

# NELSON MANDELA METROPOLITAN MUNICIPALITY



## YOUTH DEVELOPMENT POLICY

# 1. Background

## 1.1. Introduction

The Nelson Mandela Metropolitan Municipality (NMMM) is located on the South East of the Eastern Cape Province in South Africa. It is marked by the Industrial Development Zone (iNgqurha), which is intended to be an international deep-sea water port for enabling global trade.

Youth (15 – 34) constitutes **17.4%** of the NMMM's population of 958 614. Out of this figure **52.1%** are female. About **9.6%** of the females and **10.2%** in males have no schooling. Approximately **21.4%** of youth are employed in elementary occupations. Unemployment amongst youth stands at about **18.5%** in the NMMM. As at 2000 HIV prevalence in Region A stood at **23.1%**.

The Eastern Cape Youth Commission (ECYC), which is an institution that is responsible for advising and guiding the Eastern Cape Provincial Administration (ECPA) and other government agencies or levels on youth development, has identified several youth development priorities for the province from a broadly consultative process. These are:

- **Youth unemployment**
- **Rapid spread of HIV and AIDS**
- **Limited or unequal access to education facilities and low education standards**
- **Lack of youth development infrastructure**
- **Limited participation in development projects**
- **High youth involvement in crime**
- **Lack of leadership skills**

In this respect then the ECYC selected platforms for action. These include human resource development, HIV/AIDS, economic development and crime prevention. Informed by the above background then the NMMM shall have the following strategic focus on youth development.

## **1.2. Definition of Youth**

In the National Youth Commission Act youth are defined as those people who are between 14 and 35 years of age (this is the definition that has been used in all youth planning and statistical representations – cf Statistics South Africa, 2001). The new policy framework proposes changing the definition of youth to those people who are between **15 and 28 years of age**. This change is based on the need to focus youth development strategies more tightly and to streamline resource allocation to youth development (**targeting all people in the 14 to 35 year age category is both costly and unwieldy**).

It proposes phasing in this new definition as a new focus to government planning and intervention during the period 2002 to 2007. “This would ... bring the lower end of the definition in line with the upper limit of compulsory schooling and the minimum age for recruitment into the armed forces” (National Youth Commission, 2001:7). The proposal is to phase the change in over a period of 2 to 3 years, including an amendment to the National Youth Commission Act.

## **2. Problem Analysis**

The NMMM youth development strategy shall focus on the following challenges.

### **2.1. HRD Challenges**

The municipality sees the following HRD challenges as the priority for attending to youth development.

- Illiteracy amongst youth especially young males
- Lack of career guidance
- Lack of skills and training
- Absence of a database of unemployed youth and their skills profile
- Unavailability or inaccessibility of financial support for skills development
- Shortage of schools for youth with disabilities
- Alarming spread of HIV/AIDS spread and teenage pregnancy
- Continued inaccessibility of higher education to youth
- Unavailability of exchange programmes
- The continuous high drop-out rate

These are a result of combined effect of the apartheid legacy, spatial dislocation of 'black' youth from work, lack of information to youth and inaccessibility of resources.

### **2.2 Economic Development Challenges**

The municipal local economic development (LED) interventions on youth development shall be informed by the following challenges:

- Out-of-school graduates and semi-literate youth are involved in crime because of exclusion and discrimination from the local economy
- There are no youth economic support centres focusing on such services as tender advice and accessing capital
- Young people generally lack skills which makes them unemployable
- Lack of resources for promoting economic development amongst youth
- The municipal procurement policy is not biased towards the youth

- Youth are not yet benefiting from current municipal and local business opportunities
- There is no bias towards disabled youth and young women in economic development

These challenges are a result of non-integration and lack of targeting of youth in economic development within the municipality. Amongst the youth the following groups are the most affected by these challenges:

- Unemployed youth
- Disabled youth
- Unskilled youth
- Illiterate youth
- Street kids
- Commercial sex workers

### 2.3 **HIV/AIDS Challenges**

The NMMM takes the challenge of HIV/AIDS very seriously but acknowledges that more could be done to prevent the spread of the virus and its negative social consequences. This is critical because of the following challenges:

- Health institutions are not resourced and geared to attend to the HIV/AIDS challenges facing youth
- Limited availability of voluntary counselling and testing facilities for youth and where they exist the skills levels are low
- The rate of HIV/AIDS infections amongst youth continue to be high in the NMMM
- Poor safety and security in the local hospitals make it difficult for youth use them for dealing with HIV/AIDS
- There are few youth health workers, support groups and youth centres for supporting youth living with HIV/AIDS and affected by the pandemic
- There is a continued poor use of contraceptives, condoms and especially female condoms.
- Youth are not participating in clinic committees
- The NMMM lacks a coordination mechanism for support grants of HIV/AIDS infected youth
- There is poor publicity of Attic programmes
- Families, peers and partners have limited awareness of their supportive role in relation the youth infected by HIV/AIDS

These challenges arise from ignorance, illiteracy, poverty, sexual abuse and fear of rejection. This pandemic affects all youth.

#### 2.4 **Main-Streaming Challenges**

Many of the above challenges result from inability to mainstream youth development. In part this is both symbolised by and resulting from low levels of youth mobilisation, limited targeting of youth in service delivery processes and a lack of resources to contribute to youth development.

These challenges can also be attributed to the continued lack creative leadership both in the municipality and the youth sector to full-fill this role. Another significant cause is the absence of a structured engagement of youth in the IDP process, including budgeting, and the LED forum. Even ward committees continue to marginalize youth. All of the activities currently taking place occur without a guiding strategic framework.

## **3. Youth Vision and Principles**

### **3.1. Youth Vision 2010**

*"Youth of the NMMM will be healthy, skilled, employable and employed with strong support institutions and resources pursuing a sustainable youth development by 2010."*

### **3.2. Youth Development Principles**

Youth development in the NMMM shall be underpinned by the following principles:

- Access
- Exertion
- Sacrifice
- Excellence
- Voluntarism
- Participation
- Democracy
- Unity

These principles will permeate all the programmes of the NMMM on youth development.

## 4. Objectives

- To develop the skills of 3% of unemployed and unemployable youth each year until 2010 through an *integrated skills development programme*.
- To increase the active participation of NMMM youth in the local economy by 5% every year until 2010 through a *sustainable youth economic empowerment programme*.
- To decrease the incidence of HIV/AIDS amongst youth by 4% each year until 2010 through a *participatory, multi-faceted, integrated and well-resourced intensive HIV/AIDS programme*.
- To mainstream youth development in the affairs and structures of the NMMM through *annualised planning, implementation, monitoring and evaluation of youth programmes* utilising an escalating budget of at least 5% of the total municipal budget.

## 5. Youth Development Programmes

### 5.1 Youth Skills Development Programme

The NMMM shall implement an integrated Youth Skills Development Programme. The components of the programme are the following:

- Developing and maintaining a **skills profile of the youth** of the municipality.
- Producing and implementing a **municipal youth skills development plan** annually, which shall be reviewed quarterly.
- Provision of an **Adult Basic Education and Training (ABET)** service to illiterate youth.
- Facilitate **training relevant to the economic trends** of the metropolitan economy.
- Facilitate **mentorship, internship and learnership opportunities** for unemployed youth both within and outside the municipality.
- Facilitate **financial support for marginalized youth** seeking participation in **higher education**.

There shall be integrated delivery of these components, with annual reporting by the municipality.

### 5.2. Youth Economic Empowerment Programme

Youth participation in the metropolitan economy is a priority of the NMMM. This shall be achieved through a Youth Economic Empowerment Programme (YEEP). The YEEP shall have the following components:

- The municipality shall **set aside at least 25% of all jobs created** by the municipality, other public sector agencies and private sector, more especially those doing business with the municipality, for unemployed youth in the metropolitan area.

- Facilitate at least **25% participation of young entrepreneurs in business opportunities** created by the municipality and within the municipality.
- Avail at least **30% of suitable land for urban agriculture** in the Metropole to youth.
- Facilitate and support the **formation of youth co-operatives** that will be linked to production processes across sectors such as tourism, manufacturing and information technology.
- Facilitate the **success of at least 70% of the youth enterprises** that are doing business with the municipality or having business facilitated by the municipality through the provision of **institutional and technical support to young entrepreneurs.**
- Facilitate the **preparation of youth in and out of school for the exploitation of economic opportunities** available through mechanisms such as career guidance and life-skills.

Implementation of the YEEP must be simultaneous with the other programmes of this strategy as they are closely related.

### **5.3. Youth United Against HIV/AIDS**

HIV/AIDS is seen by the NMMM as a serious challenge and the municipality shall implement an integrated yet robust youth programme against HIV/AIDS. The programme shall entail:

- Implementation of a vigorous **HIV/AIDS education and awareness project** through the schools, extra-educational social clubs, community institutions and public media with youth as the audience.
- Consolidating and expanding the voluntary **counselling and testing (VCT) project**
- Training youth on **peer counselling skills**
- Facilitating a **life-style and treatment management project** for the youth living with HIV

- **Empowering families of those living with HIV and AIDS** in order to provide the required support.
- **Facilitate the empowerment of health institutions and personnel** in order to be youth sensitive and supportive.
- Support a project aimed at **protecting victims of rape** against HIV/AIDS.
- Set-up and support facilities aimed at **preventing mother-to-child transmission** of HIV targeting young women.
- Support and promote the campaign of **tuberculosis treatment** in HIV cases and in youth generally
- Provide a **social-safety-net** for those affected and infected by HIV/AIDS

This multi-faceted intervention shall be implemented within the context of the provincial and national policy and strategy on HIV/AIDS.

#### **5.4. Mainstreaming Programme**

All of the above programmes require adequate institutional support for their success. The Mainstreaming Programme (MP) is aimed at putting in place sufficient conditions for implementing this strategy with administrative ease.

- The NMMM shall set-up a **municipal youth unit** that shall oversee and advise the municipality with the implementation of this strategy
- The youth organisations of the NMMM shall form a youth forum that will serve as a **broad consultative forum** for youth development (Youth Forum)
- The forum shall have **standing sectoral clusters for LED, HIV/AIDS, HRD and Institutional Arrangements**, which shall continuously discuss policy, programmes and strategies for youth development

- A **youth forum** of the NMMM shall be convened from time-to-time for purposes of **contributing in the IDP and budgeting processes resulting in a Youth Sector Plan based on this strategy**.
- NMMM shall **report annually** to the youth of the municipality on the progress made in the implementation of the Youth Sector Plan
- The NMMM shall ensure that **each municipal department includes youth programmes in its plans** and account for their implementation as part of continuous **performance management**.
- NMMM shall continuously investigate and explore **innovative mechanisms for advancing youth development** (e.g. Youth Development Fund) without any bureaucratic inertia

The MP shall be informed by provincial and national strategies.

#### **5.5. Monitoring Evaluation and Review System**

There shall be a monitoring, evaluation and review system (MERS).

The monitoring component will have the following elements:

- a) Ensuring compliance with Objectives
- b) Output data collection and analysis
- c) Continuous analysis of the “Inputs – activities – Outputs” cycle
- d) Risk monitoring and mediation through a risk management plan
- e) Decision-making and programme adjustments as may be required

The evaluation component shall be constituted by the following elements:

- a) There shall be quarterly municipal-evaluation exercises
- b) Systems cohesion analysis will also be done quarterly

- c) An external control such as a mid-term and ex-post *youth development auditing* shall be set in motion
- d) An independent assessment of the effect on beneficiaries shall be done annually
- e) Facilitation of monthly reviews and insights, which shall be published for public dialogue
- f) A learning network shall be developed for sharing lessons learnt

The third component of the system will be reporting on the progress of programmes. Agreement shall be reached at programme inception about report formats and frequency. Once this has been established the following shall be components of the reporting sub-system:

- a) Monthly Reports to NMMM Council and the Youth Forum
- b) Quarterly Reports to NMMM Council, the Youth Forum and ECYC
- c) Annual Reports to NMMM Council, the Youth representative forum, ECYC and NYC.

The MER systems shall ensure prudent management and use of resources with tangible results being realised.

## **6. Conclusion**

This strategy is an optimum response by the NMMM to the youth underdevelopment challenges it faces. It is a guide to action and must be seen as a dynamic document that does not prescribe definite solutions to these challenges but forms a basis for open-ended dialogue on the subject. It is also a statement of commitment by the municipality to invest in her future.