note that the specifications of this policy's desired outcomes will be updated annually in the Directorate's Service Delivery Budget Implementation Plans (SDBIPs). Resource application for the achievement of these objectives will also be covered in the annual SDBIPs.

### **3. Strategic Intent**

This policy is aligned with a number of overarching strategy documents that inform the City's priorities.

#### **3.1 Integrated Development Plan**

- 3.1.1. The City's Integrated Development Plan (IDP) is a plan for how the City will spend its budget for the next five years, on what, and where. This policy is aligned with the IDPs Strategic Focus Area (SFA) of the Caring City, particularly Objective 3.1: Provide access to social services for those who need it.
- 3.1.2. The IDP sets out a commitment to youth development includes awareness raising, providing life and work skills for 'at risk youth' and building the capacity of youth structures. The provisions of this policy will facilitate the IDP's programmatic goals.
- 3.1.3. Furthermore, the development of young people is central to the building of a City that is caring, safe, well-run, and inclusive and allows youth to access the opportunities that improve their own lives. In other words, youth development is related to all the strategic focus areas of the IDP.

#### **3.2. Social Development Strategy**

- 3.2.1. This policy is aligned to at least three of the SDS's high level objectives including *Maximise Income Generating Opportunities for People Who are Excluded or At Risk Of Exclusion* and *Promote and Foster Social Integration*
- 3.2.2. This policy is predominantly aligned with the high level objective to *Build and Promote Safe Households and Communities*. The SDS speaks to a 'whole of government' approach and interventions. It advocates that risk factors that cause young people to get involved in crime, substance use and abuse, gangs and antisocial behaviour must be dealt with in order to build safe communities and ensure young people's skills and energy are injected into the economy. It encourages City departments to work in a coordinated ways and advocates transversal collaboration on the projects directed at young people.

### 3.3. Economic Growth Strategy

3.3.1. The City's Economic Growth Strategy (EGS) brings to life the IDP's SFA the Opportunity City which fundamentally seeks to grow the economy of the Metro and create jobs. Given the high levels of unemployment levels amongst the youth of the City, this Youth Policy is aligned to the EGS's high level objective to build an *Inclusive Economy via Work, Skills and Entrepreneur Support*. through:

- Coordinating local development and planning to enhance informal sector
- Expand opportunities via City recruitment and employee skills development
- Focus external skills programmes on job-creating sectors
- Work with tertiary institutions to attract and retain skills in Cape Town
- Broaden opportunities for low-skilled work by expanding EPWP

3.3.2. The EGS calls for all internal departments to work closer together as it seeks to challenge the daily work of City employees. It also emphasises the roles of external stakeholders to be more involved in designing economic growth focussed interventions that will benefit to economy of the City optimally.

### 3.4. ONECAPE2040 and the City Development Strategy

3.4.1. The City Development Strategy (CDS) sets out the 30 year goals for the City of Cape Town. It is based on the ONECAPE2040 Agenda developed in collaboration with the Provincial Government of the Western Cape. The ONECAPE2040 Agenda is the 30 year strategy of the Western Cape. The ONECAPE2040 agenda and the CDS identify five (5) transitions.

3.4.2. The Youth Development Policy is closely aligned with the following transitions:

3.4.2.1. Economic access transition (Working Cape) which aims to take the region from a "Factor and efficiency driven economy with high barriers to entry and low productivity and entrepreneurship rates" to "Innovation driven economy with low barriers to entry with high productivity and entrepreneurship rates".

3.4.2.2. Cultural transition (Connecting Cape) which aims to take the region from one with "Barriers to local and global connectivity (language, identity, distance, parochial and inward-looking attitudes)" to one with "High level of local connectivity and global market fluency".

3.4.2.3. Settlement transition (Living Cape) which aims to take the region from one with "Unhealthy, low access, often alienated, low opportunity neighbourhoods" to "Healthy, accessible, liveable multi-opportunity communities".

3.4.3. The ONECAPE2040 agenda specifically notes that one of the priorities for the next four years is to "massively increase the opportunities for work experience available to young people particularly as a first step in addressing the very high rate of joblessness in the province."

3.4.4. CDS builds on the OneCape2040 agenda. It has seven proposed interventions for 2012/2013; one of these interventions that focus specifically on youth and education includes social programmes for the youth.

### 3.5. National Development Plan

3.5.1. The NDP urges government to use a 'youth lens'. It notes that "South Africa has an urbanising, youthful population which presents an opportunity to boost economic growth, increase employment and reduce poverty."

3.5.2. The NDP goes on to say that the aim is to “strengthen youth service programmes and introduce new, community-based programmes to offer young people life-skills training, entrepreneurship training and opportunities to participate in community development programmes”.

3.5.3. The Youth Development Policy aims to facilitate these programmes and mainstream the ‘youth lens’ into local government so that the Youth of the Metro can optimally benefit from the efforts that the municipality is putting in place to institutionalise the ‘youth lens’.

### **3.6. Integrated Youth Development Strategy of South Africa (July 2011)**

3.6.1. The Integrated Youth Development Strategy was developed to “facilitate, coordinate, lobby and monitor the implementation of youth development programmes and policies, as well as initiate and implement strategic projects”. Its vision is of “a seamless, integrated and mainstreamed youth development across public, private and civil society sectors”. For this reason the City’s Youth Development Policy adopts the same principals of the IYDS to ensure youth mainstreaming in the City:

- Accessibility – young women and men from diverse backgrounds must access resources and services crucial to their development.
- Responsiveness – all youth development service-providers should respond to the needs and concerns of young people and be guided by the intention to act in their best interests.
- Holistic – youth development initiatives must encompass all aspects of a young person.
- Diversity – youth development interventions must recognise and acknowledge their diverse backgrounds
- Non-discrimination – all youth developments initiatives should not discriminate
- Sustainable development – young people’s assets, potential, capacity and capability must be maximized so that they can respond effectively and efficiently to life’s challenges
- Transparency – institutions and organizations involved in youth development should operate in a transparent and accountable manner.
- Social cohesion – youth development interventions should promote the inclusion of young people as a significant part of societal structures.
- Social protection – different youth development interventions should seek to promote the wellbeing of young people by putting in place measures that seek to protect them.
- Youth Service – young people should be involved in meaningful activities that benefit communities while developing their sense of patriotism.
- Redress – recognize the different ways in which young people have been affected by the injustices of the past.

## **4 Policy parameters**

4.1 This policy is concerned with youth development in the City of Cape Town. It is limited in that it only applies to the Cape Town geographical area.

4.2 The policy is aimed at informing decisions around youth development as well as the types of interventions designed to facilitate youth development in the SDECD Directorate.

4.3 The Policy has limited transversal implications as its provisions apply to projects and programmes run by SDECD directorates with the City, however the SDECD may at times work partner and work with various directorates.

4.4 Youth are considered to be between 15 years to 35 years of age. This age group will be the focus of this policy, it may be necessary to further categorise the age group for the purpose of specific and targeted interventions.



4.5 The City recognises the gap between Early Childhood Development and Youth Development services, and will implement bridging interventions in the age group (10-14 years).

## **5 Role players and stakeholders**

5.1 The Youth Programme Department in the SDECD will be responsible for implementing and monitoring this policy and ensuring that adequate training and awareness raising is provided on this policy.

5.2 The following stakeholders will be consulted on matters relating to the youth:

### *Internal:*

- SDECD Directorate: street people, ECD and substance abuse programmes
- Social Cluster of the Transverse Management System: Work Group on Social Services: Gangs and Substance Abuse
- Tourism, Events and Marketing: Arts and Culture Programmes, Events
- Community Services: Sports and Recreation, Library and Information Services
- Corporate Services: Trainee, bursary and apprentice opportunities
- Office of Deputy City Manager: EPWP youth employment opportunities, Sustainable Communities Unit
- Compliance and Auxiliary Services: Junior City Council, Public Participation Unit
- City Health Directorate
- Economic Development Department: Business Support & Skills Development
- Environmental Resource Management
- Subcouncils; as subcouncils host the job seekers databases from which the Directorate recruits youths as part of the EPWP projects

### *External:*

- The youth of the Metro as the main beneficiaries of the policy is to be engaged through various channels to ensure appropriate and correct youth development initiatives
- Western Cape Provincial Department of Social Development
- Western Cape Provincial Department of Cultural Affairs and Sport
- Western Cape Education Department
- Western Cape Provincial Department of Community Safety
- Western Cape Provincial Department of Health
- Western Cape Provincial Department of Economic Development and Tourism
- National Youth Development Agency (NYDA)
- South African Youth Council (SAYC)
- Civil Society Organisations (including NGOs, CBOs, FBOs, etc.)
- Ward committees and Rate Payers Associations

## **6 Regulatory context**

This section provides an overview of the relevant legislation and policies that have a bearing on this Policy:

### **6.1 The Constitution of the Republic of South Africa, Act Number 108 of 1996**

The Constitution is the supreme law of the country that entrenches specific rights, responsibilities and an ethos that everyone in South African must uphold. In the Bill of Rights, specific human rights are guaranteed and these rights and responsibilities guide the inherent rights and responsibilities of everyone, including youth.

## **6.2 Implementation Protocol Agreement between the City and Province**

In November 2012, The City of Cape Town signed a multi-year *“Implementation Protocol Agreement”* with the Provincial Government of the Western Cape Social Development Department. This agreement is aimed at partnered implementation of projects and initiatives, and thus creates an opportunity to address many aspects of the above-mentioned challenges.

## **6.3 Local Government Legislation**

The developmental role of local government was written into law by the Municipal Systems Act, 2000 (Act No 32 of 2000), the Municipal Structures Act, 1998 (Act No 117 of 1998) and the Municipal Finance Management Act, 2003 (Act No 56 of 2003). These Acts provide an important connection for youth development initiatives.

## **6.4 National Youth Development Agency (NYDA), Act No. 54 of 2008**

The Act provides for the establishment of the National Youth Development Agency (NYDA) aimed at intensifying youth development services and focus. It mandates the NYDA to develop an Integrated Youth Development Strategy for South Africa and initiate, design, coordinate, evaluate and monitor all programmes aimed at integrating the youth into the economy and society in general. The Act further instructs the agency to promote a uniform approach by all organs of state, the private sector and non-governmental organisations to matters relating to or involving youth development.

## **6.5 National Youth Policy (NYP) 2009–2014**

The goal of the NYP 2009–2014 is to intentionally enhance the capacities of young people through addressing their needs, promoting positive outcomes, and providing an integrated, coordinated package of services, opportunities, choices, relationships and support necessary for the holistic development of all young people, particularly those outside the social, political and economic mainstream. The SDECD Youth Development Policy enables the City of Cape Town to display a commitment to the National Policy Framework for Youth Development.

## **6.6 National Youth Development Policy Framework (NYDPF) 2002–2007**

The NYDPF provides the context for the government’s youth development approach urging for an integrated, holistic youth development strategy. It also advocates for the values of equity, diversity, redress, responsiveness to the needs and contexts of young people, and an orientation that is sustainable, participatory, inclusive, gender sensitive, accessible and transparent to be consistent in all aspects of the youth development strategy.

## **6.7 World Programme of Action on Youth (2000)**

The World Programme of Action on Youth for the year 2000 and beyond was adopted by the United Nations’ ministers responsible for the youth from different countries. The 10-year plan seeks to actively address the challenges faced by youths across the world in a practical way and contains concrete proposals on how countries should improve the well-being and livelihoods of young people in their respective countries. It is a policy framework that seeks to deliver opportunities that would enhance young people’s participation in society and provide practical guidelines for youth development’s support by national and international institutions.

## **6.8 African Youth Charter (2006)**

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

## **7 Policy directive details**

The Youth Development Policy guides the implementation of the Youth Programme in the SDECD. It is guided by the consideration of the various roles that that line departments play in facilitating youth development.

The policy is one step towards developing a coordinated Youth Development Strategy for the City of Cape Town. A strategy will direct the work of all directorates in adopting a “youth lens” and will be informed by the central themes and priorities identified by young people across the City.

### **7.1 Young people’s entry into economic activity**

7.1.1 SDECD will implement various programmes to prepare young people for the workplace in an effort to work towards reducing unemployment. The SDECD shall consider the implementation of the following types of projects:

- Work preparation training to aid unemployed, at-risk-youth to become more employable.
- Career planning and referrals for further training in order to build the skills of youth to be able to market themselves, prepare CVs, conduct interviews and understand work ethics. Referrals to skills training opportunities will be facilitated.
- Life skills training for at-risk-youth by identifying vulnerable youth from the poorest communities across the City.
- In conjunction/ partnership with the City’s Economic Development Department, provide support to youth-owned business through adequate training and services to make ensure youth owned business are sustained and flourishing.
- Work experience and temporary job placement through EPWP and other such programmes as articulated in the City’s EGS.

7.1.2 The implementation of these skills-building projects will be guided by:

- Evidence and best practice with regards to content and delivery.
- Research on community needs and challenges.
- Research on business needs.

7.1.3 The choice of these projects will be guided by the project’s ability to:

- Combine hard and soft skills where possible
- Provide access to follow-up support services or referrals, where possible.
- Utilise monitoring and evaluation mechanisms to ensure the effectiveness of projects.
- Provide standardised or accredited courses, where possible.

7.1.4 The beneficiaries shall be identified through the subcouncils’ jobseekers databases, other lines departments’ databases and the Youth Programme’s databases of youths that have attended previously skills training.

7.1.5 Specific recruitment criteria’s will be specified at the start of each intervention to ensure that the correct target audiences benefit from specific interventions

7.1.6 Equal gender balance shall be maintained with all projects and interventions

### **7.2 Facilitate organisational and leadership development**

7.2.1 SDECD will work to develop the capacity of youth organisations in order to ensure that they become active agents in developing their own communities and participate in other developmental projects. This shall be done by implementing the following types of projects:

- Capacity building initiatives with youth structures, networks and forums across the City:

- Supporting young leaders to become active citizens and engage other vulnerable youths This will also involve helping to facilitate youth involvement in public decision-making processes including the City's IDP development process.

7.2.2 The implementation of these capacity-building projects will be guided by:

Choice of projects/ interventions:

- Evidence and best practice with regards to content and youth structures ability to delivery on their envisioned mandates
- Outcomes of youth structures skills audits that seek to understand the capacity building needs of structures.
- Results of financial sustainability questionnaires administered with youth structures.
- Utilising monitoring and evaluation mechanisms to ensure the effectiveness of projects and programmes implemented by structures.
- Standardising and accredit courses where possible.

Identification of beneficiaries:

- Identification emerging youth leaders through youth organisations who will also act as mentors to the emerging leaders.
- Identifying youth structures/ forums/ networks/ movements through sub councils' databases, other line departments' databases of structures they have worked with and youth structures that have participated in pervious capacity building projects
- Ensuring an equal gender balance between young men and women who are identified as young leaders as to ensure that past imbalances are addressed and that young women are able to participate equally and optimally as well as to prepare young women for decision making roles.

### **7.3 Awareness-raising and sensitization relevant issues**

7.3.1 The SDECD shall create and use existing platforms for engagement on topical issues that affect youth. The aim is to raise awareness on a range of issues including the dangers of substance abuse, anti-gangsterism, anti-truancy, HIV/ AIDS and a range of other important topics relevant to the communities that the youths reside in.

7.3.2 SCECD shall work with internal partners as well as with government departments to implement these projects

7.3.3 Awareness-raising initiatives may include joint awareness-raising campaigns, supporting partners in raising awareness and City-led activities, such as events, workshops, talks, seminars and social media campaigns.

### **7.4 Partnership-building through collaborating with external partners**

7.4.1 The SDECD will work closely with the Provincial Department of Social Development's Youth Programme. Regular meetings will be held between the managers and directors of each institution. The goal of this collaboration is to:

- Ensure alignment, consolidation and collaboration of projects and interventions
- Avoid the duplication of resources and effort
- Maximise impact of interventions/ projects
- Share learning and develop best practice
- Facilitate a coordinated response to the challenges facing young people

### **7.5 Internal collaboration and coordination**

7.5.1 The SDECD will take on a championing role within the City of Cape Town to facilitate the inclusion of a "youth lens" in the City's delivery of services and implementation of programmes.

7.5.2 The SDECD will coordinate a Youth Development Work Group with all internal stakeholders to:

- Examine and assess the various services provided to young people
- Coordinate and align these services and programmes

- Ensure youth participation in the design, rollout of these programmes
- Work to prevent the duplication of resources and energy
- Develop a coordinated transversal youth development strategy
- Ensure continuous and consistent information sharing and information flow on initiatives related to youth development with the City

## **8 Implementation Programme**

8.1 The Programme Implementation Department will facilitate and coordinate implementation of this City Youth Development Policy as soon as it has been approved by Council.

8.2 The SDECD Directorate will compile annual implementation plans linked to the desired outcomes of the policy.

## **9 Monitoring, Evaluation and Review**

9.1 The policy will be reviewed every two years or in light of evidence that indicates that this policy is not meeting the outcomes set out in section two.

9.2 Youth forums, networks, structures and other affected parties may consult with the Youth Programme on the efficacy of this policy and the extent to which it achieves its aims. This will be relayed directly to the Head of SDECD through the appropriate channels.

9.3 Youth of the City as primary stakeholders and beneficiaries of this policy must play an active role in the M&E process. Feedback will be attained through embarking on research.

9.4 The compilation of annual implementation plans will specify details of targets to be reached in the short, medium and long term, and evaluation tools will specify quantitative and qualitative indicators with time frames, which will assist in tracking progress on the achievement of policy objectives. The implementing role players will use these tools in their internal M&E process by providing regular reports on policy and programme performance.

9.5 A learning network with the Provincial Department of Social Development shall be developed for sharing lessons learnt.

9.5 The expected outcome of this policy should be evident from the following indicators:

- Number and names of specific projects aimed at the development of the City's youth – internally and externally.
- Amount of money and percentage of total budget allocated to such youth projects.
- Number of young people undergoing training and development under the auspices of the City.
- Number of youth participating in formulation of the City's IDP.