A GOVERNANCE PERSPECTIVE ON POLICIES AND PRACTICES COMBATING YOUTH UNEMPLOYMENT IN SOUTH AFRICA

by

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DECLARATION

I **Gaelebale Lilly Phokontsi**, hereby declare that the content of this dissertation for the Programme in Governance and Political Transformation at the University of the Free State (Bloemfontein) is my own original work. It has not been submitted by me or any other individual at this or any other university. I also declare that the reference material used for this study is acknowledged and I cede the copyright of this product in favour of the University of the Free State.

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ABSTRACT

The purpose of this study is to investigate the effectiveness of South African youth development policies in ensuring the development and empowerment, especially regarding employment, of young people in the country. The research is based on policies such as the National Youth Development Agency (NYDA) Act of 2008, the National Youth Policy 2015-2020, and the National Development Plan: Vision 2030, which is a policy that ensures effective service delivery in a cost-effective manner, while ensuring that the rights of all citizens of South Africa are protected.

The study observed that unemployment is high amongst youth in South Africa and that this has a direct bearing on poverty levels and standards of living. The impact and effects of the strategies that are adopted to prevent youth unemployment are not reported in a manner that outlines their effectiveness and efficiency in dealing with youth development and employment. This scenario posed a problem for the research. Hence, the study focused on these policies to address the challenges facing youth and to attempt to synergise the policy implementation process for efficiency and accountability in governance. The study utilised qualitative research and the critical approach, as this is social studies research. Phenomenology was used to grasp the situation. The approach is meant to make an objective judgement and ensure an emancipation agenda, which exposed the needs and struggles of the youth.

To achieve its objectives, the study introduced and defined concepts such as policy, policy process, policy analysis and policy theory, which were key in the analysis of policy. Within the policy process, the study focused on policy stages, such as problem identification, agenda setting, policy formulation, policy analysis, and policy implementation. Furthermore, the study defined the concept governance and its theories because these theories were later used in the application to decide on the relevant theory, which could work in addressing the youth development issues and challenges discussed in the study. Amongst the theories was the rational choice theory, the elite theory, the interpretive theory, the network systems theory and the developmental theory. The governance principles and modes were brought in as part of the discussion because modes are critical for decision-making and failure to adhere to the principles results in government’s inability to provide for and protect the basic human rights of the youth.

The study outlined the challenges faced by youth in South Africa to justify the investigation because young people are drowning in problems that seem to mushroom into greater socio-economic and political problems, which the government is unable to handle. Then, content gathered through the policy and governance theory was applied to determine the relevant theory that could be applied to remedy the dire situation through theory application challenges. This includes the deployment of unskilled implementers; the role of the NYDA as an implementing agency; the supply-side approach of the government; the government's consultation and engagement processes; poor monitoring systems; the centralised education curriculum; and poor planning versus the implementation of government programmes.

The process enabled the research to conclude that network governance should be applied in South Africa and the theory is in line with the District Development Model (DDM), adopted by the government in 2019. The motivation for network governance stems from the findings of the study that youth development challenges are related to policy process, specifically implementation. The failure in implementation can be traced back to NYDA's capacity to influence process. Government possess inadequate monitoring and evaluation strategies. The education system which is central to development and capacity building of youth requires review and realignment. Despite acknowledgement of the importance of good governance principles, government failed in application of these principles. The confusion related to the definition of the concept youth by various policies impedes service to youth. Hence, the view that network system of governance is relevant and necessary to tackle youth unemployment from a collective worldview.

Network governance is promoted because it promotes a collaborative, collective, and inclusive approach to youth development. It calls for collective decision-making and allows transparency and openness in the implementation of youth programmes. The study acknowledges the strength of network governance because stakeholders share responsibilities, expertise, skills, institutional capacity and planning sessions. Communication and consultations are key in network governance.

Through the findings, the study made various recommendations in relation to governance, leadership, capacity building for the NYDA, and the review and realignment of the education system. The outline of the effectiveness of network

governance is highlighted through the Youth Development Framework, which was developed to guide the implementation of network governance in addressing youth unemployment. The Framework highlights the role of stakeholders from the key sectors, such as the social, public, academic and private sector, as youth development problems cannot be resolved by the public sector singlehandedly. Collaboration is key to youth development and empowerment.

Finally, it can be deduced that youth unemployment is the result of poor governance and poor policy implementation. The government must strive towards collaborative governance to succeed in empowering young people.

Keywords: Public Policy, Policy Process, Policy Theory, Governance Theory, Governance, Youth Unemployment

LIST OF ABBREVIATIONS

Acronym	Definition
4IR	Fourth Industrial Revolution
ABET	Adult Basic Education and Training
AEO	Africa Economic Outlook
ANC	African National Congress
ART	Anti-Retroviral Therapy
ASGISA	Accelerated and Shared Growth Initiative – South Africa
AU	African Union
AYC	African Youth Charter
BBBEE	Broad Based Black Economic Empowerment
CAC	Cooperatives Advisory Board
COGTA	Department of Cooperative Governance and Traditional Affairs
COSATU	Congress of South African Trade Unions
CRC	Child Rights Convention
CWP	Community Works Programme
DBE	Department of Basic Education
DDM	District Development Model
DHET	Department of Higher Education and Training
DoH	Department of Health
DTI	Department of Trade and Industry

EFF	Economic Freedom Fighters
EPWP	Expanded Public Works Programme
ETI	Employment Tax Incentive
FET	Further Education and Training
GDP	Gross Domestic Product
GEAR	Growth, Employment and Redistribution
GWM&ES	Government Wide Monitoring and Evaluation System
HEI	Higher Education Institution
HRD – SA	Human Resource Development Strategy - South Africa
ICT	Information and Communication Technology
IGR	Inter-Governmental Relations
IMF	International Monetary Fund
IPAP	Industrial Policy Action Plan
IYDS	Integrated Youth Development Strategy
JEP	Joint Enrichment Project
M&E	Monitoring and Evaluation
MDMP	Mini Drug Master Plan
NAFCI	National Adolescent Friendly Clinic Initiative
NARYSEC	National Rural Youth Service Corps
NDP	National Development Plan
NEPA	National Education Policy Act
NGP	New Growth Path

NPC	National Planning Commission
NSBAB	National Small Business Advisory Board
NSDP	National Skills Development Plan
NSDS	National Skills Development Strategy
NSFAS	National Student Financial Aid Scheme
NYDA	National Youth Development Agency
NYDF	National Youth Development Forum
NYDPF	National Youth Development Policy Framework
NYP	National Youth Policy
NYS	National Youth Service
NYSPF	National Youth Service Policy Framework
PAYE	Pay As You Earn
PFMA	Public Finance Management Act
PTSAA	Prevention of and Treatment for Substance Abuse Act of 2008
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa
RBM&E	Result Based Monitoring and Evaluation
SACMEQ	South East Africa Consortium for Monitoring and Education Quality
SAHRC	South African Human Rights Commission
SAMEA	South African Monitoring and Evaluation Association
SASA	South African Schools Act

SAWEN	South African Women Network
SAYC	South African Youth Council
SAYCCI	South African Youth Chamber of Commerce and Industries
SETA	Sector Education and Training Authorities
SOE	State Owned Enterprise
SONA	State of the Nation Address
Stats SA	Statistics South Africa
STI	Sexually Transmitted Infection
TIMSS	Trends in Mathematics and Science Study
TVET	Technical and Vocational Education and Training
UBPL	Upper Demand Poverty Line
UN	United Nations
UNDP	United Nations Development Programme
UYF	Umsobomvu Youth Fund
WHO	World Health Organisation
YEDS	Youth Enterprise Development Strategy

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Chapter 1: INTRODUCTION AND ORIENTATION

1.1. Introduction and Background

“The youth can be a creative force, a dynamic source of innovations and they have undoubtedly, throughout history, participated, contributed and even catalysed important changes in political systems, power sharing dynamics and economic opportunities” (United Nations Development Programme, 2011:1). Despite their contribution as catalysts of change, young people remain at the bottom of the labour market due to a lack of employment. Absorption into the labour market is a challenge that must be addressed to ignite hope in young people’s lives. Hence, Gyimah-Brempong and Kimenyi (2013:1) state, “The greatest challenge facing governments and policy makers in Africa today is how to provide opportunities for the continent’s more than 200 million youth so that they can have decent lives and contribute to the economic development of their countries”. The purpose of this study is to investigate the effectiveness of South African youth development policies in ensuring the development, empowerment and, most importantly, youth employment.

Young people make up the bulk of populations in most countries. Their role in the economy, politics and society is important for stability and development. The reality is that most young people are either frustrated or disgruntled by the abject conditions they find themselves trapped in due to a lack of employment and opportunities that could uplift their living conditions. The dire conditions prevail despite the existence of policies guiding governments to take charge and ensure the participation, provision, and protection of young people through employment and empowerment. These conditions reflect badly on countries. Policy analysts have engaged in a process of policy analysis, which is defined as “an intellectual and practical activity aimed at creating, critically assessing and communicating knowledge claims about the value of policies to past, present and future generations” (Dunn, 1994:29). The exercise was aimed at providing proper tools to deal with the issue of youth unemployment. Moreover, the exercise attempted to provide guidelines in resolving the critical global challenge.

The empowerment and development of young people was prioritised by the United Nations (UN) after engaging with young people. A resolution, known as Resolution 62/126 of the UN, was adopted for all member states to abide by. Below is the content

of the Resolution, considering what is essential for the future of young people, covering all member states. The Resolution was expected to serve as guidelines for the management and administration of youth development.

1.2. Resolution 62/126 of the United Nations General Assembly

Resolution 62/126 highlighted the following commitments relating to youth involvement and participation prior to 2008 and called upon member states to support young people by:

- Protecting them in the global economy;
- Ensuring youth development;
- Ensuring adequate funding;
- Providing skills, combined with other programmes;
- Reducing youth unemployment;
- Promoting formal and non- formal entrepreneurship education;
- Providing access to micro-financing;
- Financially facilitating participation in cooperatives and social and economic enterprises;
- Developing national strategies to overcome the digital divide;
- Ensuring education and vocational training for women;
- Recognising the rights of young persons with disabilities to education without discrimination and based on equal opportunities;
- Considering avenues for regular labour migration and considering labour market needs;
- Ensuring that the rights of young people enjoy the highest attainable standards; and
- Ensuring that national policies and programmes on youth development address the needs of young people who are in distressing circumstances (A/Res/62/126:2).

The resolution is a direct challenge to UN member states to collectively prioritise youth in the socio-economic activities of their countries. It calls for countries to secure the position of youth to actively participate and contribute to change. The call is about governments focusing on policy change to pay attention to the need for transformation

in the management of young people and their role in government, society, and economy. Through this call, the role played by governance came to the fore in that "governance is about: participation, consensus oriented, accountable, transparent, effective and efficient, equitable and inclusive, and follows the rule of law" (Sheng, n.d.:1). Governance deals with the development of policies and the implementation of policy imperatives; it is also the main driver of transformation. Therefore, the debate regarding policy implementation cannot be sustained without placing governance at the centre. The concept governance is introduced here to make a distinction between government, which is about policy decision making and development, while governance is on the implementation side of policy. Governance, according to Schwella (2015:13), is a "broader term than government, as it involves more societal actors than government, and aims to impact across all the conventional areas covered by the traditional definition of government". Moreover, governance is more compact in that it involves more actors and networks; therefore, it is more relevant in the in-service provision to broader society. The issues related to governance and the management of youth development and empowerment are not only addressed by the UN but in Africa there is recognition for the need to address youth issues; hence, the adoption of the African Youth Charter.

1.3. African Youth Charter of 2006

African states responded to the UN call through the adoption of the African Youth Charter (AYC), which "is the political and legal document which serves as the strategic framework that gives direction for youth empowerment and development at continental, regional and national levels" (African Union, 2011:1). The Charter, just like Resolution 62/126, is political and it is adopted at a political level. It relies on governance structures to achieve the intended objectives of development and youth empowerment. Both initiatives draw the attention of governance towards the plight of youth, especially concerning skills shortage, low levels of education, and lack of opportunities for young people. The initiatives were therefore adopted to assist and capture the attention of those in power to intervene, especially regarding unemployment, which is very high in Africa. The Charter can be regarded as an attempt at contextualising the Resolution, which is at an international level, to localise it. The governance role of accountability is maintained when policies are applied in the proper context; hence, states were expected to source content from these documents

and develop their own policies. Policy development requires of a government to go through the process of policy analysis because “it seeks to create knowledge that improves the efficiency of choices among alternative policies” (Dunn, 1994:4).

According to the Charter, member states are “obliged to develop and implement comprehensive integrated and cross-sectoral youth policies and programs with active involvement of young people. The policies and programme development need to be underpinned by the mainstreaming of youth perspectives into broader development goals and priorities, investing in meaningful participation and contribution of young people towards Africa’s progress and the sustenance of current gains” (African Union, 2011:1); thus, concretising the maxim: ‘Nothing for us without us. The three most important pillars of the charter are development through participation and representation; consolidated investment targeting youth socio-economic empowerment and youth mainstreaming for broad development goals and priorities (African Union, 2011:4).

The Charter made provision for the rights of young people to gain recognition by member states and enabled young people’s access and acceptance as role players in the socio-economic and political arena. It binds states to take appropriate actions to secure the future of young people; hence, the adoption of various policies aimed at youth development and empowerment in Africa. The adopted policies and strategies rely on a government’s ability to manage the programmes, policies, and practices to the benefit of the citizens and the effective implementation of these policies. The Charter is a commitment by governments and role players that they are obliged to uphold the objectives of the Charter. This again depends on governance, which is defined by Gilardi and Radaelli (2012:151) as “decentralised network-based interaction of constellations of public and private actors given certain institutional properties, and triggers socialization, problem-solving, reflexivity and deliberation and possibly even collective learning”. It was through network-based interactions that most African countries ended up adopting the NYS as another strategy relevant for African needs concerning youth development.

1.4. The South African Approach to Youth Development

Policy development and implementation in South Africa is governed by the principles of cooperative governance as prescribed in the Constitution of South Africa, Chapter

3, Clause 41(1) b and c, which highlights the importance of securing the well-being of the people of the Republic and provision of effective, transparent, accountable, and coherent government for the Republic as a whole (The Constitution, 1996:25).

The two clauses provide the values that underpin good governance, and these values guide policy implementation and are central to the success of governance. Through adherence to these values, South Africa would achieve and maintain good ethical standards. The other important factor about adherence to these values is in line with the need to address the issues of the imbalances of the past and to bring about redress, equality, and equitable service to the people of South Africa. Therefore, most of the policies that were adopted post 1994 are about these central values.

The South African government's approach to youth development began with the adoption of relevant policies and strategies. These policies and strategies were in line with Minister Collins Chabane's statement, "If we are to improve our performance we have to reflect on what we are doing, what we are achieving against what we set out to achieve, and why unexpected results are occurring; we cannot advance without making mistakes on the way, but we must evaluate and learn from our successes and our mistakes; without this we cannot improve" (Schwella, 2015:321). The country had to come up with public policies that were in line with the dynamics of South Africa and policies that would address its needs. The adopted policies focused on ensuring the empowerment of South Africans for the betterment of the country and capacitation of the youth. The South African approach to youth development is centred on the plan, known as the National Development Plan. All the policies and strategies adopted source their mandate from the Plan.

1.4.1. National Development Plan - Vision 2030

The National Development Plan - Vision 2030 (NDP) was developed by the National Planning Commission. The aim of the Plan is to eliminate poverty and reduce inequality by 2030, through drawing on the energies of the people, growing an inclusive economy, building capacities, enhancing the capacity of the state, and promoting leadership and partnership throughout the society (NDP,2012:24). The NDP set out six interlinked priorities:

- Uniting all South Africans around a common programme to achieve prosperity and equity;
- Promoting active citizenry to strengthen development, democracy, and accountability;
- Bringing about faster economic growth, higher investment, and greater labour absorption;
- Focusing on the key capabilities of the people and the state;
- Building a capable and developmental state; and
- Encouraging strong leadership throughout society to work together to solve problems (NDP,2012:16).

The priorities of the NDP are about development, growth, and the capacitation of citizens at all levels for better leadership and problem solving. The Plan seeks to encourage investment for economic growth, which will lead to more employment opportunities; thus, guaranteeing equity and prosperity for all. The Plan further provides a strategy and serves as a guiding document for government structures. It relies on government capacity to mobilise society to support the implementation thereof. In relation to youth development and employment, the NDP highlighted factors such as raising employment through faster economic growth; improving the quality of education, skills development, and innovation; and building the capability of the state to play a developmental, transformative role (NDP,2012:27).

On unemployment, Lings (2015:1) states that the NDP outlined “unemployment as a major talking point in South Africa with government targeting a jobless rate of 14 percent by 2020 and 6 percent by 2030; given the current level amounts to 25 percent there is a lot of work needed to be done with many speculating that it’s not possible given the current trend”. Capacitation and development of young people is considered as a solution to the present crisis; hence, all the efforts towards youth development, which is defined as “an intentional comprehensive approach that provides space, opportunities and support for young people to maximise their individual and collective creative energies for personal development as well as development of broader society of which they are an integral part” (NYP, 2009:10). In contextualising the NDP, other policies and strategies were adopted, which are meant to achieve the set goals of the NDP. Each will be outlined because they provide a perspective into and framework on

the efforts applied by the South African government in addressing youth unemployment and a governance approach to youth matters. The NDP forms part of the government's agenda "calling for the mobilization of the new policy instrument, more based upon negotiation, which would give back some governance capacity to the state" (Bevir, 2011:144). The NDP involved intense consultations in the development process for the total transformation of the economy and capacitation of all citizens to strengthen development. It is a vehicle through which the government believes that its endorsement will see effective change in the lives of citizens, particularly young people. The Plan states that "young people deserve better educational and economic opportunities and focuses efforts are required to eliminate gender inequality; promoting gender equality and greater opportunities for young people are integrated themes that run throughout this plan" (NDP,2012:24). The NDP presents the aspirations of the government in relation to youth by 2030. According to the NYP (2015:6), the NDP makes the following proposals for the youth:

- Provide nutrition intervention for pregnant women and young children, ensure universal two year of early childhood development, and improve the school system, including increasing the number of students achieving above 50% in literacy and mathematics, increasing learner retention rates to 90%, and bolstering teacher training;
- 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;
- Strengthen and expand the number of Further Education and Training (FET) colleges to increase the participation ratio to poor families and develop community safety centres to prevent crime;
- Create tax incentives for employers to reduce the initial cost of hiring young labour market entrants; provide a subsidy to the placement sector to identify, prepare and place matric graduates into work; expand learnerships and make training vouchers directly available to job-seekers; introduce a formalised recruitment scheme for the public service to attract highly skilled people; and, expand the role of state-owned enterprises in training artisans and technical professionals; and

- Capacitate school and community sport and recreation and encourage a healthy and active lifestyle.

As a policy document, the NDP's implementation relies heavily on the capacity of governance because the stated proposals require a collective effort from a network of stakeholders if they are to be achieved. All these proposals demand the commitment and dedication of governance structure to pull together. The success is dependent on good governance, which is responsible and accountable to the people. The present scenario in governance structures is that all structures are working; however, the approach to policy implementation is individualistic. There seems to be a lack of an integrated approach to policy implementation; hence, the escalation in the statistics of youth unemployment despite all the good policies that are in place to support governance. It is the content of policies, such as the NDP, that challenged the researcher to investigate the limitations and factors that contribute to a lack of synergy between policy implementation and governance roles. Another factor that becomes apparent when going through the legal frameworks of youth policies in South Africa is that all policies source the content from the same documents. The question is: Where is the output?

1.4.2. National Youth Development Agency Act 54 of 2008

The National Youth Development Agency (NYDA) Act 54 of 2008 stems from the initiative by the government, known as the National Youth Service Policy Framework. The NYDA Act has the following functions:

- Establish competencies and capabilities in its operations, including the following functional areas –

✓ The National Youth Service and Social Cohesion
✓ Economic participation
✓ Policy, research, and development
✓ Governance, training, and development
✓ Youth Advisory and Information services
✓ The National Youth Fund

- Establish offices of the Agency at provincial and local levels and appoint the necessary personnel to those offices.

- The Agency may be instructed to achieve its objectives –
    - ✓ To carry out or cause to be carried out any investigation that it deems necessary;
    - ✓ To consider such recommendations, suggestions and requests concerning youth affairs as it receives from any source; or
    - ✓ To conduct or cause to be conducted such research, as it deems necessary.
- The Agency must manage and administer the Umsobomvu Fund (NYDA, 2008:1).

In terms of the expansion of networks for youth benefits, the NYDA is meant to account to the state, by publishing a report after it has been tabled in Parliament; and lobbying companies and closed corporations, which employ more than 20 employees, and civil society organisations to implement youth development priorities established by it (NYDA, 2008:10).

The adoption of the NYDA Act was the government's attempt at legalising youth development. The provision of basics for the betterment of young people became a priority to curb dependency on the government and promote independence. The disadvantage of having high unemployment among the youth is that "they become unable to contribute effectively to national development and have fewer opportunities to exercise their rights as citizens" (StatsSA, PO211.4.2:3). The provision of the NYDA Act by the government is in line with the government mandate to ensure provision of practical and workable policies, which will safeguard the interests of the youth, while governance must ensure compliance to and implementation of the policies to create employment for young people. As a network, governance is assessed based on the management of programmes and policies related to these acts. The establishment of a youth agency, as endorsed in the NYDA Act, connects governance with the grassroots because the agency was established to provide a platform for young people to engage with governance structures. The agency accounts to the Parliament and to the public through annual reports.

Even though South Africa does not have a Department of Youth, like is the case with women, the NYDA serves a similar purpose as the Department of Women, though its contributions are not as impactful as in a case where there is a department dedicated

to performing the stated tasks. The NYDA as an agency was tasked with the responsibility of the National Youth Service (NYS), which is defined by Sherraden (in Anon, 2013:2) as “an organised period of substantial engagement and contribution to the local, national, or world community, recognised and valued by society with minimal monetary compensation to the participant” (Graham and Mlatsheni, n.d.:55). Jobson (2011:8) states that it “uses what is described as an integrated model combining community service with structured learning and exit opportunities”. The management of the NYS was allocated to the NYDA in relation to its mandate of coordination of youth programmes and projects in South Africa. Government departments have embraced the NYS strategy, guided by the NYDA Act, to enhance youth development and contribute towards youth empowerment for sustainable economic growth. The NYS promotes patriotism and responsible citizenship and is backed by the adoption of the National Youth Service Policy Framework (NYSPF), which was operationalised through the National Youth Service Green Paper of 1998. The NYS encourages young people to provide service to the people. The NYS Green Paper proposes the establishment of a national institution to coordinate the NYS in consultation with the community, and the private and public sector, and concurs with the Reconstruction and Development Programme (RDP) that appropriate government departments must forcefully represent youth interests, including through the allocation of resources to organisations involved with youth work (NYS Green Paper, 1998:9). The NYS’s proposal on coordinating institution ties in well with the network system of governance, which promotes collaboration among stakeholders when dealing with issues that affect society. The observation is that the government departments seem to fall behind when it comes to the application of the NYS, which is one of the reasons why this study is being undertaken.

Graham and Mlatsheni (n.d.:55) state, “While the National Youth Service Programme of the NYDA is involved in monitoring the roll-out of the programme; it has never conducted an impact assessment”. The latter statement alludes to the factors contributing to challenges regarding the implementation of youth development strategies because failure to monitor implementation is equivalent to seizure of implementation because without impact assessment, progress cannot be determined. Again, failure to monitor hampers planning as new ideas cannot be implemented without the necessary data, which is gathered from the implementation process. It is

through monitoring that the way forward can be determined. Monitoring and evaluation play an integral part in project implementation. Through the process, implementers gather valuable information that could be used to make decisions about the project and similar projects in the future; thus, the process provides a point of reference.

1.4.3. **National Youth Policy 2015-2020**

The National Youth Policy (NYP) 2015-2020 is a policy document developed specifically with South African youth in mind. The Policy is about redress of the past and the addressing of present challenges. Therefore, youth unemployment is one of the priority's focus areas of the NYP. The Policy is about optimising youth development and empowerment. Its desired outcome is "the empowerment of young people who are able to realise their full potential and understand their roles and responsibilities in making a meaningful contribution to the development of a non-racial, equal, democratic and prosperous South Africa" (NYP 2015:5). The accomplishment of the outcome could provide a promising future for the youth and will unlock their potential. The achievement of the envisaged outcome is, however, far-fetched considering the dependency and reliance on the government to provide. However, it is policies like the NYP 2015-2020 and the subsequent ones, which indicate the government's determination to support young people to become better citizens. The NYP 2015-2020 objectives highlight the following elements as crucial in youth development:

- Consolidate and integrate youth development in the mainstream of government policies, programmes, and the national budget;
- Strengthen the capacity of key youth development institutions and ensure integration and coordination in the delivery of youth services;
- Build the capacity of young people to enable them to take charge of their own wellbeing by building their assets and realising their potential;
- Strengthen a culture of patriotic citizenship among young people and help them become responsible adults who care for their families and communities; and
- Foster a sense of national cohesion, while acknowledging the country's diversity, and inculcate a spirit of patriotism by encouraging visible and active participation in different youth initiatives, projects, and nation-building activities (NYP, 2015:5).

Through these policies, “governance serves the purpose of highlighting the troubling, unresolved foundations… from the viewpoint of political philosophy, democratic theory and certainly law” (Zumbansen, 2010:4). It is also the responsibility of governance to see these policies through in terms of implementation and delivery.

The adoption of the NDP - Vision 2030, the National Youth Development Agency Act 54 of 2008, and the National Youth Policy 2015-2020 by the South African government is indicative of the acknowledgement of the reality that young people are a priority. Their interests are receiving the attention they deserve as a sign of commitment by the government. These policies were adopted in response to the UN call for youth capacitation and support by countries. Through these policies, various state departments developed their youth focused strategies and initiatives to support governance and youth development.

However, the implementation of these policies has led to various challenges and in some cases failure to achieve the intended outcome in as far as youth employment and empowerment is concerned. Graham and Mlatsheni (n.d.:51) state, “Despite policy discussions and interventions, the situation for young people has worsened over the past seven years”. The shortcoming stems from the reality that youth unemployment responsibilities are split amongst many actors with insufficient coordination, poor data collection especially in informal sector; poorly designed and funded programmes without evidence and programmes that are not comprehensive to address all bottlenecks that holds young people back (Africa Economic Outlook, 2016:2).

These shortfalls bring to the fore the focus of this study on initiatives and strategies applied by the South African government to curb the scourge of unemployment among the youth, and the challenges of governance, which make it difficult for the country to achieve results from the investments in youth development. The intention is to highlight the importance of policy implementation, monitoring and evaluation, and principles in governance as central to governance systems. These aspects in governance are expressed in view of Statistics SA ‘s concern that “youth become unable to contribute effectively to national development and have fewer opportunities to exercise their rights as citizens” (StatsSA, PO211.4.2:3). The statement is supported by Jobson (2011:6) who states, “Almost 42% of South Africans between 18

and 24 years of age are not studying at institutions or employed; 49% of 15 to 34 years olds live in households with per capita income below R555/month; and almost 20% of young people in the Youth 2000 survey indicated they believe they will never be employed". The statements challenge the effectiveness of governance, government policies and the efficiency in the implementation thereof; hence, the decision to embark on a study to determine the challenges in the implementation of youth development policies in South Africa. A worrying factor is that young people succumb easily to pressure and frustration. The situation may trigger negativity, and with minimal influence, their anger could lead to rebelliousness, which might lead to social unrest with grave consequences for the government.

Another important factor is the participation of young people in positions of leadership and decision-making. Youth representation in strategic positions is a challenge because they are deprived of opportunities to influence decisions and policies towards their benefit. The state of the current parliamentary representation is an example of poor representation whereby youth representation in the sixth parliament is 11%, which is 5% higher than the fifth parliament, which had 6% (Parliament, 2019:1). The minimal representation of this group of citizens compromises their voice on the issues that affect them. The reality is that the country needs their opinions and contributions more because their views are more current concerning development and economic growth. Young people are more creative and innovative; this must reflect in the policies that are adopted for their benefit. However, poor representation could lead to the dominance of stagnant viewpoints that do not reflect their real interests, but old views based on outdated ideas by people who think that they know what the youth need. The notion of misrepresentation compromises the popular idea of "nothing for us without us", as reflected in the youth policy.

The South African policies and acts discussed above are governance tools that guide policy implementation. Dunn (1994:322) defines public policy as a relationship of government to its environment; whatever government chooses to do, or not to do; and the proposed course of action of a person, group or government within a given environment providing obstacles and opportunities, which the policy was proposed to utilise and overcome to reach a goal or realise and overcome to reach a goal or realise an objective or purpose.

Public policies provide a guideline for operations and effective implementation. The policies are crafted to accommodate and address the situation at hand. They indicate the approach that the government would like to follow to address challenges and priorities that are identified for the benefit of all. They are linked to the political ideology; hence, the need to evaluate continuously to assess their effectiveness and efficiency. Moreover, policies are goal oriented and should ensure the achievement of the set goals, failing which the policy could be declared ineffective.

The focus of this research is on youth unemployment and the policy initiatives applied by the South African government in trying to curb a scourge, which may be detrimental to society and the government. The intention is to assist the government to develop a mechanism, which will assist governance to assess policy implementation and the outcomes effectively and efficiently. The research is approached from a governance perspective as policy implementation is a governance responsibility and unemployment are a social problem, which requires government intervention for political, economic, and social development. The research will touch on the relationship that exists between government policy decisions, governance processes and governance role players, as policy failure and successes are linked to governance performance. Hence, Le Gales (2011:142) rightly states, “Government failure and public policy failure have been associated both with the limits of government actors in a context characterized by myriads of actors operating at different levels, but also with the failures of classic tools mobilized by government to govern”. From the existing strategies, the research could deduce factors that could be hampering progress and contributing to high youth unemployment because these factors could be regarded as limitations to the implementation of youth development and empowerment policy implementation.

1.5. Statement of Research Problem

According to Branson (in Bauml, n.d.:2), “The age at which young Africans enter the labour force is constantly declining; … the increasing supply of labour is not absorbed by employment; thus, leading to a growing pool of unemployed young adults”. Many factors can be cited as aggravating the situation, starting with an oppressive history, the lack of skills, and limited educational opportunities for job seekers.

The problem in this study is that a lack of understanding exists regarding the governance approaches, policies and practices necessary to address the unemployment challenges of the youth in South Africa.

In terms of the Africa Economic Outlook (AEO) (2016:1), "The track record of many programmes is poor, and coverage is low; among 36 AEO country experts, 21 countries said programmes implemented to tackle youth unemployment are dysfunctional and have a low coverage; programmes are well developed covering more than 50% of young job seekers in only one country, Morocco". Governments implement strategies, they adopt policies for youth development and employment, but tangible evidence is either not available or not well consolidated to support the efforts undertaken and the investments put into such exercise. To top it all, youth unemployment is increasing at an alarming rate in South Africa. Schneider (n.d.:131) states, "The major advantage of governance is to provide for a general frame to cover the broad array of institutional arrangements by which the coordination, regulation and control of social systems and sub-systems are enabled and facilitated". Schwella (2015:14) supports this notion by outlining the issue of the "management of the affairs of society through interactions within and among the state, civil society and private sector; it involves social organisation to make and implement decisions, achieving mutual understanding, agreement and action". If information regarding youth employment and the effects of government programmes cannot be accounted for in a coordinated manner, it means there is weakness in the governance structures or systems, and the way in which government programmes are implemented should be scrutinised. It also reflects poor coordination by the affected institutions and it means the decisions that are reached are not collective decisions. The lack of vital information further limits planning and strategy. Yu (2013:3) cites "crime, lack of formal or informal credit, lack of access to infrastructure and services, insufficient provision of training facilities, lack of market access and business development programs as hindrances to formal employment". Jobson (2011:10), on the other hand, cites "continued government agencies' failure to deliver and support young people's development". All these outlined limitations support the fact that the implementation of youth development and employment strategies and policies in South Africa is problematic.

According to SALDRU (2013:1), "In 2012, the strict unemployment rate for youth aged 15 to 24 years was 40%, a measure requiring that individuals are actively looking for

work". In 2021, with the negative impact of the Covid-19 pandemic, the youth unemployment rate increased to 74% amongst the age group 15 to 25 despite the government interventions in the form of the Presidential Employment Stimulus Initiative (PESI) (Neves, 2021:1). The situation challenges the research to question whether youth unemployment is South Africa is a wicked problem, or not? A wicked problem is that social or cultural problem that is impossible or difficult to address due to its complexity (Wong, 2021:2). Rittel (2013:1) defines a wicked problem as "one that is either too difficult to solve or does not have a solution". Despite its complexity, the government must intervene to provide solutions; to secure utilisation of young people in the labour market; and to ensure their productivity towards economic and social development.

Equality and social justice will remain a pipe dream in South Africa if the status quo persists without intervention. There is a need for a concerted effort to resolve youth unemployment and the process starts with the analysis of the available policies and strategies. We need to establish their effectiveness in addressing the needs of young people in South Africa. Furthermore, we must look at the implementation models to ascertain the problem because there is no synergy between input and output in as far as youth development is concerned. Moreover, the research is being done because South Africa aspires to achieve good governance and the persistence of these challenges' retards progress towards the achievement of this goal. Good governance is characterised by the following values:

- **Participation:** people having a voice in decision making, directly or through legitimate institutions;
- **Rule of law:** legal frameworks, which are fair and enforced impartially, and should apply to all equally;
- **Transparency:** a free flow of information, which provides access to processes, institutions, and information for monitoring purposes;
- **Responsiveness:** processes and institutions serving stakeholders equitably;
- **Consensus orientation:** mediation to reach broad consensus in the best interests of all, in line with policy and procedures;
- **Equity:** providing all people with opportunities to improve or maintain their well-being;

- **Effectiveness and efficiency**: striving towards processes and institutions that produce results that meet needs while making the best use of resources;
- **Accountability:** requires and institutionalises conditions in which organisations are accountable to the public, as well as institutional stakeholders; and
- **Strategic vision:** a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development (Schwella, 2015:27).

The study of challenges in the implementation of youth development will align the approach with these values to ascertain whether the governance processes and procedures comply with these key values in governance. Compliance to good governance values could serve as the starting point in addressing the research problem. South Africa is a participatory democracy; therefore, the voice of the people is supreme. The people must be actively involved in decision-making; hence, the emphasis is on engagements and consultation with young people about the issues that affect them. Governance also encourages direct participation of the youth in resolving the scourge of unemployment.

The Constitution stipulates that All citizens are equally entitled to rights, privileges, and the benefits of citizenship; and all citizens are equally subject to the duties and responsibilities of citizenship (The Constitution, 1996:3).

The clauses above concretise the rule of law as binding and acknowledging the issue of equality of everybody. The clause also emphasises the responsibility and accountability of governance towards the citizens to secure their rights, privileges and benefits. Failure by the government to meet the basic needs of the citizens, the youth in this case, is a violation of their rights according to the supreme law of the country. The rule of law should be adhered to; hence, the adoption of the policies on youth development. Adherence to the goals of good governance is important, as this work is key in that youth are valuable stakeholders and the failure to accommodate and embrace their basic human rights is equivalent to neglect on the part of governance. The study, therefore, needs to focus on the efficiency and accountability of governance and the policies applied towards youth development to assess the commitment of the government towards the future of South Africa, which is the youth.

The study is undertaken in consideration of the following complications in policy making in South Africa:

- The complexity of South African society;
- The governance and service delivery challenges created by poverty, inequality, and unemployment; and
- The visionary aspirations linked to South Africa being a constitutional, developmental, and challenged state (Schwella, 2015:339).

1.6. The aim of the research

The aim of this research is to study the present government's departmental interventions in the form of policies and strategies, which were adopted post-1994 to assist with youth development in South Africa, and how they can be synergised to address the challenges in the implementation process for efficiency and accountability in governance. According to Gyimah-Brempong and Kimenyi (2013:2), "The study finds that policies to address the challenges facing youth have not resulted in a great deal of success; it attributed failure to a number of factors including the inadequacy of information about youth that is necessary in the design of policy, weak coordination amongst government agencies, donors, regional organizations, and the failure to design specific policies that are suited to deal with the problems of African youth". *Mail and Guardian* (2020:1) pointed to the fact that "some legislative and policy instruments, such as the National Youth Policy 2015 and the Youth Employment Service 2019, brought about resounding hope; yet they have not implemented many of their intended resolutions". This statement backs the importance of this study because the effects of the youth development policies are not promising and thus the root causes should be established, if justice is to be served. If the adopted policies fail to address youth unemployment, then it means that the policies are not in line with the values of good governance and there must be alignment for social justice and equality.

1.7. The objectives of the study

The objectives of the study are as follows:

1.7.1. To articulate the importance and challenges of the implementation of youth development policies;

1.7.2. To define public policy, its theories, the policy process, and policy analysis in governance in line with youth development;
1.7.3. To discuss governance as an essential requirement for the achievement of successful policy delivery;
1.7.4. To espouse the critical factors in the implementation of youth development policies in governance;
1.7.5. To outline the importance of monitoring and evaluating the implementation process of youth development policies; and
1.7.6. To develop a theoretical framework for the implementation of youth development in South Africa.

1.8. The significance of the study

Considering the changes that arose because of the transformation process, the systems and procedures in South Africa underwent an alignment that led to the adoption of numerous policies and strategies focusing on youth development and empowerment. However, the process of change was never smooth sailing. Even though the content of these policies sounds good, the implementation output depicts a different picture with unemployment rate increasing and the country still struggling to produce the required number of artisans to meet the market requirements. Therefore, the study will outline the challenges that affect the implementation of youth development policies. The research will assist the study to define the source of the identified loopholes in the implementation of youth development policies

When the challenges are outlined, it will be fitting to indicate the role of governance in government policy implementation. Here the focus will be procedures and systems for the effective and efficient delivery of policy to its fruition. The focus will be on all stages of policy implementation – from inception to evaluation and assessment. The process will enhance the understanding of challenges and enable the study to locate each challenge in the implementation process; thus, broadening insight on the causes of some challenges. The study will focus on the role of governance in policy decision making.

To reach the targeted goal, the study will analyse the existing policies on youth development as a vehicle to address youth unemployment. The focus will be on

linkages between these policies, and on assessing the relations. The exercise will assist in ascertaining the possibility of collaboration between the strategies. The draft NYP 2014-2019 (NYP, 2014:10) defines its role as “alignment of the development of young people with the government approach to addressing poverty and underdevelopment as diagnosed in the NDP”. Therefore, the study will assess how these policies drive the intended mission. The policies that will be scrutinised are the following: the National Youth Policy 2015-2020, the NYDA Act 2008, and the NDP Vision 2030. The application of each will be outlined to provide a clear view on each’s implementation. Furthermore, the research will define concepts, such as policy process and policy theory, to provide more insight into the youth development policies, and what their expected functions are. In this way, the study conveys the importance of these policies in relation to governance. Theories of governance will be introduced into the studies to articulate the importance of governance and to show how governance theory and principles can be used to help the government in addressing youth development issues.

The effectiveness of these policies will be assessed in relation to governance theories on accountability, responsibility, transparency, and responsiveness. The adoption of the policies was based on bridging the imbalances of the past and bringing equality and equitable services to all. The study will evaluate to what extent the initiatives attempt to close the gap created by the past. The study will further ascertain the level of accountability, how the initiatives respond to the needs of the young people to meet their employment needs, and how responsibilities are shared at all level from national to local levels to access the desperate youth in South Africa.

The existence of the policies will provide the study with the opportunity to learn about the existing measures in the monitoring and evaluation of the youth development policies. The process of assessment of these policies will also evaluate their effectiveness and efficiency in meeting the set goals and objectives of the policies and the study. The important factor is to ensure that the study supports effective policy implementation for the benefit of the youth. Furthermore, based on the acquired data and statistics, the study will add value through the development of a framework, which is realistic and functional to address the youth unemployment dilemma.

1.9. Methodology

The study is social science research and the approach will be qualitative and deductive. Furthermore, the study will utilise the critical theory to analyse the conditions of youth development and unemployment as the foundation because the theory “attempts to reveal the socio-historical specifics of knowledge and shed light on how knowledge reproduces structural relations of inequality and oppression” (Integrty, 2016:1).

The deductive approach stems from the fact that the research will argue from the general knowledge of the existence of the policies and their content to a claim that portrays the existing policies as non-functional because they do not produce the expected outcomes. Deductive logic is defined by Dunn (1994:260) as “the process of reasoning from general statements to particular sets of information and claims”. The deductive approach will be followed to test the existing theories on governance and the policies on youth development. The approach will enable the research to establish synergy between the theories and the implementation processes. Salmon (in Mouton, 1996:77) states that the difference between deductive and inductive approach is that in the deductive approach, if all the premises are true, then the conclusion must be true and all the information or factual content in the conclusion was already contained, at least implicitly, in the premises.

The deductive approach is suitable because the study deals with the existing theories; it is not about theory formulation. The theories exist and the study must ascertain the application of these theories for the benefit of policy implementation, which will lead to a positive outlook regarding youth development and employment in South Africa. The governance theories and the youth development policies form the basis of the argument about the synergy between the implementation of these policies and the output regarding youth employment.

The intention is to analyse the content of policies adopted by the South African government to manage and deal with youth development related matters and the policies’ performance. The problem statement indicates challenges in the implementation of youth development in that the problem of youth unemployment persists, despite the availability of well-crafted policies for youth development. Based on this problem, the research will adopt a qualitative approach. The basic features of the qualitative approach are as follows:

- The research is conducted in the natural setting of the social actors.
- There is a focus on the process rather than the outcome.
- The actor's perspective (the insider or emic view) is emphasised.
- The primary aim is in-depth (thick) description and the understanding of actions and events.
- The main concern is to understand social action in terms of its specific context (idiographic motive), rather than attempting to generalise to some theoretical population.
- The research process is often inductive in its approach, resulting in the generation of new hypotheses and theories.
- The qualitative researcher is seen as the main instrument in the research process (Babbie and Mouton, 2001:270).

The investigation of the challenges in the implementation of youth development policies focuses on the process of policy implementation; hence, there is an intention to focus on the public policy process to arrive at the conclusive outcome of problem areas in public policy implementation regarding youth development policies. Therefore, the qualitative approach is suitable because the actors and experiences are real and belong to society. The qualitative approach will further provide a better understanding of the challenges and their context because the focus is on the impact on the youth. This study is based on the policy implementation process; it digs into the 'how' part of the process to reach a conclusion.

The qualitative approach will also provide the researcher with an opportunity to assess the factors within the implementation process, which leads to poor outcomes, as the outcome is dependent on the process. Through qualitative research, the study will be able to describe the processes within policy implementation and offer a better understanding of the actions and events that are involved; thus, it provides the depth and details of the actions. The approach will further enable the research to be specific on youth development practices; therefore, the outcome will be within the context of youth development in South Africa. The issue of unemployment can be classified within the category of a natural setting because its outcomes are not predictive.

Qualitative research is about the study of processes and policy implementation is a process that demands objectivity to achieve credible outcomes. According to Birkland

(2011:332), “Policy implementation relies on the behaviour of the interpreters and the policy targets; while these behaviours may be anticipated in the design process, one is never sure how policy will actually be implemented once the policy interacts with various aspects of the policy environment, with the actual implementers and policy targets”. The qualitative approach further strives for objectivity and validity, which may be lost within the implementation environment. According to Berg (2004:7), “Qualitative research properly seeks for answers to questions by examining various social settings and the individuals who inhabit these settings”. The study of youth development policies in South Africa, which appear inefficient and ineffective, could produce better results by utilising qualitative research because it opens avenues to scrutinise the available policies. Thus, more insight will be gained into the actual problem in the implementation of these policies.

To make a clear argument in qualitative research the study will adopt a critical approach to provide a critical analysis of the current youth development policies in terms of structure and content. According to Thompson (2017:1), “Critical theory is a form of social criticism that contains within it the seeds of judgement, evaluation and practical, transformative activity and it is a radical”. Integrty (2016:1) describes critical theory as “the capacity to inquire against the gain, to question the conceptual and theoretical basis of knowledge and method, to ask questions that go beyond prevailing assumptions and understandings and to acknowledge the role of power and social position in phenomena”. The critical theory will enable the study to make objective judgements about government practices in relation to youth development and unemployment. It is necessary to assess the policies that are meant for youth development in South Africa and gain an impression of what needs to be done in a more effective and efficient manner. Its capacity to enquire and question knowledge will contribute to an in-depth understanding of conditions and situations that lead to inequalities, as portrayed by the conditions of young people in South Africa.

Critical theory is a theory that was developed in Germany and is commonly known as the Frankfort School. Its theorists were connected to the Institute of Social Research at the University of Frankfort. The School is derived from Marxist ideologies and the term Frankfort School was used by the theorists in the School to camouflage it when they were in exile in the USA during the Second World War. The proponents of this

theory include Herbert Marcuse, Max Horkheimer and Theodor W. Adorno (Fuch, 2015:1).

Another reason for adopting the critical theory is because it is “given consideration for a country like South Africa as a management theory and practice within the context of a developing country, as it stands at the nexus of a theory developed in a resource-rich context and the need for a new theory, which incorporates an emancipatory agenda applicable to one of the most unequal societies in the world” (Callaghan, 2016:60). One of the most important aspects of critical theory is the analysis of power relations between groups and individuals within society, highlighting the beneficiaries and losers in the situation. It is also concerned with issues related to power and justice as it focuses on exposing the forces that prevent individuals and groups from making decisions that are beneficial in shaping their lives (Kincheloe and McLaren, 2002:288). Furthermore, the theory is relevant to the study because it seeks to find and analyse the forces that counter the development and emancipation of the youth and keep them as dependants when they could flourish as independent beings. It will investigate the role of government through the policies that are applied for the youth, to determine the direction in which they are taking young people to secure a better future. According to Integrty (2016:1), the task of the theory is to disclose the needs and struggles of people, regardless of whether they are conscious of them. This is in line with the study because the youth’s struggles are real, and their needs are increasing by the day. They demand disclosure and exposure to gain the attention of the authorities.

The phenomenological theory will be used to support the critical approach because phenomenologists “emphasize that all beings are engaged in the process of making sense of their (life) worlds; we continuously interpret, create and give meaning to define, justify and rationalize our actions” (Babbie and Mouton, 2001:28). The study of policy analysis and implementation will provide suitable results only when a relevant approach and theoretical perspective is followed; hence, the decision to incorporate the qualitative approach and the interpretivist theory. The combination of these two in this study will be beneficial because the researcher will be able to provide meaning, define the action, and establish the rationale behind the research problem. According to Babbie and Mouton (2001:28), “The fact that people are continuously constructing, developing, and changing the everyday (common sense) interpretations of their world, should be taken into account in any conception of social science research”. The

statement relates to issues of policy design and implementation in that the processes change, and phenomenology will assist in interpreting these policies and their relevance because they can only work when they are aligned to social changes and developments.

Learning about the challenges in the policy implementation will direct the study towards defining policy as a science; therefore, the importance of public policy as a science within governance will be dealt with. According to Dunn (1994:59), “Policy sciences are designed to address fundamental and frequently neglected problems arising in the adjustment of citizens and policymakers to societal changes and the continuous transformation of policies to serve democratic ends”. The issue of youth development can be categorised as one of the neglected problems in that with the passing of policies towards youth development, the South African government was hoping that the transformation of young people would be a smooth transition. However, the present scenario reflects the direct opposite; hence, the need to study the scenario in terms of science.

The research will investigate the public policy and governance theories because they will provide perspective and context for the study. In addition, “scientific researchers create theories to try to understand why it is that a particular collection of observations yields broadly similar outcomes” (Birkland, 2011:363). Reference to governance theories will benefit the study in that the theories offer perspective in terms of governance thought and ideas, including:

- Assistance in the recognition and formation of a new governance approach;
- It shows how theories designed for other uses have been modified to accommodate new governance approaches;
- It challenges reified concepts of the state by critically revisiting mainstream concepts such as sovereignty; and
- It argues for greater dispersal of authority-based analysis as governance analysis to diverse social organisations (Schwella, 2015:59).

Theories provide structure and direction for governance strategy and assist in clarifying the intention of the government with the present youth development strategies. The theories further support qualitative research in that they provide

description and understanding of governance. They also assist in terms of support for policy implementation and design. By combining qualitative research and the theoretical approach to governance will enable the researcher to explore, interpret, and derive meaning from daily occurrences. The study cannot be sustained without the theories of governance because theories challenge researchers to be critical and analytical in their approach to certain concepts.

The policy analysis in this study will follow the integrated policy analysis approach. The approach is informed by the following important factors:

- It is a more comprehensive form of analysis, which combines the operating styles of the practitioner, concerned with the production and transformation of information both before and after the policy action has been taken.
- Integrated analysis demands that analysts continuously produce and transform information over time.
- Integrated analysis is continuous, interactive, and unlimited in principle.
- It has all the methodological advantages of prospective and retrospective analysis, but none of its weaknesses.
- It provides for the continuous monitoring and evaluation of policies over time.
- Integrated analysis builds on the strengths of disciplines that have specialised in prospective analysis, as well as those which have placed primary emphasis on retrospective analysis; and
- Integrated analysis is multidisciplinary in the full sense of the word (Dunn, 1994:79).

The cited advantages of using integrated analysis indicates that an integrated policy analysis will be a good step towards ensuring the validity of this work in that the approach attempts to compensate for the shortcomings found in other approaches to policy analysis. The integrated approach expands the researcher ‘s view of the research topic. The importance of using policy analysis in this topic is that the exercise will enable the researcher to identify the limitations in the policy design and implementation process. Utilising integrated analysis is continuous and it allows for reflecting and revisiting decisions because it is both prospective and retrospective. It further enables the researcher to make linkages in all stages that are involved in policy development. The fact that integrated policy analysis encompasses the monitoring and

evaluation process is important in the policy implementation stage, a stage that is a critical stage and central to the study. Integrated analysis is favoured because it does not only focus on finding a problem, but it goes further to problem solving, and the approach will assist the researcher to achieve the intended objectives.

The value of this study lies in providing a collaborated and integrated approach to operationalise the available strategies and bring a form of accountability, which will be tangible regarding the measures used to address unemployment amongst young people. The study could contribute to the emancipation of young people through mechanisms and strategies that will be sourced through a thorough analysis of the youth policies' shortfalls and limitations. Through good governance, the citizens and communities can achieve and create opportunities that can move them out of poverty to prosperity. Therefore, the study will investigate the theories of governance on accountability, transparency, and responsibility. It will further investigate the concept of governance implementation.

The policy analysis will be done by conducting a desktop study of youth development policies in South Africa. This desktop study is informed by the fact that all the policies in question are available and the researcher does not have to reinvent the wheel and create policies. The concern of the study is the effectiveness of policies in ensuring the empowerment of youth and the employment of this vulnerable group of citizens. Hague and Wilcock (2021:1) regard desktop research as a "collection of secondary data or that, which has already been collected, meaning published reports and statistics". The desktop approach is beneficial in that the researcher spends most of the time analysing data, which keeps the researcher focussed on the project at hand. Desktop research is also beneficial in that it provides value for money and is practical.

Desktop research will benefit this study in that the researcher does not have to search for information but will use the data that is readily available because the study is specific in its intention. Hence, the reliance on existing policies and the dependence on Statistics South Africa as a provider of statistical data on youth employment and other related matters in South Africa, because part of the research will require accurate statistical data and Statistics South Africa is the custodian. The research takes the form of internal research because it deals with policies within the public service or

government policies as a starting point. The study will also rely on published reports, which are related to the topic, to make an analysis.

In an endeavour to achieve the objective, and to produce reliable and valid research, the study will strive to ensure that research ethics are followed to the letter to protect the integrity and credibility of the research. The commitment towards ethical conduct is made for the benefit of all who will contribute to the research, irrespective of their role in the study. Ethics and morality are of importance in the maintenance of high standards of research.

The field of governance and political transformation will benefit from the research in that it will create opportunities for study of the concept of governance, especially regarding policy implementation procedures and processes. The study will enhance the political understanding of the relationship society and the effects of political decision-making. The study will further highlight the role of governance towards society and determine the leadership role of governance in times of crisis, such as in the case of youth unemployment, which is not responsive to the available preventive measures. The emphasis on governance is because “governance is a process of decision making and a process by which decisions are implemented or not implemented” (Sheng, n.d.:1). The decisions of the government, as the main driver of political change and social development, are operationalised through governance structures, which must account and report on progress and the challenges thereof.

The two most important aspects that will be highlighted in the research is the value of accountability and responsibility in the government and the driver behind governance. As Zumbansen (2010:04) rightly points out, “Governance overwhelmingly serves the purpose of highlighting the troubling, unresolved foundations of political philosophy, democratic theory and certainly law”. The study will contribute to policy implementation measures in South Africa, to determine whether the available policies and legislation provide clear guidelines on implementation in terms of how, who, where and why the policy should be implemented. It will stir debates and discussions on the effectiveness of South African policies on unemployment. The study will also benefit the field of governance in that it reflects on the relationship between political, administrative, private and social leadership in driving the programmes that are meant for communities and the society. The issues related to policy enforcement by

stakeholders remain the responsibility of governance; these are aspects that the study needs to outline. Weakness in government can be detrimental for the effective and efficient implementation of policies. This study will outline the factors that impact negatively on the positive functioning of policies and legislation that target the youth. The study will raise consciousness about the governance role of "ensuring that structures and processes are in place for timely and adequate participation that may require the commitment of public officials to engage citizens' impartiality in sharing information and equity for all stakeholders" (UN, E/C.16/2007/2:14).

While the study is about the effectiveness of policies, engagement with stakeholders who possess insight that is relevant in validating the data will be done. The study will create an opportunity for stakeholders to share ideas and this content will form part of the recommendations of the study.

In addition, the study poses no harm in terms of ethical conduct because the focus is on existing documentation and no individual will be directly violated by the content in any form. However, it must be noted that the human rights of all who will be affected by the study will be taken into consideration and the discussions will be cautious to avoid conflict of all the parties concerned.

1.10. Research Layout

The layout of this study is as follows:

Chapter One: Introduction and Orientation

The Chapter provides a brief background on youth unemployment in South Africa. It highlights some of the interventions by the UN, specifically Resolution 62/126, which calls on member states to support young people in various ways. The AYC of 2006 provides a strategic framework for youth empowerment and development on the continent (African Union, 2011:1). The Chapter further investigates the South African approach to youth development, starting with the NDP - Vision 2031, the NYDA Act 54 of 2008, and the NYP 2015-2020 as a point of reference.

Moreover, in the Chapter, the research problem is clearly stated, the aim of the research is outlined, and the objectives are provided to enable the reader to grasp the importance of the study. The significance of the study is also outlined and the method

that will be followed to achieve the set objectives is discussed. This enables the reader to follow the discussions in the study.

Chapter Two: What is Policy, Policy Theory, Policy Process and Policy Analysis?

The Chapter will focus on the conceptual framework of the study. It will deal specifically with the definitions of the concepts in accordance with the study. The key concepts that will be defined in this Chapter include the following:

- Policy – what it is, how is developed, why it is adopted, how it can be implemented successfully, and how it impacts on the study;
- Policy Process – what it entails and how it unfolds;
- Policy Theory – what is policy theory and what are the theories related to policy implementation; and
- Policy Implementation - it will be defined and the stages that are involved in the process of implementation will be discussed.

Other concepts that will be addressed are governance, youth development and youth unemployment.

The Chapter is intended to provide clarity in terms of terminology to allow the alignment of concepts within governance. The conceptualisation will be done in line with the phenomenological approach as the approach adopted towards the achievement of the intended goals of the research. The definition of concepts in a context will enable the researcher to achieve the aspects, which are associated with qualitative research related to tackling sensitive issues, appreciating the wider context of people's experiences, and making connections across the different areas of participants' lives (Griffin, n.d.:3). Consensus regarding the meaning of concepts is essential when research works in the future. It also assists in placing the research accurately within the identified field of study.

Chapter 3: Policy Theory

A detailed discussion of the theories of public policy will begin with a definition of what public policy theory is. The study will then outline all the theories of public policy and their characteristics. The theories will be discussed to provide adequate information to

allow the study to realise and decide on the theory that could work well to address youth unemployment issues. The study will also investigate their applicability in policy development. Moreover, the characteristics of each theory will be analysed in full consideration of the focus of the study, which is youth unemployment. The Chapter will also touch lightly on the contributions of these theories to governance; the discussion will not be detailed considering that there will be a full discussion on governance theory in subsequent Chapters.

Chapter 4: Governance Theory on Accountability, Transparency and Responsibility and Theory on Governance Implementation

The Chapter will focus on governance theory due to the following important advantages of governance theory:

- It assists in the recognition and formation of a new governance approach;
- It shows how theories designed for other uses have been modified to accommodate a new governance approach;
- It challenges reified concepts of the state by critically revisiting mainstream concepts such as sovereignty; and
- It argues for a greater dispersal of authority-based analysis as governance analysis to diverse social organisations, resulting in a broader scope of enquiry for governance analysis, rather than a mere focus on government (Schwella, 2015:11).

The discussions will commence with the definition of governance as a central point of departure for this study. The definition will be aligned to Stoker's definition of governance because the definition best explains governance and its functions. The theories of governance will then be discussed individually to allow the study to conceptualise and realise their relevance to policy decisions and their importance in relation to the formulation of the Youth Development Framework as an envisaged goal of the study. Another important factor that will be discussed in this Chapter is the modes of governance as these modes enable the researcher to utilise them as mechanisms that are necessary if governance is to be effectively applied because they allow for a more flexible application of governance systems. This Chapter will further provide the details on the importance of governance, focusing on aspects such as the

rule of law, human rights, economic growth, democracy, international relations, an interactive and decentralised public service, collaborative decision-making, policy and resource management, and effective leadership. Furthermore, the principles of governance will also be foregrounded as part of the discussion, which will enable the researcher to realise the value of governance and its applicability to public decision making.

Chapter 5: Situation of the youth in South Africa

The Chapter will focus on youth development, starting with definitions of the concept youth to reach consensus on a definition that will be adopted in this study. The discussion is relevant as there are various policies in South Africa that define the concept youth differently due to the prescriptions of the mandates of certain state departments. The challenges facing youth will be discussed in detail, starting with poor education and unemployment (which is a major talking point of this study), crime, criminality and violence, health, social exclusion, and poverty. The policies on youth development will then be discussed as intervention measures that were taken by the government to curb unemployment.

The prescripts of each of these policies and the expectations that the government had on the adoption of these policies will be outlined. Examples of some programmes that are implemented in line with these policies will be highlighted. The interest is on their implementation and whether the present practice is what is prescribed and whether the outcomes correspond with the set goals. The study will further examine how the policy plans to achieve this outcome because it appears progressive for a country faced with the challenges of youth capacitation and empowerment. The important factor is the linkage between employment creation and youth development and empowerment, utilising these strategies because these policies are government strategies. These policies could be embraced if their implementation through the governance structure bears the expected outcome. However, at present, the situation is dire considering high levels of youth unemployment. It is, therefore, the intention of this study to assess the progress with the implementation process and the governance roles involved in the process.

Chapter 6: Application of Youth Development Policies in South Africa

he Chapter will provide the application of the theory content, which was collected from Chapter 2 to Chapter 4, in relation to the situation of young people, as outlined in Chapter 5. The Chapter will also attempt to provide an analysis of how each theory can be applied to gain a better perspective on how youth development issues in South Africa can be addressed. The Chapter will further outline the benefits of governance in ensuring better services and its alignment to the basic policies, such as the Constitution, and human rights. It will also identify some of the challenges related to the implementation of youth policies in South Africa.

Chapter 7: Recommendations and the Youth Development Framework

The Chapter will provide the recommendations based on the content that was gathered through various theories and policy content. The discussion in this Chapter will attempt to address the challenges identified in Chapter 6. The process will build up towards the development of the Youth Development Framework. The study will make a critical evaluation of policy content and its application in South Africa, and then submit a proposed framework for youth development in the country. The framework will attempt to provide working solutions to the problems of policy implementation and policy content in the context of good governance and its principles.

Chapter 8: Conclusion

The Chapter will provide a summary of what was dealt with from Chapter 1 to Chapter 7. Furthermore, the focus will be on the findings, recommendations and conclusion – all based on the Youth Development Framework.

CHAPTER 2. WHAT IS PUBLIC POLICY, POLICY PROCESS AND POLICY ANALYSIS?

2.1. INTRODUCTION

South Africa's past has structured the dynamics of the country in a unique way, in that the social structure is determined by the educational developments of the past. Today, the country laments the skills shortage, while at the same time the unemployment rate is high. It seems as if the transition period from apartheid to a democratic state overlooked the question of development imperatives in taking the country forward. However, the reality is that skills shortage and the need for curriculum reforms are recognised because the NYP 2020 recommends that the "education system should cater for different groups and produce highly skilled individuals" (NYP, 2015:21). Idris, Hassan, Ya'acob, Gill and Awal (2011:443) support the notion of the NYP by indicating that "education provides knowledge and skills to the population, as well as shaping the personality of the youth of a nation". The skills provision role played by education must empower young people for future wellbeing and survival. Skills are crucial, as indicated by Idris et al. (2011), because through education, knowledge is gathered, and individuals are empowered; these are important elements to enable opportunities for the youth.

If these imperatives were prioritised, they would reflect the skills needed against the available human resource and in this way, the new curriculum would have been aligned to this skills imperative for development; thus, ensuring job placements for young people through the adoption of effective policies aligned to the socio-economic needs of the country. South Africa still needs to align its policy priorities to its economic and social needs to address the unemployment gap. Hence, Letaba (2017:2) expresses the hope that "the different government interventions such as the Schooling 2025 Action Plan will bear fruit in future in order to address the bleeding SET human capital". The hope in futuristic because the current policies prescribe, but they are limited in their implementation.

Youth unemployment has a negative bearing on the socio-political and economic growth of the country. After more than 20 years of democratic change, South Africa has woken up to the unbearable reality of youth unemployment and uncertainty, when everyone thought that the country was on the verge of prosperity. The situation is

critical in that it sparks fear since the “underutilisation of young people in the labour market can result in a vicious cycle of inter-generational poverty and social exclusion” (StatsSA, PO211.4.2:8). The marginalisation of the youth also increases the social distance between and among groups of people in society, and this ties in with the political struggle (Saloojee and Saloojee, 2011:4).

Based on this critical situation, the focal point of this section is to define the concepts that are critical to the understanding of South African public policy, theory, and policy process. The stated concepts are important in understanding the measures applied in ensuring that the policy delivers according to its intended aims and objectives. The concepts will be studied to provide clarity regarding the shortfalls that may have contributed to negative outputs in the implementation of youth development policies in South Africa. The policies are in place, but the plight of the youth remains unemployment, lack of capacity and skills, and underdevelopment. The concepts that are important to this research will be discussed in the following sections.

2.2. Public Policy

Birkland (2016:243) defines public policy as “a statement by government of what it intends to do, such as law, regulations, ruling. Decision or order, or a combination of these; the lack of such a statement may also be an implicit statement of policy”. The definition is supported by Anyebe (2018:1) by reiteration of Dye’s definition that, “Public policy may be seen as whatever a government chooses to do or not to do”. On the other hand, Anderson (in Roux 2002:425) defines public policy as “a proposed course of action of person, group, or government within a given environment providing obstacles and opportunities which policy was proposed to utilize and overcome in an effort to reach a goal or realize an obstacle”. Friedrich (in Anderson, 2000:4) defines policy as “a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize objective or a purpose”. The definitions agree in that all point to policy as a statement of intention by a government, which means that a policy is proposed for a reason, it influences people’s actions, and it is meant to address specific issues that need government intervention. Policies are the driving force behind government action and inaction, and they are adopted for a reason.

Friedrich's definition provides the purpose and the aim for the action, and a policy should overcome certain obstacles to reach the set goal. However, Marume (2016:10) elaborates on the concept by defining public policy as "a reasonably comprehensive, enforceable, authoritative, binding, legitimate, deliberate and purposeful framework of and for interaction within which a multiplicity of public decisions can be made by elected political office-bearers, and various courses of action can be into practical operational by public administrators and their subordinates to realise postulated governmental aims and objectives". The definition is inclusive and outlines the functions of a public policy, as an all-inclusive approach to service, which is intentional and purposive towards the achievement of the specific goals of a government. Governments cannot function without policies because they guide and direct services and resources legitimately.

Furthermore, policies are meant to assist a government to achieve the set objectives; are binding to all; and are formulated with an intention. Marume (2016:11) believes that public policies must "be reformulated and adapted continually on the basis of experience, research in the relative field of operation, and changing circumstances and need". Similarly, Schwella (2015:322) says public policy "can be understood as the linkages between intention, action and results" and a continuous review will allow policy makers to remain within the context and relevant in addressing the policy demands. Hence, Sam (2020:1) adds the process element to public policy by stating that it is a process with a series of steps and rules, which aim to solve public problems. It can be categorised into distributive, redistributive, regulative and constitutive policies. Irrespective of their category, public policies are adopted to ensure adequate rendering of services – without challenges.

Policies are meant to provide the guidelines and they determine the deliverables for the government, based on societal needs. They must also provide an opportunity for the evaluation and assessment of their impact and progress in the achievement of the set goals and objectives. Public policy is government's pronouncement of its standpoint on a governance and administrative issue, related to its subjects. Moreover, public policy is a statement of the government's intentions; it prescribes the approach, the expectations, and the targets of the policy.

Anderson (2003:2) outlines the following important aspects about public policy. They are like what Marume (2016:10) refers to as broad viewpoints regarding the meaning of public policy:

- Policy is purposive or goal-oriented action, rather than random behaviour or chance occurrences.
- Policies consist of a course, or patterns of action, taken over time by governmental officials – rather than their separate, discreet decisions.
- Public policies emerge in response to policy demands or those claims for action or inaction on some public issue made by other actors, private citizens, group representatives or legislators, and other public officials upon government officials and agencies.
- Policy involves what government does, not just what it intends to do, or what officials say they are going to do.
- Public policies may be either positive or negative.
- Public policy in its positive form is based on laws, and it is authoritative.

Acting outside the provisions of the policy may be regarded as violation. Hence, White and Chapel (2019:1) highlight the issue of maintenance of order through actions, defined by the Constitution, because without these policies the direction is bleak. Policies inform public service action and the obligations to society. To maintain the stated order, the South African government adopted the policies to regulate the handling of youth related matters in the country. The adopted policies bind the government and the private sector to contribute towards the capacitation, empowerment and development of society, particularly young people, which is the focus of this study; hence, the adoption of the National Youth Policy (NYP) 2015-2020. The Policy's aim is discussed in Chapter 1 as the "empowerment of young people who are able to realise their full potential and understand their roles and responsibilities in making meaningful contributions to the development of a non-racial, equal, democratic and prosperous South Africa" (NYP, 2015:5). The policy binds the government to achieve the set goal, which is capacity building for young people. The discussion in Chapter 1.3.1 on the National Development Plan (NDP) provides the government's intention with the Plan in that it states the aim of the NDP as eliminating poverty and reducing existing society inequalities by 2030. This shows the intention of the

government and the expectation is that it should bind everyone who serves in the government sector.

According to Werner and Kai (2007:45), “Policies form a central part of the systemic environment of policy making; they frequently act as key obstacles for the adoption and implementation of a particular measure and they create side effects and become the cause of later policy problems”. White and Chapel (2019:2) refer to “the behaviour and actions that result from those actions”. Policy makers must be vigilant when deciding on policies to avoid creating problems regarding the implementation of other policies. They need to acknowledge that policies are diverse in nature and always strive to integrate the interests of all affected by policies. Policies prescribe the government’s action and approach; they also determine the tools necessary for the achievement of the goals. They are further about the fulfilment of public demands and claims. Moreover, policies must assist the government in resolving the challenges that exists within societies and illuminated the glitches that may contribute to poor service delivery. Furthermore, policies determine the political agenda in government.

Moran, Rein and Goodin (in Gumede, 2008:9) regard public policy as “the business end of political science, where theory meets practice in the pursuit of the public good”. This statement reflects public policy as transitional in that it is about putting theory into practice. It means that policies are important tools in the achievement of the political mandates of the government. For this study, the theory in politics will be sourced from the manifesto of the ruling party, the ANC, Constitutional principles, and social needs.

Through public policies, key stakeholders are expected to develop strategies on the implementation of the policies. The strategies will provide detailed information on why the policy should be implemented, how it will be implemented (covering all the activities involved in the implementation process), the indicators, and the beneficiaries of the policy. The strategies will go further to provide information on the timeframes, the responsibilities, and the stakeholders that will be involved. Therefore, every policy must have an implementation plan for its successful delivery. The importance of stakeholders in policy process is highlighted by Wissink in the stage process model by indicating that stakeholders ‘s role start at the initiation by identification of the problem and determining the priorities for agenda setting, they further provide solutions through

provision of options and solutions to the problem (Cloete, de Coning, Wissink and Rabie, 2018:48).

In addition, public policy is about the values, principles and objectives of government, and policies are meant to ensure the achievement of the set goals and targets of government. As MacKay (2005:1) puts it, “Policy refers to a distinct path of action which is suitable for the pursuit of desired goals within a particular context, directing the decision making of an organization or individual”. The success of any policy is dependent on the information gathered from the communities and society about their basic needs, and on what they want/need the government to provide. The inputs from the role players are meant to determine the path of action, as referred to by MacKay (2000). Failure to consider these inputs may lead to policy failure because the implementation may go against the needs and expectations of the role players and beneficiaries. Hence, the National Planning Commission (NPC) deemed it fit to collaborate and consult South Africans when the NDP was developed. The intention was to gather enough information and secure relevance of the output in a form of the NDP. The participation of society is emphasised in the Plan’s second objective, which encourages active participation in their own development, the strengthening of democracy, and holding government accountable.

The notion of community participation is furthered by the Presidency’s budget speech in 2019, when President Cyril Ramaphosa identified a pattern of so-called “silo operations” within the government, which hampered coherent planning and implementation – resulting in the poor monitoring of projects (Department of Women, Children and People with Disabilities, 2019:1). The concern led to the adoption of the District Development Model (DDM) as a new norm to standardise service delivery and secure community participation. The Model moves for local and district municipalities as centres for service delivery, which means that policies that are developed must take this factor into cognisance because it means that policy content must be in line with the new Model. This approach is what policy should be about, which is ensuring and securing the interests of the stakeholders and beneficiaries. The buy-in of the stakeholders will determine the course of action, and the intention, opportunities, and obstacles. It will further address the goals and purpose for adoption, as defined in Friedrich’s definition of policy.

However, critical theorists will question the level of support and guidance that the government will provide to ensure the success of this programme. Critical theorists always question whether the initiatives will liberate the recipients from “unnecessary restrictive traditions, ideologies, assumptions, power relations, identity formations that inhibit and distort opportunities for autonomy, and the clarification of genuine needs and wants” (Callaghan, 2016:59). The benefit of the Model is that it provides for the four categories of accountability, as outlined by Sikhakane and Reddy (2011:86), which are “hierarchical, professional, legal and political accountability”.

According to African Economic Outlook (AEO) (n.d.:3) “Any programme aimed at bringing young people into employment is based on an assumption of what the main obstacles to youth employment are and how they can best be removed given the country context and target group”. This approach contributes to policy failure because assuming the needs of youth is not the same as enquiring of their needs directly from them. Hence, the emphasis on the involvement of stakeholders and the gathering of information, as recommended by the DDM, and the NYP, which emphasises the importance of active participation of the youth (NYP, 2015:2). Public policy is reliant on intense consultation and engagement to succeed; assumption of social needs will always lead governments astray. Furthermore, the public must be involved in the development of policies that are meant to serve them. However, it should be noted that the development of public policy is a political role and the responsibility lies with politicians and the government. However, youth can influence policy content when they are involved in existing structures within communities to drive their point home; after all, public policies must solve public problems, as is the case with youth development policies.

All stakeholders have a role to play in the success of a policy and their contributions must be valued; hence, public hearings and consultations are organised for the public to make inputs for purposes of transparency. Currently in South Africa, youth employment is the primary requirement for the country; hence, the adoption of policies such as the NDP - Vision 2030, the NYP 2015-2020, and the NYDA Act 54 of 2008. The adoption of these policies was the government’s attempt at redress to ensure that young people equally benefit from the gains of democracy and to curb youth unemployment and incapacity. However, these measures do not seem to respond to the needs of the majority of young South Africans in that most of them remain

unemployed and struggle to access opportunities. The issue of youth unemployment reflects characteristics of a wicked problem in that it “does not have a formula; it has no stopping rule; the solutions cannot be tested immediately; they are unique and can be considered as symptoms of other problems” (Wong, 2021:4).

According to the National Treasury (2011:16), “The gap between real wages and productivity is particularly high for young and lower skilled workers, due to poor education, low skills and lack of work experience, and contribute to the problem of youth unemployment, as companies are reluctant to increase hiring when they cannot adequately assess potential”. The problem highlighted by the Treasury can be addressed through public policy because it shows that government attempts do not address the current challenges of skills shortage, poor education and a lack of work experience, which contribute directly to the high unemployment rate.

The youth development policies are substantive in that their main concern is the wellbeing and development of young people for social and economic growth. The development and empowerment of the youth is critical for social stability and economic growth. As a result, there is a need to initiate the study of policy to assess where the problem is, while ensuring that policy decisions are based on good governance principles.

2.3. Policy Process

Dunn (1994:396) defines policy process as “administrative, organizational and political activities and attitudes that shape the transformation of policy inputs into outputs and impacts”; while, White and Chapel (2019) state, “Policy process is continuous and has a constant need for verification and evaluation before the government can push a policy through”. Johnson (2012:2) identified the following stages as important in the policy process:

- **Problem Identification** – it involves studying and recognising the problem that exists, studying the problem and its cause, and clarifying what you want to achieve.
- **Agenda Setting** – it involves setting up the discussion agenda, and allocating a time, date and place for policy makers to discuss the identified problem.

- **Policy Formulation** – it involves developing an approach towards problem solving. In this stage, alternatives will be thoroughly evaluated and a choice to be adopted will be selected.
- **Policy Implementation** – this stage involves many role players, including government agencies.
- **Policy Evaluation** – this is the final stage in the policy process. It is a continuous process and involves reviewing the effectiveness of the policy in resolving the problem. It is conducted to assess the impact of the policy in terms of efficiency, effectiveness, validity, and its continued relevance. Based on the feedback and identified weaknesses corrective action is taken.

Policy process is important in that it maps out the path that must be taken in the development of the policy. It enables the policy developers to stay within the context, in that the problem is identified at the initial stage. Policy problem is defined by Dunn (1994:138) as “unrealized needs, values, or opportunities for improvement that may be pursued through public action”. The problem identification stage allows the developers to ask important questions about the nature of the problem, its intensity, the availability of policies related to the identified problem, and the values of the outcome to resolve the problem at hand. Ample information is gathered during the problem identification stage. Problem identification enables developers to engage in that it lifts a red flag to indicate that there is a need for government intervention and consideration must be taken to address the identified problem. According to Werner and Kia (2007:45), “Problem recognition and agenda setting are inherently political processes in which political attention is attached to a subset of all possibly relevant policy problems”. The problem identification in this study is the lack of tangible results in the implementation of youth development policies. The dilemma is that, despite the existence of these policies, unemployment remains high among young people and the government seems to have lost the battle. It is against this backdrop that the government is challenged to review the existing youth development policies. The motivation for the review will be provided through the discussion on all the steps that must be followed in the public policy process. It is in this context that the policy process will be discussed.

Although the research will follow Dunn's policy process model, it is worth noting that authors such as Wissink contributed the stage and process model which "views policy making as consisting of activities which are present but ignored and these activities include initiation by civic society and agenda setting and determining priorities" and the African process model by Mutahaba, Baguma and Halfani have inculcated the African perspective in the model by putting emphasis on institutional considerations, while also highlighting the importance of monitoring and evaluation consisting of determination of information needs, generation of information, transmission, assimilation analysis and assessment (Cloete, De Coning, Wissink and Rabie, 2018:50). These perspectives solidify the importance of policy process and the relevance to public policy.

2.3.1. Agenda Setting

Agenda setting is a process by which problems and alternative solutions gain or lose public or elite attention (Birkland, 2016:200) and agenda is "a collection of problems: understanding of causes, symbols, solutions and other elements of public problems that comes to the attention of members of the public and their governmental officials" (Birkland, 2016:201). Schwella (2015:327) discusses this part of policy process as part of policy initiation because an agenda is initiated and driven by various interest groups and political parties – all trying to provide alternatives solutions or options to a problem. Youth unemployment is a problem that must capture the attention of these groups because the problem requires tangible and lasting solutions. It is a problem that critical theorists will relate to ontologically, which is the theory of being, and they would question how reality is organised and developed (Fuch, 2015:2), considering the intensity of the problem.

During the process of setting the agenda, there are many contestations because of ideologies and the schools of thought of the interest groups. The contest is also because of the influence and the advocacy levels of the participants regarding the identified problem. In the process of agenda setting, some groups may lobby for inclusion of an item while others may argue against such inclusion. In the case of youth development, some may argue that the youth are already catered for and accommodated; therefore, there is no need to put the item back on the agenda as a priority. However, those who are informed about youth issues will argue otherwise and

say that as much as there are policies in place, young people are not benefitting, the statistical information distributed by StatsSA to motivate their case. They may also use the weaknesses identified in the implementation of the NYP and the shortfalls of the NYDA as an agency for youth coordination.

Agenda setting involves convincing other role players about the importance of the item at hand. Agenda setting is highly political: hence, it is imperative for interest groups to motivate well for an item to be allocated space on the public agenda. According to Schwella (2015:327), agenda setting is determined by two conditions, namely, few options or too many options. Werner and Kai (2007:46) refer to agenda setting as the "process of structuring the policy issue regarding potential strategies and instruments that shape the development of a policy in the subsequent stages of a policy cycle".

Agenda setting involves planning policy issues, which have been identified. The planners define the problem; then, classify it according to its importance. It is incumbent on those putting the issue on the agenda to mobilise and lobby support for a decision on the issue. However, it must be noted that lobbying alone cannot be used as the ultimate measure to decide whether the issue must be put on the agenda or not. It must be borne in mind that some issues may require urgent attention; that it might not be possible to lobby, but to consider the urgency of the need. This can be said about the current situation of South African youth.

In addition, agenda setting puts the challenges of the public on the government table for attention. The challenges are screened, clarified, and structured before they are conveyed to the policy makers. The process of screening of the policy issue is done to ascertain and verify whether the identified issue is really a problem; why it should be regarded as a problem; the location of the problem in terms of responsibility; and the cause of the problem. Considering the current youth unemployment rate, the matter qualifies and meets all the criteria to be included in the agenda for policy consideration. Neves (2021:3) qualifies the statement by stating, "Prior to the Covid-19 pandemic, the unemployment rate including people who had given up looking for work was just under 70% for people aged 15 to 24 and the rate has increased to 74% in the later year".

According to Hogwood and Gunn (in Cloete and Meyer, 2004:108), the factors that influence agenda setting include problems that have reached a crisis and cannot be

ignored; they are in nature; they are emotive and impactful; they highlight power relations; and are sometimes fashionable for government to address. The youth development issue qualifies in that it has reached a crisis point considering the outcry by civil society about the need for youth employment and the fear of disgruntlement because of this crisis, as shown in the statistics by Neves. Lings (2015:1) stated, “Unemployment is a major talking point in South Africa with government’s National Development Plan targeting a jobless rate of 14 percent by 2020 and 6 percent by 2030; given that the current level sits at 25 percent, there is a lot of work needed to be done with many speculating that it’s not possible given the current trend”. The Quarterly Labour Survey (QLFS) stated that 63.3% of youth in 2020 were unemployed (StatsSA, 2020:1) – ten years before the set target date. The country can no longer ignore the situation of young people and the media use the situation of young people as a yardstick to evaluate government performance. The issue of youth development is a factor that influences the agenda because it is emotive due to its linkages with poverty and crime in the country. People are quick to arrive at the conclusion that unemployment leads to poverty; thus, people resort to criminality for survival. This puts more pressure on the government. Its impact is high, and it can be costly for the government in terms of the electorate, if not attended to. Hence, it must receive the attention it deserves to take the youth out of the deep hole of poverty and inequality.

2.3.2. Policy Formulation/Design

Policy formulation is defined by Dunn (1994:85) as the “development and synthesis of alternative solutions for policy problems”. Schwella (2015:328) describes this stage as a “process of detailed elaboration and analysis of issues to facilitate the development of systematic policy proposals, which includes decisions on who to involve, defining of the issue, and analysis and review of policy actions”. Sidney (2017:1), in turn, refers to it as “part of the pre-decision phase of policy making, which involves identifying and/or crafting a set of policy alternatives to address a problem”. Schwella and Sidney’s definitions are similar in that they consider what is available before a decision is made.

Policy formulation in the public sector “rests in practice mainly with the legislative institutions at the different spheres of government and administration, political functionaries, leading public officials, pressure groups and interest groups” (Roux,

2002:429). During this process in a policy cycle, the proposals and items that were put on the agenda now find expression in government programmes.

The formulation of policy further requires gathering enough information for an informed decision to be taken. The gathering of information assists in identifying factors, such as the cause and effect, limitations, advantages, and the approach that can be taken to handle the policy. These can offer possible solutions to the problem. The role players then formulate relevant alternatives based on the information gathered to handle the problems. These alternatives will then be provided to the public in the form of an order or in legislation.

Policy formulation requires intense consideration and accurate reasoning from policy developers. This exercise also demands commitment and dedication in policy matters. It further needs people who have a thorough background and possess knowledge of methodology in policy formulation. Schwella (2015:328) points to the fact that the process requires fewer actors than the previous stage and that political representation of the people may have little impact because professional ideas and influence may trump populist inputs.

According to Werner and Kai (2007:48), “Studies of policy formulation have long been strongly influenced by efforts to improve practices within governments by introducing techniques and tools of more rational decision-making”. Through this process, policy formulation was able to establish clear government goals, budgets, target groups, and the facilitation of political priorities. Policy formulation has political undertones and sometimes the process can drive the aspirations of a political agenda. Interest groups also play an important role in policy formulation because they provide “power – the basis of departments in interdepartmental relationships and conflicts” (Werner and Kai, 2007:50). The involvement of interest groups, political parties, the legislature and all affected stakeholders is essential because alternative solutions can be sourced; thorough evaluation of the alternatives will be done before the generation and adoption of the best alternative, which will be put out as policy governing the public (Johnson, 2012:3).

Regarding the issue of youth unemployment is South Africa, agencies such as the NYDA, the South African Youth Congress (SAYC), the South African Youth Chamber of Commerce and Industries (SAYCCI), and the youth wings of various political parties

would form part of groups who would be regarded as interest groups because they serve as the voice of young people. Young people use these organisations as representatives of the voice of youth in the country. While the role of politicians and interest groups is outlined, the immense role played by academic contributions in the present political space cannot be ignored. Academics have a major role in influencing policy formulation and design.

Bureaucracy can no longer claim monopoly of political information and political decision-making. As Werner and Kai (2007:51) rightly put it, “Think tanks and international organisations are regarded as catalysts fostering the exchange and transfer of policy ideas, solutions and problem perceptions between government and beyond”. Therefore, it is imperative that academics as stakeholder in information gathering should play a major role and contribute substantially to policy formulation. The fact that academics always strive for an objective and balanced view on issues could benefit policy formulation in that their submissions hold an apolitical standpoint and provide information based on the reality. Policy formulation will be incomplete without the involvement of academics and this process depends on a multi-sectoral approach to succeed.

During policy formulation, designers should be aware of the goal and the objectives of the policy. Formulating goals and objectives implies the use of judgement and the ability to anticipate future events, sometimes using highly sophisticated mathematical models (Roux, 2004:128). The goals and objectives are important in policy formulation in that they enable the developer to keep within the expected outcome. These goals and objectives should be clear and unambiguous. The developers should strive to keep the goals and objectives as simple as possible to avoid misinterpretation and misunderstanding of the intentions of the policy. Policy formulation also has to do with finding alternatives for the existing policies and it goes hand-in-hand with the goals and the objectives. The policy alternatives could be sourced from the following:

Authority – appealing to experts within a functional field; such authority can be a valuable source of alternative alternatives and consequently policy goals and objectives.

Insight – analysts could appeal for the intuition, judgement, or tacit knowledge of those believed to have insight into a problem; such knowledgeable people might not be experts in the ordinary sense of the word.

Method – analysts could benefit from the discovery of innovative methods of analysis or the methodology presented for systematic analysis.

Scientific themes – the continuous development of new theories and paradigms within the social and natural sciences could provide new ways to deal with old problems and should be viewed as an important source of policy alternatives.

Motivation – alternatives could be derived from assessing the beliefs, needs and values of stakeholders or an occupational group or groups.

Parallel case – experiences in other countries pertaining to the application of policies could be an important source of policy objectives and alternatives; however, analysts must be mindful of values and principles, which might differ.

Analogy – similarities between different kinds of policy problems could also be a source of policy goals.

Ethical systems – theories of social justice and equity put forward by philosophers and other social thinkers might serve as sources of policy alternatives in a variety of issue areas (Roux, 2004:132).

Policy formulation is an engaging and demanding exercise that needs observant analysts who will be able to consider all available alternatives to reach an acceptable conclusion on the policy. Developers must be willing to go the extra mile in gathering information and must value each portion of information, irrespective of the source. It is important that the credibility of information should be assessed to ascertain the value of the data provided. As much as public policy is political, the analysts should guard against subjectivity in the formulation of policy. As much as it is agreed that policies are not static, but abrupt changes because of the ideological differences of political office bearers might affect policy implementation. Adopted policies must provide room for continuity, where possible.

2.3.3. Policy Implementation

Policy implementation is defined by Dunn (1994:85) as “the execution and steering of policy actions over time”. According to Brynard and De Coning (2004:183), “Policy implementation encompasses those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions”. Schwella (2015:329) states, “It is served by systems that close the gap between policy intentions and impactful implementation”. The process is about operationalising the resolutions that are taken in the previous stage of policy formulation.

In addition, the implementation process is more administrative than political. During policy implementation, the administrators put the political decision into practice. The implementation of policy might require additional resources, both financial and human, because it also involves public education about the new policy and its effect on the public. Verschuere (n.d.:26) points out, “In the implementation phase, one can expect that agencies will have higher levels of involvement resulting from the agencies’ larger role in the implementation of the policy; however, some authors do not consider the policy operations divide as a key feature of the agencies”. The reason for this view is the agencies are not accountable to the government; therefore, they cannot carry the responsibility. The agencies have an oversight and advisory role in policy implementation. Schwella (2015:329) states, “Over and above leadership, managerial and technical capacity and competencies are required to implement policies successfully, with impact on the ground given local conditions; there is also a need for flexible application of policies by the professionals on the ground or at street level”. The need for varied expertise is required in the implementation of policy and the localisation of the implementation process is important to provide context. It is thus required of policy implementers to exercise an element of flexibility to accommodate all dynamics of the targeted groups.

Another important factor raised by Schwella (2015:329) is the concept of implementation “driven from the supply side or driven from the demand side”. The concept emphasises the importance of the policy implementer’s knowledge of the approach in terms of policy implementation. When the policy comes from the supply side, it is a situation whereby the government imposes a top-down approach in the implementation of the policy. In this situation, the public is expected to accept what is offered to them. On the other hand, the demand-side approach is a situation whereby the policy is in line with the needs and demands of the public, who is served; such an

approach is termed a decentralised approach to policy implementation. Related to the above approaches is “the top-down perspective on policy implementation” (Birkland, 2016:335). Its proponents argue that “one can understand policy implementation by looking at the goals and strategies adopted in the statutes or other policy as structured by the implementers of policy; its focus is on the gaps between the goals set by a policy’s crafters and the actual implementation outcomes of the policy; the second perspective emphasizes the bottom-up perspective, which suggests that implementation is best studied by starting at the lowest levels of the implementation system or chain and moving upward to see where implementation is more or less successful” (Birkland, 2016:335).

The importance of studying these approaches in policy implementation relates well with the purpose of this study in that the focus is on finding the limitations in the implementation of youth development policies in South Africa. Understanding the approaches in the implementation process will enable the researcher to learn more about the existing policies, how the approach was followed, and how the approach affected the present situation, which led to the initiation of this research.

The notable variables in policy implementation, according to scholars, are the following:

- the contents of the policy itself – what it sets out to do, how directly it relates to the issue, and how it aims to solve the perceived problem,
- the nature of the institutional context – the corridor through which the policy must travel, and by which boundaries it is limited, in the process of implementation,
- the commitment of those entrusted with carrying out the implementation at various levels to the goals, casual theory, and methods of the policy,
- the administrative capacity of implementers to carry out the changes desired of them, and
- the support of clients and coalitions whose interests are enhanced or threatened by the policy, and the strategy they employ in strengthening or deflecting its implementation (Brynard and De Coning, 2004:182).

These variables are important in policy implementation. They are not consistent in all policies but must be considered. It is important for implementers to understand the content and its purpose to implement the policy effectively. The implementers must have the background of the institution in which the policy will be implemented; the structure and the protocols within the institution will enable them to decide on the approach and models for implementation. Moreover, the commitment levels of the implementers to the goals and objectives of the policy are critical to ensure successful implementation. In addition, the capacity of the implementers (especially concerning skills and expertise possessed) is crucial towards seeing the policy implementation process come to fruition.

The implementation of any policy depends on the support and buy-in of the beneficiaries of the policy. Failure to lobby their support might be detrimental for implementation. It is the duty of policy implementers to lobby for the support of the policy to limit challenges in the implementation process.

Objectivity is also key in the implementation process; hence, it is important for policy implementers to strive to remain objective in implementation. Objectivity is a value; and “the essence of objectivity is to make a given research free from researcher’s biases” (Davis, 2019:1). This is a requirement in policy implementation.

Policy implementation requires a strategic approach to succeed and the strategy begins with the removal of bias. The implementers need to develop an integrated strategy for effective implementation of public policy. The strategy should highlight the vision and mission of the organisation, together with the value system of the organisation. The process should start with the analysis of the mission, objectives and values, which impact on the interests of all stakeholders; the mission will be based on the approach to the resource utility; and the values will focus on culture and practices; while the objectives will define the scope to be achieved (Encyclopedia, Almanaics 2019:2). The following attributes must be aligned when working with a corporate strategy for the public sector:

- The strategy must be substantively valuable,
- It must be legitimate and politically sustainable, and
- It must be operationally and administratively feasible (Brynard and De Coning, 2004:184).

The policy implementation strategy should contain valuable evidence and information that will assist the implementers to perform their duties hassle-free. The strategy must also be aligned to the laws governing the public. For instance, the strategy should always be in line with the Constitution as the supreme law of the country. Again, implementers must ensure that the strategy that is adopted is politically sustainable; it must be in line with the current political environment; and should accommodate the opposing political ideologies to achieve a win-win situation in terms of the implementation of the public policy. Hence, Bhasin (2017:2) identifies various benefits of the strategy. The benefits include that the strategy "helps with sustainability and competitive advantage; it is a collection of inputs; it protects against sudden changes in the environment; and, it leads to a single objective and helps with the analysis of gaps". Its consideration of a collective through the collection of inputs and striving for a single objective is indicative of its relevance to policy implementation and development.

In addition, functionality is important in policy implementation; that is the reason why the implementation strategy must be operational. The implementers must develop a plan that will inform the implementation process and it must be realistic and achievable. The plan will enable the implementers to administer and measure progress. The strategy must also be implementable and not complex because complexity will stall the process of implementation. However, it must be noted that "one of the major challenges in South Africa's public sector is the need for strategy generation and the development of a sound planning framework at all levels in order to translate policies to operational levels" (Brynard and De Coning, 2004:208). The challenge poses a problem for public policy implementation because the frameworks inform the functioning and operations. Policy implementation relies on effective planning; without plans, implementation is impossible.

The government has introduced the programme and project management approaches to policy implementation. These approaches have brought about positive outcomes in that they provided instrument-structured implementation. Project management has brought to the public sector an instrument that provides a basis for a systematic approach to the allocation of resources, considering that planning and risk management increased financial controls and the ability to manage projects coherently through programme management and other instruments (Van Baalen and De Coning,

2004:214). Public policy implementation is now structured and considers many important factors in management, like planning and forecasting, because only through forecasting will the project risks be identified.

Project management approaches enable analysts to also develop the implementation and contain all the stages; therefore, it allows them to identify the suitable stages and have time for evaluation and review. However, this part of policy process has proven to be the most challenging in South Africa; hence, the dilemma of youth unemployment today. The policy implementation process is clear on how to go about it, but to date young people are struggling to find their space in the economic activities of the country because of a lack of effective policy implementation strategies.

2.3.4. Policy Evaluation

Policy evaluation "yields policy relevant knowledge about discrepancies between expected and actual policy performance, thus assisting policy makers in the policy assessment phase of the policy making process" (Dunn, 1994:19). On the other hand, Cloete (2004:247) defines policy evaluation as "a process of finding out about a public policy in action, the means being employed, and the objectives being served". Evaluation should be used to analyse and clarify policy. According to Anderson (2000:261), "Policy evaluation encompasses the estimation, assessment or appraisal of a policy, including its content, implementation, goal attainment and other effects". Schwella (2015:329) sums up this stage as "a stage whereby all other phases of the policy process are evaluated and reviewed".

Policy evaluation is a process whereby evaluators critically observe the policy to create debate and dialogue about policy implementation and policy content. Through this process, the policy may be challenged in terms of the technical approach followed in its formulation and implementation. Evaluation is not meant to look only at the limitations and shortfalls of the policy, but to provide alternatives to improve policy implementation and practice. According to Cloete (2004:248), the following are the reasons why policy evaluation should be done:

- to measure progress towards the achievement of policy objectives,
- to learn lessons from the project/programme for future policy review, redesign, or implementation strategies,

- to provide political or financial accountability,
- to better advocate a cause, and
- for public relations purposes.

The policy evaluation process is an all-inclusive process that reviews and evaluates all phases of policy process. Evaluation “serves to inform decisions about the maintenance, succession or termination of the evaluated policy” (Schwella, 2015:329). According to Pal (2017:2), “Policy evaluation is crucial to the policy or program; opponents and supporters work hard to get the evaluation results they need to strengthen their case”; moreover, “it serves as a standards-setting guide for planning and implementing evaluations in government institutions (Planning, Monitoring and Evaluation, 2019:11).

In addition, policy evaluation is essential in providing guidance on the performance of the policy. Through the exercise, the analysts will be able to determine the need for improvement on the present situation; it can also determine the need for a policy – whether it is still relevant or necessary. Hence, at this phase of the policy process, policy analysts decide the fate of the policy. The CDC (2012:1) states that policy evaluation “is the activity through which analysts develop an understanding of the merit, worth and utility of a policy”. The process enables them to reflect and decide to halt the implementation, or to continue with it. Through this process, the effectiveness and efficiency of the policy are scrutinised. The exercise further enables the policy analysts to gain an impression as to whether the policy reached its projected outcomes. The evaluation process also validates the importance of the policy and the impact on the people who the policy is attempting to service.

During the policy evaluation stage, the analyst looks beyond the policy and attempts to analyse the environment in which the policy is implemented to ascertain whether the environment is conducive to achieve positive results. Allocated resources form part of the factors that policy analysts should evaluate to ensure that the available resources are adequate for the successful implementation of the policy because lack thereof could hamper the outcome. At the same time, policy evaluation is beneficial in that it will produce the following benefits:

- It will provide precise assessment of the nature and extent of the impact that can be expected and thus help planners identify the projects likely to produce the best return on the resources invested;
- It can show that the observed changes were not due to the project and thus avoid investment in projects that are unlikely to produce the desired benefits;
- It can assess the factors contributing to project impact and thus help planners improve project design;
- It will identify those groups who tend to benefit least from certain kinds of projects and thus propose special measures needed to encourage these groups to participate; and
- It can estimate the time during which the impacts are likely to occur and thus increase the precision of project analysis procedures (Cloete, 2004:248).

Additional benefits are provided by Cloete (2018:276) that evaluation provides the necessary information on progress and performance to:

- Provide an on-going picture of progress
- Maintain high standards
- Ensure resources are used effectively
- Plan workflow to stay on schedule
- Identify problems and solutions proactively
- Identify opportunities
- Establish and maintain a record of events
- Motivate staff by illustrating the purpose of their work; and establish a baseline.

The decision makers should however consider certain factors before they embark on an evaluation process because it can be costly. Policy evaluation must have clearly defined reasons for the exercise. They will have to determine why it is necessary for the policy to be evaluated. For instance, in a case of youth development policies the reason for the evaluation will be to establish the reason for a lack of synergy between the implementation output of the policies and the actual outcomes; hence, all efforts aimed at youth empowerment do not bear the expected outcomes. They will have to indicate exactly what they want in the evaluation; for example, what is the problem with the youth development policies? The decision makers will also have to assess whether the results of the evaluation will have a bearing on future policies. The

evaluation of policy, just like any exercise, needs adequate resourcing for justice to prevail and the government will be expected to fund the process.

The public policy evaluation process can be conducted at all levels of the policy process to ascertain whether the path taken is correct and review timeously in case the outcome is not the expected one. The process must have time frames for the effective utilisation of resources. The benefit of this exercise, as Dunn (1994:19) puts it, is that "evaluation yields policy relevant knowledge about discrepancies between expected and actual policy performance, thus assisting policymakers in the policy assessment phase of the policy making process". Furthermore, the evaluation process "improves policy performance, improves accountability, improves decision-making and generates knowledge" (The Presidency, 2015:8). The issue of knowledge has already been highlighted by Dunn and the factors that were raised by the Presidency are linked to good governance because they highlight the basic principles in governance, as will be observed in later Chapters of this study.

According to Anderson (2000:262), governments use systemic evaluation to assess their programmes because "systemic evaluation seeks information on the effects of a policy or program on the public need or problem at which it is directed". The system could also be used in the evaluation of the youth development policies because the policies are about the social needs and the redress thereof. The evaluation of policies on youth development is another important factor that the study needs to focus on because if these policies were evaluated and monitored continuously, the policy implementers should have noticed the low growth in youth development and the poor impact in terms of job creation. Furthermore, in the South African context, policy evaluation's main purpose is "to promote quality evaluations, which can be used for learning to improve the effectiveness, efficiency, relevance, coherence and impact of government interventions (Planning, Monitoring and Evaluation, 2019:11). The stated purpose is what should be driving the government to relook the youth policies to assess their effectiveness and efficiency. The question is how committed the government is to the policy evaluation process. However, there has been an admission by the government that "evaluations were not conducted widely in government" (Goldman, 2015:5).

Mastery of the policy process affords policy developers an opportunity to brainstorm the problem and suggest possible solutions. From the identified solutions, policy developers can make informed decisions about the value of each suggested solution or approach to the problem at hand. Policy process provides an overall impression of what the policy development is all about and how to approach it. The exercise is important for the public service because government policies are about ensuring proper service to the people. Despite its value in the public service, policy process is criticised for “its descriptive inaccuracy because empirical reality does not fit with the classification of the policy process into discrete and sequential stages and the lack of defining elements of a theoretical framework; it does not offer causal explanations for the transition between different stages” (Werner and Kai, 2007:56).

Policy process remains important in that as an administrative task the transference of the political mandate to policy developers should be clear in order to avoid ambiguity because if the message is not clear the developers might fail to address the actual problem; thus, ending up with an irrelevant policy that does not cater for the needs of the society. Lastly, policy process offers guidance in terms of policy development and key stages in the process.

2.4. Policy Analysis

Dunn (in Schwella, 2015:331) defines policy analysis as “a process of multi-disciplinary inquiry aiming at the creation, critical assessment and communication of policy-relevant information; as a problem-solving discipline, it draws on social science methods, theories, and substantive findings to solve practical problems”. Walker (in Brajshori, 2017:50) defines policy analysis as “a rational, systematic approach to making policy choices in the public sector”. Policy analysis is considered an investigative process; and, it is about the creation of acceptable and relevant policies. Through policy analysis, the government can determine the effectiveness of the policy and identify the defects within the policy. Cochran and Malone (2014:3) state, “Policy analysis describes the investigations that produce accurate and useful information for decision makers”. Policy analysis thus enables decision makers to assess whether they achieved their set goals or not. The exercise affords decision makers the opportunity to ascertain if the policy implementation inputs are in line with the planned policy outcomes.

Moreover, the process of policy analysis assists decision makers to identify problems to formulate policies that will best address the challenges within society. Dunn (in Schwella, 2015:331) indicates that policy analysis is designed to provide policy relevant information on the following types of questions:

- What is the problem and potential problem to be solved?
- What are the expected outcomes?
- Which policies should be chosen based on probable outcomes and the costs and benefits of these outcomes?
- What policy outcomes are observed?
- Did the policy reach its objectives?

Policy analysis is a political role that requires politicians to ensure intense consultation with citizens because they rely on communities for political mandates. Political mandates thus influence public policy design and implementation. The process is viewed by Marume, Jubenkanda, Namusi and Madziyire (2016:52) as "an aid or useful tool for both elected political office-bearers and top appointed public policy-makers to make decisions and thus eventually conceptualise, digest and adopt policies that will be in the public interest". It could also be valuable in an oversight role, which is political office bearers' responsibility.

Analysis further enables policy makers to study and learn from the policy content to improve the processes. Moreover, it plays an important role in helping to define and outline the goals of a proposed policy, and in identifying similarities and differences in expected outcomes and estimated costs with competing alternative policies (Sibony, 2021:2). Policy analysis is therefore imperative in governance and, in this study, policy analysis is required to investigate the shortcomings that contribute to a lack of synergy between the implementation of youth policies and the dire needs of young people, especially regarding empowerment and development. Therefore, it is required of analysts to be critical and creative in deciding on alternatives. They must strive to stick to scientific values, especially objectivity. They will have to be inventive, imaginative and possess good judgement of the situation to provide constructive feedback and direction going forward. As Roux (2002:433) rightly puts it, analysts must do the following:

- keep all assumptions open to questions,
- aggressively seek divergent views, and
- ensure that the inquiry is not biased in favour of an outcome.

The basic aim of policy analysis is the provision of information and a search for divergent views on an issue. The information gathered can be used in decisions on future policy directives. Policy analysis can be approached in different ways and the following are common approaches that are followed in policy analysis:

- Policy content analysis – focused on the origin, intentions, operations and development of specific policy areas.
- Policy systems analysis – concerned with how the input of planning data and the relationships and interactions among various political, governmental and other organised collectives in a society affect policy formulation.
- Policy issue analysis – aimed at specific policy issues for which the government has responsibility; analysts follow a specific methodology to solve policy issues.
- Policy outcomes analysis – the purpose is to change, regulate, improve, or preserve the conditions of society or the lifestyle of individuals.
- Policy values analysis – focused on the importance of examining the underlying values and morality of certain policy decisions and actions as major considerations in policy analysis and policy studies (Wissink, 2004:78).

When the focus of the analysis is on content, the analysts will be descriptive in their approach because they will attempt to provide the details of the source of the policy content and the importance of the policy and its purpose. Analysts who follow this approach will indicate how the policy operates. In the case of youth development policies in South Africa, the analysts will focus on the origin, providing information on the historical background of the country and how the history influenced the present; hence, the adoption of the youth development policies. The information gathered will indicate the reasoning behind the adoption of the policies. The main questions that will be answered by this approach will be, why the policy, and what led to the policy? In addition, how will the policy be applied, what are the expectations, and how will they be achieved?

Policy systems analysis will be concerned with who was involved and engaged in the policy process. In addition, how the inputs were gathered through planning. The relations of stakeholders and society in policy formulation will also be considered. If the approach were to be applied to the current youth development policies, the focus would be on who was involved in the policy formulation, how they relate to the conditions of young people, and how they value the importance of youth development within the society.

Policy issue will focus on a specific issue, which is a government responsibility, and decide on how to tackle the issue following a prescribed method. Regarding the youth development policies, the focus would be on what the issue at hand is. The issue would be that youth development outcomes do not match the output, and then, what is the problem. The analysts would focus on the policy problem and attempt to resolve the problem without looking at the history of the policy.

Policy outcome analysis will focus on the effects of policy implementation – whether the policy brings the expected results or not. Outcome analysis is more related to monitoring and evaluation in the sense that outcome cannot be determined before implementation. Through this analysis, the analysts will be able to make recommendations on whether to proceed with the policy, to terminate it, or to review it. The South African situation under discussion in this work relates well with the outcome analysis because the policies are in existence and implemented but the outcome is not positive. As a result, the situation calls for policy analysis for analysts to determine whether the policies are effective or not?

Policy value analysis is quite challenging in public policy because communities are mostly heterogeneous, and the question is whose values should be considered in public policy decision-making. However, in the South African situation the policy makers align the value system to the values that are enshrined in the Constitution as the supreme law of the country. When considering issues of youth development, the focus will be on the equality clause, which condemns all forms of discrimination and emphasises the importance of human dignity. The development of young people plays an important role in the restoration of their dignity; hence, the consideration of the Constitution in this regard. According to the critical theory, policy analysis can be linked to Habermas's concept of communicative infrastructure, which deals with human

thought that determines the purpose in mind (Fuch, 2015:4). The analysis of policy enables analysts to think of alternatives and to make assumptions on the anticipated future that benefits young people. Therefore, the communication is central in policy analysis because through engagements, data capturing become effective and informative. Analysts can make judgements and evaluations and take practical actions through the communicative infrastructure.

Apart from the common approaches that can be applied to public policy analysis, policy analysts follow the following types of analysis in the process of public policy analysis:

- **Behavioural analysis** – aimed at determining the role of human factors in producing a certain type of policy, rather than another; it incorporates people's attitudes, perceptions, values, motivations, and patterns of interaction to explain variations in public policy.
- **Correlates analysis** – analysts take the content of public policy as their independent variable; they attempt to explain why different political units, such as nations, states, provinces and local government, have different policies by exploring the relationship between those policies and the political, social and economic characteristics of a given political unit.
- **Decision analysis** – the analysis is aimed at identifying the problem on which a government is required to react, to design alternative responses, and to ascertain the probable costs and benefits associated with each alternative.
- **Institutional analysis** – the analysis is designed to discover whether and how institutions bend the rules in favour of certain types of public policy and against others.
- **Impact analysis** – is designed to discover what the actual effects of policy have been; it focuses on policy impact, demand generation, demand aggregation and the articulated stages of policy process.
- **Process analysis** – the analysis includes case studies on how demands are generated, how interest groups are formed to press demands, how policy options are defined, and how decisions are made on the choices to be adopted (Fox, 2006:79).

If these types of analysis were to be used in the interpretation of the implementation challenges of youth development policies in South Africa, the behavioural analysis would focus on the behaviour of young people because of the socio-economic factors that are associated with lack of employment and skills. The analysts would have to engage the youth and analyse their attitude in relation to their situation. They must ascertain if the youth are still motivated and believe in the effectiveness of the policies. The youth would be expected to share their perceptions about the youth development policies for analysts to determine the effects of the policies on their behaviour, considering the existing inequalities and impact of poverty amongst them.

Correlate analysis will allow the analysts the opportunity to investigate the content of the policy against the implementing political unit. The analysis will also enable the analysts to detect the commitment levels of the political party in office. Furthermore, the correlate analysis enables the analysts to ascertain whether the policy reflects the principles espoused by the ruling political unit. The outcome will indicate whether the ruling party can prioritise the content of the policy in question. Regarding youth development policies in South Africa, the correlate analysis appears irrelevant in that the policies in question are the product of a transformation agenda that is spearheaded by the same ruling party. However, the analysis can still provide some clues in terms of office bearers' understanding of policy and their responsibility to ensure effective implementation of the youth development policies. According to Marume et al. (2016:53), analysis's main goals are "deliberately examining public policy control systems; detaining the systemic and meticulous act of monitoring by authorised knowledge of public functionaries at given times of all administrative activities". The exercise entails conscious analysis "to determine their suitability, comprehensiveness, relevancy, reliability, appropriateness and applicability" (Marume et al., 2016:53). Policy analysis assists office-bearers to "deal with those priorities agreed on during the problem identification process … priorities should be ranked according to their urgency and importance" (Serban, 2015:7).

The decision analysis is more about assisting the governing party to identify the problem that hampers the implementation of the policy. The analysis will pinpoint the actual problem to tackle. The decision analysis requires precision from the analysts to ensure that the identified problem is the actual problem, because a wrong diagnosis will lead to an irrelevant solution. The analysts who embark on this analysis should

also be accurate in the diagnosis of the policy problem considering the cost effects of the analysis. Failure to identify the real problem would be costly and time consuming, while accurate problem identification would be beneficial to the government. Marume et al. (2016:52) state that analysis “measures the costs and benefits of the existing policy and various policy alternatives and evaluates actual practical results, and/or proposed governmental activities”.

The decision analysis should enable analysts to decide on and design relevant alternatives. In term of youth development policies, the decision analysis is important because it will enable the analyst to identify the problem within the policy, rather than discard the whole policy. It provides an opportunity to focus on the problem and deal with the actual problem before they consider alternatives to the policy. Serban (2015:4) concedes that its “problem solving approach establishes the means of collection and interpretation and some attempts to predict the consequences of alternative courses of action”. Therefore, policy analysis is important for policy makers because it enables them to gather information and consider available options.

Institutional analysis will focus on the institution, and how it bends rules to accommodate certain priorities or policies, which are popular in it. The analysts will base their analysis on the institution, and how its functions. Through this exercise, they will be able to pick on the institutional practices that are common and how certain rules are bypassed to prioritise others. According to Morestin (2012:1), policy analysis assists policy makers to “promote the adoption of public policy; playing a role of advocate, guided by organisational mission”. In relation to youth development policies, the analysts will get an opportunity to assess the institutional practices from within and decide whether the policies are adhered to and, if not, how the institution avoids the prescribed policies. An institutional analysis is more relevant when it is done within an individual department and government institutions.

An approach that could be adopted is an “analycentric approach to enable them to focus on individual problems and their solutions; the scope is the micro-scale, and its problem interpretation is usually of a technical nature” (Serban, 2015:4). Pal (2017:2) states, “Policy analysis is openly prescriptive and serves to monitor government activities”. The analysis will enable the government to identify specific problems and determine if the institution has reserved opportunities for young people, as prescribed

by the Youth Accord of 2013, within the institution. Its prescriptive nature allows for more involvement in that it allows the government to prescribe and define the way forward regarding what must happen with the youth. The information that will be gathered through the institutional analysis will be highly valuable in terms of detecting compliance within government and state institutions of youth development. In support of this notion, Marume et al. (2016:53) state, “Public policy analysis consciously analyses in a systematic manner public policy themselves in order to determine their suitability, comprehensiveness, relevancy, reliability, appropriateness and applicability”.

Impact analysis looks at the impact of the policy, which was implemented, as to whether it bears the expected results or not. According to Oliver and Parolin (2018:1), “Impact assessment aims to identify potential and actual changes which occur following the introduction of a policy”. The impact can be either negative or positive. The analysts focus on the demand created by the policy and on how the policy addresses that demand. In terms of youth policies, the analysts will have to determine the effects of the youth policies in empowering and developing the youth. The impact of the policies will be based on the output – whether young people are empowered in various skills or not. Presently, it appears as if the envisaged objectives of the youth development policies are not achieved when considering the outcry regarding youth unemployment. Graham and Mlatsheni (n.d.:51) stated, “In the first quarter of 2015, the official youth unemployment rate was 37% for youth between the ages of 15 and 34 years”. Impact analysis will investigate the reasons why there is no synergy between government efforts and the output. Through impact analysis, the analysts will be able to decide as to whether there is a need for policy review, or the policy should be discarded and new policy be put in place. The analysts also have the option of looking into the available alternatives to achieve the objectives of the policy and to address the problems identified.

Process analysis will focus on the policy process and study the case studies related to the policy. The analysts will also investigate the policy options. They will decide on the choices that can be made to support the policy process. For instance, if a South African government department fails to implement the Youth Policy, they might consider the implementation of the National Youth Service as an alternative because their objectives are similar; the only difference is the approach. When analysing the

process, the analysts will also consider the role of interest groups; hence, it will be important for them to analyse how these groups are formed due to the pressure that they exert on the government when policy objectives are not met.

2.5. Youth Development Policy Challenges in South Africa

The study of public policy is the outcome of the concerns registered by various stakeholders in trying to convince the government to do something about the conditions of young people and ensure that they become part of the socio-political and economic programmes of the state. Despite all the good policies that were developed and adopted by the government since 1994, it is noted with concern that "mainstreaming and integrating youth development into the work of state organs and the private sector has not been optimal; civil society has also played a limited role in youth development, largely due to lack of funding and loss of leadership to government and sectors that remunerate better" (NYP, 2015:4). The above admission by the government, that previous policies did not yield the expected outcome in that young people are not integrated in the work of the state organs and mainstreaming is a challenge, it prompts the discussion into public policy. The questions are "What is the role of public policy if such policy is not going to assist the government to provide for citizens to address the imbalances of the past?" and "How can the government expect the private sector to buy into youth development if the public sector is failing to deliver on this mandate?" These questions drive the investigation of youth development policies against the prescripts of the state.

The NYP 2020 has identified policy specific challenges that hamper youth development policy implementation in South Africa. The following challenges are placed at the centre:

- The National Youth Service (NYS) is limited by current coordination mechanisms, lack of funding, and the structure that is tasked with implementation has limited capacity.
- The Integrated Youth Development Strategy (IYDS) was never finalised, and it was meant to provide a blueprint for the public sector, civil society, and private sector to implement youth development programmes.
- Limited work was done to lobby and advocate for the development of programmes that would respond to the policy objectives.

- The NYDA Act of 2008 is a Section 75 bill, which means that it does not affect the provinces; this limits the organisation and departments from effectively lobbying and coordinating youth development at a provincial level.
- The absence of a regulatory framework for youth work has played a major role in limiting the policy's implementation (NYP, 2015:4).

It becomes clear that from the onset that the South African public policy-making process neglected key issues in policy implementation. Effective implementation of any policy requires dedicated resources, including budget, skills and expertise. If a policy is not fully supported, it will not yield the necessary outcome because it will struggle in terms of pulling the support base for buy-in. Hence, the Department of Planning, Monitoring and Evaluation decided to "create broad buy-in across government to stimulate demand for evaluation and leverage on the scarce evaluation skills in South Africa … the coalition was used to build intergovernmental commitment to the system" (Goldman, 2015:5).The fact that youth development policies do not receive financial backing is a weakness in terms of policy implementation; it can also be regarded as an indication of the lack of commitment on the part of the government. The issue of funding is raised in the NYP 2015-2020 in relation to the South African Youth Council – that the organisation is facing financial and human resource challenges, and the challenges prevent the organisation from discharging its responsibilities (NYP, 2015:30). The NYP further raises the funding issue concerning social cohesion programmes, making specific reference to the NYS, as an anchor programme for youth development, which is without dedicated funding (NYP, 2015:4). Capacity building and advocacy requires support from the government and a dedicated budget. The strategies that are prescribed, together with the targets within the NYP 2015-2020, can only be achieved through proper backing from the government.

Evaluation and analysis of the NYP 2015-2020 should therefore consider reviewing the implementation challenges of the policy because if mechanisms for effective implementation are not stipulated the government remains with the challenge of poor delivery of policies. The exercise of evaluation and analysis will enrich the policy makers with vast knowledge that would work to the benefit of the youth. As Sibony (2021:2) rightly puts it, "Policy analysis helps public officials understand how social, economic, and political conditions change and how public policies must evolve in order

to meet the changing needs of the changing society". If additional funding cannot be received it remains the duty of the policy makers to decide on policy review to tap into the National Youth Fund, which is the responsibility of the NYDA, according to the Act. Consideration of new funding models will be informed by the review based on an analysis of the policies that are available. As much as there is agreement that the policies are autonomous, policy makers need to work on the synergy and integration of the policies for better delivery and positive outcomes.

Finalisation of the Youth Development Strategy, which is the fundamental tool in the implementation of the youth policies, is another drawback in effective and efficient policy delivery. The Strategy should define and prescribe the implementation model for youth development; if the Strategy is not final, then the policy implementation will be haphazard because implementers are not guided adequately. The urgency of the need for the Strategy is informed by the fact that the policy is a comprehensive and broad directive and through the Strategy, the policy can be contextualised and be put into perspective. Without the Strategy, the government cannot convince the private sector that youth development is possible and can bring about positive results. The Strategy can assist government departments to design youth focused programmes and initiatives that will be in line with the national strategy.

Policies are frequently implemented through programmes; and, programmes consist of different activities of the government in a formally coordinated way through ongoing activities and projects (Van Baalen and De Coning, 2004:216). The programme forms part of the overall strategy of the government, and without the Strategy, action is unrealistic. The lack of the Strategy deprives the government from creative and practical ways in which the private sector can be involved when asked to intervene in youth development.

To get buy-in from the private sector, government youth development policies should contain measures that would enable the private sector to realise the responsibility they should carry in employing the youth and providing experiential training and any form of development deemed necessary. Through regular consultation and engagement, the government can lobby private companies to avail opportunities for youth. According to the NYP (2015:18), "Large companies should be engaged to set clear commitments in terms of opening the workplace for young people who require

internships, apprenticeship and work-integrated learning opportunities". Lobbying of the private sector is prescribed as a role of NYDA. The Act stipulates, "The agency must lobby companies and close corporations which employ more than twenty employees and civil society organisations to implement youth development priorities established by it" (NYDA, 2009:10). However, the Act does not indicate how the Agency should handle the lobbying aspect. Lobbying requires the capacity to influence and the capacity of the Agency to carry this responsibility is still unconvincing. Again, the NYDA is a Section 75 bill and this limits its lobbying capacity to national level. The NYDA is not able to carry the lobbying mandate because there is no strategy to support that move.

The NDP - Vision 2030, on the other hand, has three priorities, namely

- raising employment through faster economic growth;
- improving the quality of education, skills development, and innovation; and
- building the capability of the state to play a developmental role (NDP Summary, 2012:17).

These priorities can be regarded as a vision that the National Planning Commission aspires to achieve in terms of youth development. The Plan outlines the requirements for economic growth and youth development and it also acknowledges that "policy changes may be necessary, but in most areas it is about getting the basics right, implementing government programmes, holding people accountable for their actions and finding innovative solutions to complex challenges" (NDP Summary, 2012:18). The need for some policy changes in youth development might be because the government sector is unable to carry out the prescriptions of the NDP. Again, the prescribed actions in the NDP are too broad and not specific. The NDP is also too strategic and there is a need to break it down and place it into operational level. Moreover, the Plan outlines actions that must be taken, but it does not stipulate in terms of responsibility and targets.

The current youth development policies are focused on redress and balancing the imbalances of the past. As indicated in the introduction of the NYP, what it required is "an approach that moves away from passive citizenry towards a socially and economically included society in which people are active champions of their own development supported by an effective government". One of the principles of the

NYDA Act recognises the following: “Youth has been affected by the imbalances of the past and the need to redress imbalances through more equitable policies, programmes, and the allocation of resources” (NYDA Act, 2009:6).

The Constitution provided the basic framework for the youth development policies and the values that are enshrined in the Constitution dictated the approach for the development of youth policies; therefore, youth development policies in South Africa are regulatory. The policy developers were informed by history when developing these policies. The fact that there is no synergy between the output of these policies and the inputs may be indicative of the need to review these policies. The issue of synergy is based on the NYP’s admission that “there is lack of a clear mandate and fragmentation, resulting in duplicated responsibilities and focus areas” (NYP, 2015:9). The government needs to assess its relevance and context now that the country is more than 20 years into democracy. Millions of young people are unemployed, meaning the process of redress did not happen because the unemployment rate remains high, skills shortages remain a challenge in South Africa, and policies are not delivering as expected. According to StatsSA (2020:3), “Youth unemployment is a major national challenge that needs urgent and coordinated responses to address it; above all, a comprehensive strategy for youth employment”. The call for the strategy paints a dire scenario; this situation calls for policy review or policy change depending on the intensity of the problem, and the unemployment challenge must be re-adopted into the government agenda as a priority. According to Meyer and Cloete (2004:290), the following are reasons that can be cited for policy change:

- A changing environment – the forces in the social, political, cultural, and technological environment put pressure on policy makers for changes. Policy change is a reaction to changing problems or other perceived defects in the status quo.
- Changing public opinion – changing values, perceptions, beliefs systems and/or patterns of behaviour, on the other hand, shape public opinion. The media can play a dominant role in this regard.
- Changes in the demands of the government – over time the government receives new needs and demands from society and these demands put pressure on the policymakers to bring about change.

- Changes in the resource base – the availability of resources for solving problems also changes.
- The changing nature of institutions – the changing nature of institutions puts a question mark behind the continuation of such functions as the current thinking is dominated by the core business debate.
- Changes in political leadership – policy changes in the government are notably the result of political leadership change. The most drastic change is when one party is being replaced by another as the ruling party.
- Changes in policy solutions or service delivery strategies – the conventional wisdom about services suggests that the government should be the main provider of goods and services.

These reasons are some of the factors that the South African government needs to consider in attempting to revive youth development policies and ensure the effectiveness of these policies. These reasons can be cited at any point of policy development, especially because the political environment and dynamics are not static. Changes in the political landscape will always influence policy change. From 1994 to date, the country has evolved, and it is possible that the environment then and today is different. Thus, a new and relevant approach is needed to ensure positive results in as far as youth development is concerned. The political opinions and belief systems about youth development has changed, so has the youth's demands; therefore, change is important. The social demands have also changed. The post-94 government was more concerned about reconciliation and now there is a need for economic growth. These issues must be considered when dealing with policy development. One important aspect is the fact that policy change might affect service delivery, one way or another. Therefore, policy developers need to evaluate the present policies to determine their worth in terms of service delivery because the youth development policies are tools that should enable the government to deliver effectively and efficiently. The achievement of this mission depends on politicians and administrator "working cooperatively and mutually towards the promotion of common good for all citizens" (Mehlape, 2018:326)

The leadership changes in 2008 may have impacted negatively on the implementation of the youth development policies in South Africa. According to Cheeseman (2020:1),

“Leadership change results in an initial wave of optimism, but ongoing political challenges and constraints mean that it is often a case of the more things change the more they stay the same”. The South African unemployment problem is worse because, since 1994, the country has always been under the leadership of the same party. Even though the changes were from within the governing party, the fact that the changes happened abruptly may have been a drawback because the country did not prepare for those changes. The governing party is not strong on continuity. This matter raises serious concerns because “leaders matter in ensuring growth, since more competent leaders are more likely to enact better policies for increased growth” (Sackey, 2021:1). Lack of continuity disables leadership and denies the public from realising changes in their livelihood because programmes are left unattended to and incomplete. When there is continuity in leadership the impact can be realised, and better assessment of development can be done. However, in South Africa, poor leadership was reflected in the upper echelons of leadership, especially during former President Jacob Zuma’s era. Leaders competed for control over resources and positions of influence and ratcheted up pressure on institutions (Levy, Hirsch, Naidoo and Nxele, 2021:1). Leaders lost focus on what is primary and focused on their selfish gains that led to poor service delivery and failure to achieve what was promised, but most importantly, to secure possible employment and a better future for the youth. Programmes were never given the priority they deserved because with every leadership change, the priorities changed. Each leader brought his/her individualised programmes, and the beneficiaries were the ones who suffered most. In any leadership process, there must be an element of policy management to control the development.

Public policy management is dependent on systemic institutional arrangements. Moreover, public policy management is crucial because governance efficiency and effectiveness can be measured and observed through the functionality of the policies. The notion is supported by the NGP, which states, “Policy alignment should be promoted, and procurement processes improved” (Meyer, 2013:20). The approach is linked to the institutional theory, which will be discussed in Chapter 3, in that it advocates for institutionalised governance based on proper controls, systems and procedures. It is a governance responsibility to ensure sound policy development and design. The success of these policies again lies with good governance to achieve the

necessary results. Therefore, if policies are ambiguous, governance fails, but clear and achievable policy content enables good governance. For governance to succeed in public policy management, there is a need for institutional capacity building to ensure that those responsible for public policy at all levels of governance understand their roles and what needs to be done. After all, public policy is “a course of action designed to attain an objective” (Marume, 2016:7).

Institutional and stakeholder capacity building on public policy content is necessary and must be prioritised. Policy makers and policy implementers must be aware of the implications of every decision they take regarding policy. They must know that they are responsible and accountable to the government and the public. According to De Coning, Cloete and Wissink (2000:245), “The prevalence of policy making and the increased need for rationality and optimality in government as well as informed decision-making result in some government functionaries, and in some cases, public managers having to display advanced policy analysis and management skills”. The notion is carried forward by Charbit (2011:5), who states that governments must “improve capacity and co-ordination among public stakeholders at different levels of government to increase the efficiency, equity and sustainability of public spending”.

The functionaries or public policy managers responsible for public policy must possess knowledge and expertise in policy management, covering aspects such as policy process and policy analysis, and a vivid knowledge of what policy is. They also must have knowledge of the role players in public policy and their constitutionality. In addition, functionaries should have content on the legislative frameworks that guide each policy they are dealing with and the expertise can only be acquired through capacity building.

The dual nature of policy making (internal and external policy) has an important bearing on one’s understanding of the public manager’s role as a policy maker, although the cognitive process of decision making for the internal and external policy issue is assumed to be the same (Wissink, 2004:343). The expertise and knowledge enable these managers to influence policy related to their line of duty and own up to the decisions they make regarding policy issues. In addition, leadership must be performance related, emphasising traits such as trustworthiness, reliability and

empathy because these traits have a discernible effect on the leadership quality and the perception of followers (Schmitt, 2009:6).

A question one might ask is whether South Africa is not in a stage that Mc Connell (2010:227) regards as “good politics but bad policy, referring to successful politics but unsuccessful programmes”. A policy like the NGP, which is more about ensuring the creation of jobs and retention of existing opportunities, is criticised for “it focus on government interventions rather than on creating an enabling economic condition for successful private sector initiatives” (Meyer, 2013:21). These policies were adopted with the hope that they would support the government’s mission. This discussion shows that policies do exist, but the direction that is taken is not moving the country forward. The question is informed by the poor delivery in terms of youth development policies and the failure to achieve the objectives of these policies in the country. Public office bearers have adopted policies that sound and look good on paper, but the deliverables reflect a different scenario. Therefore, there is the challenge to reflect on whether youth development policies indicate the following:

- Durable success: policies that fall short of their aims to a small or modest degree;
- Conflicted success: policies that display quite substantial departure from original goals and/or because the issue itself is intrinsically controversial; and
- Precarious success: policies on the edge of failure; there are major shortfalls or deviations from the original goals (Mc Connell, 2010:226).

If South Africa’s youth development policies are not yielding the results as per the objectives and the goals of the policies, then analysts must establish the cause, to grasp the problem. In the analysis, the analysts will also have to evaluate the extent of the achievement of the goals to rate the success accordingly. The outcome thereof will provide a conclusion as to whether the policy deliverables are showing durable success – meaning the success rate is limited or minimal. Then, they can decide on whether to review the strategy or not.

Policy should always be a product of facts and knowledge and be based on reality. However, it should be kept in mind that despite everything, government policy will always be based on political sentiment because public officials, in striving for impartiality, cannot influence political policy (Marume, 2016:9). The policy analysis

might reflect conflicting success; that is, when the policy outcome reflects divergence from the original goals. Divergence can be a result of many factors such as a lack of commitment and determination by the implementers; the policy is not aligned to the political ideology of the ruling party; implementers' lack of capacity; or policy content that is ambiguous and impractical. Critical theory would therefore question the approach on policy analysis if the analysis process meets the required standards.

2.6. Conclusion

The existing youth development policies in South Africa are a result of the radical political transformation that led to the first non-racial elections in 1994. The policies were about redress and the eradication of the discriminatory policies of the past that denied certain groups some privileges based on their race. The current youth development policies' content shows an intention to address the imbalances; however, the education and skills gap created by the apartheid laws seems greater than the capacity provided in the structure of youth development policies. The reasoning behind this suggestion is the high levels of unemployment in South Africa, especially among previously disadvantaged youth. Again, the ruling party seems to have lost focus on the implementation of the very policies they adopted, or the structures that are tasked with such duties seem to lack capacity in ensuring that the policies are implemented effectively and efficiently.

It is incumbent on the policy makers to consider the contributory factors to negative growth in the implementation of South Africa's youth development policies. The policy makers could consider all the factors in policymaking, starting with the relevance of the policy theories that were followed to reach a conclusion on policy content and priorities. All the stages in the policy process need to be reviewed to ascertain the gaps and the limitations in the implementation of the youth development policies in the country. Attention can be paid to the motives for policy formulation and the actors who were considered in this regard. The focus on the way in which policy makers draw lessons and improve their practices emphasises the unique status of practical considerations and experience in policymaking (Grin and Loeber, 2007:203). The approach is what is encouraged by the phenomenological approach, as it enables the policy makers in this case to understand the problem and the cause. The approach should be followed with all stages of the policy process. The policy makers will put the

youth's plight on the agenda with the hope that policies will be designed to meet the current situation and conditions. Afterwards, the design of the policy will be actualised through delivery of the policy to its beneficiaries.

The review of the policy process, which happens after implementation, will enable policy makers to provide a thorough analysis of the policy problems that hamper successful policy implementation. When a thorough analysis is done, policy makers will be able to hand over the analysis report to those in the government to perform their governance role. When dealing with policy theory, a clear approach to investigate the benefits of integrating the theory content should be considered, to have a holistic approach to the theory.

The governance process will enable those in government to make decisions about the youth development policies going forward. Governance will have to come up with strategies in directing the youth development policies towards the empowerment and development of young people in South Africa, for them to become employable and skilled. The process will reduce the number of young people who are dependent on government to become self-sufficient and independent. The youth need policies that will allow them to use their creativity and innovation to curb the many challenges they face, and the solution lies in realistic policies and good governance.

The understanding of policy process depends on the knowledge of theories that guide public policy. These theories enable the policy makers to make a choice and decide on the appropriate theory to follow in decision-making. For this reason, the next chapter will focus on a detailed definition of policy theory and relevant theories that are applied in the public service.

Chapter 3: POLICY THEORY

3.1. Introduction

Those who aspire to study the policymaking process need guidelines and criteria of relevance to focus their efforts and to prevent aimless meandering through the fields of political data; the foundation thereof is policy theory (Anderson, 2003:10). Policy theory is fundamental to policy development and it informs the policy process. It is against this backdrop that it becomes essential to discuss policy theory. The discussion will include what policy theory is, and its relation and relevance to the study of public policy. The discussion will further focus on the theories that are used in public policy process and implementation. The study of policy theory will enhance the understanding of how policies develop and of the ideologies that inform certain policy decisions. Public policy is informed by political thinking, assumptions and ideologies that influence policy towards the achievement of a specific agenda or goal. These ideas are driven by those who believe in their strength and capacity to bring change in the public arena. These ideologies are known as public theories or models in public policy. The concepts, theories and models are used by most authors to refer to different schools of thought in public policy. The choice of theory indicates the researcher's preference and line of thought in policy analysis. The use of theory on governance is beneficial in that its main purpose is to explain, comprehend and interpret reality (Stoker, 1995:16).

The discussion in this chapter is on public policy theories and what they entail. Public policy theories are influenced by political approaches, ideologies and thinking. Different ideologies within governance present different types of evidence and the evidence collected influences the textual analysis or normative principles, which will develop into a theory (Stoker, 1995:5). Policy theories are informed by the need to explain 'why' certain things happen and 'why' the society responds in a certain way towards the events and activities of state institutions. The importance of public policy theories lies is their ability to assist analysts to analyse and interpret the behaviour of society within a certain context. The theories enable researchers to generate conclusions about human actions. They guide methodology and the status that the researchers give to their findings (Furlong and Marsh, 2002:21).

The study of political theory is informed by the diversity of approaches found in governance, all aimed at defining human action and thinking. Public policy is defined by a variety of approaches; hence, it is important that we study these approaches from a governance perspective because they are distinct but all work towards the interpretation and understanding of governance.

Public policy theory is defined based on the idea that "there is a pluralism of method and approaches out there that should not be denied, but it should not be isolative but rather interactive; it should be eclectic and synergistic" (Stoker and Marsh, 2002:4). These theories and approaches enrich and add value to the body of public policy and governance perspectives. They are assumptions that assist in the generation of models for social and political understanding. Hence, the focus of this chapter will be on public policy theory. The discussion will emanate from the definition of theory as a governance concept. Furthermore, the shift will be towards the identification of existing public policy theories, which are used to analyse social actions and behaviour. The discussion will attempt to study each theory according to its relevance to the issue of policy implementation in South Africa to determine the angle that each theory takes in trying to understand human behaviour in action and in policy content. The advantage of this approach is that the study of different theories is an exercise that demonstrates how a particular version of these concepts developed and was deployed in different theories – thus, telling us different things about how the world works (Blyth, 2002:292). The study will also help to provide an understanding of the relationships between different theories and of how they can be used interchangeably to interpret human action.

3.2. What is Public Policy Theory?

In general, theory is "a comprehensive, systematic, consistent and reliable explanation and prediction of the relationship among specific variables; it is built on a combination of various concepts and models and attempts to present a full explanation and even prediction of future events" (De Coning and Cloete, 2004:27). The implication of the definition above is that theories are holistic and systematic in approach because they are guided by certain rules to ensure the same outcome. Hence, theories must be trustworthy and produce the same outcome when applied under different conditions.

Therefore, the outcomes of theory application should enable a researcher to predict the output. Moreover, theories should be tested to determine the result.

On the other hand, theory is defined as “a body or a system of propositions about the casual relations that link together elements of the social, economic and political worlds … theory is usually based on claims about the nature of human action and power relationships and seeks to provide a coherent and consistent account of reality” (John, 2006:10). Anyebe (2018:9) highlights the importance of theories by outlining their role as guiding public policy studies, facilitating communication, providing explanations to policy actions, and directing attention to political phenomena, while directing thoughts and providing explanations for political activities. Hence, theories are about the expression of opinions and assumptions on the cause of human responses towards society, economy, and politics. Furthermore, theories attempt to provide a logical and consistent explanation of the reality of human action. Both definitions agree that theories are systematic and consistent, and that they should cover all aspects of human action. Anyebe (2018:9) expatiates on the definition of theory by emphasising what theory does, which is “to guide the study of public policy, to facilitate communication and to suggest possible explanations for policy action”.

Theories contain statements and assumptions that attempt to explain an action, event, or phenomenon. Theories further assist scientists to answer the question ‘why’ because they focus on attempting to provide reasons for human actions. Theories also focus on interpreting real life events, emphasising specific issues to give a description of events. Additionally, theories outline important factors to explain reality.

Sanders (2002:47) points out the importance of having a theory that is internally consistent, consistent with other theories, and capable of generating empirical predictions. Theories are not autonomous but work within the frame of others that share a common mission; hence, the importance of consistency. As tools that are used to interpret human action, theories must be evaluated and tested to ensure their validity and adequate evidence. Moreover, theories provide a platform for diversity and network expansion in research.

Policy theory has contributed in the development of the approach, perspective, and framework of public policy. The different approaches followed in explaining and defining public policy accelerated the evolution of public policy, and these approaches are termed policy theory. The main reason for the development of policy theory was "to find ways of overriding the debilitating effect to narrow specialisation" (Marsh and Stoker, 1996:289). John (2013:18) emphasises the importance of theorising by stating, "Adherents of perspective make their accounts more realistic by adding in features that address some common objectives". Trying to make perspectives realistic is an attempt at advocating for their viewpoints and justifying perspectives as relevant for implementation or adoption in the policymaking process.

Lasswell (in Smith and Larimer, 2009:29) argues that the main purpose of policy theory is to obtain knowledge of and in the decision processes of the public and civic order. The knowledge that is studied gathers information on systems, which are applied. Researchers learn from observations and experience on policy development and policymaking. Through policy, the researcher acquires insight in processes in policy decisions and reasons why some decisions are made and how the decisions were made. Policy theories approach public policy from a different perspective; as a result, there is no one approach that can be defined as adequately addressing all characteristics of a theory, as prescribed by McCool (in Smith and Larimer, 2009:29), that a theory must be valid, testable, heuristic, predictive, relevant, objective and honest. The reality is that not all theories are able to meet all the criteria as described above but possess only some of the identified characteristics. Despite their shortcomings, they remain relevant in the interpretation of human action because they enable a researcher to understand and grasp public policy directions. However, Smith and Larimer (2009:46) acknowledge that public policy does not have a unifying theoretical framework despite attempts to create a unifying framework. This is so because in theory, "public and private sectors serve very distinct functions in society" (Astrue, 2010:6). The theoretical intent and objective of each sector is different and targets the priorities of each sector.

Theories enable governance specialists to address the real problems of society by identifying and analysing the causes; while, the private sector is more concerned about capital gains and profits. The study of policy theory assists the field to address the

challenge of the lack of general agreement on what policy scholars' study as a key reason why the field is so intellectually fractured (Smith and Larimer, 2009:4). Failure to agree on what to study exposes the field to criticism and leads to the study being perceived as fractured. Policy theory therefore enables policy researchers to regroup and refocus.

Through the process of regrouping, the researcher looks for basic elements that make up a theory, as dealt with by Cairney and Heikkila (2014:364). The elements include a definition of the scope and the level of analysis detailing the features of a theory, a shared vocabulary, and defined concepts. The definition of the concepts will provide the context for such a definition. Theories further provide detailed assumptions and the relationship of common concepts or variables. Theories are further expected to be consistent in their definitions and use of vocabulary. Moreover, public policy theories must be tested for validity. Hence, a researcher must have a clear background on the development of a theory before accepting it as a theory.

Furthermore, theories contribute greatly by explaining policy process trends. They are developed to explain the changes in policy during stability, and the changes that occur over time in public policy; and, "they explore how ideas become prominent and institutionalised in policy system" (John, 2013:10). Additionally, they "direct attention to important political phenomenon" (Anyebe, 2018:9). Moreover, they contribute immensely in creating a platform for debate amongst researchers; thus, expanding the public policy approach and understanding. It is argued that in governance, epistemology and ontology are areas of dispute and controversy, and the use of theory generates hypotheses that can be empirically tested and, in principle, falsified (Marsh and Stoker, 2002:312).

3.3. Applicable Theories in Public Policy

The following section focuses on popular theories utilised by public policy researchers. Public policy researchers have a way of manoeuvring and making each relevant and beneficial to the broad study of governance. These theories are better seen as approaches that complement one another because after analysis of each one it will become clear that each of them has limitations that can be minimised by the other. The theories under discussion will be examined in the following sections.

3.3.1. Institutional theory

Institutional theory focuses on policy as the output of government as the ultimate decision-making authority; it emphasises constitutional provisions, judicial decisions, and common law obligations (Cochran and Malone, 2014:4). This is supported by Anyebe (2018:14) who indicates, “Institutionalism emphasises the formal and structural aspects of institutions … is in part of a set of regularised patterns of human behaviour that persists over time and perform some significant social function”. The main role player in this theory is government and its institutions. In addition, institutionalism can drive policy because the implementation of policies depends on the functionality of the government institutions. The theory gives a government monopoly over policymaking and policy decision making. The theory further provides a government monopoly over the enforcement and legitimising of policy decisions while downplaying the role of other role players, such as the private sector and interest groups, in influencing policy decisions. The notion is carried by what Hahn (n.d.:222) calls “the advantage of addressing basic questions that anyone who wishes to be politically influential needs to answer such as what unit of government or agency is responsible for what? And what are the lines of authority?”.

Institutionalism originates from the first broad approach of what is termed the political approach. According to Amenta and Ramsey (2010:17), when applied in politics, “institutions can be constraining, superimposing conditions of possibility for mobilization, access, and influence; institutions limit action and facilitate others”. Institutionalism is categorised in the same group of theories as behaviourism, rational choice theory, and institutionalism. The institutional approach formalises political operations and those who need to preside over the political (Stoker and Marsh, 2002:9); and, “they argue that institutions matter in shaping interaction” (Marsh and Furlong, 2002:37). Institutionalists further value institutions and are aligned to governance in the way they run their affairs. Their focus is on processes in the public space and they see institutions as responsible for shaping the politics of society. If applied in youth unemployment, the theory would support the NYDA as an institution that is assigned to focus on youth issues. It would ensure compliance and the effective implementation of youth development, utilising adequate tools and accounting processes. Critical theorists would question the effectiveness of the institutional theory regarding youth development and unemployment by questioning the practicality and

the transformative nature of the policies that target the youth in South Africa. The criticism will be based on the fact that critical theorists are radical, and they provide social criticism that is judgemental, evaluative, practical, and transformative (Thompson, 2017:1).

According to Peters (2012:3), institutionalists are "concerned with the nature of governing institutions that could structure the behaviour of individuals, both the governing and governed". Their consideration is on "constitutional provisions, administrative and common law, and judicial decisions (PPA, 2002:1). Their interest is on strengthening governing institutions to take charge and influence society according to their prescriptions and intentions. Institutions regulate the conduct of society because they set up laws and rules, which society must abide to. These regularised patterns of behaviour, often called rules or structures, can affect decision-making and the content of public policy. It is worth noting that the outcome of these rules will always capture certain interests of society over others (Anderson, 2003:14). The rules are informed by the value system and background of the society, and in institutional analysis, the rules always favour the lawmakers over the citizens.

Earlier researchers involved in institutionalism argued that political systems could be divided into two – the input and the output systems. The input systems comprise "institutions of political socialisation and recruitment, interest articulation, interest aggregation and political communication" (Blyth, 2002:297). They believed that people formulated their own ideas about politics. The input systems focus on the role played by aspects that influence politics, such as values, education, religion, age, and all the aspects that binds society together. Moreover, the community plays an important role in the politics of the society. Political interests and communication are important in as far as institutionalism is concerned.

Furthermore, inputs are about the contributions of the society into public policy. The outputs, on the other hand, are concerned with institutions of law making, application and adjudication. It also focuses on the processing of the society's demands and turning the demands into social inputs. Blyth (2002:297) argues, "Institutions exist because they perform vital function for the body politic and because they performed such vital functions, they exist". The role played by institutions is to implement law and

regulating society is crucial to the development of the body politic. Through law, the government can direct the public service and influence societal thinking.

In terms of institutional theory, institutions are formalised rules that may be enforced by calling the third party to implement and abide by the set rules. Policies as institutions are perceived as rules themselves, not as tools to apply the set rules. Policies are institutions in the sense that "they constitute rules that can and need to be implemented and that are legitimate in that they will if necessary be enforced by agents acting on behalf of society as a whole" (Cerna, 2013:10). The most important structural features of institutions are that they may be formal or informal; thus, enforcing participation in a patterned and predictable interaction. Institutions also provide an element of stability over time and impact on the behaviour of individuals. Institutions further have the potential to constrain behaviour patterns and influence the way individuals handle certain aspects of social interaction. Moreover, institutions advocate for a common set of values and meaning among the members of the institution (Peters, 2005:19).

Furthermore, the theory focuses on policy as the output of government, as the ultimate decision-making authority; it emphasises constitutional provisions, judicial decisions, and common law obligations (Cochran and Malone, 2014:4). The theory puts government at the helm of decision-making, and without government endorsement of policy, policy would never exist. The government possesses legitimate powers in policymaking and decision-making. According to this theory, government is the sole provider of policy because government can enforce and legitimise policy. As John (2006:11) rightly puts it, "Unless institutions are entirely circumvented by networks and power relations; they generally affect how policy is made as they influence the speed at which they aggregate public problems and the efficiency".

The evolution of the institutional theory brought about new perspectives, which expanded the focus and definition of political subject matter. In terms of new institutionalism, "new attention is paid to the way in which institutions embody values and power relationships and to the obstacles as well as the opportunities that confront institutional design … new institutionalists concern themselves not just with the impact of institutions upon individuals, but with the interaction between institutions and

individuals" (Lowndes, 2002:91). These interactions should open doors for the engagement of young people in providing tangible solutions to youth unemployment within the institutional context.

The institutional approach is divided into two. Firstly, there is old institutionalism, which is based on a formal legal approach, which emphasises the role that governmental organisations play. Old institutionalism contends that the functionality of the state is dependent on the economic and social conditions, and the design and effectiveness of political institutions (Knill and Tosun, 2012:77). The theory is further described as "theoretical and descriptive" (Peters, 2012:61), while Rhodes (1995:43) describes old institutionalism as "descriptive and inductive and formal-legal and historical comparative". New institutionalism, on the other hand, asserts that institutions matter because they influence public policy. This approach can be divided into sociological institutionalism, historical institutionalism, and rational choice institutionalism (Knill and Tosun, 2017:79). New institutionalism can be best represented along the movements of the following six analytical continua:

- focuses on an organisation to focus on rules,
- formal to informal conceptions of institutions,
- static to dynamic conception of institutions,
- submerged values to a value-critical stance,
- holistic to disaggregated conception of institutions, and
- independence to embeddedness (Lowndes, 2002:97).

The movements help to identify the transition from the old to the new institutionalism. They enable the researcher to make a clear distinction between the two, considering that there is no clear demarcation of what is old and what is new.

The identified shortfall of institutional theory is that the analysis of law and institutions could not explain policy or power because it did not cover all the relevant variables. Hyper-factualism or reverence of facts meant that governance specialists suffer from theoretical malnutrition, neglecting a general framework within which facts could acquire meaning (Rhodes, 1995:48). The theory plays down the role of all other stakeholders and relies on assumptions and pre-conceived knowledge within the

system or institutions themselves. De Coning and Cloete (2004:39) argue, “Changing merely the structure of governmental institutions will not bring about dramatic changes to policy; the relationship between structure and the policy should always be taken into account”. If this approach were to apply in relation to youth unemployment in South Africa, the starting point would be that youth development policies defined the framework to be followed when addressing youth development and young people’s issues. These policies would be considered as prescripts that the public should abide by and implement accordingly. The theory is not diverse in its approach and it misses the opportunity to gain valuable knowledge from others. The youth policy is inclusive and calls for the participation of all; while, this theory does not subscribe to inclusion, and that could lead to failure in the application of the policy.

Failure to implement these prescripts would mean that the government would be expected to make decisions on whether to continue with the present policies or review the existing policies alone because the theory gives the government the sole mandate. The theory is criticised for its failure to realise the importance of consultation and engagement with the external stakeholder. The dilemma in regard to this theory is the lack of synergy in the implementation of youth policies because it becomes the sole responsibility of the government of the day. Moreover, institutional theory does not provide for diversity and the integration of ideas; it is thus limiting in scope. The theory is reciprocal in that the public is expected to be on the receiving end of policy. Hence, it is not compliant to good governance and the rule of law in that it does not advocate for a collaborative approach to solving policy challenges.

In addition, this approach is not transformational and excludes the values and principles of the public at large. Another important criticism regarding institutionalism is that it “has a problem in explaining social and political change in institutions themselves, and often resorts to claims about exogenous and unpredictable shock or the actions of various agents” (Amenta and Ramsey, 2010:15).

Politics, according to institutionalism, are supposed to be structured and to follow a specific pattern. The structures paid most attention to formalised arrangements, which follow specified processes and procedures. They tend to focus on legal institutions such as the legislature, the Cabinet, and the Parliament. When applying the structural

approach, institutionalists disregard the role of individuals, except in exceptional cases. Institutionalism does not have a mechanism to accommodate the contributions of individuals. Moreover, the formal nature of institutionalism has led to major criticism from governance specialists. They argue that this formalism first concealed important informal features of politics from researchers or made them assume that the key functions of a government would have to be performed in this formally designed organisation; thus, parliaments made laws and executives enforced them (Peters, 2012:9).

If a structural approach in institutionalism would be applied in South Africa, then it would mean that the views and submissions of the masses would be excluded. The challenge is that even "the institutionalists are pondering on the dilemma of entrenching new governance that increasingly relies on networks to link the public sector and other actors "(Schwella, 2015:60). The approach follows specified protocols and society must comply and observe the prescripts as handed down by authorities. Hence, institutional theory is strong on compliance and weak on consultation and engagement. It is bureaucratic, and democratic processes are limited in the application of institutional theory.

The adoption of institutional theory in terms of youth policy implementation in South Africa would be relevant in as far as the implementation of the policies is concerned because the policy advocates for compliance. Institutionalism however poses the threat of denying the youth their democratic right to express themselves, especially Clause 16(1) b of the Constitution, which states, "Everyone has the right to freedom of expression, which includes, freedom to receive or impart information or ideas" (The Constitution, 1996:9). The Constitution is clear in articulating the rights of the youth as citizens. However, institutionalism simplifies political life by ensuring that some things are taken for granted in deciding other things (Lowndes, 2002:95). Oversimplifying other things closes off the opportunity to gather additional and useful inputs that could contribute towards a better understanding of politics.

The emergence of new institutionalism brought transformation and change in governance with more explicit definitions of the theoretical frameworks. The institutions were now referred to "as stable, recurring patterns of behaviour" (Lowndes,

2002:91). It placed more focus on the implementation of values and the handling of power relations and institutional and individual interactions.

The structural nature of institutionalism is beneficial because it supports and assists in the explanation of policy choice. The structure supports the shared ideology, especially regarding the ruling party, because it is expected to implement the ideology. Peters (2005:125) supports the issue of a structure within political parties by stating, “The more ideological parties motivate their members through patterns of beliefs, while the caucus parties attempt to give their members and activists the opportunity to gain office and to influence public policy by controlling government offices directly”. PPA (2002:1) considers that notion as “government monopolising power to coerce obedience to policy or to sanction violators”.

3.3.2. Elite Theory

According to Higley (n.d.:3), in a governance perspective “the elite is a person who by virtue of their strategic location in large or otherwise pivotal organisations and movements are able to affect political outcomes regularly and substantially”. Lopez (2013:1) regards elites as “a group that controls and disputes the most important power sources”. They possess organised capacity. The group could include politicians, businesspersons, high-level civil servants, senior military officers. The group could extend to include trade union and interest group leadership.

The original writings of the elite theory were derived from classical sociology led by Gaetano Mosca, Afredo Pareto and Robert Michels. They emphasised the role of the tiny minority and their dominance, and how they outwit the majority in decision making. The notion tallies with Anyebe (2018:9) who says that elites are the “few that possess unique qualities such as skills, material, wealth, cunning and intelligence; they possess supreme rights to leadership while the bulk of the population is to be ruled”. Force and persuasion are used to take advantage of the majority. These individuals gain access and control of funds, information flow, and all aspects of organisational functioning. The power is concentrated in their hands. Hence, decision-making processes are monopolised by a few to the disadvantage of the majority.

The elite theory received more attention during democratic transitions and other political phenomena that involved change; hence, the establishment of specialised structures in South Africa to deal with specific aspects of the Constitution. A policy unit was also established by the South African government to provide research analysis, advice, policy projects, programmes and strategic support to the Presidency and the government on matters pertaining to governance, economic development, justice and international affairs. The unit had five sectors inclusive of the economy; social justice; crime prevention and security; international relations and evaluation; and governance and administration (Gumede, 2008:11).

Furthermore, the elite theory is based on the belief that policymaking is the responsibility of a few educated, rich and powerful people whose personal interests will always supersede the interests of the masses. The followers of this theory believe that people are apathetic and uninformed about public policy, and the political arena is shaped by the few who possess the expertise. They perceive the outcome of public policy because of the beliefs and thoughts of the elite. The theory further classifies the social structure in terms of the power that the individual possesses and his/her material possessions. The theory also states that the elites are drawn disproportionately from the upper socio-economic strata of society (Dye, 2002:23). According to Birtchnell (2012:500), “Status is tied to a belief system about the good life and commonly held understandings of wealth, privilege and consumption”.

Anyebe (2018:9) elaborates further on the composition of the elite: “Because they are few and that keeps them organised, the smaller their proportion the more difficult it becomes for the majority to organise for reaction against the minority”. We can therefore deduce that the policy content in the elite theory does not reflect the needs of the masses, rather the individual interests of the elite whose values conflict with the popular view in most instances. The elite theory sounds conservative in that the elite strive to preserve and retain their systems, values, and principles. The theory thus cements the role of the masses as passive participants. The concern is that the lack of participation and involvement in development might lead to apathy and revolt if the masses’ opinions are ignored – this is a fear for those who are concerned with youth development.

Dye and Zeigler (in Anderson, 2003:13) and Anyebe (2018:9) highlight the following characteristics of the elite theory:

- Society is divided into the few who have power and the many who do not.
- The few who govern are not typical of the masses who are governed. Elites are drawn disproportionately from the upper socio-economic strata of society.
- The movement of non-elites to elite positions must be slow and continuous to maintain stability and avoid revolution. Only non-elites who have accepted the basic elite consensus can be admitted to the governing circles.
- The elite share consensus on the basic values of the social system, and on the preservation of the system.
- Public policy does not reflect the demands of the masses, but rather the prevailing values of the elite. Hence, changes in public policy will be incremental rather than revolutionary.
- Elites may act out of narrow self-serving motives and risk undermining mass support, or they may initiate reforms, curb abuse, and undertake publicity regarding programmes to preserve the system and their place in it.
- Active elites are subject to relatively little direct influence from apathetic masses. The elite influence the masses more than the masses influence the elite.

In terms of these characteristics, policy is determined by the few elites due to their socio-economic positions. These people (the elite) determine the policy directives because of the power they possess. Thus, policy imperatives reflect the interests and preferences of these few and they can use any means to defend their ideology. The elites are seen to shape the thinking of the masses and they are concerned with guarding against the dangers directed at their economic interests. They further work towards retaining policies that serve their values and principles.

Cochran and Malone (2014:8) condemn the elite theory by stating, “Many policy issues are inserted into political campaigns with the intent to divide voters along religious, ethnic, geographical and cultural dimensions, rather than along straight-forward economic lines”. Therefore, the theory cannot be true to all public policies, as various factors are at play when policy decisions are made. Moreover, there is an absence of

collectivity of a common interest and some elites seek status and valuables for themselves (Higley, n.d.:2). In line with governance, elite theory is autocratic and monopolises the decision-making process; thus, denying others an opportunity to contribute towards the decisions made. It also limits the role of interest groups and other role players. The obsession with power and authority is in contrast with new governance, which is about contractual relations, standards, performance indicators, regulations, and the formulation of networks. Governance promotes the capacity of governments, upholding the rule of law, the decentralisation of power, accountability, and democracy (Schwella, 2015:61). All these stated aspects of governance are not upheld by the elite theory because the theory is exclusive.

Furthermore, the elite theory limits the role of other interests' groups in policymaking and determination. Decision-making is seen as a role of the chosen few who occupy the higher echelons of the social strata. The theory is also dictatorial in that only a specific group of people is privileged to influence and decide on the policy imperatives. Public policies should however reflect the interests of the public, irrespective of their social status and educational background. The dilemma with the elite theory is that it excludes the ideas and submissions of the majority because the elite group is always represented by the minority. The theory neglects the potential, intelligence, wisdom, and wealth of inputs that the majority in the lower social strata possesses. Hence, Anyebe (2018:10) states, "The public policy reflects elite values, serves elite ends, and is a product of the elite".

According to Dye (2002:25), "Elitism does not necessarily mean that public policy will be hostile towards mass welfare but only that the responsibility for mass welfare rests on the shoulders of elites, not the masses" because "the masses are apathetic and ill-informed and do not determine or influence policy through their demands or actions" (Anyebe, 2018:10). The elite theory encourages a downward flow of communication. Hence, the relations between the elites and the masses are not in harmony and therefore, they are instructional. Levels of engagement are limited because the masses are informed not consulted. Consultation is limited by the perception that the masses lack information, are passive, and sometimes concur with the elites' views. Thus, the elite theory is undemocratic and competitive decision-making seldom happens. The classical elite use the inevitability of the elite rule as a premise to counter

argue with political liberalism and Marxism; they claim that democracy and socialism are impossible outcomes because society is necessarily elite-driven (Lopez, 2013:2).

Regarding youth development policies, the elite theory becomes secondary in that if the policy imperatives were determined by the haves, the effects of youth unemployment would not be regarded as a priority. Only the affected would prioritise the plight of youth and act as their advocates for inclusion in the policy agenda. The elite will only attend to youth issues if the issues influence their economic interests directly; for instance, if criminality rises and they feel the need for protection. As Cairney (2013:7) correctly stated, “Policymakers can only pay attention to a small number of the issues for which they are responsible; so, they ignore most and promote a few to the top of their agenda”. The elite will always focus on economic issues; thus, inefficient youth development policies will not top their agenda. Moreover, youth development policies are new policies that were developed to address the imbalances of the past and elites prefer to allow the status quo to remain. In such a situation, the past worked for them; hence, they occupy the upper echelons of the society. The elite would not favour change because it would bring social and economic independence, which would allow more people to move higher up in the social strata – something they would oppose. The theory poses challenges for public policy in South Africa because “the masses are not necessarily passive and ill-informed, and that the elite may play a pivotal role in policy making and act as a dynamic catalyst for policy change (De Coning and Cloete, 2004:37).

Anderson (2006:23) states, “Elite theory focuses our attention on the leadership in policy formulation and on the reality that in any political system, a few govern the many”. The view is carried further by Hahn (n.d.:223) who indicates, “The elite model helps emphasise inequalities among those who participate in policy making or experience its outcome, and most are uninvolved and uninfluential”. Elite theory relies on a few elites to determine policy directives and common interest is minimal. The masses are undermined, and their potential is dismissed. The theory does not consider individual capacity and the potential of the masses. The problem with the elite theory is compliance. Compliance becomes a challenge because decision making on legislation is the responsibility of the elite and enforcement affects both the elites and the masses alike. The masses cannot own the process because they had little or

no say in the decision-making. Thus, critical theory will draw the society to “expand the sphere of human emancipation through reasoned, rational-consciousness, and activity” (Thompson, 2017:2).

The linkage between democracy and the elite theory is articulated with the development of new elitism, which was developed through the new elite theory. According to the writings in this regard, democracy can either be disunited and unstable; consensual, stable and ideologically united – meaning it can be totalitarian and have centralised command (Lopez, 2013:5). Apart from democracy, another important factor highlighted by new elitism is the concept of interdependence between the elite and non-elites because democracy depends on the masses to succeed. Elitism is dependent on good relations between the elite and the masses. The masses remain a threat to stability; hence, it is important that the elites prevent confrontation and disunity between them and the masses. The elite power depends on cooperation and peaceful relations between the elites and the masses; hence, the elites will always strive for unity. The theory is criticised for failure to provide “plausible understanding of democratisation and democratic erosion; it does not provide a potent tool to predict them” (Lopez, 2013:5). The theory is also criticised for “the lack of an idealised vision of social revolution and lack of ability to spread values that dispose human beings towards a consistent and thorough altruism” (Higley, n.d.:17).

The new elite theory presents an opportunity for bargaining for youth development in South Africa in that the elites are portrayed as compromised because their power and stability depend on the masses. Therefore, those advocating for the youth might take advantage of the situation to secure the interests of the youth. However, the elite cannot be written off from public policymaking, as they play an important role. Higley (n.d.:2) aptly states, “Collectivity of any size and complexities require decisions by persons who happen to be strategically located in them; because such collectivity are concentrations of power in the wider society, their top decision-makers have disproportionate societal power and influence and they nearly always enjoy disproportionate privileges and protection”. Higley’s notion is supported by Birtchnell (2012:500) who adds that they have “the potential to affect system change through charisma and practice-action”. The elites are more organised and if persuaded they might use their powers and authority to the benefit of others and political stability. In

youth development, the elite might be persuaded to assist the youth through the provision of the skills and expertise that they possess. Academic institutions fall into the category of elites due to the wealth of knowledge that is acquired through research, which could be relevant to the course of youth unemployment.

3.3.3. Group Theory/Pluralist Theory

Pluralism is defined by Heywood (2003:37) as “a belief in or a commitment to diversity or multiplicity, the existence of many things”. In the context of governance, it refers to the existence of competing ideologies; competing political parties and interest groupings; and a diversity of cultures, norms, and principles. It focuses on policy networks and their impact on governance, and the impact of these groups on policy (Schwella, 2015:59). As Anyebe (2018:11) puts it, “Group theory is a product of group struggle”.

Briefly, pluralism acknowledges the importance of the existence of competition as healthy for political development and democracy. The competition could be termed a struggle by others because in a situation where there are competing ideas, people must fight to get their issues onto the agenda; hence, the use of the reference to a struggle. Pluralism advocates for the even distribution of power to all with the hope of ensuring mass participation and enabling society access to decision making. Competition in pluralism affects public policy in that “changes in the relative influence of any interest group can be expected to result in changes in public policy; policy will move in the direction desired by the group gaining influence and away from the desires of the groups losing influence” (Dye, 2002:21). The scenario is termed “a balance which the contending factions or groups constantly strive to win in their favour” (Anyebe, 2018:11).

Pluralism relies on the popularity of the ideas and the influence of the group; therefore, representation may not always be what the masses demand, but may be a result of the power a group possesses over others. Public policy may be an outcome of a compromise and bargaining between the government and interest groups because “politicians engage in bargaining and negotiations with groups in an effort to form a majority coalition of groups; political parties are viewed as coalitions of interest groups” (Cochran and Malone, 2014:7).

Pluralism addresses the relationship between interest groups and the government. The pluralists sought a state that is a partnership between authority and associations freely formed of citizens; they sought a system of representation that would be complex and complete enough, paying due regard to function, so that no mere mathematical majority could prevail over the complex web of interests in society (Hirst, 1993:6). Anyebe (2018:11) refers to this partnership as a “critical ingredient in politics”. Decisions are made, based on consultation with interest groups. Again, interest groups influence decision-making processes based on the expertise and skills they possess. However, their influence is also determined by their membership and affiliation – the greater the following, the greater the power. The influence of the interest groups depends on internal organisational matters, including the principles and funding programmes.

Moreover, cohesion and unity are important for progression and growth. Members must share a common goal and should be cautious about other groups who share the common value system and vision to manage competition (Knill and Tosun, 2012:86). Another noteworthy factor is “the ability of the group that is favoured at one point to sustain its gains depends on its power to counteract the powers of other groups that would make efforts to tilt decisions in their favour (Anyebe, 2018:11).

The group theory is further concerned with the distribution of power among different groups. Interest groups are prioritised in the governing structures of pluralist governments. They are the voice for the voiceless and the hope for the hopeless. The interest groups provide the masses with a belief that power resides with the masses. The interest groups exert their power by striving towards justifiable representation of the masses to gain popularity and reach equilibrium. Equilibrium is the outcome of the group struggle. The role of interest groups in South Africa is best articulated in the actions of trade union organisations and federations, such as the Congress of South African Trade Unions (COSATU). Another study can be derived from the role of institutions, such as Section 27, which is a law centre that seeks to achieve substantive equality and social justice in South Africa. The organisation, Section 27, took the government to court forcing it to account for its failure to distribute free study material to public schools in Limpopo; it won the case. The notion is supported by the argument

that “organised groups, not individuals have become primary political actors and portray modern industrial societies as increasing complex, characterised by competition between rival interests” (Heywood, 2003:46).

Pluralism is based on the premise of equal access to the policymaking arena between different groups; it advocates for the fragmented markets of interests, competitive policymaking processes and the neutrality of government (Knill and Tosun, 2012:86). The competitive nature of pluralism is informed by the fact that “plurality of organised interests strives to control government through taking part in the electoral contests and/or strive to influence the policies a government adopts, and in either case, each of the competing interests has some reasonable chance of success in the contest for office or influence” (Hirst, 1993:3). Anyebe (2018:11) interprets the scenario created by Knill and Tuson (2012), together with Hirst, in policymaking by indicating, “The dynamics of the policy process is expected to be more vibrant and fiercer in plural societies than in homogenous ones because policy decisions depend on group solidarity and power”. The competition referred to in pluralism contributed to the development of democratic institutions and democratic governance because democratic processes are competitive in nature. Furthermore, pluralism’s collaboration and networking in the competing ideology relies on the power of the majority to take off. Therefore, governments depend on collaborations that are forged with interest groups to enforce certain policies. In pluralist theory, what matters is the numbers, more than the popularity of ideas. Hence, there is a need for continuous cooperation and tight networks.

According to De Coning and Cloete (2004:39), “The outcome of public policy is representative of an equilibrium reached in the struggle between groups; the model assumes that policy makers are sensitive to the demands of interest groups”. Interest groups are made up of individuals who share a common interest or ideology, as it is believed that it is unlikely to have an individual tabling his/her issues through the policy agenda. The group theory becomes important to gain access to and grab the attention of policy makers. According to Anderson (2003:11), “A group must have access or the opportunity to express its viewpoints to decision makers… access may result from the group’s being organised, from its having status, good leadership or resources such as money for campaign contributions”. Group theory succeeds if the groups can lobby

and advocate their ideas accordingly. Its strength is reliant on the proponent's capacity to engage with and sell his/her thoughts to public officials. Failure to access and engage the public officials to pitch the ideas means failure to influence the policy decision. The success of interest groups depends on the group's ability to organise. The group must occupy social status to gain access and the group must be resourceful. The group theory is however prone to abuse in that resourceful interest groups may use their financial muscle to influence the decisions of government; thus, leading to corruption because "social lobbying, the wining, dining and entertaining of legislators and other public officials can be understood as an effort to create access by engendering a feeling of obligation to the group involved" (Anderson, 2003:12). The practice is seen by the PPA (2002:3) as "influence that is determined by numbers, wealth and organisational strength, leadership, access to decision making and internal cohesion". Groups could use any measures available to drive their agenda and gain popularity in decision-making.

Interest groups are acknowledged as important players in the development of policy and decision-making. However, "it is misleading and inefficient to try to explain politics and policy making solely in terms of interest and the group struggle; this bias leads to neglect of many other factors such as ideas and institutions which abound, and which independently affect the development of policy" (Anderson, 2003:12). "The ability of the group that is favoured at one point to sustain its gain depends on its power to counteract the powers of other groups that would make efforts to tilt a decision in their favour" (Anyebe, 2018:11).

Moreover, the group theory is limited in that some people might not be given an opportunity to cite their views on specific policies. The fact that it deals with people who share common interests means that the theory is not objective in data collection regarding policy issues because the focus will always be about the affiliates to the group. The situation is not accepted by critical theorists because it denies the society an opportunity "to unravel the contradictions that exists within it, to make evident an emancipatory insight into the very fabric of what we take as given as a basic to the social world" (Thompson, 2017:3) because they do not belong to or are not affiliated to a specific group.

Again, the common interest shared by groups might not necessarily represent the interests of the entire society. Pressure is a buzzword in group theory because interest groups tend to exert pressure on the legislature to abide by their demands. The theory might not function in a democratic setting because in a true democracy, everyone, irrespective of their colour, race, social position or economic class, must be given an opportunity to submit their views on any aspect that affects society and their views must be accommodated and considered going forward. When applied alone to address the challenges of policy implementation, group theory might not deliver because valuable ideas from those outside interest groups might be left out. The followers of this model argue that “the power of each group is checked by the power of competing groups, resulting in a marketplace of policymaking in almost perfect completion while the critics claim that in fact different groups have vastly different resources” (Cochran and Malone, 2014:7). Critical theorists would question the validity of this theory on the inclusion of the youth because young people’s interests may not be fully represented among the affiliates of various interest groups. Moreover, the theory does not provide a clear definition of what is meant by ‘group’ and ‘interest’ and its obsession with groups leaves out individuals and society as part of its analysis (Anyebe, 2018:12). Hence, group theory portrays a one-sided approach to policy making and addressing youth development and unemployment issues might require a more inclusive and accommodative approach.

3.3.4. Political Systems Theory

The definition of the political systems theory is found in Anyebe (2018:12) who states, “Political systems may be that system of interactions in any society through which authoritative allocations are made and implemented in the form of policies and decisions”. The theory is regarded as one of the most important tools in policy analysis. According to Easton (in Anderson, 2003:11) and Anyebe (2018:12), “It comprises those identifiable and interrelated institutions and activities in a society that make authoritative allocation of values that are binding on society”. Easton (in De Coning and Cloete, 2004:42) further indicates that the political systems theory “focuses on the response by the political system to the demands and needs of interest groups; such political demands enter the system as inputs and through the political process via such channels as political debates, cabinet memoranda, proposals, counter proposals and consensus and decision, and agreement on policy is finally reached on the policy or

output to be made". The theory is concerned with the influence of political groupings. The focus could be on the popular views and proposals of those who are active in political structures because they are better positioned to demonstrate their opinions for adoption by those sharing a similar ideology.

The most important aspects of the systems theory are the elements of demands and support. The demands are claims for action that individuals and groups make to satisfy their interests and values, while support is rendered when groups and individuals abide by election results, pay taxes, obey laws and otherwise accept decisions and actions taken by the political system in response to demands (Anyebe, 2018:13). The demands are made through structured government institutions and political processes and are attended to through a formalised process such as parliamentary debates. They will be discussed and, depending on the support that these demands receive, there will be a support base for those demands to be taken up as policy decisions. The demands are determined by the environment; therefore, they will not be political. They might be sourced from the economy or society, like the issue of the effects of unemployment on youth; however, the decision that will be made will be a political decision. Support depends on citizens' acceptance and acknowledgement of decisions that are made by authorities on their behalf. The limitation of this approach is that it is too general, and not specific. Moreover, the systems theory does not represent accuracy in terms of the inputs made. Support triggers the reaction and response of society; it can be either positive or negative depending on the policy decision.

Wissink (in De Coning and Cloete, 2004:43) states, "The value of the systems theory lies in the framework that it provides, which describes the relationships between the demands, the political system and the results or outputs in terms of stabilising the environment or triggering new demands". The theory does not provide details on the processes that are taken to reach a decision in policymaking. It does not address the role played by other role players. It also leaves out important details that might have had a bearing on the outcome of the policy process. The theory further does not subscribe to the value of transparency in that certain information about policy decisions are not shared for the public to understand the reasoning behind the policy decisions. The theory is simplified to portray government as "simply responding to

demands made upon it and its results are sometimes characterised as input-output studies" (Anderson, 2003:11). Despite the identified shortfalls, the systems model can provide information on such aspects as:

- The effect of variables relevant to policy formulation,
- The influence of political policy on the environment and vice versa,
- The success of the political system in converting demands into public policy,
- The effectiveness of the feedback process, and
- The degree to which feedback information (results, impact, and consequences of policies) is incorporated in the adaptation of existing policies or in the devising of new policies (Hanekom, in Fox, Bayat and Ferreira, 2006:67).

An attempt at approaching the challenges in implementation of policy related to youth development in South Africa would be incomplete using this theory in that it is limited to a system that does not accommodate the role of other stakeholders. The youth would like to contribute to the issues related to youth development policy formulation and implementation. The reality is that they could have ideas that could ensure success in terms of implementation. Again, the theory is structured, and only accommodates those within the frame of political decision-making and influence, such as the legislature, judicial decisions, laws and rules. The theory excludes tangible, hard-core information from other role players. Moreover, it can only contribute in as far as policy analysis is concerned. As much as there is a need for in-depth analysis of existing policies, the exercise must expand the framework to allow those outside the political arena to make submissions. It is within the right of South African citizens to participate freely in the governance processes. The policy processes provide for public participation in various forms; thus, giving a voice and respect to the governed from various sectors and from all walks of life (Gumede, 2008:14).

The political systems theory provides the environment for political participation in that it "enters the political system from the environment, either as demands or as support" (PPA, 2002:4). The participatory environment is also prescribed as one of the freedoms by the Constitution in Clause 16 as "freedom of expression" and in Clause 18 as "freedom of association" (The Constitution, 1996:9).

Despite its limitations, the political systems theory could influence the study of youth development policies and challenges related to these policies because the theory is dominant in the South African decision-making process. Major political decisions that are currently made stem from the political systems theory because they are informed by the ruling party manifesto and policies. An example of this is the issue of land expropriation without compensation, whereby a parliamentary motion was made for land expropriation by the Economic Freedom Fighters and supported in an amended form by the governing party through the legislature (Haffajee, 2018:1). The motion was an outcome of the 2017 ANC Conference in Gauteng. It has since been debated in Parliament and society has been asked to make submissions for constitutional amendments. The theory could therefore be helpful to consider when dealing with challenges regarding the implementation of youth policies in South Africa. The example cited above proves that political parties play an important role in the development and adoption of policies in the country. However, Anyebe (2018:13) criticises the theory for being “general and abstract”.

3.3.5. Incremental Theory

Incremental theory was first presented by Lindblom in criticizing rational choice theory. The theory is about the continuation of government activities in the most cost-effective way. According to Hitge and Van Dijk (2012:593), it is a theory that focuses on “political change by small steps”. Anyebe (2018:14) states, “The theory involves limited changes or additions to existing policies … policy makers examine a limited number of policy alternatives and implement change in a series of small step”. Both definitions portray the theory as one that is simplistic and avoids complex processes; hence, it focuses on minimal changes to policy. The theory highlights the fact that governments cannot afford to review policies in their totality on an annual basis for economic reasons. The incremental theory rarely examines past policy commitments, but rather focuses on changes in policies and expenditure (Dye, 2008:18); this phenomenon compromises it as a theory in policy development and implementation. As Hitge and Van Dijk (2012:594) state, “Incremental strategy equates to a risk minimising strategy”. In its conception, incrementalism was depicted as the result of a process whereby decision-making is limited to policy comparisons to a relative small number of alternatives; evaluation of the alternatives is done according to a specified sequence, which begins by selection of the minimal acceptable options; the assessment is limited

to the consequences of current policy; and goals are revised until an acceptable alternative is selected (Miller, 2006:119).

Incremental theory suggests that “public policy is primarily a continuation of past government activities with only incremental change; incrementalism, a conservative ideal, holds that current policy and programs possess a certain legitimacy as they already exist” (Cochran and Malone, 2014:5). Followers of this theory support retention of the status quo and avoid changes because to them new policies are unpredictable. Hence, the policy makers, though they try to rationalise their decisions, accept the past policies that satisfy them as legitimate and sufficient to deal with issues (Anyebe, 2018:14). Policy decisions that follow this approach cannot address the issues that affect society holistically because they are more concerned about keeping the status quo in the name of the prevention of radical changes to policy. They are minimalist in their approach to policy development and policy decision making, and they might be supported by the elite because they do not concentrate in depth on policy requirements through minor changes.

The proponents of this theory avoid taking risks and rather modify what is available. They are content with the present and believe that political conflict is caused by major policy changes. The biggest fear of the proponents of the theory is the unknown. They prefer minor rather than major changes. According to Ferreira (2006:67), “The incremental model postulates that a limited number of alternatives, differing marginally from the status quo and from which the policy maker has to make a selection, is available; public policy is regarded as the continuation of existing government activities with only small adaptations to provide for changes that may occur”. Moreover, the theory does not encourage continuous policy reviews. It is also conservative in that it relies on old policies and it might fail in the alignment of the policies to the current governance structure. According to Dye (2002:19), policy makers accept the legitimacy of previous policies because they do not have time, information and money to investigate; in addition, they do this due to uncertainty about the consequences of completely new policies. The situation is informed by what Anyebe (2018:14) calls “a product of give and take and mutual consent among numerous participants in the policy process”. Incremental theorists prefer to work with what they know and avoid

radical change. They prefer convenience policies, even though these policies may not work in some instances.

The challenge with this theory is that it does not allow significant changes to existing policies and the reality is that there are instances where radical changes to policy are needed for better delivery and achievement of the envisaged goals. Furthermore, the theory is conservative; thus, it limits change. It also relies on existing policies to resolve challenges. The problem is that some challenges demand innovation and creativity, and the theory concentrates only on what is tested. It does not provide enough options in decision-making and problem solving. According to Lindblom and Woodhouse (1993:32), “Those who advocate more rational problem solving see incrementalism and other strategies as indecisive, makeshift, timid, narrow, inconclusive and procrastinating”. Anyebe (2018:15) adds, “The theory is politically expedient because it is easier to reach agreement when the matter in dispute among various groups are only limited modifications of existing programmes rather that policy issues of great magnitude or of an all or nothing character”. It is further accused of paralysing social thinking by relying on current policies. Society stagnates because the innovation and initiatives that could take it forward are not considered in decision-making. Hence, the theory is narrow and encourages stagnation. It attempts to make changes to current programmes with the hope that alternatives and goals will become clear, without any attempt at clarifying the goals that are to be achieved through the theory (Cochran and Malone, 2014:6).

Incremental theorists are too economically minded; hence, their refusal to invest in new policies, but rather to invest heavily in the old. When following incremental theory “conflict is heightened when decision making focuses on major policy shifts involving great gains or losses, or all or nothing, yes or no policy decisions” (Dye, 2002:20) – a notion that was also highlighted by Anyebe in a previous discussion. The concern is that the theory is more obsessed with the financial implications of starting afresh; hence, the advocacy for continuity and modification over developing policy from scratch. This approach further prefers the protection of minority ideas to majority ideas or allowing the elite to continue with the status quo; thus, marginalising the interests of the society. The theory is rigid and is not accommodative to new concepts and alternative strategies. Incrementalism’s obsession is with budgets; budget makers do

not consider the value of other programmes, instead expenditure is considered as the foundation for financial commitments of each programme (Dye, 2008:155). Additional elements that compromise this theory include a lack of orientation, it is excessively conservative, it has limited applicability, and it is hostile (Hitge and Van Dijk, 2012:594).

Furthermore, the theory is criticised because it neglects basic societal innovation and furthers ideological reinforcement of the pro-inertia anti-innovation forces prevalent in all human organisation and the accuracy of the incremental framework, both as a description of the public decision-making process and as a representation of the outcomes generated by those processes (Miller, 2006:120). The criticism is supported by Anyebe (2018:15), who states, “The theory is conservative to focus on the current order; hence, it is a barrier to innovation, which is often necessary for effective policies”. Furthermore, the theory is not clear on its approach and it leaves question marks regarding its application to youth development. It also does not provide guidance on how incrementalism is reach in decision-making. The criticism of this theory makes it unpopular because it is reflected as a theory that might not deliver positive results because of the barriers it puts in policymaking.

Despite the negatives, the advantages of following the incremental approach are that it is crucial “in reducing conflict, maintaining stability, and preserving the political system itself” (Dye, 2002:20). The theory relies on tested strategies and alternatives. For its advocates, the theory is trustworthy because of the reliability of applied strategies. The theory is also efficient in terms of time, energy, and expenditure patterns – all of which are scarce. In addition, less is invested on policy development. Moreover, the focus on small variations from the current policies makes the most of the available knowledge (Lindblom and Woodhouse, 1993:27). Trial and error as a strategy for incremental theory further reduces the number of alternative policies to be explored and reduces the number of complexities in analysis. It also gives government officials an opportunity to familiarise themselves with the problems and programmes, potentially allowing them to develop a feel for an issue to be able to ask probing questions about it. It further assists them to manage complex problems (Lindblom and Woodhouse, 1993:29).

However, its limitations are enormous considering the transitional period that South Africa went through. The political landscape of the country necessitated a complete overhaul of policies and the adoption of new policies. Incrementalism supports the maintenance of existing policies and the status quo, with minimal alterations. South Africa needs relevant, functional, efficient and effective policies that will benefit all the youth, irrespective of their backgrounds. The trend in relation to the current youth policies is negative, which could demand a complete overhaul of the policies. This theory does not support such development due to financial reasons.

On the other hand, if policy considerations are limited to post 1994, and the assessment of policies is limited to policies adopted after the dawn of the new South Africa, the theory could assist in the evaluation of the implementation challenges and help to develop functional alternatives in a cost-effective and timeous way.

3.3.6. Rational Choice Theory

Rational choice theory emanates from the economic approach to governance; it encourages rationality in decision-making. Anyebe (2018:150) states that the theory "involves applying the principles of micro-economic theory to the analysis and explanation of political behaviour". The fact that the rational choice theory draws its methodology from economics is contradictory to a behaviourist approach, which draws methods from sociology or psychology, and is regarded as a behaviourist framework (Ward, 2002:65). It is an attempt to combine the advantages of the theory-guided research, as found in economics, with the strong empirical tradition of sociology (Lindenberg, 1992:3).

Rational theory relies on deductions from assumptions about agents' motives, beliefs and incentives to conclude on the rational course of action (Eriksson, 2011:3). Eriksson's definition can be linked to Cerna (2013:19), who indicated that the theory "is based on the assumptions that actors have fixed set of preferences and act rationally in order to maximise the attainment of these preferences". Therefore, the followers of this theory have a way of manipulating policy decisions to achieve their preferred standpoints. The motive of actors in rational choice is the attainment of fixed preferences, based on the assumptions they have about policy decisions.

The rational choice theory is derived from the concept rationalism, which is “a belief that the world has rational structure and that this can be disclosed through the exercise of human reason and critical enquiry … rationalism is the belief that knowledge flows from reason rather than experience, it places heavy emphasis on the capacity of human beings to understand and explain their world and to find solutions to the problem” (Heywood, 2003:33). Rational choice theory is an indispensable part of the toolkit of governance practitioners because there are important political phenomena, which it can partially explain (Ward, 2002:65). Thus, it is relevant for the definition and explanation of politics.

To provide a definition of the theory, Oppenheimer (2008:2) says, “Rational choice theory is three things at the same time: it is both a normative and an empirical theory of individual behaviour, and also a formalised logical structure that serves as the foundation for much theorizing in political science and economics”. The definition is challenged by Manzo (2016:362), who stated that the theory is “currently trapped in the undesirable dilemma of being either formalized and strongly predictive but descriptively inaccurate, or more realistic but vaguer and weakly predictive; the theory cannot be empirically realistic”. The theory is regarded as a starting point in theory development, but there are alternatives to the theory. Its link to governance is because it is normative, and governance is value laden and normative, focusing on what ought to be, more than what it is (Sindane, 2011:756). Dye (2002:16) refers to this theory as “maximum social gain”.

In this theory, the emphasis is on ensuring that the society becomes the greatest beneficiary of policymaking. Failure to achieve social gains, according to this theory, means failure to deliver. Rational choice theorists perceive behaviour as the choice made by people for the efficient achievement of the set goals. Individual choice and self-interests are important, according to this theory, because they could be used to understand human behaviour in the group. They value individual rational capacity to make decisions. Rational choice theorists acknowledge that individuals are independent beings and autonomous. Individuals make choices and their choice is based on preferences. Therefore, individual behaviour determines their political role and functions. Despite their independence, individuals should be aware of the influence of institutions and the constraints that go with individual behaviour. They

consider other individual elements, such as time and emotional detachment, necessary to choose the best course of action, no matter how complex the choice (Ward, 2002: 68).

According to John (2006:11), “The theory examines policy change, variation and stability by examining the strategies of actors located within public institutions and in society at large”. Rational choice theory is about the application of strategies and the capacity of decision makers to implement the decisions and the choices that are adopted. It also looks at how policy makers interact in the implementation of the strategies and choices that are imposed by the governing structures. Thus, policy maker’s approach in how they make decisions and their application of their thinking is important for rational choice theory. Rational choice theory advocates for “decision making based on the comprehensive analysis of problems and goals, followed by an inclusive collection and analysis of information and a search for the best alternative to achieve these goals” (Werner and Kai, 2007:44).

The approach to policy development is precise in terms of this theory. Policy makers must apply their mind and consider factors such as the benefits, the cost, and the action to be taken in policymaking. The theory calls for rational thinking and policy development that is based on evidence. The theory is however limited because it is too analytical. Lasswell (in Werner and Kai, 2007:44) criticises this theory for its “politics/ administration dichotomy”.

The theory can further be linked to a normative approach in that it follows a certain set of rules in gathering information, and it is evidence based. Gathering of information follows a pattern to reach a conclusion or decision. When using this model, policy makers should know the following:

- all preferences of the society,
- as many policy alternatives as possible,
- as many results and consequences of each alternative as possible,
- the ratio of achieved to abandoned aims, and

- then select the policy alternative that will make the greatest contribution to the common good in terms of the available resources (Ferreira, 2006:67; Dye, 2002:17).

Policy makers who use the rational choice theory should be prepared to learn and enquire as far as possible before they reach a point of decision-making on policy. Policy decisions that are made through this model are based on intense research with full consideration of those who would be affected by the policy decision. The model shows the importance of self-interests as a motivating force in politics and policymaking and provides a better understanding of the decision-making process (Anderson, 2003:16).

The benefit of using the rational choice theory is that it is explicit about assumptions that are left implicit in verbal arguments; it provides a set of constructive explanations with examples and suggestions about fruitful lines of research; and it forces the researcher to attend to what needs to be explained, what is central in explaining the phenomena, and what is not valuable for the phenomena (Ward, 2002:69). Anyebe (2018:16) adds that the “policy is appealing in its simplicity”. Moreover, the theory is more logical and scientific in its approach because it seeks to establish helpful explanations based on investigative data. The model also provides explanations for assumptions. Furthermore, the theory is more psychological in its approach; hence, the emphasis on rationality. The theory is rational in that the parties formulate policies, which are appealing to the voters to appease them. In this instance, political actors occupy the ideological spectrum to appeal to the greatest number of voters through pursuance, comprehension, and understanding, as it is important for voters (Anderson, 2003:15).

In its current form, the rational choice theory is criticised for its need for modesty in its claims and lack of adventure, and its failure to examine choice making under conditions of limited information and uncertainty (Stoker, 1995:12). Anyebe (2018:16) criticizes it because ‘it lacks explicit concern for the political environment in which public policy must be carried out”.

Moreover, the theory is evidence based and highly scientific because its proponents advocated for information that is tested and based on available evidence. It fails to consider the fact that human behaviour is not constant and there are certain internal and external factors that have a direct bearing on human behaviour. At times, a person might act irrational and that might hamper the decision-making process. The theory also fails to consider that in some cases decisions are based on the available information. If information is scarce, then the decisions might reflect as such. Furthermore, some decisions are made under trying circumstances; hence, consultation and research becomes problematic due to the urgency of the decision that must be made.

In addition, the theory is conservative because it is based on the traditional thinking that decision-making and policy development depend solely on rationalising and reasoning. Hence, Zey (2015:2) believes that the theory can "make explanatory sense of events that we would ordinarily describe as choices".

Rational choice theory is further criticised for its failure to address important issues and its irrelevance, which indicates confusion. The theory confuses due to its advocates who do not have consensus on what the theory is. Each rational choice theorist provides a definition that is not aligned to other theorists. They portray fundamental differences in their viewpoints and representation of what rational choice theory is about.

Furthermore, the theory downplays the social structure and holistic modes of explanation. It does not consider that individuals are not always rational but psychologically and motivationally complex (Ward, 2002:72). Despite its emphasis on rational thinking, rational choice theory does not help in reducing unambiguity in defining rationality. Moreover, the theory is biased towards efficiency, while it excludes equity and responsiveness (Anyebe, 2018:16).

According to Dye (2002:17), policymaking is not a rational process. However, the model is important for analytic purposes because it helps to identify barriers in rationality; thus, assisting in posing relevant questions. Rational choice theory contributes in the improvement of understanding social cooperation through the logic

of collective action; through social choice theory, special modelling and the metric of social or collective well-being, they provide the yardstick for political performance (Oppenheimer, 2008:7).

The South African situation where rational choice's relevance stems from is the collective action to improve the well-being of the people; the government must provide in people's basic needs. Improvement of the lives of the youth is a priority because they are aware of their common interest – politically, economically, and socially. The government needs to satisfy their needs to avoid a "voting paradox". Oppenheimer (2008:9) explains this concept in two scenarios – "voters will tend to invest little in acquiring information about political outcomes and alternatives; they will tend to be rationally ignorant, or citizens not given a reason to vote separable from the effect of their vote on the outcome of the election, are likely not to vote". Rational choice theory could be used to learn how the youth could use their voting powers by their expression of discontent through the ballot. The theory also provides lessons on how individual choices might affect the group behaviour; thus, leading to an outcome that would either benefit government or be detrimental to government. The critical theorist will question the praxeology of rational theory based on the ethics, struggles and political practice of decision makers due to the ongoing deterioration of youth development and youth unemployment. Praxeology is defined by Fuchs (2015:2) as the study of human political action and ethics.

Moreover, the rational choice theory is concerned with maximum gains of the society; therefore, it can assist policy makers and the government to assess the policy gains for the youth in the current policies. It assists in examining the strategies of political actors in government institutions through the examination process. The government will be able to reflect on and make a comprehensive analysis of the problem of youth development in a manner that will benefit both the government and the youth. Similarly, Schwella (2015:59) puts it that "the theory enables governance actors to pay more attention to rational choice analysis of the chaos and instability associated with weak institutions". However, John (in Cerna, 2013:20) states, "Rational choice does not offer solutions for all cases and contexts". The statement is worth noting in relation to the effectiveness of the theory in addressing youth unemployment in South Africa.

3.3.7. Policy Networks Theory

Besussi (2021:2) defines policy network as a "set of relatively stable relationships which are of non-hierarchical and interdependent nature linking a variety of actors, who share common interests with regard to a policy and who exchange resources to pursue these shared interests acknowledging that co-operation is the best way to achieve common goals". A similar definition is provided by Cerna (2013:12) who defines policy network as "a cluster or complex of organisations connected to each other by resource dependencies and distinguished from other clusters or complexes by breaks in the structure of resource dependencies". The theory advocates for cooperative relations and values the importance of collectivity. From the onset, it becomes clear that network system is concerned with the inclusion of various actors and does not consider status and position. Instead, it focuses on the common interests shared by these actors. The theory's foundation is effective and productive relationships. However, Klijn and Koppenjan (2012:5) state, "The complexity of processes within networks requires guidance and management of interactions". Therefore, Considine (2012:440) recommends that "to manage these new conditions, states would have to respond to a more pluricentric world in which sub-elites, communities, and interest groups take hold of key arenas for action and therefore have to be included in a more negotiated political order".

The theory developed as result of a concern for the relationship between governance and networks. The theory can be sub-divided into two schools of thought – the Network Governance School, which was dedicated to explaining public sector reforms in the 80s, and the Policy Network Analysis School, which became popular in the 90s when the school developed meso-level analytical heuristics. The former is inclined to macro-level questions about state-society relations, while the latter is concerned with a relationship between policymaking outcomes, the structure of a network, and the inclusion or exclusion of certain individuals or groups from within that network (Fawcell and Daugbjerg, 2012:195). The theory is linked to the emergence of a network paradigm of neoliberalism that revolves around the consensus of participatory negotiation of different interests and the acceptance of neo-liberal cosmopolitan globalisation as the undisputable state of the situation (Blanco, 2013:278).

Policy networks are regarded as the most flexible and adaptable of all theories because they intervene between the interests of the state and society. It is seen as a response to the interdependence between the state and the private sector, and as an optimal solution to policymaking and delivery (Besussi, 2021:5). Some theorists indicate that the theory reflects the dominance of a neo-liberal urban polity, dominated by the cooperative relationships between economic and institutional urban elites. Others celebrate the emergence of network governance as a third way that simultaneously permits us to overcome the rigidities of bureaucracies and the inequities of markets, through the incorporation of a wide range of groups into policymaking (Blanco, 2013:276). Policy networks enhance the democratic process through encouraging citizens to participate. However, we need to note that participation in networks targets only those networks that will be directly involved or affected by the policy decision and those who have vested interests in the policy decision making. As much as we acknowledge the participation of citizens, participation is confined to specific groups and networks.

Government is seen as one of the actors in a network and it depends on networks for aggregate interests and the legitimacy of the policy arena, while networks rely on the government for financing and legislative authority (Scally, 2012:714). The government is an actor that focuses on the policy network on governance process. The success of policy networks requires constant interaction between the government and the networks to ensure effective influence in governance processes and procedures; thus, making networks an important feature in politics. Moreover, the representation of networks in decision-making determines the policy stance.

The relevance of governance to networks is that governance does not function according to hierarchical structures but functions horizontally between public and private actors. The relationship is equal, and all parties participate and operate on an equal footing. The horizontal relationships are reflected in Besussi's definition of network policy that it is non-hierarchical and interdependent (2021:2).

In this theory policy, decisions "are not always taken only by a single decision maker but are frequently the outcomes of negotiations between networks of policy stakeholders in different policy communities which may operate either inside or outside

the public sector" (De Coning and Cloete, 2004:43). Furthermore, they indicate that the theory is "stimulated by the consolidation and expansion of information and communication technologies, especially the exponential developments in the field of electronic social media" (De Coning and Cloete, 2018:44). The notion concurs with Sorensen and Torfing (in Besussi, 2021:8) who state that currently public authorities aim to govern society through the involvement of different kinds of citizenry, professionals, voluntary organisations, labour markets, and the private sector in self-regulating networks – meaning policy decision is reached through collective agreements between these various role players.

The theory further emphasizes the importance of network engagement and involvement. Policy decisions are a result of negotiations between various stakeholders, both internally and externally. The theory also recognises the pivotal role of the collective rather than the individual decisions in policymaking. Moreover, engaged networks may be formalised.

De Coning and Cloete (2004:44) regard this theory as "more holistic than some of the earlier more narrowly focused models and presents a more accurate perspective of contemporary policy processes". Besussi (2021:8), in turn, regards the model as "the necessary institutional instrument for legitimate and efficient policy making and implementation". The theory expands the scope in consultation and information gathering and can reach community members who occupy the lower level of the social strata.

Therefore, the effectiveness of this theory will enable policy makers to gather hard-core facts about the issue under discussion. If this theory was to be utilised in the enquiry about the implementation challenges of youth development policies, it would enable policy researchers to engage the youth as the people who are affected and thus enable young people to provide opinions on how they think the policies must be applied – in this way addressing the saying "nothing for us, without us". The network system depends on interdependence as an integral part of policymaking. Hence, the emphasis is on "actors choosing strategies based on their perceptions of the world and thus they have different views on problems and solutions (Klijn and Koppenjan, 2012:5). Despite the different views, Considine (2012:440) outlines the most important

aspect of networks – that networks "increase the connectedness of certain actors in ways that make them more socially powerful, multiplying the individual or positional influence they have through linking structures that give them access to key intermediaries and the embedded resources those intermediaries can deliver". Although the benefits of this theory lie with the tangible information that policy makers will gather from the grassroots, policy making still needs some elements of other theories to ensure a holistic approach to policymaking and good governance. It is pointed out that "the objective is to develop general theories about public policy that are reliable and that apply to different government agencies and different policy areas; policy analysts prefer to develop explanations that fit more than one policy decision or case study" (Dye, 2008:6). Therefore, network theory "is useful in highlighting complex interactions between stakeholders, which can span a large number of actors" (Cerna, 2013:13). In addition, network theory could assist the NYDA in its envisaged objective of establishing "partners and assisting organs of state, the private sector and non-governmental organisations and community-based organisations on initiatives directed at the attainment of employment and skills development" (NYDA Act, 2009:3).

The challenge with the theory is that it decentralises and restructures the state's role in as far as governance is concerned; thus, it disempowers the state and government. The horizontal approach to governance may pose a problem for some governments due to the constitutional authority vested in them. Again, the arrangements that result from the policy network theory are likely to be short-term, and therefore more relevant for minor programmes. According to Jessop (in Fawcett and Daugbjerg, 2012:197), "While the state may have become less hierarchical, that trend does not necessarily exclude a continuing and central political role for national states in setting the ground rules and context within which governance takes place". Therefore, the state remains superior and networks negotiate their activities.

The theory is also criticised for the failure to bring anything new in its approach because the issue of integration is common in most theories. Furthermore, its value system is not clear; hence, Blanco (2013:279) indicates, "Different urban network arrangements can be based on different values and ideas, that they can have very different compositions and internal dynamics; and that they can produce significantly different socio-economic outcomes". We can also argue on the theory's relevance to

national responsibilities because it appears as if the theory functions best in smaller communities or in local government where networks are limited. The old bureaucratic forms of local government do not fit well with the challenges that the new structural context poses and because of this, new forms of urban governance are being developed (Blanco, 2013:276). Within their policy arena, policy networks can also exhibit varying degrees of exclusivity and influence, complicating issues of democratic representation, power, policy innovation and the legitimacy of negotiated outcomes (Scally, 2012:714).

The theory can however be credited for its democratic approach and accommodation of submissions by various networks, which ensure fluidity of communication. It makes policy decisions legitimate and acceptable because participation is open and state power is minimised. It also promotes interdependence between the public and the private sector. Moreover, the theory serves as a mediator between the state and society. In addition, policy network theory is beneficial in that it attacks the bureaucratic system's silo operations and the political dynamics associated with them and eliminates the political monopoly of local services and replaces them with competitive contracting and privatised provision, and creates managerialism and networked institutions (Blanco, 2013:279). The theory is in line with the District Development Model that was proposed by President Cyril Ramaphosa in that it promotes the collaboration of networks at a local level as key in service delivery and effective policy decision making. Furthermore, the theory is beneficial in that it is transparent and open enough to enable the youth to participate actively and directly in the policy decisions that affect them. The network's relevance also relates to the fact that South Africa has already adopted policies that are transparent and encourage collectivism, for example the Intergovernmental Relations Framework Act of 2005, which supports working with others. Moreover, the NDP promotes a collective approach to public policy, as indicated in Chapter 1.4.1.

3.3.8. Complexity Theory

According to Ozer-Seker (2013:94), "Complexity theory can be traced back to the rise of enlightenment and its by-product basis known as modernity … has gained a new momentum of implementation in the field of public in the 1990s due to the framework known as the network theories of public policy making". Scholars in this field

acknowledged the need for the development of a system that would accommodate various levels of government to shape different contexts of policymaking. The process should also consider environmental factors. The theory has been applied to the study of neuroscience, ecology, epidemiology, memory coding, computer science and metabolic networks (Cairney, 2012:346).

The theory assumes that “in real life, systems are mostly in disequilibrium and not in equilibrium as traditional systems theory has it; the assumption is that policy stability is in most cases an important objective that is not always achieved and not the status quo that policy makers try to maintain” (De Coning and Cloete, 2004:44). The perception, according to this theory, is that conflict dominates policy development and policy makers strive to achieve policy stability and order. The theory’s application relies on stable leadership. The theory is limited to the fact that not all policy development initiatives are the result of chaos and disequilibrium. The determinants of policy development vary, and policy review can happen even in a stable environment. A policy is the product of a political decision; therefore, the changes can be applied, even if a new political administration comes to power. Moreover, a policy can be reviewed if the deliverables are not achieved and policy review can result from relevance to the present scenario.

The theory is based on its argument that “systems evolve with each other in a non-linear fashion and systems are subject to dynamic feedback both in a positive and negative sense” (Ozer-Seker, 2013:92). The theory discards the notion of protocols and structure in the public policy framework. It also does not abide by the rules of hierarchy and sequence in public policy making. It further advocates for self-organisation. Cairney (2012:353) attempts to define the complexity to policy makers by stating, “We can detect a normative side which often rejects the appropriateness of the top-down control; we can identify proposals to address the inevitability that policies will produce unintended consequences and that the translation process in not yet complete”. Another attempt at defining complexity is provided by Ozer-Seker (2013:92) who says that complexity is “a property of a real-world system that manifests in the inability of any one formalism being adequate to capture all its properties”.

Policy theory plays a pivotal role in directing and determining policymaking and its targets. It has tools that are relevant in the management of problems encountered during the policymaking process. Hence, it is imperative for governments and policy makers to be cautious of the policy theories followed for each policy that needs development, refining, or review. When dealing with policy theory, policy makers need to consider the fact that the “policy process involves negotiation, bargaining and accommodation of many different interests, which eventually give it a political flavour; these political interactions happen within the network through which decisions flow, programmes are formulated and implemented, and inter-organisational dependencies and interactions take place” (Osman, n.d.:38). The decision to approach policy development in accordance with a theory over others should be calculated, as no theory can be regarded as all-encompassing and most relevant to a situation. Therefore, it is worth noting that public policy theories might contain elements of some of these theories; however, not all theories are relevant for each scenario. It is important to choose the theory that befits the object of the policy whose needs must be formulated and implemented. Therefore, it is misleading and inefficient to explain policy and policymaking solely on group struggle; this bias leads to the neglect of many other factors such as ideas and institutions which abound, and which independently affect the development of policy (Anderson, 2003:12).

Complexity theory brings the following benefits in the development of public policy. Firstly, it allows for trial and error, as the outcomes cannot be predetermined. It enables researchers and policy makers to experiment and learn in the process. It is also open, and it is not easy to manipulate its outcomes. Secondly, it helps to build the relationship between social and natural science. Thus, it provides a platform for the researcher from different fields to engage meaningfully and assist in providing understanding and insight into the policy process. It further fosters interdisciplinary research using a common academic language (Cairney, 2012:353). The central concepts in complexity theory such as non-linearity, emergence, self-organisation and complex adaptive-systems provide attractive insight about behaviour that helps address the limitations of rationally based policy and administrative logics that have guided much of our efforts in these areas of inquiry (Meek, 2010:1). The theory argues, “The systems evolve with each other in a non-linear fashion and systems are subject to dynamic feedback both in a positive and negative sense” (Ozer-Seker, 2013:95).

Complexity theory has great potential in identifying and locating public policy as a system and serves as an essential nexus in connecting public policy to the behaviour of complex systems (Ozer-Seker, 2013:98). Through complexity theory, public policy is approached in its totality considering networks and other forms of systemic behaviour. The theory provides a new approach to governance and it is holistic. Thus, the advocates of the theory highlight its strong appeal across the sciences and its unusual ability to foster a meaningful degree of inter-disciplinarily; it also highlights the problems that arise when policy makers do not recognise the complex nature of their policy environment (Cairney, 2012:346). Hence, it can be credited for the acknowledgement of the link between the social and natural sciences.

A great concern regarding the complexity theory is its potential to divide the political science audience. The theory is criticised for not adding much to governance because most of its contributions are already dealt with in other models. Moreover, the fact that the theory is complex means it cannot be pinned down when moving to empirical analysis. It does not have a specific meaning and it means different things to different people, causing dissatisfaction, scepticism and uncertainty about the core subject of common study (Cairney, 2012:352). It also makes it difficult for governance practitioners, especially rational choice theorists, to accept it as a social science theory. There is no agreement on the meaning of the concept, as many social scientists do not agree on the definition of the concept.

3.4. Contribution to Governance

The benefits of policy theory in government is that effective relations are forged amongst all role players through networks. These relations are good for support, guidance, development and tangible decisions that may lead to efficiency in the implementation of government programmes. Policies such as the Inter-governmental Relations Act of 2005 were meant to support the process. Through collective decision-making resources are utilised in a more cost-effective manner. Role players are able “to prioritise and make informed decisions and choices (Van Der Waldt, 2001:8). The acquired lessons enable policy makers to achieve more with minimum resources as articulated by Dye (2008:163) in incremental model discussion.

As government function, policy theory provides alternative solutions in policy implementation challenges. It enables policy makers an opportunity to analyse different options that are associated with the overarching political goal of aspiring to create conditions of good global government (Zumbansen, 2010:4). Policy theory enhance capacity in government as Katsamunska (2016:133) puts it that “the role that government plays in governance is a variable and not a constant because there are models of government that are state centric and some that are society centric”. Through capacity building the role players in governance policy implementation are given more ammunition to exercise their role unreservedly knowing that they comply. Capacity building boosts services because it enhances trust and confidence.
Finally, policy makers can learn from adoption, economic competition, imitation and coercion (Cerna, 2013:8). Through drawing lessons from others using these methods, policy makers learn better and adapt easy.

3.5. Conclusion

Policy theory is the foundation for policymaking, policy analysis and policy development. It explains why and how policy decisions are made. It provides researchers with adequate reasoning on policy development and implementation. Through policy theory, researchers can interpret and give meaning to a political scenario.

Theories are basic tools for policy analysis and interpretation. They can be used to define human action. Due to the different approaches that are followed in policy analysis, there is a variety of policy theories, all developing from a perspective and each with its own unique dynamics that make it stand out independently. Each theory addresses specific factors in policy development and the interpretation of public policy. Governance specialists acknowledge the pluralism of policy methods and approaches that work interactively towards policy development and interpretation. Theories are valuable imperatives to public policy. They generate alternatives in policy decision-making and each impacts on the function and role of the policy. The importance of policy theory lies in its ability “to help analyse how individuals and organisations influence the decision making of government and shape the way we are governed” (Walker, 2009:214).

Theories cover a vast scope to reach a conclusion about variables. They work according to a system and a set of rules to ensure reliability and accuracy in different environments. Theories must also be tested frequently and are influenced by factors such as the economy, and social and political conditions. They further contribute towards the development of a body of knowledge in the field of social science. Moreover, they guide the decision-making process and assist in explaining human actions and behaviour. Theories also enable researchers to remain within an alignment of social science imperatives, such as consistency, validity, accuracy and objectivity. They further develop common concepts and a vocabulary relevant to the theoretical choice.

All the theories or frameworks presented have developed a shared vocabulary and a set of concepts that inform the research scope. The set of concepts identified within these theories can evolve, or the theory may incorporate new concepts or shift their emphasis (Cairney and Heikkila, 2014:369). The concepts and vocabulary help the analysts and policy makers to utilise the relevant terminology for public policy development and analysis. The relevance of the theories that are covered in this work still needs to be tested in the context of South Africa because they all have foreign roots.

The theories that were outlined in this study include:

Institutional theory – It is a theory that values institutions as the causal factors of political action. It puts great value on legislation, legal processes and procedures, and formal organisations as determinants of human behaviour. Political interests and communication are important in institutionalism. In addition, inputs are submitted and processed by law. The challenge is that they are superimposing and limit action. According to the theory, government lends legitimacy to policies and policies are generally regarded as legal obligations that command the obedience and loyalty of citizens (Johnson, 2012:4). It however undermines the role and influence of other sectors in the policymaking process.

Elite Theory – Power is concentrated within a group of individuals who monopolise decision making due to their positions in society. The theory is based on the belief that only the educated, rich, and powerful have a responsibility to make decisions. The

advocates of the theory perceive people as apathetic and not informed or knowledgeable about public policy. Hence, it is about the preservation and retention of the minority value system and it guards their individual interests and principles. According to Lopez (2013:5), “elite convergence is defined as a phenomenon that often follows elite settlements; it denotes a process in which, in an unstable democracy, politically organised anti-system elites abandon radical opposition and adopt a coalition strategy in order to amplify their chances of electoral gains”. Public policies, according to elite theory, represent the interests of the elite. Hence, the motives and intentions of the theory are narrow and self-serving. The theory is also top-down and imposing rather than participatory. Only a select few are privy to policy decision making.

Pluralism/Group Theory – Pluralists acknowledge the importance of competition, diversity, and differences for healthy political development. The theory advocates for the even distribution of power and equality. It also encourages mass participation in decision-making and relies on popular views. The theory is further about consultative decision-making. Pluralists differed on the extent to which functional representation was meant to supplement or replace bodies elected by citizens organised in representative territorial constituencies. All pluralists however sought to replace the centralised state, which claimed a plenitude of sovereign power and which must if it followed the logic of its own claims regard all associations as its own creations existing by concessionary licence or as a mortal threat to its own existence, with a state in which power and administrative capacity were diffused to autonomous functional territorial bodies, to self-governing associations, and to local authorities (Cole, Figgis and Laski, 1989:2). The theory also advocates free association and a partnership between the government and society.

Political Systems Theory – The theory focuses on demands, which enter as inputs. Moreover, it views the influence of political parties and groupings as vital. The theory also relies on support from government institutions. Its weaknesses relate to the inaccuracy of inputs, and the fact that it is too general. The theory also lacks openness and transparency.

Incremental Theory – The theory propagates the continuation of government activity in a cost-effective way. The theory is also focused on policy as a continuation of past government activities with incremental changes. It further supports policy retention and the modification of existing policies. Additionally, it is conservative and discourages

policy review. In this model, policymaking is serial, major changes that happen through a series of small steps, each of which does not fundamentally rock the boat (Johnson, 2012:5). The dilemma is that not all policies remain relevant and there are situations that warrant a complete overhaul of the existing policy and that is the one opportunity that the incremental theory deprives the masses of. Its conservative nature leads to paralysis of cognitive development, denies social mental application, lacks innovation, and undermines innovation and creativity.

Rational Choice Theory – The theory acknowledges the importance of human reasoning and critical enquiry in decision-making. It is central to political definition and explanation. These theorists view behaviour as a choice made by people for the efficient achievement of goals and they value independence and individual autonomy. The theory also contributes to the improvement of an understanding of social cooperation through the logic of collective action. The model further intends to ensure that the government and society achieves maximum gains. The most effective steps in rational choice are about intelligence gathering, which includes data that leads to potential problems and opportunities being identified, collected and analysed; the generation of a list of possible alternatives to resolve the identified problems; and an evaluation of alternatives in terms of the consequences, costs and benefits of each policy alternative (Johnson, 2012:4). Despite this, many still contend that politics is not devoid of altruism and the concern for public interests as rational choice theorists assume (Anderson, 2003:16).

Policy Network Theory - It is linked to the emergence of the network paradigm of neoliberalism. It is further regarded as the most flexible and adaptable of all theories. The theory advocates for the enhancement of democratic processes through the encouragement of citizens to participate. However, participation is limited to the networks that are affected by the policy decision. The relationship between the government and the networks is interdependent and requires constant interaction and engagement to influence the processes to share the decisions to the stakeholders' favour. The policy is an outcome of negotiations between networks that operate in the public space. According to Blanco (2013:289), "The development of a participative form of network government is more likely in the peripheral areas than in those that occupy a central position in the urban system".

Complexity Theory – According to Ozer-Seker (2013:94), "The theory is equipped with a wide array of tools to envisage new tools to problematize different challenges

faced in the field of public policymaking". It is also based on the assumption that conflict overwhelms policy development and policy decision making. It further downplays protocol and structure in policy decision making. Furthermore, it is not clear on the actual stakeholders because the role of business and local government is not prioritised.

The study of all these theories of public policymaking is critical in the study of public policy in South Africa because they provide a framework for policy development. What can be deduced from each theory is that no one theory is relevant to resolve the public policy problems that are encountered. However, each theory possesses some good elements and poses some challenges that limit them. However, through public policy research and the study of each framework policymakers could develop workable strategies that will make functional policy development a reality. When embarking on policy theory, researchers should remain cautious of the fact that theories are sequences of models; they explain phenomena on a collective level; and assumptions should be made based on an analysis of the action situation and based on the heuristics of social production function and framing (Coleman, 1992:18). Moreover, policies are different and unique, each with its own dynamics, strengths and weaknesses. Their application also differs and depends on context and situation. Policies are complicated by the fact that policymakers are unable to state their preferences and determine policy learning or the make-up of coalitions and networks (Cerna, 2013:16).

The study of policy challenges in the implementation of youth development policies in South Africa depends on the contribution of each one of the theories to have a holistic approach towards the resolution of the challenges facing South Africa. Policymakers should make a concerted effort to bring all the necessary skills and resources and engage all stakeholders to secure the interests of the youth. This Chapter on public policy theory has unravelled the available tools that can be utilised to tackle policy analysis, what is needed is the application that will enhance these tools to be effective and efficient. The advantage of this public policy study is the lessons drawn to move on with the development of new and better policies. As indicated by Cairney (2013:13), "Academics may use them to warn policy makers about ignoring the constraints in

which they operate while governments may be tempted to use them to guide their attempt to do better next time and seek to change their policy making context".

The next Chapter will deal with governance theory, the definitions of the theory, and important principles of governance. The focus on governance is in line with the aim of the study, and to outline the importance of governance in ensuring accountability and the responsibility of policy implementers in the provision of services to society.

Chapter 4: Governance Theory: Accountability, Transparency, Responsibility and Implementation of Governance

4.1. Introduction

Effective public policy implementation demands the involvement and engagement of all role players in policymaking – from specialists to average people. Each participant has a role and is accountable to ensure that policies are implemented fully to the benefit of the citizens and the society. Each of these actors is protected by the democratic principles that emphasise the importance of citizens to hold public officials responsible for their actions in as far as policy implementation is concerned. Citizens can challenge government when there is a lack of transparency, responsiveness and accountability that might disadvantage the citizens (Malena and McNeal, 2010:1). In South Africa, the active participation of citizens is protected by the provisions of the Bill of Rights in Section 7(1) and (2), which enshrines the rights of all people in the country and affirms the democratic values of dignity, equality and freedom, while the state is expected to respect, protect, promote and fulfil the rights in the Bill of Rights (The Constitution, 1996:6). The clause outlines the responsibilities that both the citizens and the state need to uphold. The state must ensure that people are treated equally and respected and their dignity is restored. The state is committed to safeguarding these rights and freedoms to the benefit of all without prejudice.

The Constitution emphasises the importance of policy actors when addressing local government's objective of "providing for democratic and accountable government for local communities; ensuring the provision of services to communities in a sustainable manner; encouraging the involvement of communities in a sustainable manner and community organisations in the matters of local government" (The Constitution, 1996:81). These clauses create ample room for involvement and participation and give a voice to ordinary citizens. The provisions call for strategic cooperation to enable each actor to remain within their boundaries while ensuring efficiency in policy implementation. Hence, the alignment to the adoption of the global approach, which emphasised good governance as a solution to all social and political problems, which stem from a lack of responsible leadership, especially in developing countries.

The importance of public policy in South Africa is informed by its re-admission into the international arena post 1994. The country had to undergo a transformation process

that involved the redesign of policy directives to facilitate change and align to global requirements and demands. Policy makers and all other role players need to ensure greater professionalism in policy formulation and implementation (Roux, 2002:421). Anyebe (2018:8) argues in support of this by reasoning, “Policy developed and implemented by a government agency and officials, through non-state actors, and factors may influence its processes”. Professional conduct in policy development enhances accountability among policy makers and implementers.

Globalisation has become a driving force behind public policy and administrative changes in government. Government problems have become complex and complicated because they are no longer direct and national but have graduated to become pluralistic and global. It is therefore important to develop and adopt an approach that would “acknowledge the context, embrace responses to complexity, emphasise motivations, incentives, privileges, interests and needs of citizens as the focus of public service reform; while recognizing the importance of maintaining the efficient and capable core public service” (Robinson, 2015:4). In short, public service has become global. Globalisation is central to the transformation agenda and calls for a universal approach to public policy. It focuses on the integration of relations between political, technological, social, environmental, economic and legal structures on a global scale; it influences government systems and operations (Van Niekerk, 2001:279). Schwella (2015:130) states, “It embodies a transformation in the spatial organisation of social relations and transactions, expressed in transcontinental or interregional flows and networks of activity, interaction and power”. Both statements emphasise the importance of space and relations, which goes with the interconnectedness of governance because it advocates for collaboration and integration. The concept of globalisation subjects policy makers to consider an international and complementary approach towards policy development, formation and analysis. It is about ensuring that policies are universal in tackling policy problems. They should also consider the existing political relations among nations to secure harmony and lasting cooperation. With globalisation at the forefront of transformation, national states are required to adopt unifying values and standards that are accepted by international communities. It is against this backdrop that governance as a concept was introduced as a universal strategy towards innovative public service.

Governance as a concept is poorly defined, and it is often used by scientists and practitioners without a common definition shared by all (Katsamunska, 2016:134). The slippery nature of the concept is informed by its popularity and spread in various fields in social science. The concept became prominent towards the end of the twentieth century and the beginning of the twenty-first century as part of the social science debate. Policy development and implementation depends on effective and efficient governance to flourish and bear beneficial outcomes that would ensure successful service delivery. The purpose of this chapter is to analyse governance and its role and effects on broader public management. The Chapter will probe the definition of the concept governance, governance theory, the values espoused in governance (such as accountability, responsibility and transparency), and the importance and roles of governance in policy development and implementation in South Africa. The exercise will benefit the study in that clarity will be provided on the importance of effective implementation of good governance in the public service. Again, it will provide the relevance of governance in enhancing policy implementation for youth job creation.

4. 2. Definition and Concept of Governance

Social science research is inundated by researchers attempting to define what the concept governance means. According to Schneider and Bauer (2007:10), governance is derived from the Latin word “gubernare”, which means to steer, and it is a translation of the Greek word “kybernetes”, which was used as an analogy for ‘the art of government” similar to the steering of a ship. The definition relates to the task of governance, which is associated with directing and controlling government processes. Governance is an inter-disciplinary concept used by scholars of many different fields such as law, sociology, political science, and economics. The concept is about the creation of order and stability in the public service; and the interaction and participation of various actors in policy and decision-making. Governance is an inclusive concept, which is more relevant in democratic political settings. According to Martinelli (2012:3), governance is “a method, a set of mechanisms and processes, both formal and informal through which a group of actors arrives by way of negotiation at binding and mutually satisfactory decisions aimed at managing and regulating a given domain of human activity”. The definition does not emphasise the importance of authority but is limited to resolving issues through negotiations and debates. It presents the concept only as an exchange programme between actors; it does not indicate the importance

of responsibility and accountability. The definition creates the impression that decision making is only through negotiations. It does not touch on power relations that dominate negotiation processes.

Peters and Pierre (1998:232) and Ewalt (2001:12) are in consensus, “Governance is about maintaining public sector resources under some degree of political control and developing strategies to sustain government’s capacity to act in the face of management tools that replace a highly centralised, hierarchical structure with decentralised management environments where decisions on resource allocation and service delivery are made closer to the point of delivery”. Peters and Pierre provided the definition and Ewalt adopted and supported the definition as reflective of what governance is. The definition is focused on resource management and allocation, providing some element of political oversight and control. The definition also focuses on the dismantling of red tape and measures that hamper the free flow of services. It places the emphasis on breaking hierarchies and spreading responsibility to the lowest echelons of service; thus, giving the service beneficiaries a voice in the decisions that affect them. The definition highlights the importance of capacity because capacity empowers and enables actors to achieve more. The private sector is however not mentioned as part of the actors, and that public opinion is valued.

Stoker (1998:18) defines governance as “a set of institutions and actors that are drawn from but also beyond government; identifies the blurring of boundaries and responsibilities for tackling social and economic issues; identifies the power dependence involved in collective action; is about autonomous self-governing networks of actors; and recognises the capacity to get things done which does not rest on the power of government to command or use its authority while seeing government as able to use new tools and techniques to steer and guide”. The definition considers governance beyond just a process but acknowledges governance as a set of institutions. It further implies that governance accommodates a diversity of existing institutions that deal with various sectors, but all aimed at an outcome or goal. The institutions may be private or public, which means that governance is more complex than government in its operations with a vast number of institutions. Reference to institutions brings partnerships in decision-making and active participation of all involved. It promotes sharing and cooperation amongst all actors from different sectors. It is the cooperation and partnerships that are necessary in dealing with youth

unemployment, in that the partnerships will lead to other role players availing opportunities for young people to work. It describes the processes and institutions that guide and restrain the collective activities taken by organisations and their members (Carrington, DeBuse and Lee, 2008:2).

The second aspect about the definition by Stoker (1998:18) is the recognition of boundaries and responsibilities for dealing with and managing social and economic issues. The definition acknowledges the importance of partnerships, at the same time outlining the role and responsibility of each actor in addressing both social and economic issues. It also emphasises the importance of shifting the responsibility from the public sector to the private sector. It further accepts the need to decentralise decision-making processes down to other actors, other than government. Governance is thus seen as decentralising decision making and allowing transparent processes where participation is encouraged. According to this definition, communication and consultation becomes central to decision-making processes. Blurring boundaries also highlights the importance of accommodative and amenable policies that are not merely negotiated and bargained with non-state actors but can also encourage some of those actors to take on state responsibilities (Martinelli, 2012:5). The challenge may be that when boundaries are not clearly defined there is a possibility of actors overstepping them and creating confusion. However, for social benefits it is good to have more participants to participate. Effective participation helps ensure efficiency, effectiveness and economic growth, on the one hand, and equity and social justice, on the other hand (United Nations, 2007:5). Participation also accommodates diversity and transparency. Furthermore, participation brings synergy and productivity in the public service and administration.

In Stoker's definition, there is also reference to the role of governance as identifying interdependence in the relations between institutions and actors for collectivity in action. Power dependence ensures actors' collective commitment to act, to share resources, and to outline their purpose whilst agreeing on the standards and norms to be set to achieve the stated goal. Power dependence also enables actors to exchange resources and ideas in an interactive process to tackle problems and achieve goals. The interactive way in which processes are conducted leads to the creation of what is termed 'new negotiated governance' in which "public policies are less hierarchised, less organised within a sector, demarcated or structured by powerful interest groups

at the risk of denying the interplay of social interests and of masking power relations" (Le Gales, 2011:143). Each actor in this case possesses some influence that others do not have, resulting in no one institution or actor dominating another in terms of power or authority. Negotiations supersede processes and pave the way forward. The power dependency in governance shares characteristics of global governance in that it emphasises sharing similar objectives and set standards to conduct organisation's specific goals. Institutions agree on rules and provide structure and substance to the objectives. It is essential to establish a structure that will regulate monitoring and evaluation. The structure should also enforce compliance with organisational rules, tend the amendments, and resolve the disputes arising from the interpretation and misinterpretation (Carrington et al., 2008:3).

Autonomy and independence of institutions are aspects that need efficiency in their management because partnerships are dependent on independent networks. Despite their autonomy, networks in governance are interdependent and need to cooperate for the overall benefit of the organisation or communities they serve. The role of networks is extended to cover some government business, which is linked to service delivery and economic development. According to Phago (2013:111), network governance as a "system of government is to be streamlined in a manner that addresses the way national government departments relay information, provide resources and make any form of support to lower levels and spheres such as provinces and local government". These networks require focused monitoring to foster compliance with the set rules and obligations. Without intense monitoring, the efficiency of government programmes will be difficult to verify. Efficiency in governance is assessed by verifying whether "the outputs achieved were the maximum possible, given the inputs" (Schwella, 2015:28). Considine (2013:442) adds, "Efficiency gains include the ability to respond flexibly to local conditions". All networks are expected to blend their investment in all forms into the coalition with government. Networks decision making should be inclusive and collective. However, the challenge increases when networks adopt robust and socially inclusive change; lack of accountability could be experienced with individual network elements, especially those not affiliated to any network (Stoker, 1998:23).

According to the definition, another important factor in governance is the recognition of networks capacity to get things done without government's direct involvement and

control. It limits the powers of government and uses other strategic tools and techniques to gather the capacity and resources from other stakeholders outside government. The networks interact based on the structures and processes to be implemented. They determine the roles, responsibilities, and powers of each network. The issue of influence and persuasion plays a critical role in determining the decisions and policy directives. Networks determine the mechanisms taken to make decisions, and how citizens should be accommodated.

The main issue related to networks is the relations between actors – the power that each actor possesses together with the accountability and responsibility that need to be carried. Networks focus on a vast array of aspects such as economics, politics and administration in their attempts to manage and intervene in government processes. Network governance is interpreted as involving various trade-offs and arrangements that deliver adequate levels of inputs and outputs legitimacy, but it is unlikely that any one governance arrangement will deliver optimal levels of legitimacy (Fawcett and Daugbjerg, 2012:202). Furthering the argument, Klijn and Koppenjan (2012:5) add the concept of “interaction and complexity; that actors’ interdependencies bring a variety of perceptions and strategies that they rely on, and complex interactions and negotiating patterns emerge in problem solving, policy implementation and service delivery”.

Networks function in a horizontal way due to the parallel operations that are informed by mutual dependence. The networks are balanced by the possession of specified needs, such as expertise, skills and interest. Different networks have different degrees of cohesion and their cooperation ranges from coherent policy communities of a single issue or an issue-specific coalition; they facilitate the collaboration amongst networks both in public and private interests. They also coordinate resources and enhance the implementation processes of public policy (Katsamunska, 2015:135). This is based on “relational embeddedness which is the presence of a dyadic partnership or paired relations” (Considine, 2013:443). Networks work together, and their efforts should always be concerted. As Considine (2013:442) states, “The effects of connectedness are greater than the sum of the individual connections”.

In South Africa, governance is managed vertically with national, provincial and local government levels for administrative purposes. Each level has specific role to play,

while they are all interdependent and interrelated with the Constitution as the supreme law providing guidance to each. Each of these levels have legislative, and executive authority in their spheres and are defined. The Constitution stipulates that all levels must be guided by the act of parliament “to provide for structures and institutions to promote and facilitate intergovernmental relations and provide for appropriate mechanisms and procedures to facilitate settlement of inter-governmental disputes (Constitution, 1996:26).

The debate of governance also requires that the difference between various governance concepts such as cooperative and good governance. In SA co-operative governance is led by the Department of Cooperative Governance and Traditional Affairs (COGTA). The purpose is to bring collaboration between municipalities and traditional leadership/ Cooperative governance is about prioritising people’s concerns, support standardised, quality service delivery; promotion of good governance; transparency and accountability; ensuring sound financial management and accounting and build institutional resilience (Presidency, 2019:1).

Corporate governance on the other hand is more focused on dictating corporate behaviour through set of rules, controls, policies and resolutions put in place. It is a form of governance that emphasise stakeholder relations and promotes transparency which is important in the development of trust when more stakeholders are involved.

Good governance is not only about “fiduciary duties and compliance with legislative requirements, it also involves fairness, participation, accountability, responsibility and transparency (Dept of Small Business Development, 2015:8) and these form foundation of discussion in this work. Good governance is fundamental to government and its principles are encompassed in all forms of governance. The main function of good governance is improvement of quality leadership.

4.2.1. Governance theory

Governance offers a new theoretical lens through which to view public service. As a theory, governance’s footing is in various public policy theories. The transformation in social science has been dominant and governance’s adoption as a new approach to the public, political and economic spheres. According to Ewalt (2001:8), “Governance theory highlights the multivariate character of policy, considers the design and

operation of policy structures and actions and focuses on the multi layered structural context of rule-governed understanding, along with the role of multiple social actors in arrays of negotiations, implementation and service delivery".

The development of the governance theory led to the contextualisation and modification of theories that were otherwise meant for other fields to emerge in new governance. The new theories inspired both acknowledgement and the active development of apparently new features of governance (Bevir, 2011:4). Governance is underpinned by different ideologies – the New Right Movement with its roots in the liberal state; and, the World Bank and the International Monetary Fund by linking funding to principles of democracy and globalisation, which is a multidimensional phenomenon involving various areas of activity and interaction that include the economic, political, technological, military, legal, cultural and environmental fields (Singh, 2016:42).

In the transformation agenda, power has evolved, and it is distributed among other actors. Networks are growing as part of governance and policy determination. Network policy in governance provides a framework for the coordination of public and private actions. Moreover, governance involves many actors interacting in a network that cuts across the organisational and purposive divides by means which the modern state conventionally and conveniently has been understood (Enroth, 2011:19). Schwella (2015:50) states, "Bureaucracy is replaced by a wide variety of other kinds of institutions with better reputations and better performance than government". Governance network is liberating, and it opens more debates and avenues to contribute to public decision making. The theory is also utilised to describe and analyse various patterns of public and private interactions.

The management of network governance requires the capacity to work out strategies to handle the diverse views and preferences of each actor. It focuses on "strategies of government and non-governmental organisations aimed at initiating, facilitating and mediating network processes" (Klijn and Koppenjan, 2012:8). Structural absence remains a challenge for governance in relation to the network and pluralist approach. Policy network in governance is therefore construed as "looking into the institutionalisation of power relations both within the network and within the broader socio-economic context" (Enroth, 2011:24).

4.2.1.1. Network Governance Theory

Network governance emphasises the importance of interdependence, as already discussed in Chapter 3.3.7 under policy theory. The resources may vary between political, economic, and personal resources. Network governance also requires regular communication and information sharing is encouraged through the network theory. Networks further create an opportunity for community involvement and inclusion in decision-making. Moreover, network theory promotes coordinated services to prevent the mentality of working in silos in the delivery of services. Network governance is relevant for South Africa in that it encourages collective decision-making and cooperation amongst stakeholders – the mode acknowledges the importance of working together. The theory is central to this study due to its advocacy of a collective and inclusive approach to policy implementation.

According to Cerna (2013:13), network theory "is useful in highlighting complex interactions between stakeholders (both in public and private sector), which can span many actors". The benefit of network governance is that networks are flexible structures aimed at ensuring proper and adequate service delivery to the public. They are stable, orderly and lead to growth and increased resources; thus, enabling better service to the people. The networks also promote efficiency and effectiveness. They reduce the economic burden and obligations because responsibility is shared; furthermore, trust and cooperation bind networks together.

The system has the potential to assist the NYDA to achieve one of its objectives, which is "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" (NYDA Act, 2009:6). It is favoured because it permits monitoring and controls, and decreases the likelihood of being blamed for poor outcomes. The theory is inclined towards providing solutions for youth unemployment because it meets the criteria for good governance, and it allows youth to interact with policy decisions equally. The young people will also be exposed to working with others to meet policy implementation goals. The responsibility is shared and collective; thus, ensuring shared ownership (Ewalt, 2001:5). Schwella (2015:50) emphasises its importance "where service delivery challenges are complex and innovation and co-production of

service may be indicated, system is further seen as a promising area for further study and application".

4.2.1.2. Rational Choice Theory

Rational choice, public choice and constitutional political economy are linked to the modern governance theory. The rational choice theory uses normative assumptions to critique traditional welfare economies that assumed the state was a black box that could be modelled as a benevolent dictator directing resources to promote human welfare as specified by welfare various theorems (Dowding, 2011:37). In governance, rationality revolves around steering behavioural change amongst different actors. The theory is associated with bureaucracy and expertise within governments. Problem solving and decision-making are assigned to hierarchical structures in government while complex issues will be directed to the experts within the government sector to handle. Bureaucrats and experts within the civil service are perceived to possess insight, information and knowledge that is relevant for problem solving and service. Rational choice theorists believe that experts can make informed decisions at an appropriate level for the good of the collective. In administration, rational choice theory is however criticised for not dealing with long-term problems and for abundant implementation difficulties (Kronsell and Backstrand, 2010:32).

When public choice is applied, the assumption is that state actors are materially self-interested, and their institutional designs are for welfare gains. Rational choice theory emphasises the importance of efficiency, while public choice theory argues for competition as productive and benefiting citizens. They argue that different service providers provide better service and enable the people to make choices. Rational choice theorists further argue that governance actors should be attentive to rational choice's analyses of the chaotic and unstable situation associated with weak institutions (Schwella, 2015:59).

4.2.1.3. Interpretive Theory

Interpretive theory outlines the difference between the neo-liberal narrative and governance as a network by indicating that the interpretive theory understands governance as a political contest based on competing beliefs, and defines and interprets these beliefs by reference to traditions and dilemmas (Bevir, 2011:59). In

interpretive theory, governance is not new, but integral to society. It also encourages a shift of focus from networks to a belief in political actors. It further encourages collective relationships amongst autonomous networks, whilst retaining the independence of each network. Interpretivists argue, “Governance consists of practices that emerge from competing actions and beliefs of different people responding to various dilemmas against the background of conflicting traditions” (Schwella, 2015:59). The important factor about the interpretive theory is the provision of service to the society through shared responsibilities. The decisions are consensus-based, while the networks are independent. They show a diversity of beliefs and actors in their networks. In governance, interpretive theory is a reminder that external factors influence networks and governance only through the interpretation of the relevant actors (Bevir, 2011:61).

A general belief is that institutions provide structure and solutions for social and economic problems in governance. The institutions enable society to access reasons for the decisions that are made. Institutions also enable simplified accountability. The institutional theories outline the importance of political institutions for economic growth and development. The institutions are understood as the central component in capacity building. They are infusing structures with values and they provide more clarity on processes and compliance. Institutional patterns shape the governance capabilities of the public sector and its associates in the private sector … it further benefits good governance in good decision making because of its basic attributes, which are suitability, robustness, innovation and content (Peters, 2011:85). In governance, institutions focus on values and symbols based on the norms and standards that are prescribed by the approach to institutionalism. In addition, they “provide part of the context for policy making, which must be considered along with the more dynamic aspects of politics, such as political parties, groups, and public opinion in policy study” (Anyebe, 2018:14). They define people’s actions, which affect the structure of the institutions and society. Institutionalism further focuses on the importance of institutionalising new networks by developing an institutional culture and inner functioning. Institutionalists highlight the need for new networks to forge new relationships within the political environment (Schwella, 2015:60).

In relation to policy network, governance is pluralistic and emphasises the role of public agencies and the relations that need to be forged for effective collaboration. The

cooperation that is established through the policy networks need to be formalised and acknowledged. This emphasises the importance of partnerships between the state and society. The collaboration in this regard refers “to an explicit and formal strategy of incorporating stakeholders into multilateral and consensus-oriented decision-making processes” (Ansell and Gash, 2007:548).

4.2.1.4. Development Theory

The development theory of governance “focuses on public institutions, hierarchical bureaucratic organisations as well as networks and formal and informal rule; how they function and their relationship to markets and economic growth” (Pomerantz, 2011:160). According to Schwella (2015:61), it refers to the increase of markets and networks in the public sphere. Development theorists use it to focus on institutions, for the benefit of the economy in partnership with the state. It reflects the interdependence between the public and private institutions for economic growth.

In development, governance is seen mostly in institutions such as the World Bank, which remains apolitical, but is found on the principles of accountability, transparency, rule of law, effectiveness, and efficiency in government. The World Bank used the strategy in order to source funding for developing countries, but it led to challenges in that it caused confusion regarding priority projects, the recipients of funding perceived governance strategy as an infringement on their independence, there was a disagreement on the strengthening of civil society, and governance was perceived as giving disproportionate attention to corruption (Pomerantz, 2011:166). The challenge is that even though the development theory is focused on the eradication of corruption in governments, the institutions that the theory depends on to curb corruption lack the capacity to instil preventative measures in their totality. The institutions do not have the powers to impose and enforce compliance with policies; their powers are not like the powers possessed by national governments (Carrington et al., 2008:2).

4.2.2. Analysis of Governance Theory

Acceptance of governance as a theory is challenged by various authors for reasons that might be acceptable for some, while others may dispute them. According to Toikka (2011:12), “The concept is used in too many related but different fields and while it might have a future as a bridge between the disciplines, the theoretical diversity is too

great for much else; the governance framework has no normative preconditions, it is not concerned with exogenous accountability and focuses on the process of decision making; and the governance framework does not focus on external accountability, and shareholders outside the firm, but also democracy and network accountability by voters". The critics of governance find it difficult to accept the concept as a theory, as it cannot be pinned on one field of study. The concept is diverse and is used by various fields for reason related to the specific field. Schwella (2015:62) states, "There are more theories in governance than theories of governance" and "concepts, models or theories of and within governance and government also hold strong mental models or paradigms based on ideologies about governance". Hence, the diverse nature of governance causes overlaps and the definition becomes complicated; thus, the numerous attempts at defining the concept. A lack of pre-determined scientific norms further limits the governance theory. Moreover, the concept's fluid dimensions can be programmatic in nature or bear a critical and investigative character (Zumbansen, 2010:9).

In addition, the theory of governance is confusing because it does not have a common definition that all can agree on. The variety of fields that use governance all have different definitions and in some cases a variety of definitions within the same field. Researchers have opted to consider governance according to structure and process due to the prevailing confusion of interpretation (Katsamunska, 2016:134).

While the debate about governance as a theory continues, the focus is on a comparison of the accepted theories and their relevance to governance. As already indicated, rational choice theory seeks compliance and conformity. The approach "seeks to explain human affairs by making certain simplifying assumptions about what motivates individual action" (Zey, 2015:5). The theory can benefit developing countries in that it supports decisions that are informed, and some countries depend on guidance from authorities. Bureaucrats also bring a form of control and direct development to manage all stakeholders. In addition, developing countries require an element of rational choice in decisions to redirect services according to the needs of the citizens. The theory also helps to empower weak institutions in governance (Schwella, 2015:59). Rational choice further emphasises the importance of hierarchic structures and this could assist governance in terms of accountability and efficiency in the public service.

Interpretive theory is beneficial to the governance of developing countries because politics dominate the public service; therefore, the theory accommodates and acknowledges political power as central to the public space. The consensus decision-making approach suits the political environment regarding policy implementation. In addition, the theory rejects positivism and recognises the competition that stems from diverse beliefs and responses to different circumstances (Schwella, 2015:59).

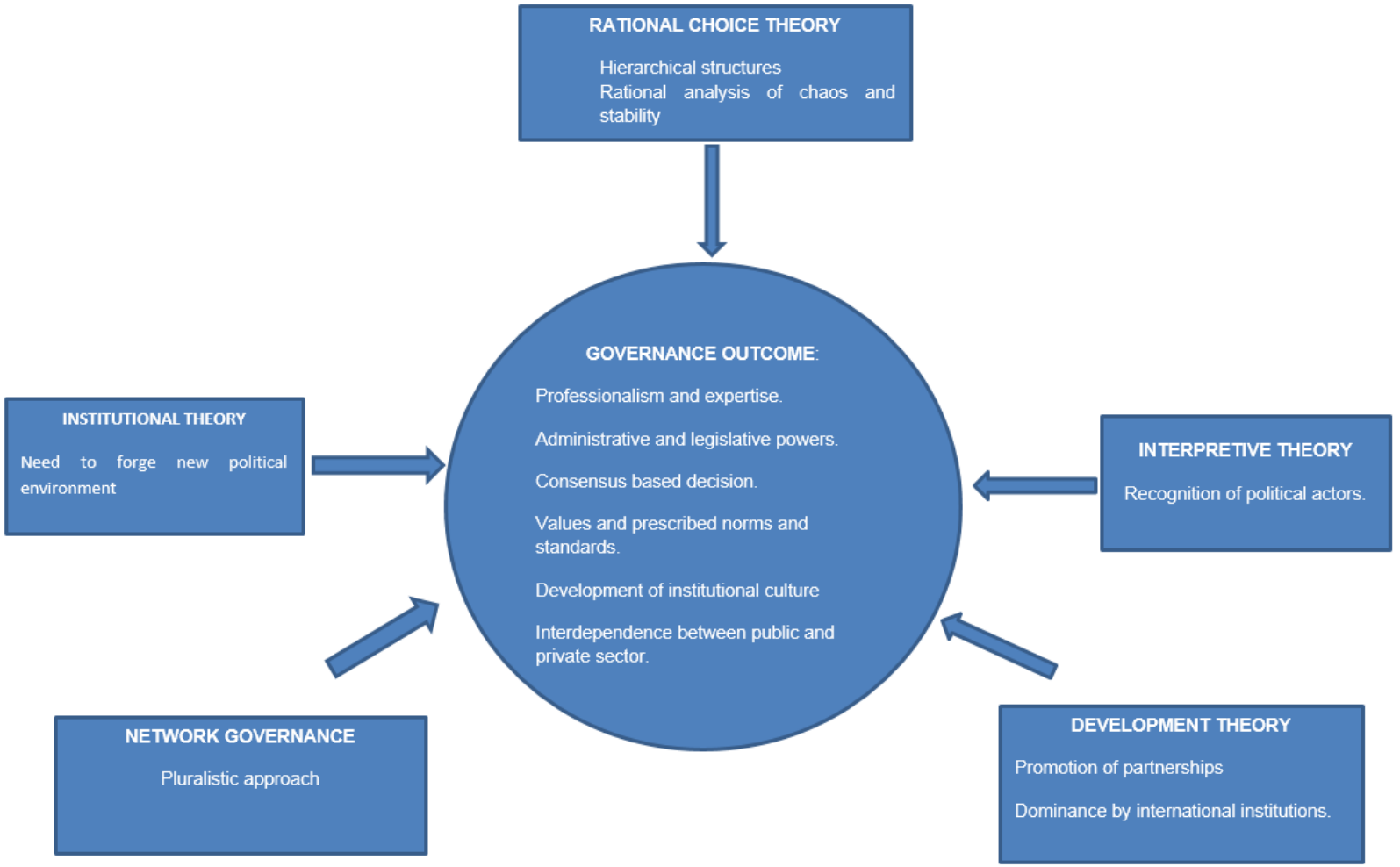
The suitable, robust, innovative and content-based decision-making approach that is followed by the institutional theory fits well into governance in that the decisions are not rushed but actors apply their minds in line with the values of the institution. Institutionalism provides context in governance, "it focuses on institutional structures, organisation, duties and functions, without investigating their impact on public policy" (PPA, n.d.:1). The fact that impact assessment is not done might compromise the policymaking process. Hence, capacity building in institutions is assigned to institutions to set standards, which are envisaged. In addition, consultation and engagements are intense in institutional theory. The theory challenges actors to apply their minds and bring innovation and creativity to decision making and that has a potential to bring brilliant ideas when decisions are made. The benefit is also that the ownership of decisions can be guaranteed. Moreover, the institutional theory shaped governance as a system of rules and conceptualisation in government (Treib et al., 2005:5).

Development theory is more related to the network theory in that both promote and advocate the importance of interdependence amongst private and public actors. The challenge may be that developmental theory limits its scope to institutions, such as the World Bank, when the reality is that governance success depends on more than just these international institutions for survival. Consideration of the socio-economic and political environment must be noted when applying the governance conditions that are prescribed by the World Bank because each country is unique. Therefore, the implementation of the development theory needs to broaden the scope of governance approach to include other actors, irrespective of their status in the international arena. The consideration is because institutions like the World Bank can suspend the allocation of loans to certain state due to non-compliance; however, such countries might still look for alternatives outside the Bank. The theory will be beneficial if more actors are to limit the pool of lenders; thus, encouraging compliance at all costs

(Carrington et al., 2008:2). The importance of this model also lies in the key questions that it raises about governance. They are “What form of state capacity is needed to formulate and implement policy?” and “How does the nature of state-society relations affect policy formulation in implementation?” (Schwella, 2015:341).

Network governance is the most relevant of the theories because it focuses on the equality of all actors in decision-making. The theory is also strong on institutional interdependence. It values the contribution of each actor and it promotes collective and inclusive decision-making. The decisions are a result of negotiations and actors acknowledge their responsibility to public service. According to Considine (2013:440), “The twin concepts of network and governance proved persuasive as a way to describe important aspects of the interactions of service delivery organisations, stakeholder groups, and community interests in contemporary societies”. Services are perceived as a collective project and each actor is expected to avail resources and expertise according to their mandate. According to Klijn and Koppenjan (2012:5), “Networks cut through different layers of government and connect government actors with a wide range of private and semi-private actors, which makes them very complex also from an institutional point of view”. The cooperation and coordination of resources enable actors to serve more beneficiaries, as Klijn and Koppenjan (2012:3) put it, “Organisations need resources from other organisations for their survival”. The notion explains interconnectedness and interdependence, as discussed earlier in the Chapter. The state and government’s role in network governance is administrative and regulatory, while the private sector steer markets towards maximising public interests. In the network theory, power is multi-directional, and interactions are based on partnerships for a common goal (Keping, 2017:4). Below is a summary of the governance theory and how each theory can contribute and benefit the development of governance in all sectors of the economy:

Figure 4.1. Diagram on Governance Theory



Personal Interpretation

4.2.3. The Modes of Governance

Governance theory highlighted the diversity of thinking in terms of approach when the states accept governance as a new practice in government. Again, it indicated multiple actors as part of the transformation agenda. The change that comes with governance led to the adoption of new approaches in the implementation of governance; hence, the introduction of new modes in governance as measures. The new modes of governance were introduced for order amongst the actors who were committed stakeholders in the process of change. The modes serve to bring efficiency and effective partnerships; these modes are also an indication of a movement from the traditional practices to more inclusive and accommodative communication.

The shift of state power and control measures led to a new shift in governing processes from hierarchy to cooperation and shared responsibility. Decisions in new governance moved from the general top-down decision making where the public were recipients of orders from those in the high echelons of the state. In new governance, all stakeholders are expected to self-regulate and self-manage. Moreover, both the public and private actors participate in the process on an equal footing irrespective of their position within the social strata. This approach to governance is in line with the requirement of transparency in that the mode of governance moves from the premise of “comprehensive and clear legislation, access to documents concerning the legislative process, clear legal mandate of national administrative authority and clear division of responsibility” (De la Harpe et al., 2008:3). Thus, there is the opportunity to influence and persuade decisions from any level of society to shape public service delivery to communities. The success of the new modes of governance requires government to fulfil criteria that involves a high degree of autonomy and independence. The independence strengthens government’s ability to counter dependence on higher levels of administrative institutions. They must engage and involve social partners in their application and implementation of policies. Finally, agencies must participate in political networks to gain recognition as applying new modes of governance (Grosse, 2007:12).

Independence is important for the new modes of governance to break down the top-down approach that relies on certain individual decision-making. They break the shackles of dependence and encourage self-reliance, instead of dependence. The

modes also encourage stakeholder engagement and involvement. Participation is a platform for ordinary people to be involved in the running of governance processes; planning and development at grassroots levels is integral to democratic processes in developing countries (Williams, 2006:197). In the context of this study, participation is granted by the NYDA Act's principles, which state that "youth development interventions and programmes must be guided by the promotion of youth participation in democratic processes, community and civic decision making and development at all levels (NYDA Act, 2009:3). Political participation is important in the implementation of the new modes of governance. The modes help to decentralise the roles from state control to public-centred decisions. Ekundayo (2017:156) perceives participation as "a core characteristic of good governance".

The debate at the centre of the new modes of governance stems from the argument that the established cooperation among state-created regimes and the interaction among multiple actors from public, private and non-governmental sectors all pursue individual intentions, but all contribute to the common good in the global world. The second argument is that the new models are a response to the declining state power to control and influence economic growth and social progress; thus, to solve complicated and complex problems within the society (Tommel, 2007:3). The importance of the modes can be derived from the fact that the coordination of the private and public sectors assists in the improvement of the failures and the weaknesses in both sectors; hence, each can learn from the other. The public and private sector can source insight from each other and improve the type of service provided to the communities in terms of good governance (Mulyadi et al., 2012:25).

The different modes are discussed below:

4.2.3.1. Hierarchy mode

The hierarchy mode is associated with state power and sovereignty. The mode is related to the old way of governance because of its bureaucratic approach to leadership. Some authors refer to this mode as the fiduciary mode. Communication in the hierarchical mode is limited and the state leads the processes to ensure compliance.

It is believed that the hierarchical mode has the potential to ensure accountability, as it focuses on facts, figures, finances, and reports. The hierarchical mode is primarily applied by the passing of legislation, laws, and rulemaking, or by taking binding decisions, accompanied by power, action to enforce compliance, and ensuring that all abide to the conditions (Tommel, 2007:6). The hierarchy mode shares similarities with the coercion mode, which is characterised by binding legal instruments prescribing detailed and fixed standards that leave little leeway in implementation. The coercive mode entails fully binding and highly prescriptive regulations. Thus, the modes are instructional and commanding, and they have rigid provisions (Treib et al., 2005:13).

Furthermore, the hierarchical mode is relevant for administrative purposes, whereby instructions are top-down, and everybody must comply. The mode is "associated with authority exercised by states, governments and bureaucracies in relationship to societal actors" (Kronsell and Backstrand, 2010:29). Concepts, such as delegation, work well in the hierarchical mode of governance. Lastly, the hierarchical mode is a top-down approach to policy implementation and its relevance in democracy is debatable.

4.2.3.2. Negotiation mode

The negotiation mode is the second primary mode and one of the favoured modes due to its open approach to decision making. The negotiation mode allows for the interaction and cooperation of diverse actors in the public space.

Negotiation mode is a strategic mode in governance as it is more analytical, it shapes the strategy, and it involves thorough planning to ensure that consensus is reached. Negotiations follow an open and transparent process because they have a deliberate vision to achieve. It is a focused process. The basic requirements for successful negotiations are the ability to observe and influence. The interaction is not limited to the public sector but is extended to private and non-state actors whose interests are common towards decision-making or policy implementation.

Negotiation mode is more inclusive in that it combines elements of the network approach because it is pluralistic and acknowledges the importance of engagement of others. The mode is also about the promotion of effective and efficient partnerships that are built for a common purpose. Through negotiations, governance creates

coordinated networks of actors that are not accountable to the government body and they are called self-governing networks (Carrington, 2008:8). The resultant outcome of the negotiation mode is the principal determinant of accountability (Bannink and Ossewaarde, 2011:596).

The outcomes of negotiations are beneficial in that they are binding and the fact that decisions are collective makes it difficult for stakeholders to reject such decisions because they are involved in the process. Negotiations are based on “bilaterally elaborating arrangements which may display their binding effects, also without the exercise of power” (Altrichter, 2015:27).

4.2.3.3. Competition mode

Competition mode refers to “a mechanism affecting the decisions of individual actors and thus coordinating their behaviour” (Tommel, 2007:6). Competition can be either positive or negative and it might affect public service. The competitive mode needs proper management and control. Moreover, it does not just develop; it relies on the state to establish and sustain it. The sustenance of the mode is dependent on the definition of rules and their validity. Public authorities create regulations and guidelines. Unlike in the hierarchical mode, the competitive mode does not comply, but is triggered by incentives and disincentives. The competitive mode is more relevant for the private sector, as it is more business-oriented.

4.2.3.4. Cooperative mode

Cooperative mode also plays an important role in governance, as it possesses elements of a pluralism of actors. Cooperation is important in governance considering that the current governance system cannot guarantee constitutional independence from communities and other states because of global changes. Governance structures have made sovereignty a concept of the past and irrelevant. The cooperative mode harmonises the misunderstanding and misinterpretations of stakeholders by putting in place a variety of measures all aimed at providing guidance for individual behaviour. The approach is related to what Bannink and Ossewaarde (2012:596) refers to as the “command-hierarchy approach” in that it prescribes a framework. The participants in the cooperative mode do so willingly. Compliance is voluntary agreements and beliefs

are equally voluntary. Moreover, the cooperative mode is rooted in the collective and interdependent outcomes of actors with similar features.

Cooperative mode shares common characteristics with global governance in that the actors share objectives and standards of conduct and goals; they agree on rules to give structure and substance and monitor and enforce organisational rules and resolve misunderstanding amicably (Carrington et al., 2008:4). In addition, the involvement of actors relies solely on the commitment and dedication of the participants and might be affected by outside forces that the actors might not have control over. The level of trust is high in this mode; thus, actors associate freely without fear of intimidation. Furthermore, conditions should be favourable for the cooperative mode to thrive (Tommel, 2007:7).

4.2.3.5. Compliance mode

Compliance mode focuses on the regulation of policies and the enforcement of laws in governance. All stakeholders agree to the regulation conditions and abide by the regulations as participants. Compliance is further associated to state and public entities since the state can exercise power over these entities. Compliance is also linked to the sovereign state and it tends to restrict adaptation rather than complying (Gaenzle, 2008:6). Compliance shares commonalities (Treib, Bahr and Falkner, 2005:14) with the concept of framework regulation, which is recommended for binding laws and offer members leeway to implement decisions freely. It is also relevant as a starting point in policymaking and decision-making. Compliance also legitimises the order within the public space. It requires approval of the affected public and consent of all participants. Additionally, norms and values play an important role in ensuring compliance to the rules. Compliance occurs “when actors perceive the social and political order as acceptable and an institution or a rule is legitimate if it is widely believed to be legitimate” (Kronsell and Backstrand, 2010:28).

4.2.3.6. Communication mode

The challenge regarding the communicative mode of governance is that the mode is applicable to the other modes; for instance, bargaining, which is its main strategy, can also apply within the hierarchical structures (Treib et al., 2005:12). The mode is accommodative and encourages professional conduct to resolve policy challenges.

The communicative mode is also interactive and based on deliberations; therefore, decisions are an outcome of intense deliberations amongst the actors. The actors operating in communication mode bargain for the acceptance of their ideas. The mode is not as heavy-handed as the hierarchical and traditional modes, which are more authoritative. It enhances participation and is relevant to the network system of governance. Its relevance to the network system is because “its activities are aimed at facilitating interactions, exploring new content and organising interactions between actors” (Klijn and Koppenjan, 2012:3). These activities can be achieved through communication.

The conclusion drawn from these modes of governance is that the hierarchical and compliance modes are interlinked in that both enforce law and order. The two modes dictate and provide a binding framework on how things must be done. “The state is no longer seen as being the exclusive actor responsible for providing public good” (Tommel, 2007:8). Accounting through these modes depends on regulations and abiding to conditions. The modes have prescribed conditions to follow. The hierarchical mode is however associated more with the traditional modes and is considered outdated.

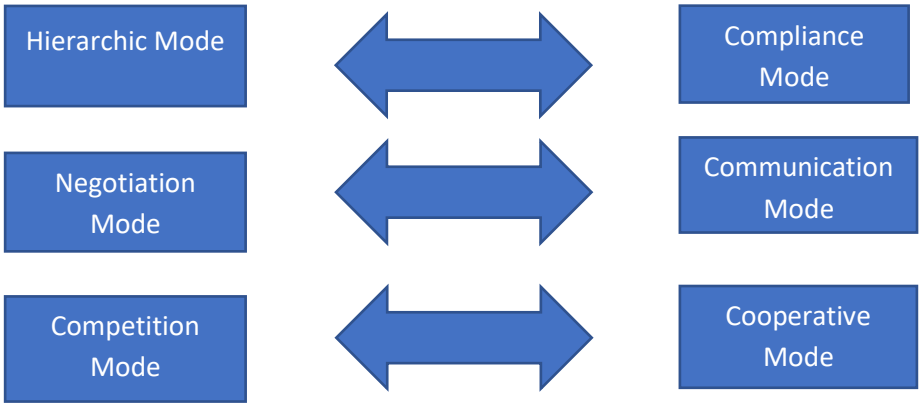
The communication and negotiation modes are accommodative of the new governance approach in that the modes encourage engagement and discussions. By their nature, these modes do not require sovereignty, exercised by government in many cases, but they bring various actors from both the public and private sector together, who can bring stability and synergy to resolve problems and collectively make decisions (Carrington et al., 2008: 8).

On the other hand, the competition mode and the cooperation mode appear to counter each other in that the cooperation mode calls for unity and integration, while the competition mode encourages a competitive approach. However, both modes can be implemented effectively together through a clarified and well-managed approach. Both modes can be useful in the implementation of governance decisions, especially regarding the market and economic aspects of governance. The cooperative mode is related to corporate governance in that it is structured in such a manner that it describes rules and procedures for decision making on corporate affairs (Carrington, et al., 2008:7). In addition, the need to satisfy shareholders adds a competitive

approach to this mode. The competitive mode can enforce participation and its shortcoming is that it might promote bias towards well-resourced actors. In the competitive mode, implementers must "search for equilibrium in agencies' performance between different social groups with interest vested in the outcome of the performance" (Grosse, 2007:13). It also induces mutual adaptation and policy convergence among member states (Tommel, 2007:10). The competition mode is more relevant for economic and market related decisions.

However, it must be noted that these modes can be utilised in various forms and be implemented differently, depending on the decision to be taken. Below is a graphic interpretation of the relationship between the different modes. It is an example of how the modes can be applied interchangeably. It is, however, noteworthy that these combinations are not rigid; they can be used in line with the situation that is being handled. The analysis below is based on the knowledge acquired through the study.

Diagram 4. 2. Relations between the Modes of Governance



Source (Own Contribution)

The factors that contribute to the adoption of new modes of governance in policy development vary but the most common is the fact that politics and the influence of politicians in the networks warrants the use of new modes of governance. The introduction of these modes was implemented as guidelines and critical rules for administrative practices. They are linked to local and administrative local political culture and traditions (Grosse, 2004:22).

As a process, governance has a transformative agenda; therefore, the transfer of regulations concerning policies to participants is equally important. The transfer of

regulations process requires caution and the selection of the relevant modes is necessary as they function interchangeably.

Moreover, the monitoring of implementation for the sake of progress is important in governance. The monitoring and evaluation process require clarity and the contextualisation of the organisational values statement to ensure compliance to service delivery standards as prescribed by the organisation (Govender, 2016:33). Through monitoring, the impact of the new policies and decisions can be analysed and assessed, and a decision can be made on the future of the existing projects and the need for new ones.

The new modes are referred to as soft laws, as they are not rigid and conservative. The modes allow more actors space to participate and contribute in governance. They are not compliance driven in the form of directives, regulations or decisions, but require firm guidelines and timetables for achieving common goals and developing a benchmark as tools for the identification of best practice (Gaenzle, 2008:4).

The different modes of governance sparked a debate, which acknowledged that in the globalised world order, controls are fundamental. The discussions about public and private regimes provide common good to establish order. They perceive alternative modes of governance as a “reaction to a declining capacity of the state to direct economic growth and social progress and to solve complex problems of modern societies” (Tommel, 2007:3). Another debate relates to the fact that the modes function interchangeably and are interdependent. The dominance of each mode is determined by the power that stakeholders possess. In relation to markets, the private partners will dominate and the state will always dominate regulation and policy issues. However, it should be noted, “Even processes of private self-regulation may be influenced by the state, since they often emerge only under the threat of state intervention” (Treib et al., 2005:9).

4.2.4. The Importance of Governance

Governance as an institution has a stabilising role in government due to its open and transparent approach, which is encouraged through interaction amongst networks. Governance is also informed by various theories that provide a framework within government. The theories are supported by the different modes that guide decision

making within the governance process. The modes help with the coordination of participants in the achievement of shared objectives and standards in the public service. The modes reflect governance that is undergoing a process of transformation from top-down to more inclusive and consultative governance; hence, a move from the hierarchical mode to collaborative and developmental governance. The changes in government processes trigger the need to learn more about the reasoning behind the emphasis on governance as part of a broader democratic order. The transformation "represents a current shift in public steering from state-centred activity to a more coordinative and cooperative approach" (Tommel, 2007:11). Moreover, the modes can assist in the organisation of different approaches to highlight elements of policy processes (Treib et al., 2005:7). It is against the backdrop of this argument about governance that the importance of governance in the public service is analysed.

The functionality of governance relies on a good balance between exploration and exploitation for the adaptation of governance systems. The balance of these dynamics contributes to stability in governance. In cases where exploitation supersedes exploration, rigidity develops, and fragile governance crops up. The combination of high exploitation and high exploration leads to steady governance, long-term reform processes, and abrupt changes. The ideal situation in which rigidity is curbed is called robust governance. It has a high adaptive capacity to respond to complex processes (Duit and Galaz, 2008:321).

The concept of robust governance is related to good governance, which is associated to the quality of government institutions that implement policies, promote economic growth, and lead to lower economic inequality (Rothstein, 2012:145). Good governance is primary for the establishment of progressive relations within the global world and for ensuring acceptance into the international community. An example is the World Bank's role, as reflected in the report on Sub-Saharan Africa, which was characterised by crises in 1989, whereby the Bank questioned the political will of the leadership to govern in the best interest of everyone (Santiso, 2001:5). The World Bank advocated for good governance because of the need for efficiency and effectiveness to secure the necessary aid for these African states.

Governance also plays a critical role in curbing the need for authority and control amongst the international community and states; it offers a new kind of authority and

order (Keping, 2017:6). In addition, good governance enables decision makers to make informed decisions without fear and favour. Decisions and policies are for the benefit of citizens and communities and all stakeholders are accommodated and given a platform to interact. Governance benefits all citizens in that it regulates the activities of government towards the achievement of the prescribed legal framework of states and it guides government action towards service to the people. It further allows more insight in that more actors play a role and contribute to the decision making. Hence, all actors are accommodated and provide resources and expertise for constructive developments.

4.2.4.1. Governance for the Rule of Law and the Constitution

Good governance advocates for effective and efficient government that upholds the rule of law and possesses functional regulations and controls that will minimise poor administrative processes that could lead to corruption and maladministration. Good governance also promotes control mechanisms that are politically focused on the constitutionality of processes in government, and how power is shared at all levels of government and in legislative procedures. It oversees the fiscal policies and machinery, such as auditing fiscals and managing finances and procurement regulations. Administration is tightened by the adoption of regular reporting systems, and the promotion of principled high moral standards through a public service code of conduct, rules and procedures regarding open and transparent public oversight. Moreover, the process of governance steers the conduct and behaviour of stakeholders to change to ensure sustainability and bring change in the process (Kronsell and Backstrand, 2010:30). Good governance also ensures proper utilisation of state resources to ensure efficiency and effectiveness for the benefit of all. Furthermore, legally, governance encourages anti-corruption agencies for the control and independence of institutions such as the ombudsman and judiciary to maintain order (Malena and McNeil, 2010:5).

Good governance compels all to comply, according to policy and legal regulations. It is about implementing legal measures that will guarantee that control measures are implemented in all spheres – be it the political, fiscal, administrative, or legal sphere. The expectation is that all should abide by the set standards and values. Furthermore, governance regulates public administration decision making, policy formulation and

policy implementation in government. The regulations go with the responsibility of actors, which implies that actors are accountable for the outcomes of the choices and decisions that they make whilst serving the state (Bannink and Ossewaarde, 2011:599). Measures are also put in place to standardise regulatory practices in government. These measures are crafted to direct policy makers, government officials and all stakeholders involved in governance to become socially accountable. The intention with these measures is to assist stakeholders to remain aligned to the rule of law. Through the rule of law, basic internal qualities such as clarity, understandable, general, consistent, prospective, and stable governance are observed rather than core principles that political systems must abide by (Rothstein, 2011:148).

4.2.4.2. Governance for Human Rights

Governance is fundamental to the upholding of human rights, as prescribed by the Constitution in Chapter 2, Clause 7, which states: “The Bill of Rights is a cornerstone of democracy in South Africa; it enshrines the rights of all people in our country and affirms the democratic values of human dignity, equality and freedom” (The Constitution, 1996:6). The Bill acknowledges that the rights belong to individuals, while other rights are natural. Governance is seen as a supplement to human rights because through governance the rights and the freedoms that people possess are protected. Governance also ensures enforcing these rights and promoting human rights to secure the right of minorities. The human rights of the youth as stakeholders are further protected through the adoption of the NYDA Act whose objectives include:

- to initiate, design, coordinate, evaluate and monitor all programmes aimed at integrating the youth into the economy and society in general;
- to guide efforts and facilitate economic participation and empowerment, and achievement of education and training; and
- 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 (NYDA Act, 2009:3).

Additionally, to the youth and human rights is the adoption of a series of Youth Policies. One under discussion is the NYP 2015-2020, which stipulates its objectives as follows:

- To consolidate and integrate youth development into the mainstream of government policies, programmes and the national budget; and
- To strengthen the capacity of key youth development institutions and ensure integration and coordination in the delivery of youth services (NYP, 2015:5).

Good governance is a prerequisite for human rights; hence, the linkage to democracy. The legislation that is cited above indicates the government's commitment to democracy and ensuring that the youth also enjoy the human rights, which are provided and guaranteed for all citizens of South Africa. Good governance concretises human rights and it is a tool that can be used to prevent human rights violations.

Human right culture in governance should be driven internally for policy changes that will result in transparency and openness and eliminate a corrupt culture that may deprive communities of their basic rights (Kefela, 2011:3997). Through good governance the respect for human dignity and integrity are upheld. Good governance acknowledges and accepts that upholding human rights is an obligation. Moreover, governance support states to promote human rights as an obligation and as an enabler for the promotion of these basic rights (De la Harpe, Rijken and Roos, 2008:4).

4.2.4.3. Governance for Economic Growth

The concept of good governance is accepted both nationally and internationally as "essential for economic growth, sustainable development and the eradication of poverty and hunger because it deepens government participatory processes to achieve internationally agreed on development goals" (UN, 2007:3). It is important to encourage healthy relations amongst nations; thus, contributing to international peace and security. Through good governance, governments can establish trade links that will ensure efficient public service delivery. Nations can also compete fairly in a transparent environment. Good governance further promotes functional and action, oriented together with stability for economic growth and development for public institutions. "Governance is connected to the idea of coordination of a sector of economy or with the process through which a government seeks to proactively steer the economy" (Katsamunska, 2016:136). The economy develops because of the free flow of communication between the private and public sector, which is supported by the democratic values of openness and transparency.

4.2.4.4. Governance for Democracy

A democratic environment and inclination are considered most suitable for good governance. Through democratic processes and procedures, stakeholders are empowered to participate on an equal footing. Democratic processes have a bearing on the relationship forged among stakeholders. Moreover, individuals are empowered to contribute as individuals and make their claims without fear of victimisation. The rule of law takes precedence in this regard because they should help to promote "participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, and equitable and inclusive values in governance" (Kefela, 2011:3997). The openness of the democratic processes enables stakeholders to accept decisions even if they are not in their favour because they were given an opportunity to submit their views. The proponents of democratic theory in governance believe in the implementation of democratic structures, such as direct elections. "Lack of democratic structures in international organisations undercut their legitimacy" (Carrington et al., 2008:11). The role of democracy in governance is not only political but there is a belief that democracy has an impact on economic development. The main emphasis is on the democratic theory of political freedom, equal rights, and justice for all (Ekundayo, 2017:155).

According to the UN (2007:5), "Democracy may help reduce the volatility of economic performance, thus lowering uncertainty, improving resource allocation and enabling people to better plan their lives". Government is the key stakeholder in a democratic environment because it acts as a coordinator in the process. Government enables other actors to function and operate freely in an equitable manner. As an enabler rather than a doer, government is "reinvented through reducing welfare expenditure, retrenching public services, contracting out functions to private agencies, deregulating economy and allowing the markets more free play in the economy" (Singh, 2016:2).

The fact that governance accommodates democracy and markets indicates that governance possesses a political element. Decision-making is a public concern; therefore, wisdom that encompasses public concerns must always prevail. The democratisation of government institutions required change in the public administration to adapt to the needs of new governance systems. In a democratic setting, the emphasis is on representation, which allows all a voice in the form of the

ideas of individuals presented by a representative, or by individual representation. Democracy relies on responsible leadership who can own up to their actions and account to society timeously. The leadership demands responsiveness to the social needs and expectations of the society. Leaders must act on the demands of society openly and indicate the challenges they face, or that hamper the delivery on promises (Maphazi, Raga, Taylor and Mayekiso, 2013:58).

Governance played an important role in the expansion of the scope of development in state institutions. “Good governance theory espouses ideas and principles as civil society, decentralisation, peaceful conflict management and accountability” (Ekundayo, 2017:155). Citizens were granted a platform to make demands and bargain through democratic processes that allowed for openness and a transparent public service. Therefore, governance has strengthened and deepened the democratic muscle, especially in developing countries. The relations between the citizens and the government are escalated to those of a client who expects services for the payment of such services. These developments have resulted in the shrinking of traditional state systems (Singh, 2016:3).

4.2.4.5. Governance for International Relations

In the international arena, the benefit of governance lies in its strategy of maintenance of order and stability. Governance is driven by its intention to bring order in the international space. It is used to curb the issue of legitimacy in the international arena, where there are not concrete structures. Internationally, organisations such as the International Monetary Fund (IMF) and the UN are central to decision making and can apply the decisions amongst member states without challenging their legality and their track records. Governance thus enables international organisations to exercise authority and builds on traditions. It is based on the sharing of power amongst the actors, and fairness in the application of collective resolutions adopted by member states. Governance “creates a system of checks and balances by spreading policy-making responsibilities and establishes procedural legitimacy by focusing on the decision-making process” (Carrington et al., 2008:12).

4.2.4.6. Governance for an Interactive and Decentralised Public Service

Governance has a role to play in the administrative system of governments and states. Good governance enriches and supports the relations between those in government and the public. It is adopted to ensure fruitful conflict resolution measures that will enable peace and stability. According to Schwella (2015:20), “A government system makes provision for the decentralisation of governance institutions as they are primarily aimed at improving policy implementation and service delivery to citizens and decentralisation in governance must be vertical”. Through governance, private organisations are given latitude to operate and exercise their social responsibilities and deliver service to the people. Good governance also encourages the formation of networks that lead to collective agreements and sharing of resources for the benefit of the public. According to Ostrom (in Considine, 2013:441), “The networks provide a unique way to engage stakeholders in a flexible approach to policy making and regulations”. The networks and partnerships forged are efficient in that “each side is able to use resources that would not be at its disposal were it to remain a separate entity” (Bagai, 2016:17). Furthermore, governance minimises state involvement and allow the networks to handle and resolve challenges with minimal involvement of government authorities. It involves various role players creating order and stability by taking decisions that are for the common good (Tommel, 2007:4).

According to Buys and Cronje (2016:122), “Governance rests on authority; decision making and accountability”. These pillars are interdependent, and each must function at its maximum potential to ensure maximum levels of governance. The pillars are indicative of the mutual influence and control by all role players. With governance decentralising the responsibilities of state and distributing the power amongst stakeholders, power is shared, and all stakeholders have a say in the decisions that are made. In a functional governance setting, power is fluid and there is no monopoly for power. A consideration is towards each stakeholder’s role and power allocation is based on the responsibility that is carried by each stakeholder. The decision-making process also is equitable and collective; domination of one by others is discouraged and the expectation is that decisions taken are based on rationality and objectivity.

Accountability as a final pillar in governance is based on responsibility and responsiveness to the demands of the state. When governance is effective, accounting bodies have the responsibility to account not only to the higher echelons of the society but also to the lowest levels of the society because the power is shared

amongst all stakeholders. Formalities are minimal and the rules that are embedded in governance system can stretch to cover both formal and informal accountability practices. The lack of formal control systems can dictate the relationships and outcomes (Bagai, 2016:12). It is on this basis that when tackling the issue of stakeholders Buys and Cronje (2016:122) warn, “Ignoring non-financing stakeholders in favour of financial stakeholders will be to the detriment of corporate sustainability initiatives”.

4.2.4.7. Governance for Collaborative Decision Making

Governance is collaborative in dealing with policies and public issues. Governance is not competitive and does not encourage the winner takes all in dispute resolution and policymaking. It rather strives for consensus. It also encourages cooperative relationships among stakeholders. It further encourages the direct inclusion and participation of stakeholders in decision-making, policymaking and implementation. Moreover, governance promotes joint activities, and the formulation of new structures that allow for shared services and resources.

Governance operates in three dimensions, that is the political regime, the management of economic resources, and a government’s capacity to develop, design and formulate policies and discharge functions (Satpathy et al., 2013:194). It is about two-way interaction in decision-making, and representation of all stakeholders is fundamental to good governance. As a process based on the coordination of role players, continuous interaction is encouraged. It further creates an enabling environment to address a diversity of opinions in an accommodative and cooperative action. Governance guides and regulates the system without the utilisation of force, but the authority of various role players; thus, influencing public interest. In South Africa, collaboration is endorsed through Section 152 of the Constitution by acknowledgement that public participation is essential for legalising government decisions, community requirements, accountability, and transparency (Prinsloo, 2012:9).

Governance does not have a set of rules governing the processes but principles that guide the public and the role players to participate freely. It is accommodative to the political system, economic processes, and the public and private interests for the benefit of the public. In the governance process, power is decentralised and runs in

different directions. The collaborative nature of governance can be outlined by the criteria that stresses that “the forum is initiated by public agencies or institutions; participants in the forum include non-state actors; participants engage directly in decision making and are not merely consulted by public agencies; the forum is formally organised and meet collectively; the forums aims to make decisions by consensus; and the focus of collaboration is on public policy or public management” (Ansell and Gash, 2007:545).

4.2.4.8. Governance for Policy and Resource Management

The engagement of various stakeholders and network systems in governance is important in policy development. In principle, governance can be broken into two separate stages of the policy process. The initial stage will explain why and how governance networks establish themselves through the actions of individual organisations. The next stage will focus on how the networks make policy (Toikka, 2011:22). The process will start on the basic policy process, which will begin with the identification of the policy needs and problem identification, which will lead to agenda setting. When the agenda is set, the relevant stakeholders will be identified to ensure effectiveness and efficiency of the policy. These actors will undergo the negotiation phase, whereby the identified policy need will be outlined, and the expectation is that they buy in and commit towards addressing the need.

The stakeholders will provide the resources towards the interests of the society. Interactive structures are formulated to open communication, which will lead to stability and equilibrium in the policy process. Governance policy process considers networks and allows all participants to engage from the planning phase, while drawing on the expertise and resources. Communication will flow freely; thus, allowing a free flow of communication and the exchange of ideas. Governance becomes a collective process where ownership is shared. Governance additionally maximises public interests and the collaboration of public services rendered by both the state and citizens, and it improves the relations between the public and the state (Keping, 2017:4).

Governance can be interpreted as systematic rules that are meant to resolve problems that are encountered by the state. It focuses on desired and undesired issues that affect the state. The issues should enable the state to be viable and functional to the benefit of the society. It steers and coordinates the interdependence of actors based

on institutional rules and regulations (Treib et al., 2005:5). The institutions in governance are responsible for the control and mobilisation of resources to root out the undesired challenges of the society, while combining and coordinating the necessary resources towards legitimising the desired situation. In a public hierarchy, “the functioning of societal control depends on the capacity of the sovereign to turn its decisions into practice; the capacity to control depends on the ability of the power centre to exert hierarchical influence over the range of resources that are necessary to achieve a desired state of affairs” (Schneider and Bauer, 2007:12).

The management of state resources is one important aspect of governance. Governance ensures that state assets are utilised in a cost-effective manner. The concept of value for money is important in governance because cost management governance processes curb the scourge of corruption, which dominates the politics of developing countries. Through governance, stakeholders can assess and evaluate if public funds are being used in ways that ensure the best value for the public. The focus is on ensuring that state resources are used for the betterment of the society and the basic needs of the society (Oraon, 2016:237).

The reason why governance is necessary is because governments have been set back by various factors, which include misuse, waste, and the theft of taxpayer’s monies. Governance encourages zero tolerance to resource misuse and abuse to control corruption with the hope of ending corruption. “Corruption causes reputational damage and the development of any widespread corruption is the biggest cause of financial losses and poor delivery” (McGregor, 2014:10).

Governance set standards and provides guidelines that need to be followed by the policy makers and all networks to ensure compliance and set control measures. The guidelines regulate public institutions and set limits, and all stakeholders are to remain within the limits. These regulations are binding because they are legal. In South Africa, these regulations are protected through the provision of rights that are enshrined in the Constitution, specifically Chapter two, which focuses on the Bill of Rights. Public servants are bound by the Public Service Act to serve the public with respect and honesty; thus, respecting their dignity and integrity. In addition, administrative justice is regulated by the guidelines of public management in Section 24 of the Constitution (Van Der Waldt, 2001:120).

4.2.4.9 Governance for Effective Leadership

Good governance depends on effective leadership to thrive. Consistency in leadership creates an environment that develops trust, especially amongst all the actors. Good governance must be supported by capable and able leadership to reach the set goals and standards. Inclusive leadership makes the operating processes manageable. Collaborative leadership "reflects the willingness of many policy makers to acknowledge a changed environment for government" (Considine, 2013:442). The risks are calculated and are addressed from the beginning; thus, preventing the waste of resources. Leadership enables conformance and compliance amongst public and private sector participants. Good leadership further strengthens integrity and influences positive performance. The guidance provided by leadership in governance enables all stakeholders to carry responsibility and support effective and optimal performance outcomes (Mulyadi, Anwar and Ikbal, 2012:25).

Good governance is a resourceful tool in the coordination of the networks for successful and functional public service delivery. Through good governance, service delivery can be maximised. The promotion of collaborated service delivery and a collective approach towards public service has the potential to eliminate reluctance amongst private and public actors due to a lack of information and failure to consult vastly. It is acknowledged that good governance can compensate the private and public sector in regulating and coordinating resources. However, scholars are still challenged regarding mechanisms to deal with governance failures and ways to make governance effective (Keping, 2017:4).

4.2.5. The Principles of Good Governance

The foundation of governance is based on specified principles that are meant to provide guidance and direction in an endeavour to achieve good services for the people. As a value laden and normative concept, it emphasises what must be and needs to be crafted on the specific norms and frameworks within which to operate (Sindane, 2011:756). The principles are crafted to ensure ethical governance. The contributions of these principles go beyond holding the government responsible for their actions and informing the citizens, but there is a belief that these principles contribute positively towards the reduction of poverty and direct office bearers to provide better service and improve the living standards of citizens. Proponents of

these principles do not only find intrinsic value, but most importantly a natural instrumental logic in them (Carothers and Brechenmacher, 2014:5). The principles set standards for acceptable, effective, and productive governance. The core principles of governance include the following:

4.2.5.1 Openness and Transparency

Transparency is a principle that ensures the public is informed about the political, economic, and social developments and decisions that are taken. It is a governance principle that is aimed at enabling the society to be informed. Transparency means "decisions taken and their enforcement are done in a manner that follows rules and regulations; it also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement and that enough information is provided and that it is provided in easily understandable forms and media" (Weiss and Steiner, 2006:1553). Bauhr and Grimes (2012:4) define transparency as the "increased flow of timely and reliable economic, social and political information which is accessible to all relevant stakeholders". In line with the definition by Bauhr and Grimes, Ekundayo (2017:156) states, "Sufficient information is freely disseminated in such a way and medium that can easily be understood and directly to the people that will be affected and who will ensure compliance". The definition places focus on the type of information to be availed by pointing to the importance of the reliability of the information because such information is bound to be used by the public for various reasons. Accessibility of information to all is crucial considering that the public need to trust office bearers; therefore, provision of reliable data and access are essential for the effective implementation of governance processes. The application of transparency in youth unemployment issues would allow young people to be informed about the initiatives and measures that the government is putting in place to assist them.

Decision makers are expected to keep the public abreast of events. The principle of transparency encourages openness and forces office bearers to operate in the public by providing access to information. The provision of access to information is one of the fundamental rights that are enshrined in the Constitution. The Constitution states, "Everyone has the right to access to any information held by the state and any information that is held by another person and that is required for the exercise or

protection of any rights" (The Constitution, 1996:15). It provides entitlement of the public to "information on state policies that are related to their interests, including legislative activities, policy-making, legal provisions, policy enforcement, administrative budgets, public expenditure and other relevant political information" (Keping, 2017:5).

Communication is important in relation to transparency. The public is communicated to through various forms, including print and electronic media. Office bearers need to ensure that the public is fully informed about developments. Transparent processes allow the public to participate unreservedly knowing what the agenda is and that nothing is hidden. Transparency is beneficial in that it enables the public to oversee and supervise the processes. When processes are transparent, information becomes accurate and flows freely; thus, maximising the development of trust between office bearers and the public. Transparency as a principle is based and built on access to information and the distribution of information, and institutional processes are available to affected communities in a manner that can be easily understood and monitored (Ekundayo, 2017:156).

The importance of transparency in governance is to root out corruption in all institutions, both public and private, to secure the public interest. It is due to this reason that at international level the Transparency International Index and Global Corruption Barometer was formulated with the clear mission "to stop corruption and promote transparency, accountability and integrity at all levels and across all sectors of society" and a vison that focuses on "a world in which government, politics, business civil society and the daily lives of people are free of corruption" (Schwella, 2015:234). Corruption remains the main reason why countries need strong governance measures to control the intensity of corruption in institutions. Through a transparent process, the public is kept informed about development that can question unbecoming conduct and prevent negative developments. The advantage of having transparency in governance processes is that "it ensures openness from above, participation and scrutiny from below, and honesty from all" (Johnston, n.d.:8).

In South Africa, transparency is promoted through the Constitution, Chapter 2, Section 33: 1-3 (The Constitution, 1996:15) which states:

- Everyone has the right to administrative action that is lawful, reasonable, and procedurally fair,
- Everyone whose rights have been adversely affected by administrative action has the right to be given written reasons, and
- National legislation must be enacted to give effect to these rights.

The mission of the Constitutional sections is carried out by structures such as Corruption Watch. The organisation works in partnership with Transparency International with the purpose of rooting out corruption in the public service and exposing corruption. The Transparency International Index (TII) and Corruption Barometer both indicated that South Africa is corrupt, and the culprits are state agencies, especially crime-fighting agencies like the police. A lack of political will to pursue corruption and cynical abuse of procedural justice were identified as the main challenges in the fight against corruption in South Africa (Schwella, 2015:235).

Another important section in the Constitution is Section 32 (The Constitution, 1996:15) in the Bill of Right which refers to “access to information”. According to this section, citizens have the right to access any information that is held by the state or any person when such information is needed to protect any rights. Information should be made available to the public to strengthen the democratic process. The exercise has the potential of boosting public confidence in governance because they are given an opportunity to peruse the decision-making process and to determine how the decision makers reached a certain decision. Access also enables the public to hold office bearers to account because the information may be used against public office bearers in time of conflict.

Lack of transparency, especially the abuse of procedures, may have a negative impact on the implementation of viable and effective youth policies. The main challenge with transparency is the use of soft laws, which obscure the regulations and thereby run counter to the principle of transparency, which in turn serves both the rule of law and democracy (Peters, 2011:40). The soft laws disable good governance thus allowing perpetual disobedience of the necessary implementation of policies that benefit the youth. When observed to the letter, transparency may expose the negative practices of office bearers and implementers. Public knowledge will ensure timeous intervention, prevent corruption, and ensure compliance to good governance principles. Each public

institution is mandated to perform specific tasks for the benefit of the public. The beneficiaries reserve the right to know the intentions of the institution. Institutions are obliged to align their activities with the economic needs of the public. The expectation is that the available opportunities should benefit the public that is serves. It is in this regard that the public sometimes feel entitled to certain benefits, such as employment opportunities, when projects are implemented in their communities. Transparency is used to measure conformance of governance aspects to curb unnecessary expectations (Mulyadi et al., 2012:29).

When transparency is applied adequately, it will minimise the mistrust and doubt associated with a lack of information, which contributes most to dissatisfaction among the public. Together with participation, transparency opens dialogue and discussions between actors in governance (Poto and Fornabaio, 2017:143). An effective transparency process requires good governance, which is defined as “a condition of minimally acceptable governance performance and civil society engagement that does not significantly hinder economic and political development and that permits poverty reduction initiatives to go forward” (Pomerantz, 2011:169). The public is at the centre of development in a transparent setting. Transparency as a principle assists to bring a form of balance in the utilisation of resources for the benefit of the public.

A principle that must be followed for transparency to succeed is the protection of policies that provide for freedom of information. There are always people who are willing to share activities that might be detrimental to government processes; these whistle blowers need state protection. The government must develop sustainable Citizen Review procedures for agencies, which are not technical. Similar reviews must be developed by independent experts for technical and non-technical functions. The government utilises appropriate and inexpensive technology for the distribution of information to reduce red tape by simplifying and fast-tracking time and the required procedures. Policy targets and results must also be established and published for public knowledge. Moreover, government performance must be published regularly and allow for public scrutiny and comments (Johnston, n.d.:30).

According to Carothers and Brechenmacher (2014:5), “Greater governmental transparency will allow citizens to determine where their political leaders are going astray and exert well-targeted pressure to put them back on track”. The effective

implementation of transparency enables office bearers to stay within the prescripts of governance because they remain in the spotlight of the public. Transparency is another form of citizenship participation in the public space because the public is granted an opportunity to know what office bearers are doing in as far as policy implementation and formulation are concerned. The public is informed about their decisions and they become involved. The public is also enabled to participate through various platforms when governance processes are transparent. Transparency thus bridges the gap that exists between office bearers and the public, and citizens in general.

Transparency is important in the strengthening of a value system within the public service and promoting good ethical conduct among public office bearers. If implemented accordingly it has the potential to improve the conduct of office bearers because they know that their actions are constantly being scrutinised. Transparency emphasises the importance of stakeholders in demanding and seeking information from the public service. Their role is not limited to seeking information but gaining access to such information and using it towards the public good. Information that is demanded is always information that is not easily available for public consumption at any given time. An advantage of transparency is that it provides individual citizens with the right of access to information that is institutionalised (Weiss and Steiner, 2006:1560). Furthermore, transparency ensures that “the laws and regulations are administered and implemented in an impartial and predictable manner” (Bauhr and Grimes, 2012:4).

The key concepts in transparency are access to information; and that the information should be substantive, procedural, and understandable to the public. The limitations to information as safety and protection measures should be reasonable to curb preventing access in the name of privacy and protection. It is noteworthy that everyone’s right to access to personal information, such as files, must be availed for administrative reasons while valuing his/her confidential and professional secrecy (De la Harpe, 2008:3). In addition, the independence of the judiciary, media freedom and active citizenry are equally important for transparency.

Transparency emphasises open communication on what is done, how it was conducted, why it had to happen, and who implemented the action in the public

service. It is an attempt at ensuring that red tape in information management and provision does not slow down people's right to know. Without transparency, good governance is at risk (Johnston, n.d.:3).

Information plays an important role in the success of transparency and openness in a society and as indicated it is the duty of the government to ensure access to information. In South Africa, access to information and record management as part of transparency is governed by certain pieces of legislation to enable the process to be effective. Information provides guidance for decision-making, the actions and interaction undertaken, and retaining it for organisational memory. The key legislation on information management in South Africa is the following:

- The Public Finance Management Act (PFMA) (No. 1 of 1999) – It provides for the head of a department to be the accounting officer for the department; one of the responsibilities of this officer is to keep full and proper records of the financial affairs of the department, in accordance with generally recognised accounting practices.
- The Promotion of Access to Information Act (No. 2 of 2000) – It prescribes that governmental bodies have an obligation to provide information in their records to the public on request and to protect personal privacy at the same time.
- The Promotion of Administrative Justice Act (No. 3 of 2000) – The purpose of the Act is to ensure that administrative action is lawful, reasonable and fair, and properly documented; departmental heads are obliged to ensure that officials create records that are authentic and reliable as evidence of the business decisions that were made.
- The Electronic Communication and Transaction Act (No. 25 of 2002) – It was passed to provide for the facilitation and regulation of electronic communication and transactions, to provide for the development of a national e-strategy for South Africa (Ngoepe, 2004:9).

The legislation is endorsed to enable free access to information, and it is these acts that protect democratic processes and allow society to access information in a manner that protects all parties involved. The relevance of this legislation is all-encompassing; therefore, it remains relevant in addressing the youth development issues that are related to transparency in governance structures in South Africa. Transparency of

legislation for youth development will allow society an opportunity to know what departments are doing to advance the interests of youth. When processes are not transparent, it becomes difficult for the government to account for developments and progress. Young people need to know what the government is doing for them through different department so that they can take advantage of the opportunities. Through transparent processes, accountability becomes easy and manageable.

4.2.5.2. Accountability

Accountability, according to Malena and McNeal (2010:5), is “the obligation of public power holders to account for or take responsibility for their actions; it exists when power holders must explain and justify their action or face sanctions”. Gisselquist (in Ekundayo, 2017:157) defines it as “the degree to which political actors have the ability and willingness to demonstrate consistency between their activities and the Constitution”. Schwella (2015:37) simply refers to accountability as “answerability, which is a duty to explain one’s conduct and to be open to scrutiny and criticism by others”. The concept is about actors taking responsibility for their actions. It also ensures that governance arrangements portray and highlight the concerns of its member, as well as outside stakeholders. It is expected that “individuals and their communities, together with the non-governmental organisation, follow the governance arrangements” (Carrington, DeBuse and Lee, 2008:18).

Accountability is inclined to economic and fiscal affairs; the responsibilities are carried out within the context of capitalistic institutions and freedom of choice (Bannink and Ossewaarde, 2012:601). The actors are expected to conduct and act in a manner that is guided by the supremacy of the Constitution and actors account to their constituencies, who happen to be members of the public.

Accountability is also about compliance and adherence to the rules and regulations that govern institutions (both private and public) and ensuring that “the duties, powers and functions of governance institutions should be defined and demarcated in such a way that the performance of subordinate bodies can be effectively monitored and evaluated by higher and other bodies in the hierarchy” (Schwella, 2015:37). Through accountability measures, actors are obliged to provide feedback and the achievement of set goals in an ethical and normative way. Accountability can be regarded as a mechanism that can be used to allow political actors to provide their progress and

information on the developments conducted for the benefit of the public. The principle is inclusive of administrative controls and legal protections that are democratic (De la Harpe, 2008:4). Office bearers are made answerable to the public. In addition, public officials and political leaders are responsible for their political actions and are answerable to the mandating institution that provided their decision-making powers and influence; these officials are also accountable for their actions to the mandatory bodies as providers of power; furthermore, they are expected to report each action (Ekundayo, 2017:157). Moreover, office bearers should be willing and able to remain within the constitutional prescripts and activities.

The fact that the actors utilise public resources puts more emphasis on the need to report on their conduct because the resources are allocated according to the specified needs of the public. Accountability implies that office bearers avail themselves to scrutiny and criticism. Hence, the NYDA Act prescribes the reporting mechanism for the agency, which includes the location of reporting, the frequency of reporting, and the type of reporting. The Act states clearly that the agency must report to the Presidency every three years and it must cover progress on implementation, financial status, and any other matter relating to youth development (NYDA Act, 2009:8). In an accountable governance, “Citizens evaluate and utilise information to exercise control over governance in elections through their representatives in the elected representative bodies, such as parliament; by taking government to court and by holding public representatives and officials accountable for what they do, or neglect to do” (Schwella, 2015:37).

A strong civil society is required to hold the state and government accountable – in line with the expectations of the society. Direct participation into the governance processes allows these organisations to contribute to the decision-making and to demand answers where clarity is needed for the benefit of the society. Civil society organisations also indirectly and directly monitor government performance to ensure responsible resource utilisation. As Kefela (2011:3998) aptly puts it, “Accountability cannot be enforced without transparency and the rule of law”. Accountability is important, especially in developing countries like South Africa, because lack thereof “results in corruption and waste of precious development resources but also seriously compromises the quality and effectiveness of public policy making, planning and the provision of services to meet basic needs; it denies citizens their inherent right to

influence decisions that directly affect their lives and to hold state officials accountable for the public resources with which they are entrusted" (Malena and McNeil, 2010:1). The situation of the youth is a clear indication of the lack of accountability because the existence of policies that are directed towards youth development cannot thrive without resource allocation. Moreover, if there are resources, why is it that these resources are not reaching the prioritised group? Accountable parties are not doing justice to ensure responsibility; hence, the dire situation of the youth.

Public officials have the responsibility to answer to the public about their actions. The legitimacy they possess goes together with accounting to the public and ensuring continuous updates on development and progress. It relates to citizens, the Constitution, and the office that is occupied. It further requires that "the duties, powers and functions of governance institutions should be defined and demarcated in such a way that the performance of subordinate bodies can be effectively monitored and evaluated by the higher and other bodies in the hierarchy" (Schwella, 2015:37).

Accounting based on the legislation highlighted above poses a serious challenge because there appears to be no synergy between the content and the legislative prescripts, and the implementation of the legislation. The gap of unemployment among young people continues to widen. The National Planning Commission estimated that "if young people fail to get jobs by age 24 they will never get formal, full time employment and 60% of the entire generation could live their lives without ever holding a formal job" (Bauml, n.d.:4). Governance responsibility entails ensuring that governments account to the public according the implementation successes and failures of adopted youth policies and strategies. According to Carrington et al. (2008:13), "The concept accountable means that their internal policies and procedures are lawful and reflect the best interests of the stakeholders, and the organisation acts according to its particular governance arrangements". The implication is that the government should carry the responsibility of the implementation of the adopted policies and ensure that the theory contained in the policy content is applied fully to the benefit of the young people of South Africa. The interests of young people will be celebrated only when the outcomes meet the intended objectives of the policies and strategies.

Lack of accountability by the South Africa government is reflective in the negative attention that the NYDA received in 2012 due to the exorbitant salaries it pays and the plague of nepotism; the organisation was accused of being run like “an employment agency for pals” (Malila, n.d.:44). The accusations reflect poor accountability standards and signs of irresponsibility. The good governance principle of accountability frowns on allegations like these because they portray a government that is not committed to young people’s interests. Moreover, it must be noted that the fact that the NYP 2015 addresses all principles of governance, but no reference is made to accountability is a worrying factor.

The South African government endorsed the King Reports to align governance systems with the international standards. The King Reports are tools used to ensure compliance to policy and governance principles. The Reports focus on establishing the structures and processes that will suit the checks and balances, which enable directors to implement their legal responsibilities and oversee compliance with legislation (Engelbrecht, 2009:6). The Reports are about ensuring that organisations from the public and private sector account and answer for their actions, and own up to their deeds. The South African government adopted the King Reports to comply, or to explain the code of principle (Engelbrecht, 2009:5). The adoption of the principle is indicative of the commitment to accountable governance, which is considerate of citizens’ interests. However, the explanation and compliance principle are not visible in the practices of various state departments and public office bearers’ performance. The establishment of institutions such as the Chapter 9 Institutions in South Africa was one of the measures that were aimed at ensuring accountability in government and to strengthen governance. This is seen by Phago (2013:111) as “a necessary imperative for the development of accountable and transparent systems”.

The NDP 2030 outlines the importance of accountability by highlighting its role in democracy. The Plan refers to blame shifting and unclear appointment processes as weaknesses of accountability. The weakness is seen from parliamentary failure to perform its oversight role and undue political interference. The emphasis is put on the need to strengthen the accountability processes from the bottom to the top in the public service. The Plan further recommends the clarification of accounting lines through the development of a public interest mandate that sets out measures to ensure

“appointment processes are meritocratic, transparent and improving coordination between the policy and shareholder departments” (NDP 2030, n.d.:55).

It should however be noted that accountable governance might not reduce poverty or stimulate development among citizens as rapidly as the society might expect. However, it will create an environment conducive for the empowerment of the poor; it uses the available resources efficiently to benefit all, while encouraging public participation and democratic systems. Accountability also provides an environment where human beings can lead a peaceful co-existence; it further creates a context of empowerment and development of the poor and those at the lower echelons of the social ladder (Kefela, 2011:3998). Governments need to strengthen the public institutions that are meant to support good governance to make an impact on the people who are served. These institutions will carry the mandate of youth development and empowerment within the government sector and ensure that the interests of young people are supported in accordance with the policies and the Constitution.

4.2.5.3. Rule of Law

The rule of law refers to “the legal frameworks that are enforced impartially; it requires the protection of human rights and the rights of minorities and its effectiveness depends on the independence of the judiciary and impartiality of state security agencies” (Jaja, 2014:25154). The rule of law provides the legal framework for the enforcement of good governance. Democratic governments enforce the rule of law through an independent judiciary and they ensure that law enforcement agencies are not corruptible because the interception of these agencies is equivalent to exposing them to corrupt agents. Moreover, the rule of law is a broad-based assessment of the legitimacy of representative and policy institutions. It also focuses on the effectiveness of government activities. It is about vitalising civil society and it encourages social support for compliance with major policies (Johnston, n.d.:28).

The rule of law applies and affects all the people who are involved in the public space. It emphasises “the process of decision making, the ultimate decisions reached and the observance of the law, which in turn requires an independent judiciary, as well as an impartial and incorruptible one” (Ekundayo, 2017:156). The rule of law can be administrative, political, economic or social, and is about fulfilment of public interests. It is about service to the people and securing the will of the people within the public

space. It assists in the provision of moral and ethical standards that must be promoted through vehicles such as education. It is about honouring pride in the attainment of high moral standards, professionalism, resourcefulness and openness – without prejudice in the public. The rule of law guarantees fairness and equity in the provision of services. The rule of law can also be used to resolve disputes and bring harmony within the public service because through the rule of law all participants should be treated fairly and equally (Kefela, 2011:3997).

The rule of law provides for the individual rights and limitations for all within the society. It is about setting standards and the enforcement of these standards. The rule of law also demands commitment from the side of leadership. The rule of law further binds the society, the government and the state together. In addition, the rule of law should enable the formation of effective and efficient partnerships between all stakeholders and role players within the state. Furthermore, the rule of law is used to curb common habits that disrupt peace and stability within a government. It is defined as “the exercise of state power using and guided by published written standards that embody widely supported social values, avoids particularism and enjoys broad-based public support” (Johnston, n.d.:2). On the other hand, Schwella (2015:19) defined the rule of law according to the UN, as “a principle in which all including the state are equally promulgated, independently adjudicated and are consistently abiding to human rights norms and standards”. The adherence is in relations to basic laws, such as adherence to the supreme law and to equality. The government must value accountability and fairness, while acknowledging the separation of powers and freedom to participate in decision-making. Moreover, the guidelines of the rule of law are written down and serve to provide direction among the stakeholders on their conduct; these guidelines are binding to all.

Through the rule of law, the state is empowered to implement and effect sanctions on those who fail to abide by the conditions that are prescribed by the rule of law. The independence of the judiciary enables the enforcement of laws without intervention from others with an interest in the matter. Furthermore, the rule of law is the supreme legislation between the state, and it is more powerful than any other law within society. As stated in the Constitution, “The Constitution is the supreme law of the Republic, law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled” (The Constitution, 1996:3). It is about justice and neutrality in the

implementation of law and policies. The rule of law is also a tool used to enforce compliance and regulate all in an equal manner. It assists the government in ensuring that all act within the parameters of the law. An effective rule of law can also support reform or adaptation processes within state functions and overall government performance (UNDP, 2011:280).

The rule of law in South Africa is presented in a form of the Constitution of the Republic of South Africa Act 108 of 1996. The Act was adopted as the supreme law of the country. It is in the Act that the Bill of Rights is captured, and it outlines individual rights, and prescribes the processes and the limitations to these rights. The Bill of Right exclusively outlines the Equality Section No. 9, which declares the following:

- Everyone is equal before the law and has the right to equal protection and benefit of the law,
- Equality includes the full and equal enjoyment of all rights and freedoms, to promote the achievement of equality, legislative and other measures designed to protect or advance persons or categories of persons, disadvantaged by unfair discrimination may be taken,
- The state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth,
- No person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of subsection (3); national legislation must be enacted to prevent or prohibit unfair discrimination, and
- Discrimination on one or more of the grounds listed in subsection (3) is unfair unless it is established that the discrimination is fair (The Constitution, 1996:7).

Policies and legislation are aligned to the Constitution to ensure the observance of the rule of law and hold the government accountable for state failures related to issues of citizens and young people in this regard. All governance principles rely on the rule of law to thrive because the rule of law guides and supports state structures in terms of procedures. It provides the legal framework, especially in relation to human rights protection. It is beneficial for the state and citizens equally. The benefit of the Constitutional framework allows for more differentiation in the allocation of powers and

functions; this should be used to ensure a better fit between the capacity and responsibilities of provinces and municipalities.

Another tool supporting South African rule of law regarding compliance is the King Code of Governance Principles. The Code “applies to all entities regardless of the manner and form of incorporation or establishment and whether in the public, private sector or non-profit sectors … all entities should apply the principles in the Code and consider the best practice recommendations in the Report” (Engelbrecht, 2009:51). Entities are expected to present their activities and how they have managed to implement the principles of good governance; they also share their failures and challenges in implementing the principles. The reports may be disclosed and shared among stakeholders. The stakeholders may engage the entities based on the reports. Through these engagements, the goal of the rule of law is to regulate citizens’ behaviour and restrict the conduct of the state (Keping, 2017:5).

In good governance, the emphasis should be on fair legal frameworks and law enforcement based on equality. The main objective with this principle is to safeguard the protection of human rights equally without prejudice and irrespective of the social class of each citizen. Minorities are given equal rights and are not marginalised or discriminated. The irony in South Africa is that most of the population is youth, but their rights are compromised. They are unable to enjoy the basic rights that are secured for them to live a life that protects and upholds their basic human rights to dignity if the government fails to support their need for employment.

4.2.5.4. Participation

Linked to accountability, transparency and the rule of law is participation as a principle of good governance. Participation binds the democratic processes together. Participation further deals with information and organisation. Participation is also about affording the public an opportunity to engage and submit inputs about the priorities in the public service. Jaja (2014:2515) states, “Participation means the citizens needs to be informed and organised; freedom of association and organised civil society play a key role”. While, Kaufman, Kraay and Mastruzzi (in Ekundayo, 2017:156) state, “Participation is the degree of involvement of the citizens of a country in the election of their political leaders and ultimately their representatives in government”. The role of citizens goes beyond the election of leadership to ensuring that leaders account

and are responsible and responsive to their needs. Participation is about the active involvement of citizens in decision-making and policy formulation within the society. The participation process does not discriminate in terms of gender, race, sex, disability, or any other criteria that may be used to marginalise certain individuals. The process is open; what matters are the contributions and submissions towards the success of the state and public goals and objectives. Involvement is not limited to decision making and policy formulation, but it covers all processes of policy process, including implementation. However, some measures such as representation, civil society reserving certain the right to vote, and involvement in the making of rules and regulations are binding (De la Harpe et al., 2008:3).

Moreover, participation requires enough resources to ensure that all stakeholders are informed about developments and processes. Participation can be either direct or indirect; representation plays a major role especially in democratic processes. Participation is an indiscriminate process whereby consideration is made to ensure inclusivity of all affected stakeholders and role players. Participation is also beneficial because “participation of people in national socio-economic development will not only change the nature and direction of development interventions but will lead to a type of development, which is more responsive to poor people’s position and interests” (Kefela, 2011:3998). The NYP recommends “active citizenry and the living of values outlined in the Constitution to address social cohesion and active citizenry” (NYP, 2015:30). The participation of the youth will enable them to influence decisions to their benefit and to register their needs to the relevant authorities. They reserve all the rights in the Constitution and they must be guided to secure those rights to their benefit.

Public participation is defined as a process that provides individuals with an opportunity to influence public decisions and it has long been a component of democratic decision-making (Maphazi et al., 2013:57). It provides citizens with a voice in public decision-making. The expectation is that the government will reciprocate and accept the proposals made by the public. Another benefit is that the output and outcomes are shared between the public and the government. In this regard, participation is not limited to ideas but it extends to the formulation and implementation of the policy process. For public participation to succeed there is a need for two-way interaction between the government and public structures. Participation is a key concept in democracy and an obligation for democratic government. Governments that

are run according to good governance principles form structures and systems because only through honest and true public participation will good governance flourish. Public participation further requires people who are empowered in governance processes to advance effective and meaningful participation in government (Maphazi et al., 2013:57). Public also participation guarantees the freedom of association between nations (Prinsloo, 2012:9).

The elements that need consideration when referring to participation includes representative democracy, the right to vote and to be elected, but also deliberation with civil society and stakeholders in the establishment of laws and regulations (De la Harpe et al., 2008:3). Participation is linked to democracy because in a democratic administration involvement of the citizens is a norm. Citizens make submissions regarding the processes, developments and decisions affecting them. It is the incumbent on the state to allow a free flow of information amongst the citizens without any form of intimidation. It is within this context that the South African Bill of Rights makes provision for freedom of expression and freedom of association in Clauses 16 and 18. Participation may occur directly through the engagement of communities by means of the media, dialogues, and debates. It may also occur indirectly through platforms such as the media. The people may be represented by political parties or community-based structures that have an influence and interest in the debates. Democracy aids practitioners to appreciate governance principles for the involvement of stakeholders in decision-making processes. A people-centred approach is central to provide the knowledge, capacity, aspirations and desires of communities towards their developmental needs for service improvement to meet their social requirements (Kefela, 2011:3998).

The advantage of active participation is that “it will provide institutions with direct input on how to best respond to citizens’ needs and bring additional information about blockages and inefficiencies into decision-making processes” (Carothers and Brechenmacher, 2014:5). The involvement of stakeholders and the public empowers office bearers in that citizens can contribute to decisions. They provide information needed to reach certain conclusions about issues and intensify the possibility of ownership on development and decision-making. Moreover, office bearers are empowered through the submissions from the public and the interest groups; thus, they provide better services to the people (Masango, 2008:68).

Participation “promotes greater versatility, timeliness and flexibility in the adoption and implementation of policies while the legitimate regular renewal of political leadership avoids conflict and allows for innovation” (UNDP, 2011:279). Participation can be used for many objectives, such as in policy processes, during voting and election times, and for advocacy in governance. It legitimises and promotes ownership of certain decisions either administratively, economically, or politically. It is flexible in that initiatives in participation may be derived from any level of the social strata depending on the interest and the issue at hand. Participation comes mostly from higher levels when the issue at hand is policy inclined. Public policy is crafted from contributions made by political office bearers, public officials at various levels of the official hierarchy, and submissions from private individuals as concerns (Marume, 2016:12). The picture that is portrayed by Marume indicates participation in that the policy becomes an outcome of inputs from various stakeholders from different sector representing the diversity of society.

One enabler of participation is the ability to communicate both internally and externally with others. The main contribution of the state in communication is to set up communication channels that will allow stakeholders to engage without reservations or fear. Forums accommodating multi-sectoral stakeholders need to be encouraged to engage and move towards consensus-oriented decisions. Communication is important for collaboration and partnerships in governance, including private sector actors. Public agencies must initiate collaborative forums to fulfil their own purposes or to comply with the mandate, including orders, legislation or rules governing the allocation of funds and resources (Ansell and Gash, 2007:545).

Interest groups play an important role in participation on governance issues. Participation is not only about consultation, but it is two way and multi-lateral; it encourages influencing the discussions and debates to take a certain direction. Participation is an interactive activity and beneficial for governance because stakeholders are brought in to partake in the developments in governance in a way that enables appreciation of their value and importance in decisions affecting the public. Participation enhances networks in that “the more managers engage in networking, the better results they achieve … suggesting that the more connections managers have, the more effective they are” (Klijn and Koppenjan, 2012:6). Participation also enables those who may feel worthless to realise their worth. It

balances the time and energy that collaboration requires. It further increases stakeholders' views of their direct relationship between participation and concrete, tangible effectual policy outcomes. In addition, it encourages stakeholders in that they view their achievement of their goals as dependent on cooperation from other stakeholders (Ansell and Gash, 2007:552). A warning levelled at participants is that in this process "selfish action attached with ego would not foster the advancement of the established world order but selfish actions with even-mindness should be the aim of all earthly actions and one should help the advancement of this world order or else he lives in vain" (Satpathy, Muniapan and Dass, 2013:202).

The UN conducted a survey in 2012 and the outcome indicated, "The main challenges for youth were limited opportunities for effective participation in decision-making processes" (UN Youth, n.d.:2). The marginalisation and exclusion of young people is a global problem observed internationally, and it can be cited as a factor that aggravates their disgust towards governing structures. Traditionally, young people's capabilities and abilities were undermined and that limited their exposure to participatory decision making. The exclusion of young people led to mistrust and disgruntlement in some cases. According to the UN (n.d.:1), "Young men and women are traditionally active politically in universities but very often disillusioned with political leadership and political institutions and excluded from policy development"; they lose their activism in the process. The window of activism that is left unattended after university creates a vacuum and redundancy in their political life. It is therefore an obligation for political leadership to take responsibility and create a space for participation. The identified vacuum may be associated with the challenges that later affect young people when they must move into the job market and political arena. The participation rate of youth is compounded by their minimal participation of only 24,4 percent active in the labour market in South Africa (The National Treasury, 2011:11).

Therefore, youth participation in decisions relating to youth development and empowerment should start with their participation in all decision-making processes. They can be engaged in "the implementation of framework with respect to the roll-out of goals and policy commitments at the national and local level, where they affect their lives more directly" (Walker, Pereznieto, Bergh and Smith, 2014:1). Any strategy aimed at youth development must be about "adequately equipping a young person with tools required to face the multiple yet inevitable challenges of adolescence to

adulthood; building future cadres through structured interventions to help them navigate through the challenges of real life and attainment of tangible outcomes anticipated at the end of interventions aimed at youth development (Ngubeni, 2015:72).

The principle is in line with governance objectives. The creating of the principle is also aligned to the aspirations of good governance. The principle further shows government commitment of good governance and the need to ensure youth involvement and participation. Moreover, the concept of participation is aligned to relational and structural embeddedness, which was discussed earlier in the Chapter, in that it refers to "more complex or triangular relations in which sets of actors share information and develop a capability for monitoring each other" (Considine, 2012:442). The approach is derived from the governance principle to ascertain that the participation of young people is not restricted but enables them to express their views freely without reservations. Participation empowers the youth to achieve their envisaged goals because it "serves to generate a radical consciousness amongst ordinary people with regard to the possibilities for transformative budgetary allocations at grassroots level… it raises the issue of developing negotiating skills that would advance the interests of ordinary people" (Williams, 2006:204).

Chapter 7 of the Constitution in Section 152, Clause 1(e) "encourages the involvement of communities and community organisations in the matters of local government" (The Constitution, 1996:99). Participation pressurises the government to meet community requirements and could contribute towards cost-effective projects because the government will implement according to community needs. It is therefore incumbent on the government to remain firm and committed to the principles of good governance.

The effective implementation of participation as a principle equips the youth with relevant and adequate information, which will enable them to understand the conditions that they find themselves in. It also enables them to help identify challenges and provide support where necessary. However, failure to adhere to the conditions set out by this principle means that they would always have reservations that will lead to mistrust towards government actions, even when there is no need for such.

4.2.5.5 Efficiency and effectiveness

The functionality of an institution is observed through its ability to deliver on the mandate and expectations that are set. Resources are generally scarce; therefore, it is crucial that state institutions utilise the available resources in the most effective and efficient way. “Efficient and effective way” means that institutions must be able to ensure that cost-effective measures are followed to reach the most beneficiaries. Efficiency and effectiveness start with the leadership. People in leadership positions should take the lead in promoting efficiency and effectiveness in governance. Efficiency is defined as the process of doing things right, while effectiveness is a process of doing right things (Ekundayo, 2017:157). Therefore, the two are interconnected and supplement one another. Leaders must support these principles and they need to have enough knowledge about these values to make an impact in public service. In addition, the importance of leadership in governance was emphasised because illegitimacy in leadership was identified as one deterrent to development in Africa (De la Harpe et al., 2008:2).

Effectiveness is defined as the degree at which goals and intentions are achieved by organisations; in this instance, the government is the focal point and efficiency concerns the difference between inputs and outputs (Schwella, 2015:27). Manzoor (2014:4) defines effectiveness as “the amount of end product, the real service to the public that the government is providing and efficiency as the extent to which government produces a given output with the least possible use of resources”.

Efficiency, on the other hand, points to the delivery of services in a more economical way. The impression given by the definitions of the concept efficiency emphasises the importance of saving and achieving output. The government can be regarded as efficient when it performs and achieves beyond the available resources – when the government reaches more outputs with less inputs (Schwella, 2015:27). Efficiency is also about the provision of services to the public.

Efficiency is important in governance because it can be used for administrative purposes and it assesses the capacity of policy implementers and administrators. Efficiency is further influenced by inputs and outputs. Through efficiency, governance structures can maximise the output for public satisfaction. Resource utilisation is central to efficient governance. Hence, efficiency is about effects; it focuses on maximising the minimum. Efficiency can be assessed through the deliverables and the

standards. The efficiency of public expenses is indicative of the efforts of economic and social outcomes relating to the implementation of programmes and the efforts taken to fund such programmes (Mihaiu, Opreana and Cristescu, 2010:136).

However, it must be noted that the assessment of outputs in governance is difficult to achieve because the output cannot be measured in quantity, but quality should be considered. The measurement of the economic effects of efficiency is daunting because the outputs are always in a social benefit form such as better living conditions and improved access to services, but it is challenging to point out monetary benefits. Quality and public value remain ambiguous in the application of efficiency (Manzoor, 2014:4).This statement is supported by the observation that “the difficulty of measuring the efficiency in the public sector is largely caused by the inability to quantify accurately the effects because they are direct but also indirect due to the externalities which they generate, but also due to the clear and accurate non-statement of the objectives” (Mihaiu et al., 2010:135).

The reference to effectiveness focuses on the product that is achieved and that is delivered to the public. It relates to how far the original objectives were achieved and whether the outcomes matched the original objectives (Schwella, 2015:28). The expectation is that through effectiveness government performance can be assessed. Effective government is seen as one that meets the goals and objectives that are set for the fulfilment of the vision and mission. According to these definitions, a government is effective only when the mandatory requirements are achieved. According to Mihaiu et al. (2010:136), “Effectiveness is the indicator given by the ratio of the result obtained to the one programmed to achieve”. Effectiveness indicates government’s capacity and productivity.

A government can be regarded as effective only when the public is able to notice positive changes in the lives of the people. In public policy, effectiveness means “institutional policy should ensure that the wider public is involved so as to develop an informed policy negotiation and choices” (Marume, 2016:12). In terms of youth development in South Africa, the government can be appreciated only when the policy implementation within government entities and departments are able to absorb and capacitate young people to become independent. One indicator for effectiveness is youth employability. Failure to secure young people opportunities within the public

sector reflects ineffectiveness in the government and administrative incapacity of the government. Again, government failure to coordinate the private sector to assist in the provision of opportunities for the youth reflects poorly on the government. The government cannot coordinate the private sector for as long as they fail to influence the public sector towards the achievement of this goal. Moreover, effectiveness reflects good governance in terms of “rational administrative structures, scientifically designed administrative procedures and flexible administrative activities and minimised administrative costs” (Keping, 2017:6). Effectiveness sets standards for governance to achieve the set goals for its dependents.

Efficiency and effectiveness are integral to governance performance in terms of the delivery of service. They are results-driven and the economic achievement of objectives is a priority. The relationship between efficiency and effectiveness is interdependent; however, effectiveness is a requirement for the attainment of efficiency (Mihaiu et al., 2010:136). The two values enhance governance confidence in the public sector. The achievement of quality output retains good relations between the government and the public. It ensures sustainability and the maintenance of trust by the public towards the government. These are two aspects that most governments strive to achieve.

Efficiency and effectiveness are interdependent because efficiency contributes to the build-up of good governance. The criteria for efficiency and effectiveness in government require that the outcomes of policies match the objectives. The resources allocation and distribution should ensure minimal expenditure and maximum output. According to Ekundayo (2017:157), “Efficiency as an element of the good governance theory embraces the long-lasting use of God-given resources of the society and most especially environmental protection; the principle of effectiveness emphasises the good use of the natural resources of the society by the government”.

Moreover, the impact should be measurable even though sometimes the benefit is more social than numeric in the public sector. The expectation is that the input-output ratio is high. The government should avoid wasteful and fruitless expenditure; hence, the adoption of the Public Finance Management Act (PFMA) of 1999 and the King Code of Governance Principles of 2009 in South Africa.

Furthermore, all government actions must be formulated and implemented in consultation with the public. The process should be inclusive and accommodative of all stakeholders, especially in government activities. All actions should follow specified procedures and be aligned to legislation. In summary, good governance should adhere to and comply with regulatory requirements and ethical conduct (Schwella, 2015:28).

4.2.5.6 Equity and Equality

The concepts ‘equality’ and ‘equity’ play an important role in social justice. The two concepts are about ensuring fairness in the distribution and allocation of services to the citizens of a country. Equity aims to provide all people with opportunities to improve or maintain their well-being (Schwella, 2015:26), while equality ensures citizens gain equal access to better their lot and to enhance their wellbeing in society (Ekundayo, 2017:157). They impact heavily on decision making and policy implementation, especially in countries that have a history of marginalisation and discrimination. Equality and equity may be regarded as the core drivers of governance and policy implementation for social cohesion. Furthermore, the perception is that they should improve the operations in economic and political institutions. They also improve security and social capital, while reducing the effects of capital market on growth (Duclos, 2006:6).

Equity means “taking into account the advantages and disadvantages that have shaped participants’ experiences, which may require treating participants differently in order to create conditions that achieve fair deliberation and decision” (Abdullah, Karpowitz and Raphael, 2016:1). Norman-Major (2012:13) simply defines equity as “the fair, just and equitable management of all public institutions”. The definition emphasises the importance of fairness in the distribution of services to the public. However, the reference to fairness does not necessarily mean that the distribution is equal. The implementation of the value of equity in governance means resources and services are allocations that favour those who are less fortunate. Equity is thus about closing the social gap that exits between those who have and those who do not. Equity plays an important role in protection of the rights of disadvantaged groups because through equity they can restore their dignity and respect in society. Hence, the vulnerable are considered and are made to feel equal, included, and fairly treated, without discrimination (Satpathy et al., 2013:207).

The aim of equity is to remedy the past imbalances and injustices. Equity is about ensuring access to information and provision of resources to the disadvantaged. It may be regarded as compensating the previously disadvantaged to put them on the same level as the rest of the society. Equity is essential for effective government planning, budgeting and resource allocation, and through government planning, more resources are allocated equitably, investing more towards the previously disadvantaged. Equity also emphasises the social wellbeing and nurtures the sense of belonging amongst stakeholders (Ekundayo, 2017:157). As a principle, equity is aligned to the equality clause, as prescribed by the Constitution. While equity strives to strike a balance, the equality clause states, “Everyone is equal before the law and has the right to equal protection and benefit of the law” (The Constitution, 1996:7).

Equitable distribution forces decision makers to consider the socio-economic status of citizens to decide on services, budget allocation and priorities. The equitable distribution process demands wisdom from decision makers because failure to manage it properly may lead to divisions among members of the society. The equitable distribution of opportunities in South Africa will have to start with the allocation of opportunities to the youth, before the elderly are considered. Young people in the country are the most marginalised and equitable distribution should benefit them. The fact that one of the principles of the NYDA Act is “recognition of the manner in which youth has been affected by the imbalances of the past and the need to redress these imbalances through more equitable policies, programmes and the allocation of resources” (NYDA Act, 2009:6). Historically, young people were marginalised, and the Act is aimed at ensuring that equity and equality are addressed. However, the policies that advocate for this arrangement remains a challenge when coming to the youth in South Africa. Policy decision-makers are still inclined towards equality instead of an equitable distribution; this puts the youth in a compromised situation. Hence, the recommendation that “trade-offs between equality and equity must be negotiated in light of the different goals towards which any single deliberative process might aim; generating legitimate decisions, promoting mutual respect or encouraging more informed opinions” (Abdullah et al., 2016:3).

The South African policy on affirmative action is an example of equity in practice because it favours certain groups over others in service provision. Affirmative action advances equity in the prevalence of equality; the marginalised group is prioritised

when opportunities arise to compensate for exclusion (Guy and McCandless, 2012:55). However, the effectiveness and the impact of affirmative action depend on the hands of those who have means to support the process. The government must engage and negotiate its vison about equity and equitable allocation to all stakeholders in the public and private sector to get buy-in and support for the process. Policies that are based on equity are problematic in that ethically discriminatory government policies give rise to negativity, disgruntlement and insecurity amongst individuals, and can lead to instability and unrest (Duclos, 2006:9).

In contrast to equity, equality is defined as “an approach to deliberative fairness that emphasises the need to treat all deliberators the same regardless of their power outside the deliberative forum” (Abdullah et al., 2016:1). Equality, according to the definition, addresses sameness in terms of the treatment of people. There is no consideration of aspects such as social status, economic background, race, and earnings when resources are distributed. It is favoured mostly by those non-marginalised groupings. According to Guy and McCandless (2012:55), “Equality can be converted into a mathematical measure in which equal parts are identical in size or number”. The element of fairness in equality is simplified because the allocation of services is based on ensuring that everyone receives the same portion. Equality can work well for youth in terms of participation in decision-making and policy formulation, where decisions about youth must be made.

The problem with equality is that when it is implemented in situations where there are disparities and differences in terms of socio-economic conditions, equality does not assist to close the gaps – it just sustains the status quo and the poor remain poor while the rich stay rich. When equality is applied, the focus is on providing equal treatment to all because of gender, race, background, culture, and all aspects that reflect differences. The government committed to addressing equality to meet its obligation to address poverty, promote social integration, create an enabling environment for social development, promote full employment, and mobilise resources for social development (Pillay, 2004:588). Without equality, fairness and equity are difficult to achieve.

Equality is a human rights issue; hence, it is prescribed in the Constitution as Clause 9 in the Bill of Rights. The Clause seeks justice and fair treatment for everyone within

the Republic. Young people are included as equal role partners who deserve protection from the state and the government for the integrity and dignity to gain respect. The equality section of the Constitution protects the rights of young people and it is the duty of the government to secure their wellbeing. All attempts that are adopted to address issues source their framework from the equality section of the Constitution. Equality, according to the Constitution, “includes the full and equal enjoyment of all rights and freedoms; to promote the achievement of equality legislative and other measures designed to protect or advance persons or categories of persons, disadvantaged by unfair discrimination (The Constitution, 1996:7).

The debates about equality are mostly argued along gender and racial lines whereby the focus is on equal treatment of men and women. Historically and culturally, women are seen as the most marginalised and discriminated against, and black women belong to a group who is severely discriminated against – women who never enjoy human rights at all levels of governance, and it is at its worse when one is female, black and young. Employment and career entities in the public sector also favour men over women; services are still not accessible to women, which are received by men (Danida, n.d.:3).

Equality is about ensuring that people receive equal opportunities, enabling the previously disadvantaged groups to gain access to services and putting them as a priority. In the context of this study, equality is based on the role of young people and on whether they are able to access equal rights as citizens. Young people’s rights to participate are “articulated across several international human rights conventions, including the International Covenant on Political and Civil Rights, Article 12 of the United Nations Convention on the Rights of the Child, which affords children up to the age of 18 the right of participation; and the Convention on the Elimination of All Forms of Discrimination against Women” (Walker, Pereznieto, Bergh and Smith, 2014:1).

4.2.5.7. Other important principles

Apart from the basic founding principles that are discussed above, there are supporting and strengthening principles of governance. These principles are in line with the concept of effectiveness and efficiency in the implementation of governance. These principles ensure that stakeholders are involved in the ramifications of their society (Ekundayo, 2017:157).

Responsiveness is a value that supports effectiveness and efficiency. It is concerned with service to stakeholders and ensuring timely delivery. Responsiveness encourages consultation with communities and affected stakeholders to ascertain that the services provided are in line with the needs of the society. It is about government's efforts to identify and fulfil the needs and wants of the people, especially the needs of the pro-poor. The principle also focuses on cost effectiveness, in that government action is informed and guided by it (Schwella, 2015:28). Governance is about upholding the law. As much as people possess the right to be protected, responsiveness emphasises the governance duty to protect citizens. The responsibility is carried by both the government and the political system or political leadership. The protection is conducted through the protection of the law; then, the law is enabled to protect all subjects (Satpathy et al., 2013:207).

Procedural correctness considers whether government actions, policies and implementation programmes were carried out in accordance with all the legal and regulatory requirements (Schwella, 2015:28). The principle focuses on compliance to policy and effective implementation, as well. Administrators are encouraged to ensure compliance to the rules and regulations to remain compliant and on track. The expectation is that all stakeholders will abide by the rules. Furthermore, implementation of policy is followed to the letter. Governments are guided by policy and procedural correctness is important to avoid non-compliance. Compliance minimises corruption and is therefore important because of the failures of the past strategies to promote and induce policy change (Santiso, 2001:8).

Strategic vision prescribes that "leaders and the public have a broad and long- term perspective on good governance and human development, along with a sense of what is needed for such development" (UNDP, 1997:1). The vison should consider dynamics, such as social complexities, which could include the position of young people and their economic status. The vision would also consider the need to assist and support unemployed youth. Consideration would tap into youth participation in social decision-making. The vision would strategically encompass everything, which would attend to youth issues. Moreover, it stipulates liberal and futuristic thinking in governance (Ekundayo, 2017:157).

Consensus orientated – According to Satpathy et al. (2013:200), consensus means "general agreement or a group's solidarity of belief or sentiments". It involves concepts such as mediation and compromise among stakeholders in decision-making. The principle encourages decisions that are based on collective agreement, whereby all stakeholders participated and agreed on the direction to be taken. The decisions that are based on this approach are on the basis on mediation to accommodate differing interests and ensuring that the dominant interest is the one that will be profitable for all. Society benefits when consensus is reached, and its benefit is that consensus minimises the challenges of dissatisfaction among stakeholders. It creates a platform for discussion and enables stakeholders to elaborate on their decisions. Consensus-oriented decisions require broadmindedness for sustainable human empowerment and the achievement of the objectives of the state towards its citizens. The notion is backed by the agreement that "governance is about values of democracy, rule of law, human rights and social justice (De la Harpe et al., 2008:3). Understanding this framework contributes to the success of groups through achieving maximum participation of those involved and efficiency on their part. The decision-making process becomes collective, better decisions are taken, and it improves group dynamics due to empowerment and ownership (Prinsloo, 2012:13).

4. 3. Conclusion

The concept of governance has proven to be a concept that cannot be defined and be accepted as universal and accepted by all. Its definition has proved to be complex because the concept is used by many fields and each defines it within a framework. The confusion related to the definition of governance stems from its use by various stakeholders, "it is used by donors for practical purposes; it is used by academics as an analytical concept and it is used by others as a normative ideal" (De la Harpe et al., 2008:2). In public service, it is used as a normative concept.

The growing concern over the effectiveness of poverty reduction aid and human suffering aid led to the introduction of governance in the development agenda (Santiso, 2001:3). It developed because of inefficiency and corruption that prevailed in developing countries, especially African states that were eligible for financial loans from institutions such as the IMF and the World Bank (De la Harpe et al., 2008:2). Good governance is introduced to public administration to bring stability, control, and

strict measures in the management of government resources and to ensure that the public receive value for money in public service. Governance is about development and sustainability, while good governance revolves around the provision of better services to the public with the assistance and support of committed stakeholders. Furthermore, governance requires the unity of effort and active participation of all starting with the state, the public sector, the private sector, and the public, while good governance requires a collective approach and dedication towards cost-effective service to the people.

The areas that require attention when dealing with governance include the governing institutions as the custodians of state resources and authority. Civil society organisations also play an important role in identifying public needs, representation of the public, and influencing decision-making. Governance requires the decentralisation of power and the support of local government because that is the most important sphere in government, where implementation takes place. The management of the public and private sector is important because the sectors support the government action; they provide policy directives and they are resourceful in terms of investing in the economy (Prinsloo, 2012:5).

Strengthening good governance, especially in developing countries, requires the commitment of leadership's support to bring stability and curb corruption. The strength of governance depends on the establishment of a democratic administration that promotes transparency in policy processes and strives for effectiveness in the implementation and administration of policy. Democracy depends on the political leadership's ability, capacity, and willingness to govern and the quality provided through governance system determines the ability to influence and strive for sustainable economic and social development (Santiso, 2001:5).

Governance is further strengthened by the ability to foster conformance to the rule of law, ensuring excellence in performance and compliance to policy. These tasks can be achieved through consistent monitoring and supervision of government action. The existence of structures and processes for decision making capacitate office bearers to control, manage and implement accordingly (Mulyadi et al., 2012:28).

It is worth noting that governance in the public sector is about the prevention of maladministration and corruption to create a stable public sector economy, which is to

the advantage of the public. Governance promotes and advocates for social and political reforms in the public service to uplift the standard of living of the citizens. Governments are supposed to support good governance processes to sustain quality leadership, while governance supports the enforcement of policy and the rule of law. Enforcing the rule of law requires an independent judiciary to remain objective in the application of the rules and regulations governing effectiveness in the application and implementation of governance in the public sector. The government as the main stakeholder in governance must educate the public about good governance and sustainable development. The government must also raise awareness among the public about compliance. Awareness campaigns will enable the government to learn about the public's perceptions to provide the necessary data on the measures and action that needs to be taken in different situations. As part of the reform process, governance needs capacitated institutions to prevent corruption, improve accessibility of the justice system, and strengthen the independence and autonomy of the judiciary (Prinsloo, 2012:8).

Good governance is beneficial to the world order in that governments are provided with guidelines that help to bring uniformity amongst most states, especially those that are democratic. Good governance also supports states in building collaborative relationships between citizens, who are in most cases considered as consuming and beneficiaries of all government actions; it expands the unity between the private and public sector and the political parties who contest to secure the support of the citizens and pressure groups. Moreover, governance encourages shared responsibilities amongst different stakeholders because they contribute immensely in terms of resources that remove the burden of service delivery from the government. Additionally, it is through transparent processes that information is disseminated to elevate the public discourse. Information reaches the public easily because stakeholders cover a broad spectrum in informing them. The working relations amongst stakeholders foster a shared understanding of issues because they can engage and explain the government processes and issues in governance. Good governance also provides the opportunity to involve citizens in government decisions and activities; thus, promoting trust and cooperation (Robinson, 2015:11).

Like any concept in social science, governance is interpreted according to various theories within the field. Governance theory assists to outline how different

stakeholders partake in influencing the state and government to function. The theories provide options and alternatives that allow flexibility for governing bodies to govern. “Governance theory is important for rebuilding the intellectual system in democratic politics, searching for an institutional platform for good governance, transforming the public policy-making model and getting rid of the practice in public administration in the process of market-oriented development that is inefficient or even fails in many ways” (Keping, 2018:1).

One of the main modes of governance is the hierarchical mode, which is more inclined towards power relations between the state and the citizens, with the state as the domineering stakeholder. The relations that develop in the hierarchical mode are top-down. The hierarchical mode of governance may deny young people a voice in decision making because the relations are based on the status of the stakeholders and, in most cases, hierarchy is determined through background, which is linked to the economic, social, political or educational influence that each stakeholder holds. Institutions that adopt this mode have the potential to intimidate young people in voicing their views and expressing their knowledge and concerns (Williams, 2006:206).

Coercive mode, on the other hand, persuades citizens to abide by the decisions with binding legal instruments to gain their compliance. The mode is very rigid in its approach. The approach may also disadvantage the young people of South Africa in that the mode is legislative and is more suitable for learned people who are able to interpret legal documents. Another disadvantage of coercive governance is that it has the potential of leading to social insecurity and uneven development (Jaja, 2014:2515).

Negotiation mode is pluralistic and encourages harmony between stakeholders. It encourages a win-win approach and participants in such decisions are expected to compromise to reach consensus. Compliance mode is related to coercion because both modes rely on compliance to certain tools, which are available. Compliance mode addresses issues using legislation and policy, and the expectation is that the public should follow the rules to the letter.

The modes of governance involve the relationship between state intervention and societal autonomy. Different strands of literature have focused on different facets of this relationship and the use of the concepts ‘new and old modes of governance’ is

irrelevant because the old may be considered new in other fields (Treib et al., 2005:15).

The principles that support good governance are democratically inclined and encourage cooperation amongst all stakeholders irrespective of how minimal a stakeholder's role. Governance principles are about responsible leadership, accountability, and justice for all. The main intention with good governance was to bring universal guidelines for governance throughout the world, especially for those states that depended on loans from the IMF and the World Bank. The principles were enforced to ensure compliance and to curb the prevailing corruption in these countries. Good governance provided countries with competencies to manage their resources and affairs in a manner that is open, transparent, accountable, equitable and responsive to the people's needs (Kefela, 2011:3995).

The effective and efficient implementation of good governance could enable young people to participate amicably in government decisions and policy processes. Adherence to good governance principles could allow young people access to information and knowledge about the government's actions towards resolving the challenge of youth unemployment in the country. The solution to the youth's problems lies in addressing the preconceived idea of spectator politics "where ordinary people have mostly become endorsees of pre-designed planning programmes, are often the objects of administrative manipulation and a miracle of reconciliation in the international arena of consensus politics whilst state functionaries of both pre- and post-apartheid eras ensconce themselves as bureaucratic experts summoned to ensure a better life for all" (Williams, 2006:197).

Chapter 5: The Situation of Youth in South Africa

5.1. Introduction

Developing countries are struggling to provide opportunities for young people to enable them to have decent and equitable lives that will allow them to contribute to the social, economic, and political development of their communities. The irony is that most of the population in African states is young and energetic. Most states failed to realise the value of young people until 2007 when the World Bank published the Development and the Next Generation Report, which outlined the importance of youth people. Countries were given the choice to either reinforce policies that create a virtuous cycle of sustainable growth, or miss an opportunity for economic development, and risk escalating unemployment, intensifying the crime rate and causing chaos in the political cycle (Potgieter-Gqubule and Ngcobo, 2009:8).

The UN recognised the importance of youth in society through the admission and acknowledgement of recommendations and reports, such as the World Youth Report 2005. The Report addressed youth in the global economy and in civil society. Equally important was the Economic and Social Council Resolution 2007/27 that recommended the adoption of the World Programme of Action for Youth to 2000 and Beyond. Furthermore, the Millennium Development Goals prescribed the effective participation of young people, and youth-led organisations and civil society (UN, 2008:1). Through the adoption of these reports, the UN accepted the important role that youth play and the value of their involvement in decision-making. In relation to governance, youth may be involved in various programmes, like in Sierra Leone where they participate in Youth in Governance working to change laws to enable pregnant girls to attend school and gain access to livelihood options, and the Ashes Caribbean Performing Arts Ensemble in Jamaica where they monitor aspects of targeted local schools (Walker et al., 2014:9). South Africa can source lessons from these countries.

South Africa is a signatory to these conventions and is bound to comply with their prescripts. The country is also a member of the African Union (AU), the organisation that adopted the African Youth Charter on 2 July 2006, as a legally binding framework for the benefit of young people in Africa. The Charter dealt with the recognition of the rights and responsibilities of young people, as well as the duties that they must perform

as equal citizens within the states (AU, 2006:13). Therefore, the background on a definition of the concept 'youth' will bear reference to the submissions made by the UN Conventions and the African Youth Charter as a foundation for a South African definition of the concept.

The National Youth Policy (NYP) defines youth in the context of the African Youth Charter and it sourced some of the priorities from the prescripts of the AU Charter (NYP, 2015:6). The definition is bound to consider the Constitution of South Africa as the primary source of departure, especially the emphasis on human rights as espoused in Chapter 2 of the Constitution. The unique circumstances of South Africa, especially its history, will also be considered in attempting to define the concept youth in the South African context. Walker et al. (2014:1) define youth as young people and refer to them as "older children, adolescents and youth under the age 25 who were involved in the documented good practice". The definition is highly problematic because it has an element of discrimination and patronises those who might have had challenges with the law or were not involved in good practice. The concept 'good practice' is also too broad to define youth along those lines.

The reality is that young people, especially black youth in South Africa, played a prominent role in the resistance struggle. The youth were pioneers in agitating against oppression through boycotts, demonstrations and strikes. They became militant and rejected a diminishing education system. They were not moved from their focus on a transformed and democratic South Africa – an approach that earned them the title of 'problematic youth'. Hence, it irks to apply Walker et al. 's definition because it would mean that most black youth would not meet the criteria. The Constitution clearly protects their rights under Section 28(1), (2) and (3), stating that "the child's best interests are of paramount importance in every matter concerning the child" (The Constitution, 1996:14).

Due to their robust approach to the political setting prior to 1994, the youth were side-lined during the negotiation process that led to the democratic elections of 1994 because they were assumed novices when it came to negotiations and transformation issues. The process ignored the "Constitutional commitment which mandated government to make available opportunities for the development of all citizens and the

attainment of national goals" (NYDA, 2011:7). The perception of the youth as a lost generation was strengthened by the media, politicians, and society. It is this perception that led to the youth being labelled as a lost generation. Young people were isolated from political activities and participation in decision-making. The view on youth became that of youth as a vulnerable group of people who were dependent on adults for guidance and support. They were victims of adult society and in need of protection; they were viewed as dangerous and in need of guidance, or as a threat to adult society – this limited the youth's participation in society. Moreover, they were considered incomplete and incompetent still in need of capacitation from adults (Malila, 2013:15). The negative perceptions diminished the potential of young people and created a divisive atmosphere that crippled their potential and capacity. In the 1990s, the misconception was cleared, and youth were now perceived as a treasure to be exploited. However, the isolation of young people was also experienced by other racial groups; hence, the formation of structures such as the Joint Enrichment Project (JEP) and the National Youth Development Forum (NYDF) as lobbyists for youth issues in the country (Ngubeni, 2015:74).

The purpose of this study is to define the concept youth in South Africa and discuss the legality of the concept and the reasoning behind the definition. The reason for this exercise is derived from the controversy surrounding the meaning of the concept youth as a social construct that has different meanings to various sectors of the community and all these definitions are based on the perceptions that people have towards young people in society (SARPN, 2016:1). The aspects that will be considered in a definition of South African youth will be included to formulate a clear definition that will be all-encompassing. Furthermore, the Chapter will focus on the challenges faced by South African youth and the mechanisms that were put in place by the government to address these challenges. The mechanisms include policies, legislation and strategies that were adopted specifically to deal with the issues of young people. The strategies found their expression in key strategic documents such as Growth, Employment and Redistribution (GEAR), the Accelerated and Shared Growth Initiative – South Africa (ASGISA), the Human Resource Strategy South Africa (HRD-SA), the National Youth Policy (NYP), the National Skills Development Strategy (NSDS), the Industrial Policy Action Plan (IPAP), and Broad-based Black Economic Empowerment (BBBEE) (NYDA, 2011:7). For the sake of this study, the concepts youth and young people will

be used interchangeably to refer to the group of people in society who are under discussion in this Chapter. As seen earlier in this Chapter, some authors prefer to use the concept youth while others like Walker et al. utilise young people to refer to the same group of people.

5.2. **Definition of the concept youth**

The definition of the concept youth in terms of the age bracket remains open since there is no agreement on the actual determination. Gyimah-Brempong and Kimenyi (2013:3) simply define youth as "a period of transition from childhood to adulthood". The UN and the World Bank classify the ages 14 to 24 as the category for youth, while the AU defines youth as people who fall within the age bracket of 15 to 34 years, and the South African bracket is 14 to 35 years (Altman, Mokomane, Wight and Boyce, 2012:1). The South African definition is based on the mandate of the National Youth Commission, which was later changed to the National Youth Development Agency (NYDA) and the Draft National Youth Policy 2014-2019, the document that defines the strategic framework for youth development in the country. The definition is broad and inclusive and might be limiting in that it has the potential to treat young people as a homogenous group. However, it must be noted that the broad nature of the South African definition was agreed on to allow policy development to consider opportunities for those young people who missed out before on educational opportunities to complete their studies due to segregation (Ward, Dawes and Matzopoulos, 2012:3). The age-based definition focuses only on the developmental stage, yet it can be accepted that youth refer to a population of people who are young. The lack of a globally agreed on definition of the concept poses a challenge in that the challenges affecting this group cannot be discussed in general terms and the comparison is equally difficult (Gyimang-Brempong and Kimenyi, 2013:3).

The South African definition of the ages 14 to 35 is motivated by the fact that it embraces varied categories of youth who were exposed to different socio-political and historical experiences (SARPN, 2016:1). The factors that are encompassed in the definition include the historical background, the marginalisation (particularly of young people from the black communities), and the general exclusion of youth in decision-making. The argument is indicative of the fact that the concept youth cannot be limited only to age cohorts, but consideration should also be given to other factors such as

cultural dynamics, institutional determinates, political environment, and economic factors. Hence, it is important to make a further distinction between teenagers and adults in this discussion (O'Higgins, 1997:1).

The challenge with the South African definition of youth is that it reflects an element of poor consultation and engagement. The consideration of existing legal documents of some state departments, which interpreted the concept according to their legal framework and mandate, was also not dealt with intensively. Despite the age cohort that is specified in the NYDA Act (1996) and the NYP 2014-2019, the White Paper on Social Welfare (1997) defines youth as a young man or woman between the ages of 16 and 30, and the Children's Act (2005) classifies a child as a person below the age of 18. These disparities cause inconsistencies and controversy in the definition of the concept youth (SARPN, 2016:1).

In sociology, youth is defined as "a stage comprising of a transitional stage starting from adolescence to adulthood, from dependence to independence and from being recipients of society's services to becoming contributors to national, economic, political and cultural life" (Altman et al., 2012:7). In other words, the stage of youth in development is associated with a form of transition and movement from a certain stage to the next. The transition refers to responsibility towards the community and the nation at large. Youth entails an element of maturity and the capacity to make decisions, and participate in the social, political and economic upliftment of the community. It outlines the importance of contributing and giving back to the society as a sign of development. Walker et al. (2014:3) point to the importance of youth in governance by stating, "Governance work with young people entails building capacity of decision making to engage with and respond to their concerns and needs". The definition emphasises the expectation of service to the community in return for their contribution. However, the transitional stage definition is individualistic in approach and does not place the youth in a category. The definition portrays a youth as incomplete, needing capacity; incompetent, wanting more skills; and inadequate and irrelevant within the adult world; therefore, it is demeaning (Richter, 2005:39).

To bring the definition closer to the governance perspective, the Learning Forum (2013:1) defines youth as "partners, assets and a prerequisite for sustainable

development and for the peace and prosperity of Africa with a unique contribution to make to the present and the future development". Hence, the youth are placed at the centre of social development and they are not treated as spectators. They are potential drivers of political change and economic growth. The reference to youth as assets and partners is an acknowledgement that in a suitable environment, they can become game changers using their gifts and abilities. The youth are integral in all spheres of development – be it the social, political or economic sphere. The youth are the nucleus of transformation and have the potential to drive the transformation agenda in developing countries. The NYP states, "Young people are a major resource for development often acting as key agents for social change, economic expansion and innovation" (NYP, 2015:2). Allocating space for youth participation can widen the space for growth and guarantee continuity for future directions in leadership for growth. Engagement of the youth in decision-making can also ignite their confidence and realise their potential. The involvement of youth in decision-making however depends on their engagement and the reception of their inputs.

Moreover, the youth is a category of the population who are expected to influence present and future developments through their submissions. They are perceived as energetic and influential in their mind-set and attitude (Van Der Byl, 2014:3); as opposed to self-destructive and beneficiaries of civic engagement (Jobson, 2011:8).

The Marxist-Leninists state, "The youth moral make-up and features are determined by class affiliation and law governing the development of society of which youth is a part and should be studied in conjunction with the age peculiarities which give youthful colouring to problems common to the whole society" (*The Weekly*, 17-23 June 2016:15). The statement insinuates that the challenges associated with youth such as poverty and unemployment can be defined in terms of the class struggle between the haves (bourgeois youth) and the have nots (proletariat youth). It emphasises the inequalities that prevail in society as the outcome of the struggle and exploitation of one by another. The definition interprets the problems affecting youth as a struggle for a specific group who do not own the means of production. The definition does not consider the issue of age and it might be discriminatory in that it focuses only on economic factors and may lose the opportunity to accommodate other young people who may play a dominant role in assisting the course of youth development and

engagement. The definition is supported by the notion that “youth are seen as victims of adult society and in need of protection, they are viewed as dangerous and in need of guidance or as a threat to adult society… youth are seen as incomplete, incompetent and in need of guidance as learners of adult society” (Malila, 2013:15). The definition stigmatises and labels the youth in a negative manner.

The youth are portrayed negatively by society as “problems to be solved” (Jobson, 2011:4) and as “a violent undisciplined criminal element in society” (SARPN, 2016:1). These perceptions downplay the value and capacity of young people. This negativity promotes social exclusion and it might aggravate defiance by the youth. The definition of youth should therefore be accommodative of all factors both negative and positive about the character of that social group who is classified as youth. Consideration of these factors will lead to a better conceptualisation of youth as a concept and youth as a key stakeholder within society. The definition of youth must acknowledge the youth as active role players and champions of their own fate. It should accommodate their energy, robustness and continuous growth; then, acknowledge the need to provide enough space for participation in the social, economic, and political spheres (NYP, 2015:3).

5.3. The Situation of Youth in South Africa

The situation and conditions, which South African youth face daily, are unique in that there are still vast disparities along racial lines. Specific factors were identified as contributing to the situation these young people find themselves in. The factors viewed as playing a prominent role in determining the status of young people in South Africa will be discussed. These factors are interlinked, and one may lead to another, depending on the various perspectives available. The factors are discussed below.

5.3.1 Education

Education is regarded as the foundation for liberation in that it enables an individual to develop and become independent. This tool was used by the apartheid system to segregate and separate the society based on the colour of their skins. Segregation in education was endorsed through the passing of the Bantu Education Act of 1953. The Act provided for inferior education content with minimal resources for blacks; it limited the educational capacity of blacks to a level of the working class for them to provide

labour for their white counterparts, and their standard of living was limited. Moreover, the opportunities for blacks were limited and so were their career choices. The curriculum's quality was compromised by the fact that black education was poorly funded, while education for whites was well funded. Post 1994, "education not only had to be transformed, it had to play a key role in the transformation of the South African community" (De Wet and Wolhuter, 2009:359). Hence, the current government had to reconsider the education funding model and decided that the budget allocation for education would rest with the provinces, "ensuring the development and enforcement of national service delivery norms and standards for public education; through processes related to the division of nationally-collected revenue; and availing funding directly through the creation of a conditional grant within the national government budget process" (Barberton, Carter and Biden, 2017:1)

The segregated education system contributed immensely to the current inequalities in education qualification acquisition and it impacted negatively on mostly black and Coloured communities. Post 1994, the education ministry is still struggling to bring about equality and an increase in the pass rates obtained by learners in different grades. The most worrying factor is "the inherited post-secondary education and training system which is not suited to the needs of the economy" (De Lannoy, Graham, Patel and Leibbrandt, 2018:14). The performance of learners in primary schools is poor and the Grade 12-learner statistics are dwindling. The current concern is the "troubling statistics of 1 666 980 pupils who started grade 1 in 1994, only 5 per cent were eligible to attend university at the beginning of 2007 and two thirds of those who were in Grade 1 in 1994 had not reached grade 12 by 2006 as was expected" (Mlatsheni and Leibbrandt 2011:123). Furthermore, Spaull (2013:3) states, "Of 100 pupils that start school, only 50 will make it to Grade 12, 40 will pass and only 12 qualify for university". In 2017, 1 052 080 learners were enrolled in Grade 10, yet only 409 906 learners eventually passed Grade 12 in 2019 (StatsSA, 2020:1).

According to StatsSA (2016(a),1) "Quality of education remains a challenge and this information was reported in the 2015 Gender Series Volume II report". The NYP states that "literacy and numeracy skills at primary school level are well below the international average … and poor-quality results in primary schools lead to weak participation in other school levels" (NYP, 2015:11). The poor education standards in

South Africa aggravate the dire situation of youth in that young people are unable to move out of poverty. Failure of learners to reach Grade 12 creates a burden for the country, which is already overwhelmed by high illiteracy levels. Many young people who completed Grade 12 are also unable to adapt into the university system and end up dropping out due to lack of capacity. It is pointed out that learners need second chances to achieve a matric qualification; those who have managed to pass require further education and training, whilst others need employment or youth service opportunities. The job market is however unable to absorb exited learners, either as qualified or dropouts (Jobson, 2011:6).

In 1996, South Africa adopted a new Constitution, which declared education as a basic human right. It stated, “Everyone has the right to basic education, including adult basic education and to further education, which the state through reasonable measures must make progressively available and accessible” (The Constitution, 1996:14). The right to education is granted by the supreme law of the country; however, serious struggles arise when this right must be accessed by all. The remnants of apartheid and the Bantu Education system remain reflective in the achievements in education. Inequality is rife, and the main victims are reflected along colour lines. Blacks and Coloureds are grappling for survival. They are unable to reach the set standards of education and the process of redress is slow because the standards of education in black and Coloured schools remain low. In addition, resource allocations do not meet the prescriptions of the equality clause. Hence, the legislative gains have not panned out into tangible outcomes because the South African uneducated youth still comprise of black and Coloured youth and there are limitations in post-matric opportunities for these groups (Potgieter-Gqubule and Ngcobo, 2009:15). Oosthuizen and Cassim (2014:1) indicate that the situation is exacerbated by the fact that youth have “low levels of education, have dropped out of school and do not have the literacy, numeracy and communication skills needed in the labour market”.

It is noted that post 1994, the country has achieved much in the promotion of access to education, especially post-matric education and training. The statistics reflecting enrolment at universities and universities of technology rose from 495 356 in 1994 to 938 201 in 2011, which is almost double the number of past enrolment statistics; however, the statistics are still low in Technical and Vocational Education and Training

(TVET) Colleges (Van Der Byl, 2014:26). Enrolment at TVET Colleges reached 707 397 in 2016 and private colleges enrolled 168 911 students in 2016 compared to 88 203 students in 2015, the enrolment at public and private Higher Education Institutions (HEI) reached 1.1 million in 2016, divided into 975 837 by public institution and the remaining 167 408 students by private institutions (DHET, 2018:9). In 2021, combined university enrolments reached 622 000, with UNISA as the institution with 400 000 students (BusinessTech, 2015:1).

The government managed to merge the education system and establish one system for all. All the independent departments were put under one umbrella of the Department of Basic Education (DBE). The resultant factor is that the integration led to the declaration that the schooling system is compulsory for nine years for all racial groups. Moreover, the budget is distributed equally and not in terms of racial groupings. Policies have changed, and all schools are governed according to the South African Schools Act of 1996 (SASA). The education budget for South Africa is 20 percent of the total budget of the country. This funding is aimed at redressing and improving historically disadvantaged schools; yet, this is not enough to meet the previously disadvantaged schools' operational costs (Ocampo, 2004:4). McLaren (n.d.:48) states, "In 2016/17, 48% of the R411 billion allocated to the provinces, R197 billion was divided among the provinces based on the number of learners in each province". When compared to the previous government's budget allocation, which allocated ten times the education funding to white schools instead of to black schools, the system now has made a point of directing opportunities towards specific racial groups to the disadvantage of others (McLaren, n.d.:38). The allocation is in line with equitable distribution, as discussed in the principles of governance.

Despite all the strategies aimed at balancing the imbalances of the apartheid system in education, the Department of Education still battles to equalise the quality of education. Thus, the challenges in education persist in the new democracy. Poor performance and a decline in the number of Grade 12 candidates top the list of problems. Hence, the NYP proposes the second chance programme "to allow young people to build capabilities and reach their potential" (NYP, 2015:21). The notion is supported by De Lannoy et al. (2018:16) who state that there should be "second chance programmes and further education and training opportunities as well as

rehabilitation for young people who have fallen prey presumably to some form of anti-social behaviour". The presence of young people in schools is a quantitative achievement but the quality of what is done in schools is concerning because the current evidence reflects the following, "Only 35% of the children in the third grade are able to pass the literacy and numeracy tests for that age group" (Setiloane, n.d.:1). The performance in subjects such as Mathematic and Physical Science remain a challenge, which leads to a shortage of students in medical and engineering faculties. However, StatsSA recorded an improvement of 8,6 percent in students studying Engineering among what they call Millennials (born between 1980 and 1999) (StatsSA, 2020:1).

The country is trapped in a situation of an oversupply of social science and education graduates and a shortage in the skills that are in demand for economic development. In addition, some young people enrol with bogus institutions and institution that are unrecognised by future employers; this adds to the challenges they face in education (Yu, 2013:3). The issue of bogus institutions led to the Department of Higher Education calling on young people and adults to verify the institutions and the programmes before they register to further their studies. The concern with these institutions is that the government is not able to capture the number of students who register at them; therefore, the available statistics do not include these students (*Northcliff Melville Times*, 2019:1).

The poor quality of education that contributed to the current disempowerment of young people in South Africa is confirmed by various research findings and all agree that South African youth are unable to survive financially due to inadequate education. The interventions undertaken by the government have not lifted the standards of education, nor helped the country to resolve the educational challenges that were inherited from the separate development system in education. The interventions are also unable to close the skills gap that is the result of marginalisation in education. The Trends in Mathematical and Science Study (TIMSS) in 2011 found that out of 63 countries, South Africans performed poorly in both mathematics and science. The South East Africa Consortium for Monitoring and Educational Quality (SACMEQ) reported in 2007 that reading incompetence was another educational dilemma. The Report further indicated that the country was producing insufficient, inexperienced and below

capacity work seekers with a bleak future (Festus, Kasongo, Moses and Yu, 2015:3). The poor scoring in international research was furthered by the Organisation for Economic Cooperation and Development in 2015, the organisation placed South Africa at position 114 out of 137 countries that made up the World Economic Forum's Global Competitiveness Report (Naude, 2019:2). In 2015, the country scored an average of 372 points for mathematics and was positioned at 38 out of 39 countries, while it scored 358 points for science – the last position for science (Letaba, 2017:1). These statistics reflect the dire situation of education for a country in which 20% of its budget is spent on education.

The current education system needs to adjust it standards, especially with regards to quality in curriculum, to meet the proposal by the NYP that "education should cater for different groups and produce highly skilled individuals (NYP, 2015:21) to enable them to carry their responsibility in "decision making and holding government accountable for their duties and performance" (Walker et al., 2014:3). The curriculum content needs to meet the requirements that will enable youth to participate in social developments. There must be a link between primary, secondary, and tertiary education. South Africa's education curriculum does not provide an environment that allows youth to survive academically; young people also do not possess problem-solving skills. The acquired knowledge seems to be irrelevant to the economic needs of the country; thus, making it difficult to integrate the youth into the economic mainstream. According to Oosthuizen and Cassim (2014:2), "Schools leavers do not exit the system with the requisite skills demanded by the labour market". This poses a challenge for professional growth and access to markets.

The education system needs to align schools' academic activities to assist the country to resolve the youth challenge. De Lannoy et al. (2018:14) observed, "The higher education system was inverse of what is required by the society and economy because it has a small vocational sector, a large university sector and a poorly developed and fragmented post-secondary college system". The country needs to popularise technical education and vocational education to enable youth to create their own job opportunities; thus, contributing positively in the upliftment of society and reducing the dependency syndrome that dominates social and political thinking. Lack of academic independence and vocational skills promotes a sense of reliance on the

government to carry the burden of the youth; such a situation denies the youth the opportunity to grow. The government needs to come up with interventions that will raise the youth's eagerness to learn and upgrade the standards of education. There should further be "considerable investment and commitment by all artisan development role players with a special focus on the workplace in South Africa, but it will also require sustained, committed and high-profile political leadership" (DHET, 2019:2). The notion is supported by Oosthuizen and Cassim (2014:2) who state, "Early school leavers, dropouts and unemployed high school diploma-holders require interventions tailored to their particular needs and characteristics". Young people who dropped out must be engaged to gain alternative academic, technical, or vocational skills for future purposes; the engagement must be backed by relevant policies (The National Treasury, 2011:6). If youth can become independent in all spheres, they will be able to provide solutions to their problems and create jobs for others; thus, helping the government to address youth unemployment.

Educationally, the words 'lack' and 'experience' dominate youth conditions in South Africa. Lack of quality education is disadvantaging the youth. They lack skills, and this constrains opportunities and prospects. Hence, the youth are not completely equipped. Lack brings about disgruntlement and destroys the confidence levels of young people and this is a reason why some people will classify the youth as 'vulnerable'. The reality is, less educated youth are marginalised, and there must be a way of reinstating this group who fall out of the mainstream through the provision of supporting strategies and second chance programmes, where possible (NYP, 2015:7).

In terms of education, South Africa has a long way to go in addressing the issues that affect youth, especially black and Coloured youth, in a manner that will empower them to compete with their peers unconditionally. Inequality is still rife in the provision of education; hence, the intention to "provide equal opportunities and rights for all learners" (De Wet and Wolhuter, 2009:364). Currently, only the middle class and beyond can access quality education, as they are able to pay the required school fees and other financial expenses related to better schooling. The country made serious inroads in ensuring equality in education, including investing more in resource allocation for previously disadvantaged schools; however, more youth need

assistance to complete and gather the necessary skills to grow and become independent. The solution to this situation lies in the acknowledgment that “youth present to us a plentiful resource whose energies, if not correctly harnessed, can turn into a liability for a society” (*Mail & Guardian*, 1 April 2016:2). Hence, the recommendation by the NYP that the education system should play the role of building an inclusive society that will provide for equal opportunities and nurture all South Africans to realise their full potential, focusing on the previously disadvantaged groups (NYS, 2015:21).

Education lies at the epicentre of transformation, which is defined by De Wet and Wolhuter (2009:361) as “the result of political change, sometimes because of demographic and economic changes”. Through equal, inclusive and quality education the country will transit and concretise the issue of social cohesion with minimal resistance. Apart from knowledge, which is a priority in education, education assists society in the transference of a value system, provides skills for survival, prepares youth for their next developmental stage through a grading system, and provides a platform for people to interact and learn more about other cultures. As the NYP states, “The single most important investment any country can make is in its people and no country has successfully made the transition from developing to developed without an educated population” (NYP, 2015:21).

Education is beneficial in that it can make the process of integration of different social groups easy and fast through learning. However, South African conditions make it difficult for the youth due to the lack of integrated space in schools. The education system struggles to adopt transformational curriculum content. The changes in the curriculum started with The Lifelong Learning through a National Curriculum Framework (1996) and The Revised National Curriculum Statement for Grades R - 9 Schools (2005). These documents strived for the promotion of a democratic, competitive, inclusive and conducive environment for learning. The Revised Curriculum Statement emphasised the importance of languages, mathematics, natural sciences, technology, social science, arts and culture, life orientation and economic and management sciences as part of the integration agenda. Yet, the country is struggling to provide quality education. Hence, the statement by the minister of Basic Education, Angie Motshekga, “More research is needed on how to achieve better

delivery of the curriculum; there is also research into alternative approaches to parts of the existing curriculum" (*BusinessTech*, 2020:1).

The deduction from the discussion is that educationally, most South African youth are unable to access quality education and cannot complete Grade 12. "Of the 1,4 million learners who entered the system in 1998, only 24% were able to complete matric in the minimum of 12 years" (COSATU, 2010:4). This makes it difficult to access opportunities to upgrade through second chance programmes. The fact that they are unable to access education through measures that are in place for this service means that only a limited number will get a chance to enrol in universities and institutions of higher learning. Acquisition of technical and vocational learning is also a challenge because youth cannot access these institutions and TVET institutions to obtain the necessary skills. Moreover, the financial implications for post-matric education serve as a barrier to access to information. In addition, information circulation to the youth is limited as those in rural communities are unable to access services, such as the Internet. More needs to be done to address the transition from secondary to tertiary education to support youth educational and training needs (Graham, n.d.:53).

Despite the challenge of access to education, some young people manage to gain access to higher education hoping that their education acquisition will open the doors of opportunity. The graduate labour force has increased in South Africa – however, unemployed graduates in South Africa make up 5,9% of the overall unemployment figures. The statistics for this group of youth has increased from 5,4 % in 1995 to 7% in 2012 (Greyling, 2015:2). StatsSA further indicated that graduate unemployment in the age bracket of 15 to 24 was 31% during the first quarter of 2019, which shows an increase of 11, 4% on the last quarter of 2018, when it stood at 19,5% (StatsSA, 2019:1). The reason cited for this situation is that graduates struggle to find employment because of the wrong choice of study fields and professions. Despite these challenges, there is an indication that the absorption rate of graduates and youth with tertiary qualifications is higher and better than for those without a post-matric background (Van Der Byl, 2014:22).

5.3.2. Unemployment

The attention paid to youth unemployment can be tracked down to the transitional period in South Africa. Historically, the situation of youth was not thoroughly recorded. However, at the dawn of democracy youth unemployment was recorded at 53,2% and this figure was growing fast due to the global economic problems of the time. In 2020, 20,4 million youth aged between 15 and 34 accounted for 63% of the total unemployed people in South Africa (StatsSA, 2020:1). A similar picture is depicted in the 2021 statistics, indicating that “youth aged 15 – 24 are more vulnerable in the labour market with an unemployment rate of over 63%, an absorption rate of about 7,7%, and labour force participation of 20,6%” (StatsSA, 2021:1).

The trend of youth unemployment developed throughout the transition period from the apartheid system to democracy. Unemployment decreased between 2004 and 2008. In terms of the Treasury reports on unemployment, “The unemployment rate fell from 27,1% in 2003 to 21,9% in the fourth quarter of 2008” (The National Treasury, 2010:43). However, the pattern changed drastically from 2009 with the decline in the economy. Moreover, the situation failed to improve in South Africa even when the world recovered (De Lannoy et al., 2018:7). The situation is burdensome and is aggravated by slow growth, inadequate education and the lack of skills required to drive economic growth; thus, placing a greater burden and responsibility on the state. This is despite several skills and training programmes being set up through various publicly funded TVET institutions, as stated in the discussions on education in this chapter.

Adding to the historical inheritance is the observation that displays an unemployment rate along racial lines. The observation portrays a 10% increase in the unemployment rate amongst black youth, contrasting to a 20% decrease among white youth in the same category of 20 to 24 years (Greyling, 2015:2). Statistics South Africa also observed that the unemployment rate was double for blacks than for whites, and blacks had the highest incidence of long-term unemployment among all the population groups (Department of Labour, 2015:6). Apart from racial differences, the statistics highlight the extremities of marginalisation of young women’s unemployment rate, which is higher than that of their male counterparts. In 2014, the number of young women who were unemployed or not studying was estimated at 34,5%, opposed to 29,9% of young men (NYP, 2015:3).

Below is a comparative diagram of quarterly unemployment rates between men and women in South Africa in 2020. The diagram shows the disparities between men and women, which reflects that young women are the hardest hit by unemployment. It also shows the consistency of this situation because there is no quarter that shows women at a higher rate of employment than men.

Table 5.1. Comparison of unemployment rates between young women and men in South Africa in 2020

Characteristics	Women	Men
Q4 2020	34.3%	31%
Q3 2020	32.3%	29.6%
Q2 2020	24.8%	22.1%
Q1 2020	32.4%	28.3%

Source: StatsSA, 2020

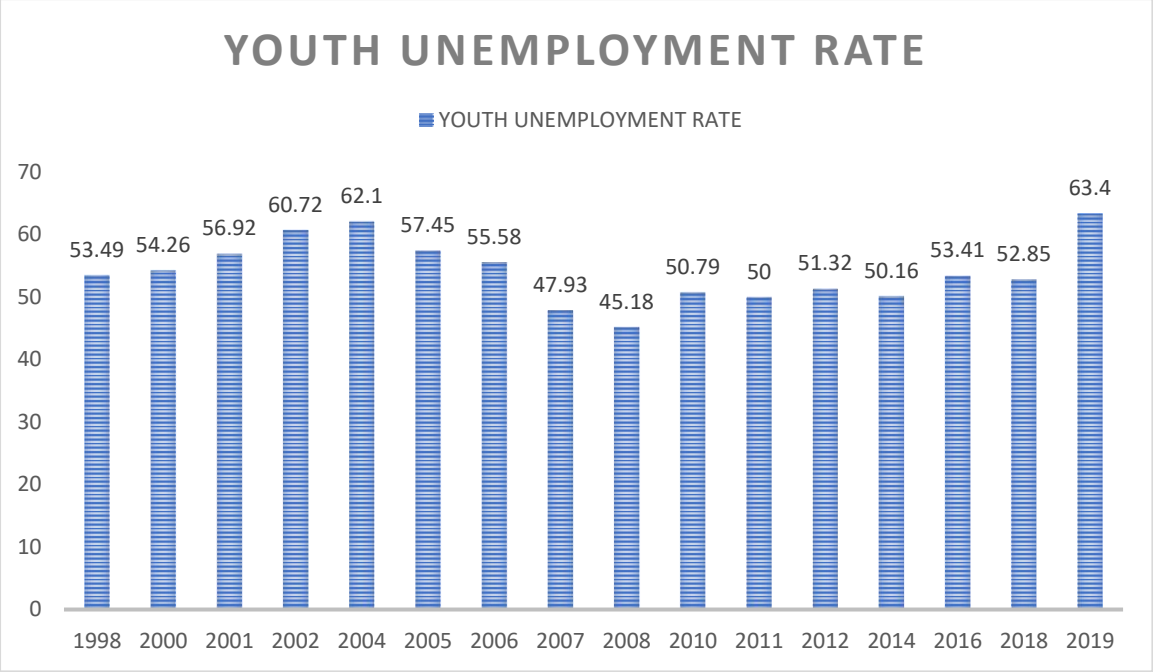
The scourge of unemployment impacts negatively on the economic growth of young people in South Africa. Unemployment is very high amongst black and Coloured communities; this contributes to the notion that youth in South Africa are vulnerable and disadvantaged. Unemployment refers to people who have never worked before but who are available for any opportunity and are actively seeking work (O'Higgins, 1997:1). Most people who fall into this category of people in South Africa are young people. As pointed out by StatsSA, the youth accounts for 59,5% of unemployed people in South Africa (StatsSA, 2021:1).

The poor education standards together with other factors that will be discussed later in the Chapter make it difficult for South African youth to gain employment. Many factors can be pointed out as contributing to this situation. According to Bauml (n.d.:1), "The largest portion of unemployed people in South Africa is youth with an unemployment rate of about 29,5% for ages 15 to 24 and 42,8% for ages 25 to 34". The situation has intensified to 63% in 2021.

Supporting the alarming nature of unemployment amongst the youth further is the statement that the unemployment rate for the ages 15 to 34 was 37% in 2015 (Graham and Mlatsheni, 2015:51). The StatsSA report for 2019's first quarter indicates that youth between the ages of 15 of 24 years remained the most vulnerable group in the

South African labour market, as their unemployment rate peaked at 55,2% (StatsSA, 2019:1). The following statistics indicate the youth unemployment rate in South Africa in the period between 1998 and 2018:

Table 5.2. Youth Unemployment Statistics in South Africa



Source: Plecher, 2019:1; StatsSA, 2019:5

The graph indicates the youth unemployment rate in South Africa; it is a clear indication that young people are struggling to secure employment. The year 2019 appeared to indicate a record unemployment rate, which shows that the country is facing a serious challenge regarding the youth. The situation escalates by the day considering that 63% is the rate for unemployment for youth in 2021 and with all the challenges facing the country, the future seems gloomy.

Another dimension reflected is the disparities on unemployment rates between rural and urban youth, whereby the unemployment rate in rural areas was 37,2% compared to 35,5% in urban areas. The disparities happened despite the interventions through programmes such as the National Rural Youth Service Corps, which was aimed specifically at rural youth. The programme comprises the provision of skills and incubation programmes (Oosthuizen and Cassim, 2014:3).

Moreover, statistics in 2017 indicated that female unemployment levels were higher than those of males, and their entrepreneurial drive declined to 6,2% as opposed to a 0.9 decline among males (StatsSA, 2016:77).

The trend in job advertisements, as distributed by the Department of Labour through the labour market survey, showed a decrease in job opportunities from the financial year 2010/11 to 2014/15. The statistics further indicated that job opportunities were becoming scarce and it was difficult for the youth to enter the job market. The survey also indicated a decrease in job opportunities because in 2010/11 there were 60 345 opportunities and by 2014/15 the opportunities that were captured were only 46 391. The number of job opportunities dropped by 13 954 in the 2014/15 financial year, despite the passing of the Employment Service Act in April 2014, which was aimed at promoting and improving prospects for job seekers (Oosthuizen and Cassim, 2014:4). Moreover, the report points to the problem of the production of skills that do not match the market needs, despite the urgency of job creation for young people (Molapo, Mutedi and Muthethwa, 2015:2).

Employment opportunities decline annually, and scarcity dominates the job market. This means that access to job opportunities for young people is becoming smaller making it difficult for them to gain financial independence; hence, they also have minimal chances to contribute meaningfully to the economy of the country. In 2020, “The number of discouraged work seekers increased by 225 000 (9,1%) and the number of people who were not economically active for reasons other than discouragement decreased by 2.9 million (15,8%) between the two quarters, resulting in a decrease of 2,6 million (12,8%) in the not economically active population (StatsSA, 2020:1).

Another study reflecting the dire situation of South African youth was conducted by Statistics South Africa. It found that many youths lived below the poverty line; unemployment rose from 57,4% in 2009 to 60,2% in 2014, and 63% in 2021. Focusing further on youth aged between 14 and 24, an identifiable increase of 1,7% was seen among this group, when compared to 1.4% of those between 25 and 34 (*City Press*, 27 April 2016:2). The situation is worsening because in 2020, the same age group were identified as the most vulnerable in the labour market as the unemployment rate

among them reached 59% in the first quarter of 2020 (Stats SA, 2020:1). The current situation places young people in a desperate situation and there is a need for intense interventions. According to StatsSA (2020:1), “The highest multidimensional poverty rates are found amongst children residing in Limpopo (82,8%) and Eastern Cape (78,7%); Gauteng and Western Cape, on the other hand, are best off with respectively 33,6% and 37,1% of children being multidimensionally poor; those living in non-metropolitan municipalities (73,7%) indicate much higher multidimensional poverty rates than children in metropolitan municipalities (39,6%)”.

The South African reality is that the economy is not growing in a manner that is able to generate job opportunities for most young people. In addition, the country experienced a Covid-19 pandemic period, which began in March 2020, making it difficult for the economy to thrive with most industries forced to close. The high expectation that the state should carry the responsibility of job creation and job allocation is unfair. Moreover, private sector involvement in resolving youth unemployment is not visible. Both the private and public sector are unable to recognise and take advantage of the energy and enthusiasm that can be brought into the market by the youth because they are innovative and creative. Hence, the youth are in danger being exposed to activities that could harm their future because of their idle minds. Based on this background, the National Planning Commission recommended the “adoption of the youth lens in policy formulation and planning to expand opportunities, enhance capabilities and provide second chances (Van Der Byl, 2014:19).

In the modern technological economy where society relies heavily on technology, youth in South Africa are struggling to access employment due to the lack of technological infrastructure that could be useful in the search for employment. As a result, the NYP recommended that “the Independent Communications Authority of South Africa should be lobbied to issue regulations that make specific public benefit apps, websites and services that are accessible on mobile phones zero-rated by networks” (NYP, 2015:17). The country is not sufficiently technologically advanced to enable youth to search for job opportunities. Access to resources, such as the Internet and Wi-Fi, is a privilege limited to those in urban areas. Young people are unable to go online to post their profiles or check what is available in terms of job opportunities. Another challenge is the question of the affordability of these services for young

people. Where the Internet is available, it is expensive and young people do not have the financial means to access it. The situation is worse for rural youth. People still rely on door-to-door feeds to access low-skilled jobs. Failure to formalise job searches contributes immensely to unemployment (Bauml, n.d.:5). The notion is supported by Oosthuizen and Cassim (2015:1), who stated, “Poor networks, lack of financial and infrastructural resources disables access and mobility for job searches”.

Furthermore, the South African job market does not possess the capacity to accommodate the youth who have completed their academic qualifications and have graduated to venture into the job market. As reported by StatsSA, the graduate unemployment rate within the age bracket of 15 to 24 was 33,1% during the first quarter of 2020, as compared to 24,6% in the fourth quarter of 2019. This is an increase of 8,5% points quarter on quarter (StatsSA, 2020:1). Job opportunities are scares and where available the youth do not meet the academic needs of the opportunities.

Moreover, there is a need for more innovation and creativity in strategizing for employment opportunities for youth because many young people do not possess Grade 12. The lower the academic qualification, the more challenging it becomes for young people to penetrate the job market. Currently, the number of youth who do not possess Grade 12 is reported to have stayed at 57% for over five years (StatsSA, 2016 (b):3).

The unemployment situation of youth in South Africa is further linked to employers’ reluctance to appoint unskilled and inexperienced workers, since this is considered equivalent to disinvestment. Many employers value their investments over relief for social justice. Another factor is that some youth are educated, but their qualifications cannot be equated to capacity and capabilities. The economy demands skilled and experienced job seekers, which lessens the chances of young people to find employment, which ultimately results in some losing hope of ever finding a job. This leads to discouragement among some youths (StatsSA, 2020:1).

Furthermore, some employers doubt the potential of young job seekers; hence, most employers opt for older employees. The problems stem from the poor education

standards that do not prepare youth for the job market. Therefore, high academic achievements are not a guarantee for work placement (The National Treasury, 2011:5). Moreover, the youth are not exposed to a variety of skills and career opportunities, which might offer them a stage to explore and take advantage of opportunities.

The country promotes teaching, nursing, engineering, law and medical degrees. Hence, the careers outlook is not diversified and as vast as is the case in other developing countries (Foley, 2018:3) A further notion is that the “high unemployment rate may be due to a skills mismatch; the educational system produces skills that are not demanded by employment; and the irrelevant curricula and inappropriate pedagogy” (Gyimang-Brempong and Kimenyi, 2013:7).

The effects of high unemployment affect individual well-being and social wellness. Unemployment is a collective problem that causes poverty, and both are “the results of an economic system that excludes people from participation in economic activities and results from the power relations between the haves and the have not” (Cloete, n.d.:517).

5.3.3. Crime, Criminality and Violence

According to Barolsky (2017:4), “There is no one person who has not been affected by the past violence. This was never sorted out and, come ’94, when we were speaking of the rainbow nation, people forgot their pain; but still acted out in a mad kind of way”. Today, South Africa is embroiled in high levels of crime because of the failure to address real issues. Issues of crime and criminality can be addressed in two dimensions, which are youth as perpetrators and youth as victims. Ward et al. (2012:1) alluded to abnormal situations, such as dysfunctional families, poor educational backgrounds and violent communities, as played out in the conditions that young people find themselves in these days. These factors result in instability, caused by the socio-political and economic inequalities, together with the historical segregation that led to glaring inequalities within the society. The conditions created psychosocial truths that the state and government are unable to resolve amicably and with the urgency that is required. The main challenge that this study encountered in the collection of crime statistics is that SAPS statistics are generic and do not address youth crime

independently. This posed a challenge because there are no specifics in their reporting of crime.

Pelser (2008:1) depicts youth crime in South Africa as “a function of 30 years of a culture of violence, which was normalised amongst the underclass of the negatively socialises and socially excluded population”. To grasp the context, it is necessary to state that Kandala (2018:340) defines crime as more “a symptom of social and economic inequalities than a product of law enforcement weaknesses, and the relationship between poor or lack of education and crime may be based on the assumption that education reduces unemployment rates, opens access to the labour market, and increases income”. The exclusion that Pelser refers to is related to Kandala’s definition of crime in that inequality has a direct bearing on how society perceives those who do not have. Factors such as poor education contribute negatively to youth unemployment; hence, the youth will easily be caught up in criminal activities to meet their social and economic needs.

However, it will be an oversight to ignore the historical developments that fuelled and planted a culture of violence and criminality in a subtle yet effective way over time. The context of crime and violence in South Africa can be understood better when considering the history of the country from colonialization, which led to slavery; apartheid, which introduced racial segregation and racial domination and white supremacy; the struggle for resistance, which led to the development of racial hatred; and the transition to democracy, which was introduced without a proper foundation in terms of change and transformation. These developments aggravated violence within society through the inculcation of a resistant approach among blacks and conscription as part of the socialisation of whites to meet the needs of the utilisation of force to sustain and retain the oppressive system (Ward et al., 2012:4). Kandala (2018:341) alludes to this notion by stating, “South Africa’s history of inequality is likely one of the roots of the crime problems”. Therefore, South Africans are groomed and grounded in violence, the pattern persists, and youth problems are structural. In addition, “the township environment that was created by the apartheid system established sites of exposure to interpersonal violence and gang activities for generations of young people” (Panday, Ranchod, Ngcaweni and Seedat, 2012:99).

According to a report by StatsSA (2016 (a):78), “Perpetrators and victims of crime in South Africa are young people”. The report also makes a link between unemployment and the types of crime committed. Common crimes committed by the youth include assault, robbery, and theft of property. Young people are prone to commit crime because of the frustration related to a lack of opportunities to fend for themselves.

The criminality of youth in South Africa is cited as one of the reasons the crime statistics in the country are high. According to Maree (2018:104), “South Africa reports more violent crime and young offenders in the country. They commit crimes such as theft, robbery, smuggling, prostitution, abuse of narcotics and drug trafficking”. Hence, youth dominate the crime statistics in the country. A lack of activities provides the space to engage in criminal activities because of the energy that is not invested in a productive way. In a report by StatsSA, it was highlighted that young people between the ages of 16 and 34 were a group that fell prey to crimes such as assault, robbery, and theft, when compared to adults. The statistics reflected that youth in the age bracket 16 to 24 became victims of assault and theft, and those between 25 and 34 were victims of robbery in the period 2012 to 2014. There was also an increase in the number of young people who committed assaults (StatsSA (b), 2016:3). In another study conducted on those aged 16 and older, individual crimes that were violent and non-violent (such as theft, hijacking, robbery, sexual assault, fraud and corruption) stood at 4,4% in 2014/15, 3,9% in 2015/16, 3,5% in 2016/17, and 3,7% in 2017/18 (StatsSA 2016/17, 2018:5). The statistics showed an increase of 0,5% in 2017/18, and that is a matter of concern.

Table 5.3: Individual violent and non-violent crime between 2013/14 and 2016/17

Household Crime	**2013 / 14**	**2014 / 15**	**2015 / 16**	**2016 / 17**
South Africa	10.2 %	9.9%	8.5%	7.2%
Individual Crime				
South Africa	4.7%	4.4%	3.9%	3.5%

Source: StatsSA 2016/17:5

The victimisation of young people in South Africa has become so rife that people have accepted it as normal. The statistics show that young people are victimised more often than adults, with 52,4% of theft victims reporting that their valuables were stolen at either at school or home, places that are expected to be safe havens. Some 26% of their assault incidents occurred at schools, 21,6% in public places, and 19,6% at home (Pelser, 2008:2). A similar report was presented by the South African Human Rights Commission (SAHRC) in 2006, which stated, “Much of the crime takes place in what should be safe spaces for youth and children, at school or home, and 92,9% of victims knew the identity of the perpetrator” (Potgieter–Gqubule and Ngcobo, 2009:34);

Moreover, Schonteich and Louw (2001:6) state, “Crime in South Africa is committed mainly by teenagers and young adults”. This observation reflects that young people are at risk of being convicted before they start their life; hence, their future is bleak. This situation should force the authorities to prioritise crime. The statistics also paint a picture that is hostile and unfriendly to bring children up in; however, South Africa is their home; hence, the need to focus on the reduction of criminality in the country.

The reasons for the high crime rate are associated with various issues, the most dominant being the political transition. The political transformation brought Constitutional and administrative reforms that impacted directly on the operations and functioning of state security within the country. The new government had to dismantle the apartheid processes and procedures because they were perceived as one-sided and they marginalised the majority of citizens, while favouring others. There is a perception that the political changes brought with them weakness in the justice system by the introduction of the democratic procedures that dismantled the old dictatorial administration. Trained police officials also left the system because they were not used to the new policing system. The adoption of the rule of law and the Bill of Rights further diluted the tight criminal justice system; thus, opening loopholes in the system (Schonteich and Louw, 2001:5). The government also had to introduce accommodative processes that reflected equality before the law. The resultant factor was that the rate homicide increased to double that of low and middle-income countries. The highest rate in the category was of 15 to 29-year olds. South African youth also made up the largest group in justice and correctional services, especially before the enactment of the Child Justice Act 75 of 2008 (Ward et al., 2012:06).

Psychology research has identified a relationship between the average performance of children in schools and anti-social behaviour. Other factors such as hard work, study habits and parental involvement were also identified as playing a role (Maree, 2018:102). It can be concluded that crime and violence could be used by the youth to register psychological defects, which might result from psycho-social behaviours such as “attention deficit, hyperactivity and Oppositional Defiant Disorder, all of which are defects of Anti-Social Personality Disorder” (Van der Merwe, Dawes and Ward, 2012:56). According to *News24* (27 Nov 2017:2), “Attachment disorder caused by absent and unresponsive parenting and violent home conditions” adds to the list of problems. Young people grow up in an environment that is fertile for violence because in households and communities’ violent actions are rife. South African youth have become rebellious due to these conditions, which portray violence as a way of survival and crime becomes the answer to their misfortunes because they need to survive.

Victimisation is another factor that contributes to the recurring violence and criminality in South Africa. It plays out in the sense that young people who were once exposed to violence and crime tend to think that violence is acceptable. Again, they develop bitterness and a need for revenge. They adopt an aggressive attitude as a quick fix to their dilemma. “The South African National Youth Victimisation Study reported that 41,4% of young people aged 11 to 22 had been victims of crime and victims commonly become more aggressive afterwards” (Ward, 2007:18). The view is held that “young people victimised by severe violence are more likely to approve of aggression as a social response. They have problems interpreting social cues and have deviant social goals” (Van der Merwe et al., 2012:59).

A need to belong also leads young people to join gangs at an early age and this is detrimental to their future development. Kandal (2018:341) explains the issue by referring to conflict theory. “The tenets of the theory are differences in a society are based on conflict between individuals and social groups, with conflict arising between individuals and groups due to different interests and values”. Gangs expose the youth to more violence and aggression, as outlined by Mamabolo (2019:1). “Gangsterism is an anti-social behaviour that emerges from within communities with drugs as the main currency, converting youth into foot soldiers of a sophisticated underworld economy, engaging in serious and violent crime, money laundering, human trafficking, drugs

peddling and arms smuggling, all at varying scales". These young people are engaged in gang activities as the ringleaders' main instigators of aggression, or followers who are dependent on the group for protection, and reinforcers to beef up the group activities. Through involvement in gangs they harass and victimise others and communities. In some cases, these gangs are led by adults who use the youths to run their illegal businesses, such as selling drugs or stolen goods. Due to poor economic conditions and poverty, these gangs sometimes demand payment as a form of protection fee from non-members. They also threaten the safety in schools and put schools at a risk of regular vandalism in search of goods that can be sold to finance their lifestyle (Gevers and Flisher, 2012:180).

Young female youth are also the subjects of crime and violence in South Africa. Females fall prey to rape, human trafficking and prostitution, which may be associated with the poverty and unemployment in the country. The age group 19 to 25 years is the largest in South African prisons, with blacks constituting 82,16% of offenders in the prisoner's database (Regan, n.d.:8). Young girls and youth fall into the trap because of the desperation to gain opportunities for a better live and to fight their way out of poverty. The challenge for the country in this regard is the lack of information and statistics on the number of youth involved; as a result, the severity of the issue is unknown.

Another factor in this regard is that the victims find it difficult to report these crimes because of fear of arrest and fear of their perpetrators (Mehta, 2018:310). Due to their vulnerability in society, female youth in most cases become victims of sexual violence. These deeds are conducted through force. They are victimised because they are afraid of their offenders. Sometimes they depend on the perpetrator for safety, shelter, and welfare as the perpetrator is a provider. These cases are referred to as abusive because the victim is not capacitated; there is no equality and consent (Van der Merwe, Meys and Waterhouse, 2012:290). These females also become victims of common robberies, such as mugging and snatching of their handbags in public places.

Youthful females cannot be excluded as perpetrators of crime in South Africa. Females commit crimes; however, most researchers focus on their male counterparts. To provide a numeric picture of female offenders, Steyn and Hall (2015:4) highlighted the

statistics of young females incarcerated in South African prisons at 82% in 2011 and 52% in 2013 respectively. The statistics shows a decline in the number of female prisoners; however, much still needs to be done to establish the reality in as far as female incarceration is concerned.

As highlighted, most researchers consider female youth as less fascinating than male youth. They are portrayed as non-violent and their crimes are hidden under the pretext of less disruption and the stereotype of "irrational, hysterical and incapable of being fully responsible for their actions" (Jefthas and Artz, 2007:39). However, there are imprints of female youth in gang-related violence in schools. The contribution of these youth is not properly reported on, but it is noted that these female youth collude and participate in incidents of bullying and terrorising others; they are also involved in violent crimes. They participate in the destruction of properties, especially in schools; they steal, intimidate others, and are involved in other criminal activities and anti-social behaviour (Jefthas and Artz, 2007:40).

Another concern that was raised by the former minister of Correctional Services was the alarming involvement of young women in committing crimes, such as the murder of their fathers. It is reported that young women are serving long jail sentences along with their mothers because they served as accomplices or were directly involved in the crimes. All the young women cited abuse and assault as the reasons that led to them being involved in the murder. Additionally, young women are involved in battles over partners and they end up committing crimes because they were fighting for the attention of men (*Times Live*, 2011:1).

Crime and violence amongst South Africans have become part of people's lives to the extent that some people have accepted the situation as normal. In a survey conducted by *City Press* (27 April 2016) it was reported, "About 70% of South Africa's 20 million young people were more likely to be victims and perpetrators of assault, robbery and property theft than adults 35 years and above". Youth have inculcated criminality as part of their daily lives due to the limited options they have in as far as opportunities for development are concerned. For some, crime and violence are the only way they can connect and source an element of respect and regard from society. Criminality is seen as a status symbol and a measure of influence amongst their peers. Criminality

is the only achievable symbol of success (Pelser, 2008:8). Hence, they are prepared to take serious risks for their own survival.

5.3.4. Health

According to The World Health Organisation (WHO), “The social and economic conditions under which people live influence their wellbeing and results in differences in health linked with social disadvantage” (Van Der Byl, 2014:14). The Constitution also clearly states, “Everyone has the right to have access to health care services, including reproductive health care and no one may be refused emergency medical treatment” (The Constitution, 1996:13). The challenge of young people in South Africa is linked to this statement in that most of their health problems are socio-economic. The health problems in the country are not only medical, but some are lifestyle-related. The NYP stated, “Lack of access to quality health facilities results in a high maternal death rate, a high fertility rate, and a high prevalence of HIV” (NYP, 2015:13). The observation contradicts the Constitutional obligation of the state towards its citizens.

The fragile nature of South African youth is due to circumstances beyond their control and mostly not of their doing, which makes them vulnerable and sometimes reckless. The lifestyle-related challenges include excessive consumption of alcohol and sexual misbehaviour. A health report focusing on the period between 2009 and 2014, emphasised infections and parasitic diseases. These included ailments such as tuberculosis, infection of the intestines, HIV/Aids and other causes that were not health-related, including homicide and accidents. The situation showed a 2% decline from 40% in 2009 to 38% in 2014. The report further indicated that youth made up 21,1% of the total deaths reported for the year 2008; the pattern declined to 16,4% in 2013, with 16,9% of these deaths being males and 15,9% female (Masiteng, 2016:3).

Despite its commitment to comprehensive National Health Service, the democratic government inherited entrenched challenges that were a spill over from the apartheid system; these challenges are associated with health inequities because of the unequal distribution of resources (Van Der Byl, 2014:15). Sexual and reproductive health is one of the issues dominating the South African debate on the youth. It encompasses issues such as HIV/Aids and other sexually transmitted diseases. An alarming increase in HIV/Aids infections was highlighted by the NYP (2015:22), which indicated

HIV/Aids prevalence at 8,5% among 15 to 24 year old women, while the 2011 antenatal survey found HIV prevalence among young women in the 15 to 49 age group at 13%, 7% in 2009, to 14% in 2010, and a later decrease to 12,7% in 2011, as presented in the table below.

Table 5.4: HIV/Aids prevalence among young women

Ages	**2009**	**2010**	**2011**	**2017**
15 – 24	13.7%	14%	12,7%	26%

Source: Van Der Byl, 2014:15; Avert, 2019:1

The effects of HIV/Aids on young South Africans are escalating due to the socio-political and economic realities of inequality, the dominance of males over females, and power relations within families. According to Avert (2019:1), “The country accounts for a third of all new HIV infections in Southern Africa, with 240 000 new infections in 2018”. The effects are seen in the statistics that show that apart from 2,4 million youth who were orphaned by the pandemic, 6,3 million people are infected, and the number is increasing drastically. The statistics for female infections are placed at three times higher than those of men (Miller et al., 2017:1).

In addition, it is argued that women between the ages of 20 of 24 die because of communicable diseases, such as TB and HIV, while the cause of deaths among men of the same age is due to violence, injuries and traffic accidents (Cooper, 2015:60). The effects of HIV on females can be traced to their biological make up, which makes them more susceptible to sexually transmitted diseases. However, gender studies of the effects of HIV/Aids are also informed by the deeply rooted cultural beliefs of patriarchy, which place females at the receiving end. The relationship directives are dominated and determined by men, with little contribution from females. Economically, women are marginalised, leading to dependency on their male counterparts; thus, making it difficult for women to negotiate measures such as condom usage (Cooper, 2015:61). Moreover, poor health facilities were identified as the main escalator of maternal deaths, according to the Saving Mothers Report. The main causes of maternal deaths are recorded below. The sad reality is that these diseases are preventable through proper and relevant health care services.

Table 5.5: The causes of maternal death

CAUSE OF MATERNAL DEATH	PERCENTAGE
Non-pregnancy related infections	34, 7%
Complications of obstetric haemorrhage and hypertension	30,4 %
Obstetric haemorrhage (ante-partum and post-partum haemorrhage)	12,4%
Pregnancy related sepsis	9,0%
Pre-existing maternal disease	11,4%

Source: NYP, 2015:14

Furthermore, HIV effects are serious and detrimental to individuals and society. The disease impacts negatively on individuals in that sufferers experience social exclusion, which impedes on their acceptance of their situation. HIV also "decreases the life expectancy of the population and affects businesses negatively" (Tajeram, 2016:1).

Sexual engagement among South African youth should be cause for concern for the government and society. Their engagement in sexual activities is caused by the fact that they have ample time on their hands that could otherwise be used effectively to boost themselves financially and to improve their wellbeing.

Young people further indulge in sexual activities at an early age. Research conducted on this aspect has outlined that sexual relationships amongst youth happen very early for a variety of reasons. The majority are unemployed; therefore, sexual indulgence become an escape and keeps them busy. Research further indicated that 83% of African women aged 20 are sexually active; Coloured women of the same age group are rated at 65%; and sexually active white young females are at 47% (Richter, 2005:30). The behaviour could also be the result of a lack of access to information on reproductive health and sex education. The social exclusion of youth with regard to education and access could also be motivated by the research outcomes. It indicated that "adolescents who identified their sexuality as other than heterosexual had a

significantly higher HIV prevalence of 13,8% versus 2,3%, and they reported being unsure of their HIV status, and one third of the HIV positive participants reported accessing Anti-Retroviral Therapy" (Miller et al., 2017: 4). The data provided evidence that these young people might be afraid to consult health practitioners; thus, excusing themselves from discrimination and negative labelling by society.

The direct repercussion of their sexual conduct is high levels of teenage pregnancy, which is recorded to increase according to age – to 12,1% of 19-year-old girls (NYP 2104-2019, 2015:22). Many South African girls become mothers at an early age. Comparatively speaking, 45% of African women become mothers between the ages of 16 and 20, while 15% of whites become mothers at this age (Richter, 2005:31).

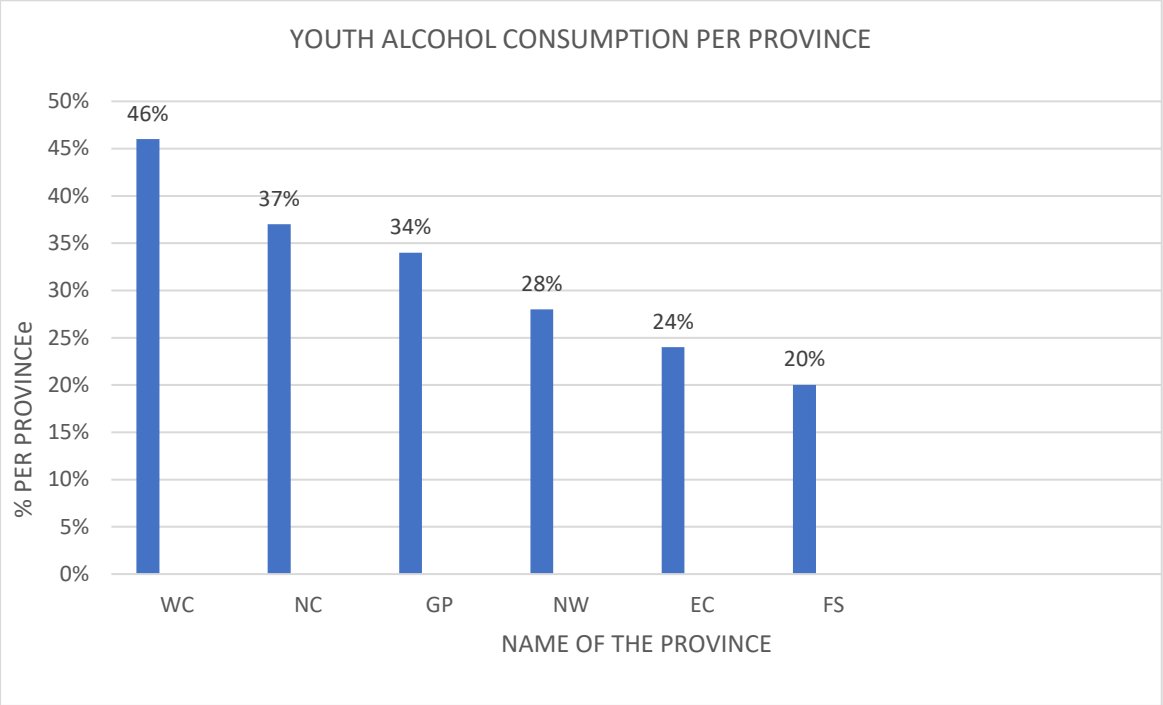
These young people are driven or forced by various situational dynamics that are outside their control. Teenage pregnancy denies these young mothers the opportunity to explore and discover their full potential because they must carry mothering responsibilities. Again, these young women are forced to transit to adulthood when they are psychologically and physically not ready for the stage. The young women fall behind in terms of education and it becomes difficult for them to recover. Some end up not returning to school and that leads to more dropouts and lower literacy levels among young people in society. The highest risk associated with pregnancy at an early age is "maternal health problems accounting for 33% of all maternal deaths in South Africa" (Cooper et al., 2015:61). All these factors add to the development of poverty traps. According to Richter (2005:33), "Of those who have been pregnant, 70% said pregnancy was unplanned, and African youth had the highest rate of unplanned pregnancies in the 18 to 24 cohort". Moreover, "35% of pregnancies among 15 to 19 year olds were unplanned, unwanted or untimed, and the teenager's relationships were unstable … these unintended pregnancies ended in childbirth, while a third resulted in unsafe abortions" (Mchunu, Peltzer, Tutshana and Seutlwadi, 2012:426). Adding to the dire situation, "Literature on pregnancy indicates that teenagers who grow up in poverty and have been subjected to dysfunctional schools may feel they have less to lose by becoming pregnant and so are less motivated to prevent pregnancy" (NYDA, 2011:27).

The situation can be summed up by indicating that young people engage in unsafe sex for a variety of reasons and some reasons are beyond their control. For whatever reason stated, young people are vulnerable and at risk as reckless sexual behaviour results in Sexually Transmitted Infections (STI), also leading to HIV/Aids. Lack of attention to sexual behaviour impacts negatively on their future in that it affects their educational growth directly and hampers possible career progression. Ironic here is the following: “The minister of health is implementing the prevention of mother to child transmission (PMCT) programme and has initiated antiretroviral (ARV) therapy for all eligible people living with HIV and is already progressively improving TB prevention and cure and addressing HIV and TB infection. The youth are already disillusioned” (*SA News*, 2013:4).

Drug and substance abuse are another detrimental health factor impacting negatively on the youth. South African youth are exposed to drug and substance abuse, as it is easily found on the streets, and it results in the trap of addiction. When the dependency stage is reached, it becomes difficult for young people to escape and they end up vulnerable and adapted into the environment that sets them up for use. The challenge is that “substance abuse is a route via which children become gang members; once addiction begins, they may start to sell drugs on behalf of a gang in order to acquire their own and then become inducted into a life of crime and violence in order to meet the demands of the gang” (Van Der Merwe, Dawes and Ward, 2012:59).

The statistics below point to the Western Cape as the leading province in relation to alcohol consumption, at 46%, the Northern Cape is second at 37,3%, third on the list is Gauteng at 34%, followed by North West, the Eastern Cape and the Free State at 28%, 24,1% and 20,8 % respectively.

Table 5.6: Youth Alcohol Consumption per Province



Source: NYP Draft, 2015:23

Young people access drugs easily within their communities and the situation affects the social fibre immensely. Exposure to drugs begins with smoking cigarettes, which contain excessive amount of nicotine and is the "cause of non-communicable diseases such as chronic respiratory disease and cancer" (Cooper, 2015:62). As they grow, they resort to other substances such as alcohol. The use of alcohol amongst South Africans is high. Moreover, South African children succumb to addiction to other drugs such as dagga, heroine and Tik as early as ten years old (Booysen and Bezuidenhout, 2012:58). These youth are in danger, considering the risks associated with these drugs, and the number of young people who experiment with them. The abuse of drugs impacts psychologically on their wellbeing and affects their future negatively because they lose their sense of being. A critical theorist can use the information provided by the statistics to question the accessibility of alcohol for youth. The question is how alcohol consumption benefits the oppressor, in this case being the government, in retraining the status quo and perpetuating discrimination. Why are control measures minimal? Hence, it can be concluded that there is a need to understand the impact and the effects of this situation.

5.3.5. Social Exclusion

The above-mentioned challenges lead to the exclusion of young people by society because of the labelling attached to their economic environments and conditions that are not self-inflicted or a situation of choice, but of circumstance. The exclusion of this group of people impacts directly on the lives of the excluded. Their exclusion also adds to the statistics of paupers who remain dependent on the government for social services when they are unable to give back to the government. Social exclusion adds to government expenditure due to the dependency on grants and this is equivalent to disinvestment because young people could contribute to the advancement of the country's economy. Social exclusion "is useful in summarising the multidimensional consequences of long-term youth unemployment" (Mlatsheni and Leibbrandt, 2011:118). Social exclusion is defined as "a multi-dimensional process of exclusion including participation in decision making and political processes, access to employment and material resources, and integration into common cultural process" (Byrne, 2005:3). The concept is defined in Saloojee and Saloojee (2011:3) as "a comprehensive formulation, which refers to the dynamic process of being shut out, fully or partially, from any of the social, economic, political or cultural system which determines the social integration of a person in a society". In the South African context, "Social exclusion has resulted in inequality and a glaring lack of social policies to deal with unemployment, inadequate health care, and sub-standard housing" (Kandal, 2018:340).

Both definitions clarify one thing and that is that social exclusion isolates those affected, as they are denied participation. Tapscott, (2016:73) states, "Exclusion from the mainstream of economic activity are cause for great concern for the reconstruction and development process". The youth of South Africa experience the denied access to their constitutional obligation to partake in the developments and policy processes due to their socially constructed conditions. Hence, participation of young people in the decisions affecting them is minimal and limited to those who can afford to meet certain standards and social expectations, such as education, financial backing or belonging to a certain class. The majority is shut out and their opinion does not find a footing in the governance processes that determines their fate. Oosthuizen and Cassim (2014:1) highlighted the various factors that contributed to exclusion. These include "low levels of education; schools drop outs; lack of numeracy, literacy and communication skills; little work experience; and lack of strong networks and social

capital". The situation alienates and marginalises the youth and the situation could play a great role in the frustration that is portrayed in many ways, including in rebellious attitudes and reaction to certain situations. Social exclusion denies the excluded the voice to air their opinion equally and deprives the socially accepted group an opportunity to learn more from the excluded. The reality is that engaging the marginalised might trigger a sense of belonging, of purpose, and the will to develop and take responsibility (Panday et al., 2012:125).

When excluded, the youth become vulnerable and they are exposed to criminality to meet their economic needs. Exclusion opens a gap between those who have and those who do not have. It widens the gap of poverty and denies the youth of the opportunity to engage equally on issues that can take the society to the next level. In a study conducted by the Human Rights Commission in collaboration with the University of Stellenbosch, one observation was that "the poor and unemployed tend to be rural, uneducated women and the young, forcing them to be excluded from the mainstream economy and society" (Capa, 2014:1). Exclusion also signals social inequalities that deny the poor the opportunity to participate in policy decision making. On its own, exclusion prohibits young people access to the real world. Exclusion is about the marginalisation and alienation of others and excluding the youth discriminates against them and categorises them as a group who is not worthy; hence, at some point they were referred to as "the lost generation" (Potgieter-Gqubule and Ngcobo, 2009:12). The psychological effects of exclusion are greater than just the denial of basic rights as it destroys young people's eagerness to serve and share. It creates uncertainty amongst them and destroys their self-esteem.

The fear posed by social exclusion of the youth is that it weakens the state and its organs and has the capacity to split the society into two. The phenomenon of social exclusion is involuntary; however, it denies others an opportunity to participate freely in the decision-making processes despite their granted civic rights to share their opinions in the development of the country. Social exclusion also renders the youth dysfunctional and desperate (Cardo, 2014:13). It brings back the idea of an unequal and divided nation. The youth find it difficult to take their rightful space within society and the irony is that those who exclude the youth are sometimes not aware of their acts. Exclusion sometimes happens out of ignorance and it is not deliberate.

The unfortunate part of the reference to ‘a lost generation’ is failure to acknowledge the role played by the then young people in the struggle for resistance and ensuring the dismantling of the horrific apartheid system. Those youth were central in the history of South Africa, while today’s youth are left behind in the country’s progression. The new journey for the renewal of South Africa seems to have to be about the importance of youth in the future of the country. The country needs to reflect on its handling of young people’s issues due to the minor impact of intervention measures in resolving and accommodating youth challenges.

Access is one of the main challenges for young people because even in cases where there is intervention from government, “the proportion of young people with access to basic services and goods is lower than the general population” (Potgieter-Gqubule and Ngcobo, 2009:15). The lack of access is proof of the inequality and disparities that are shown through education, health, and many other socio-economic dimensions (Triegaardt, n.d.:1). Limited access is not only about services but it is also an issue of participation. Young people are unable to access facilities and infrastructure to influence decisions and take part in structures and networks that will enable change in their lives. In this case, lack of access becomes an exclusion issue because they rely on others for decisions that affect them.

Excluding the youth, means that the decisions made do not represent the views of the majority of South Africans. Exclusion of this group within the population means deprivation. The deprivation means that young people are prevented from exercising their rights effectively. The socio-political and economic conditions automatically deny youth from putting forth their perspectives on issues of national interest. The sad reality with the socially excluded is that they develop powerlessness, which converts them to being victims, and the phenomenon reinvents itself and becomes the revictimisation of the previously disadvantaged, including the youth.

Exclusion is assessed through the analysis of the Small Business Act of 1995. At implementation it becomes clear that “individuals who have a good education, come from a privileged background and don’t need to be entrepreneurs to make a living, are more likely to be successful and more likely to create jobs through entrepreneurship” (Mlatsheni and Leibbrandt, 2011:122). The phenomenon cuts the social relations and

perpetuates exclusion while increasing the gap between those who are advantaged and those who are disadvantaged, and then leads to development of anger towards society. It disrupts social cohesion as a “set of factors that foster a basic equilibrium among individuals in a society” (Cardo, 2014:9). The isolationist approach of decision makers on the youth grooms a sense of bitterness amongst the youth and puts them at risk. They end up searching for solace in situations that make them vulnerable.

The disadvantage with the socially excluded is that they end up powerless and victims, and the phenomenon reinvents itself and becomes revictimization of the previously disadvantaged, like blacks and youth under apartheid South Africa. The phenomenon cuts the social relations between youth and society. When cohesion is affected, unity crumbles and divisions become vast within society. The link that connects society is torn and the social fibre is depleted. The conditions of exclusion break the sense of belonging and interdependence needed for a society to work together. With exclusion, injustice and the unfair distribution of power and resources develop; thus, denying the youth of the opportunities (Meiring, Kannemeyer and Potgieter, 2018:8).

The excluded are handicapped and incapable of taking responsibility. The situation of these groups of the marginalised has developed to become a “catch all term for a wide range of discriminatory and exclusionary social process, all of which could be seen as contributing to deprivation” (Du Toit, 2003:989). It could therefore be deduced that social exclusion is another form of discrimination that young people in South Africa experience at all levels of the society; it has extended the social inequality gap further. Young people have thus become another class, which is poor and politically marginalised. The attempts at pulling them out of their marginal status into a productive and efficient group are minimal compared to the conditions that continue to deny them of opportunities to do more.

5.3.6. Poverty

Regarding the South African situation, Nelson Mandela once said, “Overcoming poverty is not a gesture of charity; it is an act of justice; it is the protection of a fundamental human right: the right to dignity and a decent life” (Doke, 2016:1). Poverty is another dilemma in South Africa because most people live in abject poverty. According to Maserumule (2016:1), “Children born to poor households continue to

suffer the indignities of poverty". This utterance indicates that overcoming poverty is essential in the restoration of human dignity and ensuring people live a decent livelihood.

Poverty is about the lack of capacity to achieve the envisaged needs of life. It is a phenomenon, which is beyond the sufferer or the person experiencing poverty. The phenomenon is derived from the socio-economic challenges that are adopted from the social structure and environment. Moreover, poverty is reflective of a society in need and poor. It is defined as a notion that deprives and denies people the ability to express their potential to exercise their values fully due to a scarcity of resources (Moore, 2016:2). Maserumule (2016:2) provides a similar definition, indicating that poverty is "capability deprivation where a person is deprived of the actual ability to do the different things that she values". The notion of poverty can be interpreted as a violation of human rights because these people were denied a better life; they did not choose to stay in poverty. The high unemployment rate and poor education contribute to the poverty levels in the country.

The disturbing level of poverty in South Africa is one of the conditions that were adopted from the legacy of apartheid and an economy that struggles to grow adequately. These conditions were adopted into the new dispensation and they have proven hard to handle. As Maserumule (2016:2) points out, "The apartheid system produced inequality not only in terms of income or personal well-being but also in terms of other kinds of capital like upward mobility". Additional factors are the loss of freedom of decision-making and responsibility; ill health due to the stress of joblessness as well as the lack of an income; and the loss of human relations and weakened social values (Mlatsheni and Leibbrandt, 2011:119).

The inequalities that exist amongst young South Africans are found along colour lines and are the direct effect of opportunities and resources that were allocated to other races. In the apartheid era, blacks were denied knowledge and information that would make it easy for them to survive. They were not exposed to labour markets and adequate education, which would make it easy for them to sustain themselves. The environment was never conducive for blacks to develop self-sustaining programmes or establish the necessary networks for personal development and growth. The

situation led to the perpetuation of poverty; hence, the country finds it difficult to deal with the situation until this day (Moore, 2016:2). In 2015, Stats SA painted a gloomy picture regarding unemployment rates: “Limpopo (67,5%), Eastern Cape (67%), KwaZulu-Natal (60,7) and North West (59,6%) (StatsSA, 2019:1). All these provinces were once homelands.

The link between poverty and unemployment is described as “a bi-directional causality because unemployment causes poverty and poverty contributes to unemployment and it is persistent” (Cloete, n.d.:516). Youth remain poverty stricken because of a lack of economic activity and growth that leads to a scarcity of resources. The statistics that are reflected in the discussion on unemployment can be used as a reference as there is a correlation between poverty and unemployment. The economy fails to provide employment; thus, promoting dependence and stagnation in the lives of young people. Young people are unable to access resources to meet their basic needs and that creates a burden for families, society and the state. According to Potgieter-Gqubule and Ngcobo (2009:16), “Young people are second most affected by absolute poverty in South Africa”. Moore (2016:3) provides more clarity by stating that the majority of children who are poverty stricken are black from rural areas and their family structures are poor due to the lack of quality education and dysfunctional families. The prevalence of poverty within black communities is further explained by the fact that “young women between the ages of 20 and 29 have given up on poverty to an extent that they are no longer keen on searching for employment” (Triegaardt, n.d.:2).

Poverty results from unemployment and inadequate education. It is persistent; it affects the social fibre; and it affects government’s social expenditure. Poverty reduces the productivity levels of young people and leads to the deterioration of health, which is associated with undernourishment and exposure to disease (SAHRC, 2014:23). Statistics South Africa provides five factors as central to poverty aggravation in South Africa:

- Approximately half (49,2%) of the adult population were living below the upper bound poverty line (UBPL) in 2019;
- Gauteng and the Western Cape had the lowest proportion of adults living in poverty;

- Female headed households mostly felt the experience of poverty;
- Poor children were twice as likely to have no access to safe play areas; and
- Poor households headed by females had better access to housing and electricity, but not to water, sanitation and refuse removal services (StatsSA, 2019:1).

Poor educational standards and lack of skills perpetuates poverty and deepens the plight of young people. Failure to address poverty creates an intergenerational cycle that leads to the likelihood that children who were born in poverty-stricken families will continue the cycle and may struggle to break out of the cycle leading to the stagnation of generations in poverty (Potgieter-Gqubule and Ngcobo, 2009:16). The situation is referred to as a capital transmission to the next generation and the capital referred to include factors such as finance, culture, human, symbolic and social capital, all of which are directed to the youth; thus, repeating the cycle of poverty amongst those who were socialised within poverty-stricken families and societies (Moore, 2016:2). Most young people in South Africa battle with this scenario and it appears as if the transitional period from apartheid to democracy did not impact positively on their inherent poverty within society, especially in black communities.

Apart from historic poverty, which was the result of the apartheid structure, the current income earnings in South Africa add to persistent poverty levels in that the report on Poverty Trend in South Africa shows that, despite the general decline in poverty between 2006 and 2011, poverty levels rose in 2015; half of South Africans were poor in 2015 with the poverty headcount increasing to 55,5% from a series low of 53% in 2011 (StatsSA, 2017:1). These statistics affect young people directly and their conditions cannot improve for as long as they are unable to penetrate the job market.

Children who come from better earning intergenerational households inherit better endowments that are transferred genetically and through the nurturing processes because of parental investment in their education. Parents with better financial muscle can provide and invest their resources to provide quality education for their children; thus, widening the gap between public and private benefits in education. The investment in education includes the capacity to provide for extra time and extra

classes, which will ensure better achievement. The availability of networks extends the chances in as far as opportunities for employment are concerned and this scenario adds to the demise of poor families (Moses, Van der Berg and Rich, 2017:13). The situation is referred to as a single equilibrium, which suggests that given the structural conditions of the economy, growth brings about improvements in the welfare of the general population, which cannot occur endogenously, meaning escaping poverty is impossible (SAHRC, 2014:21). The situation renders young people powerless because poverty takes away their human dignity and limits their opportunities. Young people are left insecure because of their socio-economic position that is not on par with the rest of society. Despite the report by the Human Rights Commission that stated, “The new democratic government recorded certain gains in the reduction of poverty in the country”; disturbing evidence of considerable, deep-rooted and sustained poverty among children was evident (Capa, 2014:2). It is for this reason that we find youth giving in to drugs and violent activities because poverty leads to disgruntlement. Young people are affected psychologically because they are caged in poverty and the possibilities to escape are limited. Hence, the situation in townships reflects an increase in mental health problems; these can be associated with drug use. However, the poverty trap cannot be excluded as a contributory factor. The WHO observed that mental disorders were twice as high in poor families than in rich families and poverty-stricken people’s risk of schizophrenia was eight times higher (SAFMH, 2018:19). The government needs to intensify the mechanisms to address poverty within the South African society because the repercussions impact severely on young people. It should however be noted that there are initiatives that are available as a measure of addressing these challenges. Critically questions must be asked about the role of the government in ensuring a brighter future for young people in South Africa.

5. 4. Government Intervention

The youth were classified as a marginalised group post-1994. Hence, the government had to come up with policies and interventions that would highlight the plight of the youth while trying to attend to their challenges. “A number of skills and training programs have been set up through various publicly funded technical and vocational education and training institutions with the aim of facilitating entry into the labour market (Oosthuizen and Cassim, 2014:2). The strategies aimed to respond to the

challenges of youth in consideration of the government's responsibility towards its citizens.

A governance approach to youth issues remains a cornerstone in problem solving and tackling the issues encountered by the youth in South Africa. Through the governance approach in 2013, government adopted the Youth Accord, which sets out the commitments for priority regarding young people in terms of skills and employment opportunities. The document was also an initiative towards the achievement of the New Growth Path (NGP) goal, which focused on job creation levels by 2020 (Youth Employment Accord, 2013:2). The Accord equally dealt with the issue of youth participation, as there is an acknowledgement that young people are capable and possess the potential to make decisions that are beneficial. It was at the signing of the National Youth Accord that role players made commitments to the following key areas:

- Expand the level of training using existing facilities more fully,
- Make internship and placement opportunities available within workplaces,
- Set guidelines of ratios of trainees, artisans, as well as across the technical vocations to improve the level of training,
- Improve the funding of training and the use of funds available for training and incentives to companies to train,
- Set annual targets for training in state-owned enterprises,
- Improve SETA's governance and financial management, as well as stakeholder involvement,
- Align training to the NGP and improve the Sector Skills Plan, and
- Improve the role and performance of FET Colleges (National Skills Accord, 2013:5).

Furthermore, the initiatives included the development of the National Youth Policy 2009-2014, then the 2014-2019 draft that led to the current NYP 2015-2020 version, all of which were crafted with the intention of enabling young people to discover their capabilities and express their views in determining the way forward regarding their issues, which seem impossible for the government to resolve. The measures were about ensuring that young people became active in the matters that affected them. The interventions covered aspects such as economic inactivity, which is the cause of

the current high unemployment rate and scarcity of opportunities. The NYP set out priority goals for the youth and focused on the overall development of young people (NYP 2014-2019, 2015:9). In 2015, the government endorsed the NYP 2015-2020, which forms part of the discussion in this study. Its vision remained consistent with the framework in that it remained "integrated, holistic and sustainable youth development, conscious of the historical imbalances and the current imbalances and current realities, to build a non-sexist, non-racist, democratic South Africa in which young people and their organisations not only enjoy and contribute to their full potential in the social, economic and political spheres of life but also recognise and develop their responsibilities to build a better life for all" (NYP, 2015:5).

Post 1994, there was an awareness of the plight of the youth who were unable to enter the job market and succeed. The greatest challenge was the lack of the necessary and adequate skills to sustain them. It is against this backdrop that the government ensured the participation of youth through the National Youth Development Forum (NYDF), which moved the notion of young people as a lost generation with a bleak future; thus, accommodating and engaging young people as part of the bigger social structure, which would take the country forward. The passing of the legislation and strategies that focused on young people made it possible for them to be considered for inclusion in various government programmes. Mlatsheni and Leibbrandt (2011:119) recommended "important policies directed at the demand side of the labour market given the lack of job creation in the formal sector, to policies that promote entrepreneurship". Demand-side policy is defined by Oosthuizen and Cassim (2014:4) as "policies that target job creation instead of indirectly incentivizing the absorption of youth into the labour market, they offset the cost of employment and training of new workers for employers and Treasury favours this approach". Youth development became the priority of the government as a requirement to guarantee their future.

The basic rule that guides the governance initiatives is sourced from the founding and supreme law of South Africa, the Constitution, which highlights the importance of treating citizens equally, and the right to have their dignity respected and protected (The Constitution, 1996:7). The Constitution also made provision for key governance principles such as the participation of young people in the decisions that seek to provide direction towards a better future. Through the Constitution, governance is

obliged to create a platform through efficient structures and systems that are not only compliant but that will ensure effective participation, which will lead to good governance (Maphazi et al., 2013:56). Participation of the youth is equally healthy for an effective democracy.

The responsibility towards the citizens led to the adoption of other legislation, such as the National Youth Development Agency Act 54 of 2008, which was about the promotion of a uniform and standard strategy, which would bind all state and non-state organs. The Act guided the overall interventions and programmes, including redress measures, the provision of opportunities, gender considerations, support for learning and development, promoting participation for democratic upliftment, recognising cultural diversity, promoting sustainable development, and recognising youth development and the basics for good governance (NYDA Act, 2009:6). Through the NYDA Act, an agency was formed with the purpose of dealing specifically with young people's challenges. One major objective was to develop the Integrated Youth Development Strategy for all South African youth. The agency was to have close ties with the Presidency and provide recommendations on policy directives. It was intended to have a unifying approach, which involved all stakeholders (both public and private) to uplift the economic conditions of young people in the country (NYP, 2015:14).

In addition, the Youth Enterprise Development Strategy (YEDS) was adopted in line with the national Youth Policy by the Department of Trade and Industry (DTI). It was aimed at supporting the enterprises and the industrialisation of the youth initiatives. The Strategy had to consider the constraints that the youth encountered, such as GDP growth, income inequalities, low participation in the economy, and the level of enterprise development in South Africa (DTI, 2013:10). The initiative by the DTI was about ensuring that the government carried its responsibility to its citizens. The government-initiated programmes to assist in job creation strategies included the youth brigades' programme, which was implemented by the Department of Human Settlements, whereby youth were given construction skills in 2014. The other was the Job Fund, which was run by the Department of Trade and Industry (De Lannoy et al., 2018:13).

To address the unemployment challenge, the government adopted the National Youth Service (NYS) programme as prescribed by the Green Paper of National Youth Service in 1998, which was spearheaded by the NYDA and implemented by public sector departments in later years. The objectives of this programme were three-fold, focusing on the creation of jobs and training for young people, while closing the shortage gap of artisans in the construction industry. Secondly, the NYS Programme advocated for community service, which aimed at promoting patriotism and dedicated service to the community. Finally, the NYS was an attempt at inculcating interest in the construction field, hoping that the youth will develop the necessary skills to venture into this field (Public Works, n.d.:2). The most common NYS Programmes are the Expanded Public Works Programme (EPWP), implemented by the Department of Public Works, and the National Rural Youth Service Corps (NARYSEC), implemented by the Department of Rural Development and Land Reform.

In terms of education, the government carried the responsibility as prescribed by the NDP, which stated that “different parts of the education system should work together to allow learners to take different pathways that offer high quality learning opportunities, linking education and training to the world of work” (*SA News*, 2017:1). The concerns in education demanded direct intervention, which is why the government kept the education budget allocation higher. In 2017, the National Student Financial Aid Scheme (NSFAS) allocation was R15.2 billion for bursaries and loans (*SA News*, 2017:1). The Department of Higher Education had to review its strategic planning; hence, the plan for 2015 to 2020 focused on the upgrading of policies to address the aspects that needed attention. Amongst the policies that received attention was the National Artisan Data Submission Policy and Procedures, with the emphasis on the importance of submission of artisan learner data to SETAs on a monthly basis. The benefit of this initiative was to enable the Department to track progress on the artisan register of youth. Again, the Skills Development Act was reviewed (Higher Education, 2015:15) and the proposal for a National Skills Development Plan (NSDP) was published in 2017. All these initiatives and others were developed following the Constitutional mandate of the Department of Higher Education to meet the governance perspectives and its role in education, which seemed not to deliver according to plan.

The intervention in higher education could also be viewed in the government expenditure partners, whereby there was a clear increment in the budget expenditure invested in higher education. In the budget speech of 2016/17, the minister of higher education reserved an amount of R16.3 billion for higher education, while the National Student Financial Aid Scheme (NSFAS) was allocated R2.5 billion to clear student debt; basic education was allocated R204 billion with a commitment to rebuilt 510 unsafe school and to provide 1120 school with safe drinking water, while 916 schools were to be electrified (Budget Speech, 2016:22). In 2021, NSFAS's approved budget was R41.5 billion, excluding R6.4 billion additional budgets approved (DHET, 2021:4). The capital invested in education increased rapidly to the extent that in the 2018/19 financial year the government committed R324 billion to higher education and training, including a R57 billion new allocation on free higher education, while basic education received R792 billion, inclusive of R35 billion for infrastructure development and an additional R15.3 billion for learner and teacher support (Budget Speech Highlights, 2018:3). The investment is however still to bear fruit. The main challenge that is related to governance against the expenditure highlighted above is the question of accountability, when the youth situation remains the same despite the capital spent on young people, an issue that was highlighted in the NDP, "Education outcomes cannot improve unless accountability is reinforced throughout the system, from learners results to the delivery of textbooks" (NDP, 2012:55).

Politically, the government came up with initiatives that included the convening of representatives of public and private stakeholders to commit to the resolving of challenges that affect youth, inject capital, and extend opportunities to young people through the Youth Employment Accord. It is through the Accord that the stakeholders were able to address and identify urgent youth development needs, outline the additional employment measures, while reviewing the targets to improve the available programmes and discuss the constraints in relation to economic growth because they obstruct growth (Youth Accord, 2013:15). However, the government is unable to show the effects of this measure because the situation worsened with rising unemployment rates and poverty levels. Another approach was inculcated in the country's NGP. The strategy focuses on upgrading the education system and providing for adequate skills that are necessary to provide needed capacity. The NGP also advocates for the development of youth enterprises that will contribute to economic development and

job creation. Furthermore, the NGP addresses issues of Broad-Based Black Economic Empowerment (BBBEE), considering that most people who experience the effects are black (NYDA, 2015:7). To tighten the controls and to monitor the progress in the implementation of the youth programme, a National Youth Desk was established in the Office of the Presidency. However, the Desk was not capacitated sufficiently to hold state departments accountable on youth development activities. The Youth Desk only managed to release the National Youth Policy (NYP) 2015-2020 in 2015 (De Lannoy et al., 2018:16). The Policy still calls for "the establishment of Youth Desks in national, provincial and local levels where they do not exist" (NYP, 2015:29). This is indicative of serious shortfalls in the capacity of some of the structures that were identified to address youth development.

The National Youth Service (NYS) is a strategy that was considered by government and implemented through the NYDA as part of the Reconstruction and Development Programme (RDP). The strategy is applied by sub-Saharan countries to address the issues related to employment, enterprise development and the sustainability of these initiatives for youth development purposes. The strategy is aimed at supporting young people through the development of civic education and awareness allowing them to serve their communities while acquiring skills. Through the NYS, the government was to provide financial support, capacitate the youth, play an administrative role, and coordinate youth-based initiatives (NYS Green Paper, 1998:2). The NYS Programme contributed to youth development by focusing on character building, which was about self-discovery and development, which could lead to the independence of individuals. It concentrated on individual leadership development and network formulation while inculcating patriotic responsibility and a sense of belonging to the country. The NYS programme developed a sense of control and decision making amongst the participants (Learning Forum, 2013:7). The NYS programme seems to remain a priority of government; hence, in the State of the Nation Address of June 2019 President Cyril Ramaphosa committed that the government would expand the National Youth Service to take on 50 000 young people a year (The Presidency, SONA, 2019:16).

The NDP made provision for solid youth programmes to ensure the provision of skills in enterprises and life skills for the youth to engage actively within communities. The

Plan further recommended the expansion of TVET training, and full tertiary funding for youth coming from poor families. It also touched on the issues of crime by suggesting the establishment of community safety centres for crime prevention and it advocated for the promotion of sport within communities through the erection of sport facilities to allow youth to stay active (NYP, 2015:13). The important factor regarding the NYP 2009-2014 was that it raised awareness about the youth's plight and set a standard for state departments to accommodate young people in their plans. The Plan, which can be regarded as a platform that assisted the NYDA to coordinate the inter-departmental forum of the state organs, also provided a framework for other policy development in the respective departments. The NYP, however, could not achieve all its intended objectives; hence, there was an initiative to review the plan and come up with the NYP 2015-2020 (NYP 2015, 2015:3).

To address unemployment, the Department of Labour was tasked with the responsibility of facilitating the system known as the Employment Services of South Africa (ESSA). The system was developed to deal with the matching of available skills to the labour market. The system is located at the Labour Centres throughout the country. It is a resource of direct relevance to skills planning, working on linking labour demand and supply through an administrative system that is partially available on the Internet (Arends, Chabane and Paterson, 2015:2). The ESSA system is an online programme that youth can utilise to register themselves for job hunting purposes, then the Department of Labour will match them with available opportunities anywhere in the country. The system is also aimed at ensuring that youth access government services, especially job opportunities, to fight unemployment. The system deals with the registration of job seekers, searches for available job opportunities, and facilitates the entry of work seekers into the job market (Department of Labour, 2015:6).

In addition, there is the Employment Tax Incentive (ETI), which was adopted by the government to encourage potential employers to employ young people. The Initiative was adopted into law through the passing of the Employment Tax Incentive Act 26 of 2013. The Act encourages employers to appoint people between the ages of 18 and 29 years and the employee must render his/her service within the special economic zone (ETI, 2013:8). The governmental commitment to this initiative was reiterated in the State of the National Address by President Ramaphosa on 7 February 2019 when

he stated, “We have come up with great plans, platforms and initiatives through which we continue to draw young people in far greater numbers into productive economic activity through initiatives like the Employment Tax Incentive; this incentive we will extend for another 10 years” (The Presidency, SONA, 2019:6).

The Initiative was considered due to the common outcry from young people that most employers only consider people who possess experience for available vacancies and thus deny the youth an opportunity because the majority of people with relevant experience are those who no longer fall within the definition of youth. The Employment Tax Initiative was to be beneficial for young people in that the opportunities provided would enable them to gain the necessary skills and experience. The Initiative is proposed in the NYP – that there should be provision for work exposure. The NYP stated, “Pre-employment services minimised the transaction costs of hiring new workers for firms and prepare potential employees for the workplace” (NYP, 2015:18). The Initiative allows young people to gain exposure while at the same time they earn some money. The government hoped that the Incentive would “increase the demand for labour because it decreases the gap between youth productivity and the real wage and it will increase their chances for long term employability” (Gyimah-Brempong and Kimenyi, 2013:19).

In the health sector, initiatives such as the National Adolescent Friendly Clinic Initiative (NAFCI) were adopted to educate and increase access to health care services and sexual reproductive health for young people. The Initiative included school-based awareness programmes on primary health care. Due to this initiative, a new Integrated School Health Policy (2012) was introduced to provide additional support to youth (Cooper et al., 2015:63). Related to the NAFCI was the development of the Anti-poverty Strategy in 2008. The Strategy refers to the critical nature of the inadequacies and inequalities that exist within the society and notes high youth unemployment as a factor that continues to haunt the government’s responsibility task (Potgieter-Gqubule and Ngcobo, 2009:16).

The government was pressurised to re-establish the family violence, child abuse and sexual offences police unit together with a special sexual offences court in 2013 to manage the high number of sexual offences and abuse of women and children. Later,

the Thuthuzela Care Centres were established within communities to deal with various services, such as counselling, social work services and related services (Cooper et al., 2015:64).

Furthermore, a Mini Drug Master Plan (MDMP) 2011/12-2013/14 was adopted by the Department of Health (DoH). The Plan was adopted to manage and reduce the burden on the government by providing reasonable intervention strategies in minimising the abuse of drugs and related substances. Through the Plan, the Department acknowledged the importance of a multifaceted approach in response to substance abuse, as various factors were at play. The Department integrated its management of drug abuse by involvement of other stakeholders to deal with the complexity of the problem. The MDMP became highly inclusive and its emphasis was on available evidence, while focusing on reducing drug demand and its harmful nature (DoH, 2011:11).

All the measures that were implemented to curb drug and substance abuse were adopted in line with the Prevention of and Treatment for Substance Abuse Act 70 of 2008 (PTSAA). The Act was intended to combat substance abuse and it prescribed the adoption of the National Drug Master Plan. Amongst others, the Act prescribed the prevention and intervention strategies for drug and substance abuse in close collaboration and partnership with the National Youth Commission, the South African Police Services, and the Departments of Health, Education, Justice and Constitutional Development, Arts, Culture, Sport and Recreation, Correctional Services, Local and Provincial Government as key stakeholders to facilitate integrated drug prevention programmes (PTSAA, 2009:20). The passing of the Act was informed by the fact that "substance abuse, food poisoning and neo-natal deaths were the next biggest health issues in terms of volume, all of them being covered in between 15 and 20 news items" (Malila, 2013:5) in the media.

The interventions of the South African government in attempting to address the plight of the youth did not stop at the above-mentioned strategies but went beyond the highlighted strategies. These strategies involved capital investment; however, the impact is still to be seen. It is the lack of synergy between the situation of youth, especially black youth, and the governance role that triggers the need to investigate

the plight of youth from a governance perspective. The question is: What needs to be done? It should also be said that the scenario that is painted by the discussions in this study does not downplay the government gains that were achieved on behalf of and by young people in the country. However, the focus is on the worrisome situation that most of these young people possess the potential to become the assets that the country needs to grow the economy and make a positive change, but it is not happening. The interventions by the government were all geared towards the achievement of the main objectives of the NDP 2030:

- Matching skilled, technical, professional and managerial posts to better reflect the country's racial, gender and disability profile;
- Increasing the quality of primary education;
- Providing affordable care while promoting health and well-being;
- Providing social protection for the poor and needy through an entrenched social security system; and
- Broadening social cohesion and unity and redressing the inequalities of the past (Zarenda, 2013:4).

Below is a diagram showing the government initiatives to assist youth, as discussed above. However, it must be noted that there may be others that are not covered in this discussion. The application of these initiatives will be discussed in the next chapter dealing with application.

Diagram 5.1. Government Initiatives for Youth Development

DATE OF ADOPTION	**NAME OF THE INITIATIVE**	**THE PURPOSE OF THE INITIATIVE**
1996	The Constitution of the Republic of South Africa, Act 108 of 1996	• It is the founding and supreme law of the country. Its main purpose is to ensure the protection of human rights, human dignity, equality, and the privileges of all citizens without discrimination.

		• It is about ensuring consistency and validates obligations that are imposed in line with the Constitution. • It cuts across all sectors, including the private and public sector.
1996	The National Education Policy Act (NEPA) of 1996	• It informed all the policies and legislation guiding education administration, including the South African Schools Act (SASA) 84 of 1996 and the National Student Financial Aid (NSFAS) 56 of 1999 (IYDS, 2011:9).
1996	The National Youth Commission Act of 1996 led to the establishment of National Youth Commission	• The Commission was intended to ensure the mainstreaming of youth development programmes in all sectors of government (Van der Byl, 2014:5). • The Commission was to later become the vehicle that would start the Umsobomvu Youth Fund (UYF) for young people. • The mandate of the Commission was later transferred to the current day National Youth Development Agency (NYDA).
1997	The establishment of the South African Youth Council (SAYC)	• It was a diverse body of youth, which was non-partisan, and a non-governmental organisation representing all South African youth irrespective of their colour or creed. • The SAYC had to form youth forums to empower young people to make positive submissions and

		contributions to policy in the country (Van der Byl, 2014:7).
1998	The National Youth Service Green Paper	• An invitation was made for public participation for youth and youth formations to make inputs to the proposed National Youth Service (NYS) Strategy. • The Green Paper proposed a cross cutting nature of youth service and it complements inter-governmental and civic society cooperation and coordination. • It provides strategic information on available opportunities in government programmes. • It outlines the existing and potential institutional capacity and reviews relevant policy trends (NYS Green Paper, 1998:3). • It focuses on the development of character and individual competence in relation to psycho-social and economic development while raising awareness on issues of culture, the importance of patriotism, and community service (IYDS, 2011:13). • Programmes such as the Expanded Public Works Programme (EPWP) are informed by this document.

1998	The Skills Development Act 97 of 1998	• It introduced a regulatory and institutional mechanism for the promotion, implementation and management of the National Skills Development Strategy (NSDS) of the country, using a sector-based approach to develop and improve the skills of the South African workforce (Van der Byl, 2014:10). • It aimed to improve the skills of workers by promoting education and training in the workplace. • It aimed to develop the skills of the South African workforce to improve the quality of the life of workers, their prospects of work and labour mobility, to improve productivity in the workplace and the competitiveness of employees, and to create self-employment (Skills Development Act, 1998:8).
2002-2007	The National Youth Development Policy Framework (NYDPF)	• It emphasises the importance of an integrated, all-inclusive youth development strategy and searched for government youth development programmes and activities (NYDA, 2011:10; IYDS, 2011:10). • It provides a framework for the mainstreaming of youth development, including strategic intervention areas, and youth development policy (Van der Byl, 2014:9).

2008	The National Youth Development Agency Act (NYDA) 54 of 2008	• It is tasked to initiate, design, coordinate, evaluate and monitor, and provide oversight to all youth programmes for youth integration and development, and to develop the Youth Development Strategy and provide guidelines for implementation while providing advice and recommendations to facilitate the economic participation of youth (Mtwesi, 2014:38).
2008	The Prevention of and Treatment for Substance Abuse Act of 2008	• It coordinates the combating of substance and drug abuse. • It registers and establishes the programmes and services, such as community-based services and treatment centres. • It develops procedures to be followed by the treatment centres during the admission and release of patients. • It coordinates stakeholders in the management and prevention of substance abuse and the development of the National Drug Master Plan (The Presidency, 2009:14).
2009	The National Youth Policy 2009-2104	It advocated for the implementation of the basic pillars of youth development, which are education, health and wellbeing,

		economic participation, and social cohesion (Mtwesi, 2014:38). It prescribed the youth cohort at 14 to 35 (NYDA Strategic Plan, 2015:6).
2011	The New Growth Path	It advocates for the " creation of jobs through direct employment schemes, targeted subsidies and an expansionary macro-economic package, supporting labour absorbing activities, particularly in agriculture, light manufacturing and services, to generate large scale employment, while creating a set of incentives and support mechanisms to encourage the private sector to invest in new ventures and extend existing operations and concentrating resources in areas that yield the most jobs will ensure the greatest impact" (NYP, 2015:6). Its main pillars are decent work, redistribution, industrial development, basic needs, environmental sustainability and the development of Southern Africa (COSATU, 2010:5).
2012	The National Development Plan: Vision 2030	The Plan focused on three priorities that have a direct link to the plight of youth because they are about increasing employment opportunities by ensuring that the economy grows fast; capacitation through the provision of quality education and skills development, while upscaling innovative initiatives and building state

		capacity (National Planning Commission, 2012:17).
2013	The Youth Employment Accord	It identified eight key operational areas of commitment for both the private and public sector. The commitments were based on the following: expansion of training, setting ratio on trainees, training funding and incentives for companies, target set asides, empowering Sector Education and Training Authorities (SETA) governance, alignment of training to the New Growth Path and skills plan and capacitation of FET Colleges' performance (Youth Accord, 2013:5).
2013	The Employment Tax Incentive	To entice companies to recruit more young people into the job market and apply for the reduction in the Pay as You Earn (PAYE) Tax (Graham, n.d.: 55). Employers must provide on-the-job training for the youth; thus, increasing the number of skilled youth with tax reduction as an incentive for employers.
2013	The Youth Enterprise Development Strategy (YEDS) 2013-2030	The increment of youth owner enterprises' contribution to the GDP. The increment of start-ups for youth owner enterprises in all sectors. The increment of self-employed young entrepreneurs.

		The encouragement of savings and investment for young people. Enables access to market, finance and support in term of infrastructure and non-financial support to youth-owned enterprises (YEDS, 2013:32).
2015-2020	The National Youth Policy of 2015-2020	The Policy was about mainstreaming youth development into government policies and programmes, as well as the budget. Capacitates principal youth development institutions and integrate youth service delivery. Strengthening of civic participation for social cohesion and service to communities. Encourages visible public participation in youth initiatives, projects, and nation-building programmes (NYP, 2015:5).
2017	The National Adolescent and Youth Health Policy 2017	To improve the health conditions of young people by preventing ill health, promoting a healthy lifestyle and improving the delivery of health care services by ensuring access, efficiency, quality and sustenance of young people, while enabling youth to receive user-friendly and adequate health services (Youth Health Policy, 2017:1).

Source: Own Interpretation

5.5. Conclusion

The governance challenges facing South Africa youth are immense and demands the government to refocus and reprioritise to address them. The rate at which youth problems are attended to seems to be slower than the rate at which challenges occur; therefore, serious adjustments need to be made. Alternatives towards relevant interventions are necessary for South Africa to move forward and make progress regarding young people's fate. The government has a responsibility to restore the hopes of young people and invest in their aspirations. Hence, the perspective on the capacitation of young people outlines the awareness that young people are social beings and the society must take care of them in ensuring that their welfare is guaranteed and safeguarded while at the same time the youth are expected to be active citizens who possess both rights and responsibilities like any other citizen (Potgieter-Gqubule and Ngcobo, 2009:10).

An attempt at understanding the social group under discussion began with defining the concept 'youth' to agree on who youth are, and this is based on the context. The South Africa context is clear in accommodating the ages between 14 and 35 as the youth and therefore the discussions were based on this legal framework provided by the legislation. The adoption of this age cohort as youth in South Africa is supported by clearly stated reasons; therefore, it should be accepted to accommodate those affected. Again, the country acknowledges that though much has been achieved, "35 years as the upper age limit of the youth has not yet changed since historical imbalances in the country are yet to be fully addressed" (NYP, 2015:17). The challenges remain and it calls for all South Africans to put their hands on deck to address these challenges and debunk the notion that issues related to young people are problematic.

The prevailing situation related to education as an essential service that still needs to be accessed by young people for them to survive requires a collective effort of all public and private stakeholders to manage and assist to ensure the governance responsibility of providing access to education as a right that is enshrined in the Constitution. The signatories of the Youth Accord need to reflect on the commitments, which seek to address the issue of education and training in society. The commitment touches on aspects such as the second chance matric programme, intake expansion

at TVET Colleges, capacitation of SETAs, and expansion of the National Skills Accord targets for State-Owned Enterprises (SOEs) (Youth Accord, 2013:18).

On an annual basis, Statistics South Africa releases alarming statistics on youth unemployment. The initiatives that are implemented by the government seem to be functioning outside the terrain and brief that it is intended. Young people remain marginalised and dependent on the government for basic welfare. The employability chances of young people depend on the provision and acquisition of the skills that are needed by the job market. The country needs to focus on skills development to enable the youth to transit smoothly from school to employment. There is a need to bridge the gap that exists between the education system and labour market requirements (Doke, 2016:3). It is the duty of the government, through governance structures, to initiate a curriculum review to address the misnomer that exists in the education system. The governance responsibility is to ensure that the skills provided address the prevailing shift from “low skilled, labour intensive primary and secondary sector to the skill-intensive tertiary sector” (Bauml, n.d.:2).

The NYS’s programmes are implemented by various departments but their impact is minimal. Despite the good intention with these programmes, there are serious gaps in their implementation. The credibility of these programmes is undermined by poor monitoring and evaluation. Again, there is not enough data available to assess their impact. This situation discredits the programmes that might have been effective if they were well managed. Continuing with the NYS as part of the strategies for youth development, as was highlighted by the President, calls for an urgent need to rectify the identified knowledge gaps (Learning Forum, 2013:12).

Health and wellness are other challenges that demand the government to ensure increased access to health services, especially concerning treatment for diseases such as HIV/Aids amongst young people. The mental health of some youths, especially due to the excessive use of drugs, needs to be assessed to ascertain that the interventions that are taken are related to the existing problems of the clients. The current health status requires a proactive approach to prevent the escalation of disease before it reaches the core of the society. Early intervention is a priority. Initiatives such as screening for alcohol use and testing for TB and HIV/Aids must be conducted in a manner that will encourage participation, rather than withdrawal (Dada

et al., 2017:2). The challenges in health depend on an integrated and collective approach to curb them. Therefore, intense consultations and communication amongst stakeholders remains the key to unlock the current crisis.

Social exclusion and poverty are related factors that stem from the challenges that were discussed in this study. The challenge of poor education, unemployment and inadequate health system leads to poverty and vulnerability of the affected. The psychological effects of this situation will lead to a situation whereby the poverty-stricken will automatically excuse themselves from decision-making processes because they think that their contribution will not carry the necessary weight. Focusing on youth poverty reduction is essential to ensuring comprehensive strategies and measures to curb poverty for the benefit of young people in South Africa. The approach will boost the morale and confidence of the affected groups. The best way to go about this measure is to facilitate job creation possibilities because “work is not seen as a means of sustaining life, but also closely linked to identity, social connections and self-esteem” (Potgieter-Gqubule and Ngcobo, 2009:17). Youth empowerment and capacity building depends on governance ability to secure the necessary skills and training for young people to develop and become independent.

Criminality has occupied the thinking of many young people who feel as if they have been abandoned by the society and the state. This has escalated crime statistics because the youth find themselves in a situation where they must take high risks for survival. It is therefore necessary for the leadership to consider all the factors that are mentioned as contributory factors to high crime statistics, such as the mushrooming of gangs within communities and the easy access to firearms; the escalation of organised crime; political reforms; the influx of illegal foreigners who impact on the demographics in the country; and the weakening performance of the criminal justice system in order to maintain better controls and ensure a reduction in crime (Schonteich and Louw, 2001:21). In addition, South Africa needs a “dedicated crime policy and a costed strategy for its implementation. The strategy should provide for evidence-based amelioration of specific risks faced by South Africa’s youth” (Pelser, 2008:11).

The situation that young people in South Africa find themselves in requires a collaboration of networks that begins within the family setup, communities, and the

private and public sector to address it. The contributory factors are extreme and intense. The effects are highly destructive and economically negative. Governance processes need to focus on policies that will improve and inject life into the economy to grow rapidly to ensure more employment opportunities for young people. The initiative should be paired with the skills requisites; as already alluded to, there is a need for synergy between the skills and the job market. These policies should be crafted in such a manner that they will allow youth participation, which will enhance accountability and good governance (Gyimah-Brempong and Kimenyi, 2013:14).

The involvement of young people in structures of governance and society will enable them to express their views and contribute to the decision-making processes; thus, feeding into the notion: “Nothing for us, without us”. Mainstreaming youth development policies and integrating youth in the policy review in relation to the economy, politics and social responsibility is important in paving the right path towards a youth-friendly and accommodative approach to youth development.

Chapter 6: Application of Youth Development Policies in South Africa

6.1. Introduction

6.1.1. Basis and Background

Provision for youth empowerment and development remains a source of discomfort for policy makers and politicians in South Africa. The unemployment rate is on an increasing trajectory and it seems as if the government is unable to control it. The situation has reached a crisis point; hence, the concern was raised that Africans entrance into the labour market is diminishing and the labour supply is not absorbed, and this affects the unemployment pool of young adults (Bauml, n.d.:2). The previous chapters have noted the alarming rate of youth unemployment incrementally increasing from 2009 and reaching 63% in 2021; thus, it was referred to as "the greatest challenge facing government and policy makers in Africa" (Gyimah-Brempong and Kimenyi, 2013:10), while Lings (2015:1) outlines unemployment as "a major talking point in South Africa". The problem has also captured the attention of the international world. That is the reason why the UN adopted Resolution 62/126 and the AU adopted the African Youth Charter, both addressed in detail in Chapter 1, to focus on the needs of young people and to provide measures to support and provide for them.

The South African government in response to the Constitutional provision Clause 41 (1)a and b, both acknowledging the security of people's wellbeing and the provision of effective, transparent, accountable and coherent governance, which form part of the discussion, adopted policies to address youth development as part of the greater discussion on youth unemployment. Amongst the policies that were adopted as the driving force behind youth development in the country were the NDP - Vison 2030, the NYDA Act 54 of 2008 and the NYP 2015-2020, all discussed in detail in Chapter 1 and in Chapter 5.4. All the policies are in support of governance, especially in terms of accountability and transparency, for government officials to take responsibility according to activities assigned by the legislature and by regular reporting by national departments (Brand, 2015:163). The study will utilise critical theory to investigate the impact of these policies because they triggered the research problem, which is, **Unemployment is high amongst young people in South Africa. This has a direct bearing on poverty levels and standards of living and the impact and effects of**

strategies applied to curb youth unemployment are not reported in a manner that outlines the effectiveness and efficiency of the adopted policies in dealing with youth employment and development. Despite the existence of these policies, youth unemployment in South Africa remains at a peak and continues to rise uncontrollably. The discussion on youth unemployment is thoroughly examined in Chapter 5.2.2 as part of the motivation for the study.

The debate on youth unemployment is a discussion that requires a focus on the policy theory to analyse the theoretical approach followed in South Africa because "public policies vary from country to country, depending on the system of government and ideology in force in that country" (Anyebe, 2018:8). Policy theory is important in the study because theory influences government thinking, ideology, and approach to policy development. It is related to what critical theorists' term practical interest because "it is concerned with understanding the meaning of a situation which generates hermeneutics" (Integrty, 2016:1) and its purpose is to explain, comprehend and interpret reality (as defined by Stoker in Chapter 3.1). It represents the reality and it is important for the study because through the study of policy theory we can learn more about the policy approach and the limitations that contributed to the current situation of the youth. Chapter 2 explored process and analysis as these are important concepts in the study, while Chapter 3 focuses specifically on policy theory. These concepts are interpreted to eliminate misinterpretations and provide a collective agreement on the meaning of these concepts in the study.

Chapter 2.5 of the study identifies the policy challenges in South Africa; the challenges are drawn from the NYP 2015-2020. These range from coordination, funding, a disintegrated approach to youth development, the lack of an Integrated Youth Development Strategy, and the organisational limitations of the NYDA Act, to the absence of a regulatory framework, which leads to the questioning of the governance capacity and structures. Again, the youth lens, as adopted in the NDP, outlines the priorities for young people. These proposals have not been met and the government has until 2030 to meet these proposals. All this points to what Schwella (2015:140) calls the "public leadership and management theory and practice, which is an approach that recommends that the public will be better when served by governance and service delivery systems that introduce notions of markets and managerialism into their structures and functioning". The study is undertaken to reduce the gaps created

by these factors that hamper youth development, as highlighted in Chapter 1.3.2, which deals with the objectives of the study.

Throughout Chapter 5, the study outlined the lack of tangible results in the implementation of youth development policies through the discussion of the situation of young people in South Africa. This chapter related to the aim of the study, which deals with the lack of synergy between the policy initiatives and strategies in addressing youth unemployment. What is glaringly obvious throughout the study is the rising unemployment rate and the gap, which continues to widen.

The study of policy theory and policy process assists in the development of the framework, which will make mainstreaming and the integration of the youth development approach more practical. It guides the process in terms of the conceptual framework of the youth development policy. Its utilisation will inform the process that must be followed to ensure compliance to the prescripts of policy review. Chapter 2.4 detailed the stages of policy process and reference to these stages assist in the analysis of policy problems that hamper progress and may be used to reverse the youth development problem back into the policy agenda setting, which is referred to as a "process by which problems and alternative solutions gain attention" (Birkland, 2016:200). This was discussed fully in Chapter 2.4.1.

Moreover, it has become clear that there is a need to start engagements on the direction that the government needs to take regarding youth unemployment in the country. The youth's development depends on the quality of human capital they possess and "crucially on whether they are gainfully employed as employees or have opportunities to establish their own businesses" (Gyimah-Brempong and Kimenyi, 2013:5). Youth unemployment must receive attention in agenda setting as part of the policy process. Chapter 2.4.1 stated that it involved convincing other role players about the importance of the item at hand; the stage is highly political and involves planning identified policy issues. The idea of returning youth development to the policy agenda is supported by the NDP commitment target to achieve an employment rate of 14% by 2020 and 6% by 2030, as outlined in Chapter 2.4.1. As stated by Lings (2015:3), yet the unemployment rate was at 63% in 2021. The situation reflects a regress in government intentions. Critical theory enquires about different aspects, such as the commitment above, as to how the target will be achieved and what will be different

considering that the policies are actively implemented by the government sector, yet the outcome is negative.

Another factor that is important in the policy process is policy implementation because the current policies are the source of the research problem discussed in the study. The research problem is about how policy implementation fails to produce the necessary output. Each policy has set objectives but none of these impacted positively on the upliftment of the youth, most importantly on reducing the unemployment rate of youth in South Africa. These policies are highly regarded, as seen in the observation by Landsberg (in Phago, 2013:106), who states, “South African policies are clear and correct in that emphasis is placed on the establishment of order and a consolidation of democratic institutions with a view to implementing commonly agreed on norms and principles”. The reflection of the situation of youth was discussed thoroughly in Chapter 5.3.1 to 5.3.6. In Diagram 5.1., the statistics shows a bleak picture, which does not talk to the content of the policies. Hence, the critical theory will question the emancipatory interests of these policies. The theory defines emancipatory interest as the “provision of growth and advancement which generates critical knowledge, exposing conditions of constraints and domination” (Integrty, 2016:1). The situation of the youth, as discussed in Chapter 5, reflects failures of youth development policies and the overall governance thereof.

The success of public policy depends on factors, such as the resources – both material and human. These factors are directed through governance and government institutions because the policies are regarded as tools that are not hierarchical and must not be demarcated to allow an interplay of other role players, as outlined by Le Gales (2011:143) in Chapter 4. Again, policies are purposive, positive or negative patterns of government action, responsive to demands, and they are based on law and authority, as discussed in Chapter 2.2, in line with Anderson’s definition. The importance of minimising upward responsibility in public policies is to enable networks and different stakeholders an opportunity to partake independently for processes that are more open. Governance introduced concepts like effectiveness, efficiency, accountability, openness, and transparency for the sustenance of these policies. These concepts are what are termed as governance principles, and they were discussed in Chapter 4.2.5. The governance principles are an attempt at bringing coordination, cooperation and integration in service, while the modes and theories of

public policy and governance (as presented in Chapter 3.3.1 to 3.3.8, 4.2.1 and 4.2.3) support and inform governance approach in policy implementation. The value that these principles bring to society is that “people can be governed by a constitution and not according to the dictates of their rulers or leaders and it requires that the laws of the country are enforced impartially… it emphasises accountability in the public, private and voluntary sectors of the society” (Ekundayo, 2017:158).

The modes of governance help in structuring policy process to achieve a balance in the approach to policy process. Chapter 4 provided insight in the relevance of governance in the current democratic dispensation in South Africa. It strengthens the validity of decision-making processes because through governance, the power is decentralised, and other role players are considered. These are lessons that we sourced through learning about the role played by networks through theory, as discussed in Chapter 3.2.6 and Chapter 4.2.1.1. The lessons that are learnt from networks are related to the issue of policy implementation because the policy implementation process is not an individualistic process but the responsibility of many actors from diverse environments. The diversity of role players is another factor that is observed as central to the research problem; hence, the importance of the formulation of effective and efficient networks in dealing with youth development. Again, the policies in South Africa identify diverse role players as responsible for certain tasks in the policy implementation process with each having a specific role to play according to their different sectoral mandates, while the NYDA remains the custodian of its implementation. The NYP also highlights the importance of the South African Youth Council (SAYC) to mobilise youth organisations to secure their participation in broader society and in decisions affecting the youth (NYP, 2015:9). The NYDA Act advocates for the Agency “to lobby companies and close corporations which employ more than twenty employees and civil society organisations to implement youth development priorities established by it” (NYDA Act, 2009:10). The need for more participants in the youth development agenda is an indication that South Africa’s youth unemployment cannot be directed towards one role player, the government in this case, to resolve. It needs a collective arrangement. The importance of networks helps to eliminate the perpetuation of inequalities, which appears to be the main concern, according to the critical theory.

6.2. Relevance of theory in the study

The theories that are discussed in relation to both policy process and governance are included in the study to provide a variety of policy options and assumptions that can be used to resolve the research problem and achieve the set research goals. The theories provide options on how to bring change, where there is a need, and approaches that can be followed in the development and implementation of policies. As Ewalt (2001:8) has indicated, theory address aspects, such as the functions of policy structures, how they are structured, the context, negotiations, implementation, and service delivery with multiple actors. The definitions that are provided in Chapter 3.2 by De Coning and Cloete (2004:27) and John (2006:10) pointed to the fact that theories are systematic, coherent and comprehensive. This means that they attempt to accommodate various views to reach a conclusion. Anyebe (2018:9) points to their importance by stating, “They guide the study of public policy, to facilitate communication and to suggest possible explanations for policy action”.

Theories are used in public policy to steer public thinking towards a specific agenda. Theories are inclusive and systematic; hence, they are used in different schools of thought by academics. They are perceived as objective, rational and consistent because of their predictability. They are tools that could be used to influence the policy maker’s views and perceptions in attending to the youth unemployment problem that is affecting South Africa negatively. The theories were discussed at length in Chapter 3 and Chapter 4.

Key public policy theories that are commonly used in governance are discussed in the following sections.

6.2.1. The Institutional Theory – The theory was discussed in detail in Chapter 3.3.1. It argues that government can enforce and legitimise policy because it views institutions as the source of political action. According to Anyebe (2018:13), the approach “concentrates on describing the more formal and legal aspects of government institutions with emphasis on their formal structure, legal powers, procedural rules and functions”. The notion was described by Stoker in Chapter 3.3.1 as “formalising the political operations and those who need to preside over the political”. The theory is however criticised for downplaying the importance of other role players in policymaking. The approach and tone of language in the Constitution of South Africa dictates that legislation and policies must be in line with the Constitution

to “shape interaction”, according to Marsh in Chapter 3.3.1. Any inconsistencies with the Constitution are considered irregular, as captured in Clause 2, which states, “Obligations imposed by it must be fulfilled” (The Constitution, 1996:3). The institutional theory shapes interaction and alignment in governance; however, the democratic processes open a window of opportunity for other stakeholders to play an active role and that weakens the theory in terms of youth development.

The understanding of the institutional approach is that it controls the structural issues between the governing and the governed. Moreover, the institutional approach to policy and governance becomes regulatory; thus, all must abide and comply. The passing of legislation such as the NYDA Act and the NYP reflected institutionalism in that these documents attempted to ensure compliance and control. An example is that the NYP’s goal is “to consolidate youth initiatives that enhance the capabilities of young people to transform the economy and society, by addressing the needs, promoting positive outcomes, opportunities, choices and relationships; and providing the support necessary to develop all young people, particularly those outside the social, political and economic mainstream (NYP, 2015:5). The effects of this theory are observed in South Africa in the way the public sector and the private sector are expected to remain within the prescripts of the Constitution. These sectors’ attempts to address youth development issues must occur through adhering to the Constitution.

In addition, policies such as National Youth Policy Strategy 2015-2020 and the NDP 2030 frame their models in line with the Constitution because the Constitution is the supreme law and the definition of this position is informed by the institutional approach to the law. However, the problem that is observed is the impact of the policies and strategies in the development and empowerment of young people. The theory was relevant for application at the dawn of democracy when the policy makers had to provide direction for the society due to the political conditions at the time. The debate was exhausted in Chapter 3.3.1 and it was noted that “the theory alone provides a partial explanation of policy” (Anyebe, 2018:14).

The institutional theory supports governance process and principles in that it forces all sectors to account for their actions; thus, bringing efficient and effective governance. Through the institutional theory, parties operate within the confines of legislation and are bound to conform to the prescripts. By its nature, institutional theory has the

potential of steering role players towards the achievement of the government's intentions. The government can use the institutional approach in influencing and directing policy in favour of youth development. The influence can go beyond compliance to legislation, as appears to be the current situation. The notion is supported by the fact that "institutionalist theorists draw attention to the importance of institutionalising a new network by developing its culture and inner functioning, and they highlight the need for a new network to develop effective relationships with its political environment" (Schwella, 2015:60). Currently, policies such as National Youth Policy 2015-2020, the NYDA Act and the NDP all comply with the Constitution because their imperatives are based on the Constitution. However, the implementation of this legislation by various sectors reflects a different view. The theory is not practical. An example of this deviation can be seen in the content of the Youth Employment Accord of 2013, whereby many role players committed their sectors to ensure set asides for young people regarding available opportunities. However, the government is unable to provide tangible data on the progress from all the sectors that signed the Accord as a commitment towards youth empowerment and development. The content of the Youth Accord was discussed in Chapter 5.4 of this study.

Institutional theory plays an important role in the establishment of structures that implement and regulate policy implementation and politics. The policies that are an outcome of institutional theory have powers that elevate them from just governance tools, but they are regulations that must be enforced, as is the case with the Constitution and the NDP. The Constitution is declared as "the supreme law of the Republic, law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled" (The Constitution, 1996:3) and the NDP 2030 as "a plan that ensures that all South Africans attain a decent standard of living through the elimination of poverty and reduction of inequality" (*SA News*, 2013:1). The policies are institutions because of their legitimacy. Policies that are adopted according to the institutional theory should assist the youth development agenda in that they consider the government as the custodian of decision-making and authority. The theory provides capacity to the government to decide on the fate of the youth and influence other role players, including the private sector, to participate in securing the interests of the youth. The new institutional theory is considerate of others; hence, the promotion of interactive relations between the government and individuals, and it

discards the old notion of government impacting on individuals. It has some elements of democracy because individuals could influence government decisions by contributing to government actions through formal or informal inputs – although this is limited. The provision for democracy stems from the fact that "the nature of government in the country gives voice and respect to the governed from various sectors, and from all walks of life; in a quest to achieve impartiality and independence of views of the public, government, as mandated by the Constitution, has put in place several Chapter 9 Institutions to strengthen constitutional democracy" (Gumede, 2008:14). The institutional theory is strong on ensuring policy implementation because of its nature of enforcing compliance and bureaucracy. As asserted by Anyebe (2018:14), the "institutional approach can yield benefits to those concerned with how public policy takes shape". The theory's strength lies in its potential to ensure the existence of protocols that could assist in securing of order and stability. However, the theory compromises governance because it lacks in terms of consultation and engagement. Its focus on structures limits the contribution of individuals; therefore, it may compromise the Constitutional rights of youth to participate actively in decision making because their participation is structured when the institutional theory is applied in governance and policymaking.

The institutional theory policies enforce conformity by public officials in that the expectation is that they must adhere to the prescripts of policies as institutions. As Cerna (2013:10) earlier pointed out, "They constitute rules that can and need to be implemented and that are legitimate in that they will if necessary be enforced by agents acting on behalf of society as a whole", and Cochran and Malone (2014:4) supported the notion by stating, "The theory focuses on policy as the output of government as the ultimate decision making authority, emphasising constitutional provisions, judicial decisions and common law obligations". The theory makes provision for law making institutions such as the legislature, the Cabinet, and the Parliament: thus, they have the capacity to drive the youth agenda in institutions of governance and influence. Institutional policies formalise processes and procedures through these institutions. The policy is utilised often in South Africa considering that the country depends on these institutions for law making and the imposition thereof; however, the effects do not benefit the youth. The challenge is that enforcement and compliance remain a challenge for the country because of poor implementation strategies and weak

structures. The problem is observed in the implementation of other related policies. The youth currently do not hold positions of influence because in the institutions of power, youth are underrepresented, as seen in the country's Parliament whereby only six percent of Members of Parliament (MPs) are youth (PMG, 2018:1). Youth do not have a voice to persuade because of under-representation in institutions; therefore, the institutional theory requires other approaches in managing the problem of youth unemployment in South Africa.

Moreover, the institutional approach to policy and governance weakens democracy and has the potential to promote dependency because the approach centralises power to an institution. The trend is observed in the way the youth expect the government to provide and lead in resolving the unemployment problem. The theory also limits innovation and creativity in young people to bring change in their lives. The theory further creates over-reliance on the institution to provide.

6.2.2. The Rational Choice Theory - The theory was discussed in the chapters that focused on theory – Chapter 3.3.6 and Chapter 4.2.1.2. Rational choice theory is more inclined to the economic approach to policy development. It emphasises reason and critical thinking in decision-making. As stated by Ward (2002:65), "The theory is an important tool in governance because it plays an imperative role in the explanation of issues". Policy makers who use it are expected to follow the following steps:

- Identify all the value preferences currently existing in society;
- Assign each value a relative weight;
- Discover all the alternative policies available to accomplish these values;
- Know all the costs and consequences for each alternative policy; and
- Select the best alternative, which is also the most efficient in terms of the costs and benefits of social values (Anyebe, 2018:16).

Rational choice theory could play a role in addressing the youth development challenges in South Africa because through this approach policy makers are given latitude to conduct a comprehensive study of the problem and analyse the information thoroughly to reach the core. "Rationality in governance revolves around the optimal forms of steering governance and around how the behaviour of different actors can change… the ultimate aim being to transform societies and individuals' behaviour

towards more sustainable and environmentally sound ways" (Kronsell and Backstrand, 2010:30). The advantage of the rational choice theory is that it has the potential of improving youth development policies because it challenges policy makers to ensure depth in their decisions on what is important for the youth. Rationalising about youth unemployment and measures to curb the problem should start with the rational choice theory to articulate the challenges that the youth face and to provide realistic alternatives to the problems. However, this depends on what Zey (2015:2) regards as deliberative agents, who are expected to care for the rationality of their beliefs and the rationality of their desires. The issue of agents was also factored in by Eriksson in Chapter 3.3.6.

These agents must include young people if the theory is to be balanced in its approach because youth preferences would be related to their needs and expectations. Zey's assertion is similar to Ikelegbe's (in Anyebe, 2018:16), that rationality must "objectively assess policy alternatives; that there is a commonality of values and preferences, particularly in the setting of goals and objectives that the rational actors think of the greatest good of the greatest number as a guide to decision making; that objectives and alternatives can be quantified and compared on a single monetary measure; and that the conditions and parameters for the decision are static within the decision making period".

The rational choice theory benefits policy process more during agenda setting when an investigation pertaining to the cause of the problem is analysed and policy makers must understand the intensity of the problem. Through the approach, the policy makers "seek to explain human affairs by making certain simplifying assumptions about what motivates individual action" (Zey, 2015:4). It also provides powerful challenges to elder, reified concepts of the state (Schwella, 2015:59). In setting the youth unemployment challenge in the national agenda using this approach, policy makers would consider factors such as the social preferences and the alternatives to policy. Through the exercise, they would gather data on the possible consequences of each decision. The approach would benefit the exercise in that it would assist policy makers to remain within their intended agenda and focus, while ensuring that the choice of policy and alternatives are for the common good. Rational choice theory encourages policy makers to have an open mind and learn more about the situation. Therefore, policies that follow this approach are valuable because they value the

individual preference and capacity to apply independent thinking. The issue of independence tallies with the call for the involvement of young people to support their plight and engage in resolving their challenges.

Rational choice theory is highly normative, as discussed in Chapter 3.3.6 and Chapter 4.2.1.2. This makes it more inclined to good governance because of its emphasis on valued and principled governing processes. Through this approach, policy makers could source lessons that assist them to improve on the service provided to the people through a comprehensive analysis of the situation. It gives an opportunity to reflect on social needs and examine strategies that are relevant for the government to manage the conditions. It argues that governance actors should pay more attention to "a rational choice analysis of the chaos and instability associated with weak institutions" (Schwella, 2015:59).

Through this approach, policy makers learn the effects and impact of individual influence on groups, a situation that could lead to chaos if not handled well, or to stability when good alternatives are available, a situation that Dye refers to as "maximum social gain" in Chapter 3.3.6. The approach is therefore beneficial for political actors and policy makers to consider in youth unemployment because it has the potential to provide the necessary information. Through rational thoughts, decision making by policymaking bodies is structured and, depending on the complexity of the issues, experts could be involved to provide direction and insight on how to handle the youth unemployment problem facing South Africa. The other benefit of utilising the rational choice theory is its balance regarding the investigation of the problem. It has the potential to address the problems of the collective through the consideration of elements, such as time and emotional detachment, as discussed by Ward (2002:68) in Chapter 3.3.6.

Furthermore, the model is more efficient and attentive to problems. The model also relies on researched data, which makes it more reliable and objective. However, the rational choice approach is time consuming and the situation of youth unemployment continues to escalate at an alarming rate. As Stoker pointed in Chapter 3.3.6, the theory needs modesty and adventure in its claims and it fails to examine choice making under conditions of uncertainty and minimal information. Anyebe (2018:16) highlights the issue of a "lack of explicit concern for the political environment in which public

policy must be carried out". If the environment is lacking, then there is no conducive atmosphere for participation; therefore, agents will not be able to influence policy.

Chapter 3.3.6 also pointed to the fact that policymaking is not a rational process; therefore, the approach is relevant only for analytical purposes. As alluded to by Schwella (2015:59) in Chapter 3.3.6 and Chapter 4.2.1.2, it might not provide the envisaged output for youth unemployment and development. However, the analysis factor could allow government actors to pay more attention to rational choice analysis of the chaos and instability associated with weak institutions (Schwella, 2015:50).

The weakness in government institutions intensifies youth development and it is critical that data provided by rational choice theorists on this matter must be given the necessary attention by policy makers. The notion was supported in Chapter 4.2.1.2 by Kronsell and Backstrand (2010:32) when they state that rational choice is unable to "deal with long term problems and implementation difficulties are abundant".

6.2.3. The Network/Group Theory – The theory is discussed in both Chapter 3.3.7 and in Chapter 4.2.1.1. It advocates for the interdependence of all role players who have an interest in the issue at hand. In Chapter 4.2.1.1, emphasis was laid on the theory's focus on relationships that exist between the economic and the institutional urban elites and how the theory dismantles the rigidities of bureaucracies and the inequities of markets through the incorporation of a wide variety of participants in the policymaking process (Blanco, 2013:276). Kamarck (in Schwella, 2015:50) also points to bureaucracy by stating, "In the model, bureaucracy is replaced by a wide variety of other kinds of institutions with better reputations and sometimes better performance". In relation to unemployment, the network theory is one model that is open and transparent about the interaction of everybody and the importance of working as a collective. The collective approach is relevant in tackling youth unemployment because through the model all stakeholders are brought together to provide service that will be beneficial to everybody.

The advantage of the network theory for youth development is that it opens a window of opportunity for all role players to know about the kinds of services and programmes that other role players have for the youth; thus, its curbs the duplication of services. Interdependence is a good investment for youth development and the model is what is recommended in the NYP 2015 (2015:5) through the objective of the Policy, which

encourages the consolidation and integration of youth programmes through mainstreaming. The issue of interdependence is furthered in this discussion through the deliberations in Chapter 5.4 on the government interventions in youth development because interventions such as the Youth Accord, the tax incentives initiative and the NYS all point to the importance of bringing various stakeholders together to solve the youth unemployment problem. Its participatory nature allows for “a diverse range of stakeholders as members of policy networks created at all policy cycle stages within a multi-level governance perspective; with their capacity to foster interactive contributions from a broad-based membership, as well as their informal patterns of communication, networks can present a valuable method for multi-actor collaboration across all stages of the policy process” (Serban, 2015:8). The network model, through the integrated approach, provides value for money and more individuals can receive services in a cost-effective way.

The network theory is a focused model that allows every stakeholder and role player to focus on his or her expertise. It enables both the private and public sector to work as a collective for the common good. Furthermore, it can help in the achievement of the milestones that are outlined in the NDP 2030 of increasing the employment capacity of the country to reach 24 million by 2030, while increasing the quality of education to a level whereby all children will receive two years of pre-schooling and enable them to read and write when they reach Grade 3 (NDP Executive Summary, 2012:24). The focused approach also enables each sector to stick to their own lane; thus, ensuring efficiency and the impact of each service can be assessed more effectively. The network approach can also work in ensuring the principle of accountability in services provided to young people because all role players will have to share the data on the services and opportunities that they provide for the youth. Moreover, the stakeholders function autonomously within the network and can influence policy amicably, as discussed in Chapter 3.3.7. In the integrated approach, which is promoted through the network theory, role players interact with ease because the communication channels are open, and engagements are regular. The networks “are presented as a vehicle to address governance gaps identified as operational gaps, an inability to deal with complexity and participatory gaps, a large-scale democratic deficit” (Serban, 2015:8). The government must take advantage of this approach to bring everyone on board regarding youth unemployment and other issues

that affect young people in South Africa. Chapter 3.3.7 and Chapter 4.2.2 indicated that the theory focuses on engagement, involvement, negotiations and collective decision making by independent role players.

A limitation of the network theory is that it follows a pluralist approach. This could lead to unnecessary competition on decision-making and a battle for ideas, which might affect the quality of decision-making and good governance. The fear is that networks "may regularly fail, take a lot of time, and have high transition costs that may lead to dialogues of the deaf, or they may even be aborted" (Klijn and Koppenjan, 2012:6). The pluralist nature of the theory as seen in Chapter 3.3.7 as disempowering the state and government. The involvement of many role players might stall progress in the achievement of the set goals; this would not benefit the youth unemployment project considering the urgency that the problem requires. However, this challenge could be overcome through effective leadership and management.

In addition, the fact that it is decentralised is perceived as disempowerment of the government, which is the principal role player in policy formulation and implementation, but it might benefit the government especially with regards to resource allocation. The horizontal approach to policy implementation is also seen as a shortcoming that might lead to failure in the policy process when role players ignore the superiority of the state. However, in 2019 the President adopted the approach through the launch of the District Development Model (DDM), which is an integrated district-based approach to service delivery (Parliament, 2020:2). The Model is based solely on the network theory.

Furthermore, the theory requires constant interaction between role players, especially the government because it is responsible for policy and the financing of youth development in South Africa. However, the theory possesses elements that are critical in managing and addressing youth unemployment in South Africa in that it abides by governance "as a form in which public and private sectors engage in problem solving, not separately, but in conjunction with other actors in society" (Asaduzzaman and Virtanen, 2016:4). Moreover, the transparent and open approach of the theory is crucial because through the approach the public and all role players can access information with ease and make submissions without fear and prejudice, something that the Constitution grants, but it is not easy to achieve. The NDP furthers this

Constitutional mandate by recommending the redress measures that “promote mutual respect and inclusiveness by acting on the constitutional imperative that South Africa belongs to all who live in it, and that all are equal before the law; and deepen the appreciation of citizens’ responsibility and obligations towards one another” (NDP Executive Summary, 2012:35). This is the kind of collectivism that is needed in youth unemployment.

Additionally, the theory minimises the hierarchy in decision-making; thus, allowing for more balanced decisions that are not impacted by the forces of power relations; instead, equality in decision making supersedes the debates. The theory is the most holistic when compared to the others in that it allows participation by internal stakeholder and external stakeholders. It opens the way for youth to engage directly on issues of unemployment. They can provide solutions because their views will be heard; thus, fulfilling the saying, “Nothing for us, without us”. The policy is credited for eliminating political monopolies, replacing them with competing contracting and privatised provision (Blanco, 2013:279). The theory was credited as the most democratic in Chapter 3.3.7 because it is one theory that is considerate and accommodative towards the inputs of every role players. Chapter 4.2.1.1 added shared responsibility, which is a notion that was advocated by Ewalt (2001:5).

6.2.4. The Interpretive Theory – A detailed discussion of the theory is found in Chapter 4.2.1.3. It shares some characteristics with the network theory in that both theories advocate for consensus in decision making; however, their differences come with the shifting of focus from networks to political actors (as discussed in Chapter 4.2.1.3.). According to the theory, decision-making is determined by competing ideas and thoughts; this notion is supported by Schwella (2015:59). Competing ideologies are important in that they enable decision makers to make decisions based on a variety of options to choose from because “agendas are not an automatic reflection of power of the participants in the policy process; but policy formulation is based as much on luck and chance as on intention” (John, 2015:9); hence, competition is crucial. The theory enables decision makers to analyse the alternatives that are available to curb unemployment and make an informed decision. The competition of ideas in solving problems puts the alternative solutions within reach of decision makers when the applied strategy is not functional, as is the case with the youth development policy. The fact that the theory encourages many networks to provide ideas autonomously

without losing their independence means that the ideas that are provided might not conflict easily and the focus will always be about dealing with the challenge without looking at the benefits. The focus on the interpretation of ideas, as discussed in Chapter 4.2.1.3, makes the theory somehow accommodative, but the challenge is the power given to political institutions.

The decisions that are made in line with the interpretive theory are based on consensus, which means that all networks that are involved in the decision-making engage and agree after consideration of various factors and interpretation of options. In terms of governance, all networks that partake in the theory are accountable and responsible for the outcome of the decisions that are taken because the theory is pluralistic (see Chapter 4.2.1.3). The theory recognises the importance of political actors in decision-making. Political institutions are acknowledged for their capacity and the infusion of political values; thus, providing clarity on the decision-making process because of the background on politics. The theory is beneficial to governance because it enforces compliance by all involved; therefore, all participants in the youth development agenda are compelled to comply with the agreed decisions on youth unemployment. The effectiveness of analysing policy through this approach is that "first-hand accounts can explain how the proposed policy would affect members of the community, its potential economic and budgetary impact, as well as the legal and political landscape that surrounds the policy (Norwich University, 2021:3).

The theory enhances good governance in decision making because of its attributes that are suitable, robust, innovative, and content (Peters, 2011:85). The approach is transparent and open; therefore, it opens doors for democratic inclusion in decision-making. Youth unemployment is not a phenomenon that can be handled by the state only; it requires participation of all stakeholders to ensure the employment of young people in the country. Through the interpretive approach, decision-making can be based on public-private partnerships. These partnerships ease the pressure on the state and allow other role players to participate equally in decision making for the benefit of the society. The important factor however is that the partnerships that are formulated amongst the role players must be formal and strategic in the inclusion of all stakeholders into "multilateral and consensus-oriented decision-making processes" (Ansell and Gash, 2007:548). Failure to legitimise the partnerships and relations may be detrimental and other role players may lose confidence in the processes.

6.2.5. The Developmental Theory – The theory was discussed in Chapter 4.2.1.4, as part of the governance theories that form the base for the discussion on policymaking, theory and youth development and unemployment in South Africa. The focus of the developmental theory is broader in that it opens a window of opportunity for a variety of role players, such as the public sector, bureaucratic structures, and networks – all with their formal and informal regulations that govern these institutions for better functioning with the markets and economy. In the discussions in Chapter 4.2.1.4, the theory was related to the networks system of governance in that it promotes the expansion of networks and the interdependence of these networks in economic development. As Schwella (2015:61) indicates, the theory is about the increase of markets and networks in the public sphere.

Effective and structured relationships with the markets are a dire need for South Africa, if unemployment is to be treated with the urgency is requires. The theory allows for an opportunity for the sectors to work closely, but within the confines of the law, while they retain their independence. The theory is structured to provide a bigger pool of networks and collaborators, which are needed in tackling youth unemployment in South Africa, and it encourages collaboration and cooperation among role players. The notion is supported by Halfani (in Asaduzzaman and Virtanen, 2016:3) who states, “Credibility and legitimating of government can be achieved effectively and efficiently through decentralisation and sharing, people’s participation, accountability, transparency and responsiveness”. These are the benefits of collaboration for governance.

The development theory also emphasises the importance of the interdependence of role players in governance, and its focus on economic growth is what South Africa needs to avail more opportunities and create employment for the youth. The theory further emphasises the importance of good governance, while working together with the state in boosting the economy. Therefore, it has the capacity to promote the key elements of good governance, such as accountability, transparency, rule of law, effectiveness, and efficiency in the government. Considering that one of South Africa’s new considerations for youth development is the holistic development of the youth, the holistic development approach is about the exposure of the youth to an array of skills and capacities, and it is focuses on balanced human beings who can contribute to positive human development (Ngubeni, 2015:75).

The focus on good governance is an advantage that the development theory possesses, and South Africa needs to capitalise on these aspects to bring stability to the economy. Moreover, the country “draw lessons from other developmental states to formulate policies that work best for South African circumstances (Schwella, 2015:341). The theory has the potential to strengthen the government if applied consistently. However, the challenge with the development theory is that it relies on the persuasion by international structures, such as the IMF and World Bank, to force governments to adhere to governance principles (as seen in the discussions in Chapter 4.2.1.4). Another factor is that due to the independence of the role players, some sectors might infringe on the independence of others and that could lead to lost trust amongst the role players. In most cases, institutions perceive governments to be corrupt and prefer to provide more powers to civil society; this has led to many disagreements that hampered progress and led to the collapse of funding of projects. The strategies applied by independent role players in governance are contradictory to government perspectives and the development theory depends on the eradication of corruption to succeed. Governments’ failure to support the institutions means that the exercise is futile because they do not possess the powers to enforce compliance and, in most cases, governments are the ones accused of corruption and institutions such as the World Bank aggravate the situation by applying strategies that are confusing to prevent government interference (Pomerantz, 2011:166). The development theory depends on strong ties between all role players.

Despite the stated challenges with the theory, it is supported by the Constitution in Clause 41(c), which makes provision for effective, transparent, accountable governance (The Constitution, 1996:25). The principles that are promoted by governance are a requirement for good interdependent relations that are necessary for concerted efforts in the fight against youth unemployment.

Below is a diagram showing the relationship between public policy and governance theories on their contribution in the broader development of governance theory. The diagram shows how governance theories could enhance the implementation of governance as a theory, which could be utilised to support governments to achieve policy decisions and effective policy implementation, despite the challenges that were discussed in the analysis of each policy. In the diagram, it can be observed that each theory could contribute positive benefits to governance; yet, it must be noted that for

youth development and unemployment this study focuses more on the network system, as discussed in Chapter 3.3.7 and Chapter 4.2.1.1.

Diagram 6.1. Policy Theory Contribution to Good Governance

RATIONAL CHOICE THEORY	INSTITUTIONAL THEORY	NETWORKS SYSTEMS THEORY	INTERPRETIVE THEORY	DEVELOPMENT THEORY
Analysis Reason Research Alternatives Skills	Institutions (Constitution, legislatures) Regulations Protocols Structures	Multiple Stakeholder Collective Approach Shared Responsibility Interdependence Value for money	Consensus decisions Autonomous ideas Political decision making Participatory	Structured relations Multiple role players Interdependence Decentralised power Promotion of good governance

Source: Personal Interpretation

6.3. Policy and Governance Theory Application

The lessons learnt from the discussions above and throughout Chapter 3 and Chapter 4 on policy theory and governance theory all point to the importance of theory in decision-making. The discussions clarify the importance of theory and how theory can be applied in governance. They also provide an indication on the relevance, the strengths, and the limitations of each theory regarding application in real life situations. In all the discussions, theory remained central to the discussion on youth development in South Africa and the achievements of the aim and the objectives of this study, which were clearly defined in Chapter 1.3.1 and 1.3.2. Through the study of theory, some implementation challenges associated with current policies were identified. In the discussion on the aim of the study in Chapter 1, Gyimah-Brempong and Kimenyi (2013:2) attributed the challenges that face youth to "inadequate information about youth that is necessary in the design of policy, weak coordination amongst government agencies, donors, regional organisations and failure to design specific policies that are suited to deal with problems of youth". These challenges were observed throughout the study. The suitable choice and effective utilisation of theory is fundamental to resolving these challenges.

The challenges point to poor rationalisation on the needs of young people – a matter that could have been prevented through the application of the rational choice theory to investigate the youth's needs. The issues require "administrative governance with governance logic associated with the bureaucratic and expert apparatus of government" (Kronsell and Backstrand, 2010:28). The model would have provided an in-depth analysis of the problem and tangible alternatives. It would also have provided adequate information on the cost and benefits of theory. Rationalisation would bring in the expertise and skills of specialists in policy development and design, together with experts in the governance sector and specialists, such as researchers, to outline youth policy requisites based on tangible facts and the reality. Rationalisation and networks are the approaches that were followed with the development and adoption of the NDP Vision 2030, which was the outcome of the efforts of a team of various experts from different sectors and spheres of government. The collaboration and rationalisation are observed in the creating of the long-term strategic plan's four broad objectives, which are as follows:

- Providing overarching goals for what we want to achieve by 2030;
- Building consensus on the key obstacles to us achieving these goals and what needs to be done to overcome those obstacles;
- Providing a shared long-term strategic framework within which more detailed planning can take place to advance long-term goals set out in the NDP; and
- Creating a basis for making choices about how best to use limited resources (*SA News*, 2013:1).

Bullets 2 and 3 are precise about a collective approach in decision-making because they address issues of consensus and shared long-term strategy. The discussion shows an acknowledgement of working with others, whilst ensuring that decisions are rational because they must ensure that role players make choices, meaning that they must think about what is important and what is not, as captured in Bullet 4.

The Rational Choice Theory and the Network Systems Theory brought diverse perspectives to the discussions to develop a plan that would be all-inclusive and all-encompassing in the public service and which is the "opposite to incrementalism" (Anyebe, 2018:16). An important factor that was outlined in Chapter 4.2.2 on the governance theory analysis about the Rational Choice Theory is its strength in terms of compliance and conformity. The effort of the team is seen in how they have managed to articulate the future of South African youth through what they termed a "youth lens" (NDP, 2012:20), which highlighted 13 proposals that are related to Chapter 5 of this study, which focused on the challenges facing youth in South Africa. The use of this method is still relevant in the youth development agenda to provide in-depth knowledge and an understanding of what is required. The use of the Rational Choice Theory would assist the study to outline the objectives, as discussed in Chapter 1.4.2.

The benefit of the interpretive approach, as discussed in Chapter 4.2.2, is the theory's profiling of political power as central in the public space. Furthermore, the study noted its open-door policy, which allows for the participation of various social actors who bring a variety of competing ideas to reach consensus in dealing with youth development challenges. The need for additional actors is acknowledged in the National Youth Policy 2015-2020 – namely, that the government needs more actors from society and the private sector to forge partnerships to achieve the set goals (NYP,

2015:2); the DDM supports this notion. The Interpretive Theory is therefore in line with the government's intentions. The Theory encourages a competition of ideas with the domineering idea adopted as policy; this was discussed in the analysis of governance theory in Chapter 4.2.2 and by Schwella (2015:59). It provides an element of consensus-based decisions because of the participatory approach; however, the competition could complicate the decision-making process. The autonomous nature of social actors could help governance structures to make decision that are not influenced by an affiliation to the network, but on agreed principles. Interpretive Theory is a mechanism that could be used to gain inputs from ordinary actors who do not belong to any structure but have an interest in the issues of young people and are eager to make changes. It could assist in the South African situation because not all young people are active in social structures; this provides an opportunity to submit their views on issues that affect them. However, the competition might compromise quality outputs.

The Network Theory, as discussed in Chapter 4.2.1.1 and 4.2.2, is most relevant to South Africa's youth dilemma in that the country has an open policy outlined in the Bill of Rights regarding the affiliation to networks and structures. The Theory promotes equality, as seen in Chapter 4.2.2. Serving in networks is the beginning of empowerment because young people gain exposure. The youth were encouraged to affiliate to various political and social structures that would then affiliate to the South African Youth Council (SAYC) to get their aspirations and views represented and to enable them to participate in decision-making. Youth participation is also supported by the NYP 2020 by indicating the need to create an environment that enables youth to reach their potential (NYP, 2015:2). Network Theory's interdependence approach encourages inter-governmental reliance in terms of services and opportunities that could be distributed to the youth. The collaboration could assist all sectors to achieve the agreement of the Youth Accord of 2013, whereby the parties who were represented agreed to forge partnerships to achieve the targets that are set out in the NGP of the creation of five million jobs by 2020 (National Skills Accord, 2013:4). The approach could also assist the government and role players to achieve the commitments of the National Youth Accord, as discussed in Chapter 5.6.

The collective approach of the Network Theory benefits service delivery due to its allowance to share in resources for collective gain. The approach must be used to

promote collaboration of youth development institutions and structures in an integrated manner. South Africa needs this model to tackle the problems of youth unemployment. In relation to governance, the model strengthens governance because of the transparency that goes with the model. The role players could carry responsibility because their actions are placed in the public eye and they cannot hide behind others regarding their contributions. Decision-making in the network approach is collective; therefore, all role players own up to the outcome of their actions. Collaboration and coordination are key in the network approach. These aspects are lacking in policy implementation in South Africa, as seen in Chapter 5. Collaboration is promoted by the NYDA Act, which states, "The agency must promote youth participation in democratic processes, community and civic decision making, and development at all levels" and "partner and assist organs of the state, the private sector and non-governmental organisations and community-based organisations on initiatives directed at the attainment of employment and skills development" (NYDA Act, 2009:6). The NYP carries the same message by stating, "Service providers must design policies, strategies and programmes for and with young people by sharing information, creating opportunities and involving them in decision making as active participants in their own development" (NYP, 2015:8). All role players are bound to comply and adhere to the decisions that are taken. Compliance occurs because of shared responsibility. This approach could be used to tackle youth unemployment because the decisions are collective and so is the ownership of both failures and successes.

Furthermore, the Network Theory is linked to the Critical Theory in terms of collectivism because it goes beyond the normal, as pointed out by Thompson (2017:2). The Network Theory is "a form of thinking that is designed not only to comprehend, but also to transform; its purpose is to change not only our knowledge of the objective world, of society, of institutions of culture but simultaneously the nature of the subject in a practical sense" (ibid.).

The model's flexibility lies in the fact that it is accommodative of diversity and it makes decisions more effectively because role players can review and revise the decisions taken to the benefit of the youth. The Network Theory also allows for intense monitoring and evaluating of progress and the effects of the decision that were taken. Through monitoring, the role players have control over development and the outcomes of their decisions. The Network Theory strengthens the administration of the decision-

making and develops a culture of cooperation. It supports policy implementation in that it develops partnerships; therefore, policies are not perceived as government tools that require only the government to implement. It creates equilibrium among the role players and sharing is central. As Keping (2017:4) pointed out in Chapter 4.2.2, the power of the Network Theory "is multidirectional and interactions are based on partnerships for a common goal".

The Network Theory is linked to the Development Theory in that the role players participate according to their expertise and the resources that they possess; therefore, there is an element of specialisation in the decision-making. It further relies on a high level of trust and cooperation amongst the role players. It also boosts the relationship between the state and the society – an element that is necessary in the youth unemployment crisis because the state alone cannot solve this challenge. The decisions that are taken through the Network Theory depend on consensus, based on the participatory negotiation of the role players with diverse views. Again, it dismantles the rigid and bureaucratic structures that reflect inequality in society (Blanco, 2013:276).

The discussion in this study points out the importance of partnerships and collaborations in building the future that South Africa needs, a future that will be steered according to governance principles and values. The importance of these two aspects were also highlighted by the National Planning Commission 's diagnostic Report of 2011, which identified the failure to implement policies and the absence of broad partnerships as the main reasons for slow progress in South Africa (National Science and Technology Forum, n.d.:1). According to the NYP, "The youth development machinery will also be optimized to effectively implement and monitor the policy and strategy" (NYP, 2015:30). The acknowledgement by the NYP concurs with the diagnostic report. The two factors support the discussions throughout the study and the aim of the study, as discussed in Chapter 1.3.1. The challenges of young people, as discussed in Chapter 5, also emphasise the discussion that policy implementation and a lack of collaboration in South Africa are detrimental to economic growth and it affects young people more that the rest of society. It is therefore important that we utilise another theory that emphasises the importance of collective leadership in decision-making and governance. The theory under discussion is in line with the Developmental Theory.

The Development Theory, just like the Network Theory is strong on collaboration and partnerships. The Theory extends cooperation among role players to bring in international bodies and institutions, such as the World Bank. This issue was addressed in Chapter 4.2.2. The dominance of international institutions brings to the fore the fact that governance moves towards globalisation, as states cannot function in silos and ignore the role played by the international world in world politics and economy. These international institutions, like the IMF, ensure the rule of law, improving efficiency and accountability of the public sector, and tackling corruption as essential elements of a framework within which economies could prosper (Ekundayo, 2017:155). The Development Theory focuses on the relationships and the functions of public institutions, as well as the networks in relation to the markets and economies because the success in tackling youth development challenges depends on a strong economy and better investments for the creation of more opportunities. The youth unemployment dilemma in South Africa requires an apolitical approach and the Development Theory attempts to minimise the role of politics in favour of projects. Unfortunately, the apolitical nature of the Development Theory makes it unpopular among governing structures because of the focus on power that is decentralised when the approach is put into practice.

The analysis of governance theory, in Chapter 4.2.2, showed the relevance of theory in governance and in policy development. Governance theory can only succeed in resolving the youth unemployment challenge by choosing a theory that is suitable for the conditions because they have a contributory factor that cannot be ignored. What are required are capacitated government structures with effective planning and management. As stated by Phago (2013:110), “Government institutions are formal structures established to ensure that certain sets of rules governing both individuals and organisations are developed to facilitate the enforcement of service provision”. The decisions on theory choices for policy design must be strategic and the purpose for the use of each theory must be informed by the intended goals. The strategies must respond to questions related to the policy problem, expected policy outcomes, preferred policies, observed policy outcomes and policy performance (Schwella, 2015:331).

Policy makers must take cognisance of the actual problem, which needs to be solved, and what the available alternatives are to deal with the problem, such as the available

policies used to address the problem. Policy makers “must accept objective truth and the results of scientific investigations; correctly relate share, debate and compare the results of studies; and act timeously and decisively on the recommendations of the public policy analysis (Marume et al., 2016:56). The problem identification stage could further highlight possible outcomes and the value of each alternative, which was identified. It is the up to the policy makers to consider application methods and mechanisms. The youth unemployment problem relies on the outcome of this exercise to establish what the new impediments are that block young people from achieving their goals and what is envisaged by the government through the available policy initiatives. The policy makers need to use the data acquired through the problem identification. As experts, they are expected to pre-determine the possible outcomes of the policy, which is proposed, and the possible alternatives. They could also project the expected successes and failures to plan accordingly. The process could be applied through the Critical Theory approach because it “expands the sphere of human emancipation through reasoned, rational-consciousness activity” (Thompson, 2017:2).

The government needs to source the lessons and benefits of policy theory through the contributions, as discussed in Chapter 3.4. The most important contributions were discussed in detail. It is these benefits that politicians and policy makers need to adopt in applying policy theory to resolve the youth unemployment challenge in South Africa. Through policy and governance theory, the policy makers could open the arena for operations and identify the stakeholders who could contribute towards the achievement of the set goals and in dealing with the challenges that they plan to solve. The stance requires rationality in governance and this “revolves around the optimal forms of steering governance and around how the behaviour of different actors can change” (Kronsell and Backstrand, 2010:30). Through policy theory, policy makers could acquire effective and efficient approaches to decision-making and ensure that the process is economic and cost effective. Through a collective approach, the decision makers could avert the problem of parsimony, which is a lack of will to spend on others (Ewalt, 2001:5), but all carry their fair share of responsibility in the form of shared resources. The notion of collectivism is carried further in Chapter 4.2.4, in the discussion on the importance of governance, and specifically Chapter 4.2.4.6, where governance for an interactive and decentralised public service is examined. When working as a collective, as required by other theories of governance, the policy makers

would manage the implementation challenges encountered in policy decisions. Policy theory also empowers the government in ensuring the adherence to the governance principles of accountability, transparency, effectiveness, efficiency, and responsibility. Policy makers further infuse the governance theory to learn from the experiences of others and the implementation by others who have done it before. Policy makers could copy from others in terms of how they have managed to deal with similar challenges.

Theories such as the Network Theory and the Interpretive Theory highlight the importance of a shared and collective approach to governance. When a government works in partnership with the private sector, each focuses on its specialised role. Each stakeholder assumes the role that is most appropriate to each sector; this is what economists regard as a factor that contributes to economic growth, which is a requirement to grow a positive economy that is capable of creating employment. Hence, Rosenau (in Asaduzzaman and Virtanen, 2016:4) emphasises, “Governance is a process whereby an organisation or society steers itself. It includes many channels through which commands flow in the form of goals framed, directives issued, and policies pursued, and communication is central”. Economic growth is one of the six priorities recommended by the National Planning Commission in the NDP: Vision 2030 to deal with South Africa’s problems, as outlined in Chapter 1.3.1. Therefore, governance theory should pave the way to create suitable conditions for all sectors to unite and collectively work towards tackling the youth unemployment problem. The collective approach, as per governance prerequisites, was aligned to the objectives in Chapter 1.3.2.2, 1.3.2.3 and 1.3.2.4 of this study, which addressed the role of governance in the implementation, monitoring and evaluation of youth development policies for job creation; and analysing governance’s application of policy implementation for youth development and empowerment, and the effectiveness of government initiatives. The process will assist policy makers to understand the measures that are put in place during the implementation phase and the structures that are relevant thereto.

6.4. The importance of the application of modes of governance

The implementation of governance theory is applied through the modes of governance that seek to dismantle the barriers that might hamper the participation of stakeholders in decision-making processes, while ensuring commitment and dedication to finding

solutions to the youth development problem. The identified impediment in governance is hierarchical decision making, whereby policy decisions are made in a top-down manner. The modes of governance are about breaking down these barriers and allowing for more open and transparent decision-making processes. The modes are in line with the network and collaborative approach to decision making. The modes of governance were discussed in detail in Chapter 4.2.2. Here the modes are discussed to show their relevance to governance and how they can be applied in policy implementation.

6.4.1. The hierarchic mode - The hierarchic mode is one mode that is associated with the old system of governance where decision making was the privilege of a select few or elites who possessed power. The mode can be associated with the Elite Theory (in Chapter 3.3.2) and the Institutional Theory (in Chapter 3.3.1). However, in this discussion the hierarchic mode is linked to the power that the Constitution possesses as the supreme law of the country and as an institution that guides compliance and controls role players to abide by the prescripts of law, as outlined in Clause 2 of the Constitution, which talks about Constitutional supremacy (The Constitution, 1996:3).

The NDP can be linked to this mode because the Plan focuses on three priorities that have a direct link with the plight of the youth. They deal with increasing employment opportunities by ensuring that the economy grows fast; capacitation through provision of quality education and skills development; and upscaling innovative initiatives and building state capacity (National Planning Commission, 2012:17). The priorities depend on all sectors, which are affected by the NDP, to implement. The hierarchic mode remains relevant in dealing with the youth unemployment problem because it can be used to impose policy directives and ensure that all role players do their best to support the youth by providing opportunities for them. The utilisation of the hierarchic mode can also strengthen the NYDA as an agency that is mandated to deal with youth development issues. It will enable the Agency to perform and deliver according to expectations because everybody will be expected to account directly to the NYDA on progress with youth development. The mode can be aligned to the Institutional Theory.

6.4.2. The negotiation mode – The mode is aligned to the Network Systems Theory, discussed in Chapter 3.3.7, and the Development Theory in Chapter 4.2.1.4. The

study has indicated the importance of a collective approach to resolving the youth unemployment challenge, which makes it necessary for networks and all role players to communicate regularly and discuss decisions on policy and the future. To reach this level of participation, governance structures need to encourage the use of the negotiation mode. The negotiation mode supports the principle of openness and transparency in governance. The mode is interactive, and it can be used to gather the inputs of young people to make a concrete decision on the future of young people in South Africa. Through the mode, decision makers and role players can collect diverse submissions for strategic decision-making process. Role players work together closely in this mode and the expectation is that it encourages cooperation. In Chapter 4.2.3.2, Bannink and Ossewaarde (2011:596) described the mode as “a principal determinant of accountability”. Carrington (2008:8) and Altrichter (2015:27) talk about the independence and self-governance of role players, which provide binding decisions through negotiations.

In Chapter 5.6 on government interventions, it reflected a lack of synergy in terms of how each initiative relates to the other. All interventions seemed to function independently, and the impact thereof was minimal. When in Chapter 2.2 policy is defined as a statement of what government intends to do, the question arises why it becomes difficult to synergise programmes. The scenario shows limitations in how the government communicates because it appears as if the negotiation mode is not fully effective. Another signal of poorly negotiated policies is the role of the NYDA and its operations, as outlined in Chapter 1.4.2 and Chapter 7.2.4 of this work. The mode is what the NDP requires because it calls for “citizens active in their own development” (NDP, Executive Summary, 2012:37) and other legislation, which was referred to earlier.

However, if the negotiation mode was to apply fully with all role players bringing all their resources into one institution, like the NYDA, the impacts would be better (this was discussed in Chapter 4.2.3.2). It is, therefore, important to use the negotiation mode to draw all the role players from all sectors that have an interest in young people together to decide on a collective approach to youth unemployment. The negotiation mode relates to networks and the Interpretive Theory in that it encourages the involvement of more role players and decisions based on consensus and agreement between the role players. The mode is also related to youth development and

inclusivity approach, as outlined by Ngubeni (2015:75), who refers to “the involvement and participation by the youth in decision making processes as both their interest and rights”. The mode further includes the elements of the Rational Choice Theory, as discussed in Chapter 3.3.6 and Chapter 4.2.1.2, because the decisions are an outcome of debates and discussions, meaning the role players must rationalise and agree on the working strategies and practical decisions on what needs to be done. The mode shares similarities with the communication mode because they both involve open debates, discussions, and engagements.

6.4.3. The cooperative mode was discussed in Chapter 4.2.3.4. The cooperative mode is about ensuring the existence of harmony among role players. The mode is needed for its ability to bring order and stability. It is also about providing guidance and minimising the potential threats that may arise due to disagreements. In public policy, the cooperative mode could enhance the discussion in Chapter 2.2 that stakeholders are expected to develop strategies on the implementation of policies and to ensure that the values, principles and objectives of the government are met; policies are meant to ensure the achievement of the set goals and targets of the government. It is related to network governance on the basis that “they are seen as a response to the increasing interdependence between the state and the private sector” (Besussi, 2006:5) and the cooperative mode builds cooperation between actors. The youth development turf is a contested arena where individual role players might think that their perspectives and perceptions are the most relevant; thus, causing unnecessary friction. However, with the application of this mode of governance such misunderstandings could be minimised. The harmony amongst role players is important because this mode is contingent and the relations amongst role players must remain intact and harmonious. In instances where strategies, such as the National Youth Service, are to be implemented, the cooperative mode is essential because the Green Paper proposed the cross-cutting nature of the Youth Service. It also complements inter-governmental and civic society cooperation and coordination trends (Green Paper, 1998:3). Furthermore, the mode can be linked to the Institutional, Interpretive, Networks and Developmental Theories.

6.4.4. The compliance mode – As discussed in Chapter 4.2.3.5, the mode relates to the hierarchic mode and the institutional approach in that they impose the decisions

and all role players must abide and comply to regulations, as prescribed. It is also aligned to the Institutional Theory in that advocates for compliance, and it is focused on “legislative and executive relationships” (Anyebe, 2018:13). When used in a democratic state like South Africa, the mode focuses on the implementation of policy as per the prescripts of the Constitution, and the expectation is that all state entities and departments must ensure compliance to the legislation. In a state where the compliance mode is fully functional, youth unemployment would have been a priority considering the number of initiatives and interventions that the government implemented to deal with the issue. However, throughout the discussions and as reflected in the statement of the research problem in Chapter 1.5, the implementation of policies is a problem, which means that those tasked with the responsibility are not complying with the policies and the government is not capacitated to deal with this matter. Compliance mode makes decision making a binding process and compliance to the rule is not a choice, but a given. It is linked to “the regularised pattern of behaviour that persist over time and performs some significant social functions; these patterns are called rules and structural arrangements” (Anyebe, 2018:14). Through the effective implementation of this mode, governance principles such as accountability (in Chapter 4.2.5.2) and adherence to the rule of law (as discussed in Chapter 4.2.5.3) might improve. If the compliance mode is fully applied, it would mean that government departments would adhere to all prescriptions of government policies, such as the National Youth Policy 2020, the NYDA Act, the NDP: Vision 2030, the New Growth Path and the Youth Accord of 2013, whereby the departments and entities are requested to prioritise young people to curb the high youth unemployment rate and secure opportunities for the youth. The inability to enforce and regulate policies that are adopted makes policymaking a futile exercise in South Africa because the entities, government departments and the public service are supposed to lead the implementation of these policies to pave the way for the private sector to follow suit. However, if governance structures are unable to enforce compliance, the youth unemployment problem will remain for a long time to come, and accountability and oversight will remain a challenge.

6.5. Benefits of good governance

South Africa needs good governance to manage its challenges, especially the issue of youth unemployment. Youth unemployment has shown that alone the government

cannot remedy the circumstances facing young people. A concerted effort is needed to deal with the scourge of unemployment in the country. The discussions on good governance in Chapter 4.2.2 on governance theory, in Chapter 4.2.4 on the importance of governance, and in Chapter 4.2.5 on the principles of governance outline key issues about governance that need to be addressed if good governance is to succeed. The NDP has proposed a multidimensional framework to bring about a virtuous cycle of development to support the advancement of others; it further points to leadership and effectiveness in governance as key to drive change (NDP, 2012:16). The suggested framework is related to the proposal of a collective approach to manage the youth unemployment challenge. The approach is about broad consensus among the actors. “It emphasises general agreement on socio-economic and political issues, such as human development as well as its attainment” (Ekundayo, 2017:156). The multiple dimensions are about bringing all role players together and working towards a common solution to youth unemployment. The NDP acknowledges the importance of every stakeholder and the need for collaboration between all sectors. Through good governance, the sectors will cooperate and commit with ease. However, if the governance structures are weak, buy-in will be a challenge.

According to Duit and Galaz (2008:321), good governance “requires both exploration and exploitation for steady governance, long-term reforms, and abrupt change to respond to complex processes”. Youth unemployment has become so complex because measures that were put in place did not deliver the expected outcomes. Through good governance, there is hope that the implementing structures will abide with the policy requirements to direct the opportunities to the envisaged beneficiaries, as prescribed in the Youth Accord, which refers to set-asides for the youth (as discussed in Chapter 5.4), as well as the desired policy outcomes of the NYP 2020. The NYP envisages seeing “young people who are able to realise their full potential and understand their roles and responsibilities in making a meaningful contribution to the development of a non-racial, equal, democratic and prosperous South Africa” (NYP 2020, 2015:5).

Good governance is needed to enhance the efficiency and effectiveness of the policy implementers because the policies exist, but there is not enough evidence to show an intense drive towards implementation of these policies by the government. It relates

to the strategic aspects of steering a society, the larger decisions about direction, and roles (Asaduzzaman and Virtanen, 2016:4). Governance offers implementers an element of independence in the application of policy in that they are given leeway to drive the programmes according to their mandates; and, the principles prescribe standards in that the implementation must be effective, efficient and responsive to the needs of the target group and, in this case, the target is the youth. The implementers must account regularly to the relevant institution, such as the NYDA.

The key principles in governance were discussed from Chapter 4.2.5.1 to 4.2.5.7. These lay a foundation for successful governance. These principles can be effective in the enhancement of the policy process from problem identification to policy analysis, as discussed in Chapter 2.3.1 to 2.3.4 and 2.4. The importance of good governance includes the following:

6.5.1. Governance upholds the Rule of Law and Human Rights

South Africa upholds human rights and the supremacy of the Constitution; therefore, the application of good governance is important to enhance and ensure that policy makers and implementers, together with all stakeholders, uphold the rule of law and guarantee that the rights of the youth are upheld. Good governance will also ensure the effective use of government resources to the benefit of young people by the allocation of the necessary skills needed for them to have the future they deserve. The conduct of stakeholders will be steered towards bringing change (Kronsell and Backstrand, 2010:30). Moreover, all role players in the youth development arena must familiarise themselves with the content of the Constitution and the NDP as the official plan because both documents are clear on what needs to be done. It must be taken into cognisance that both documents are legal and binding. Therefore, any activity related to the youth must abide to the prescripts of these documents. Other important documents are the NYP 2020, and the Youth Accord of 2013. The Constitution is the cornerstone of all the laws and must be adhered to. Hence, Kefela (2011) in Chapter 4.2.4.2 emphasised the importance of governance as driving policy change for the attainment of the key principles.

As citizens of South Africa, the youth deserve the right to have their Constitutional rights and freedoms protected and secured by governance. The ongoing

unemployment can be equated to the violation of the youth's rights because the Bill of Rights clearly indicates that as citizens, they have the rights to equality and human dignity. The inability to secure employment compromises their dignity and deprives them of an opportunity to enjoy their rights and freedoms equally, like all citizens. It is the duty of governance to ensure the promotion and the protection of the rights of all and to provide for all; hence, the appointment of Chapter 9 Institutions to provide for and protect the right of the citizens. The Institutions are appointed as "independent and are subject only to the Constitution and the law, and they must be impartial and must exercise their powers and perform their functions without fear, favour and prejudice" (The Constitution, 1996:99). Moreover, the attainment of good governance is dependent on collaborative planning (as recommended in Chapter 7). Stoker in Chapter 4.2 pointed to governance as an institution with role players who are drawn from beyond government. Therefore, compliance to the rule of law and human rights is important.

6.5.2. Governance for Economic Growth

The discussion on this aspect is found in Chapter 4.2.4.3 of this study. According to economists, economic growth is one of the necessities to curb unemployment and to create employment opportunities for young people. The growth in the economy relies on good governance and stability in governance. If governance is stable, investors are likely to invest and contribute to the growth of such an economy. Investments impacts directly on the growth of the economy and the creation of employment opportunities for those in need. According to the NYP, economic growth depends on the reorientation of the economy to raise labour demands, with matching improvements on the supply side; other factors are reindustrialisation and economic diversification to boost job creation (NYP, 2015:16). Without good governance, youth employment is at risk and the government as the custodian of policy formulation must ensure a conducive environment for investment.

Economic growth as a factor that could contribute positively to youth employment is related to the Network System Theory and the Developmental Theory, which advocates for healthy partnerships with stakeholders and international institutions. The concept relates to globalisation as a modern trend in the economy. The NDP set goals for poverty reduction, economic growth, economic transformation and job

creation with the private sector as the main role player in achieving these objectives. “The Plan supports the government’s intention to gradually shift resources towards investment that grows the economy, broadens opportunities and enhances capabilities” (*SA News*, 2013:7). Governance, therefore, ensures the establishment of trade links that will improve investor confidence. Good governance also provides for coordinated and proactive measures to allow free trade in line with policy to ensure accountability of all involved. The public sector and the private sector must work closely in an environment that will allow open communication. The conducive environment for investment and economic growth depends on investor-friendly and business-promoting policies. Active citizenry also plays an important part, as pointed out in the NDP, which states that citizens should do the following:

- Actively seek opportunities for advancement, learning, experience and opportunity;
- Work together with others in the community to advance development, resolve problems and raise the concerns of the voiceless and marginalised; and
- Hold government, business and leaders in society accountable for their actors (NDP, 2012:37).

Active citizenship for economic growth is a responsibility of all stakeholders when good governance principles are implemented. Therefore, no role player can distance himself or herself from this task. Each role player’s actions must ensure investor confidence by contributing to the environment, which will keep investors eager to participate and contribute to economic growth. As indicated in Chapter 4.2.4.3, governance must deepen government’s participatory processes to achieve internationally agreed-on development goals.

Therefore, the economic growth of any country depends on its ability to secure investor confidence. South Africa is accused of its “labour friendly policies” that prevent investors from investing freely. The consequence of these policies is destructive, and they include “loss of foreign investor confidence, competitive ability, trust and most importantly, hope” (Parker, Farrell and Slabbert, 2015:2). This prediction is what is currently happening in South Africa. Most investors are losing interest and youth unemployment continues to rise. The situation calls for governance structures to reconsider and review the existing policies for investors to invest. The South African

economy requires deregulation of the economy to enable free trade. However, the task will not be easy with the pressure that will come from the unions, especially the Congress of South African Trade Unions (COSATU), which is an alliance partner of the ruling party. The country is also criticised for its “excessively rigid hiring and firing practices, as well as very low flexibility with regard to wage determination; the minimum wage to value added is three times the average for other BRICS countries” (PwC, n.d.:69).

For economic growth, the government will have to commit to develop infrastructure. The country is behind with infrastructure development, especially technological, communication and transport infrastructure. South Africa also needs to upgrade its world ranking in the ICT field because it was ranked 46 out of 79 countries in the Huawei Global Connectivity Index 2018 (Malinga, 2018:1). ICT and Communication are sectors where the government could make multiple gains in that the development of this infrastructure would create job opportunities for young people. Again, the developments of this infrastructure will woo investors because the ICT industry improves access for investment. Unfortunately, the findings show slow growth in this sector. In terms of transport infrastructure, which is one of the sectors that has potential for investment growth, it is challenged by bottlenecks and high tariffs; this has led to investment bypassing the country for other markets (PwC, n.d.: 71). In addition, the status of most State-Owned Enterprises (SOEs), which are struggling to keep up with the economic and investment needs, impacts negatively on what the government would like to achieve for young people who are desperately looking for a better life.

6.5.3. Governance for Democracy

South Africa is a democratic country founded on human rights principles, which are protected by the Constitution, which is the supreme law of the country. The democratic values that are referred to by Kefela (2011:3997) in Chapter 4.2.4.4 are governance principles, which were discussed in Chapter 4.2.5.1 to 4.2.5.7. These values are enshrined in the Constitution and they serve to secure individual freedoms. Democratic governance is a tool that governance structures can use to allow free trade, which is needed for South Africa to prosper and secure employment opportunities for the youth. It is governance that is open and transparent, and an enabler for development. The unfortunate part of the South African situation is that

democratic governance is associated with political governance; people are unable to see democracy beyond politics. Democratic governance should be used to access their basic rights of participation, protection and provision, as per the prescripts of the Child Rights Convention (CRC) of 1989. Democratic governance should adhere to the best interests of the child and allow them to participate in society (UNICEF, 2014:1). The governing structures are meant to account to the society about their activities because democracy requires the government to account to the people and be responsive to their needs. Youth are part of the society and they deserve feedback on the government's action, and accountability is a governance principle that must be adhered to, as seen in the discussion in Chapter 4.2.5.2.

Democratic governance must bring stability in the governing processes and policy making because participation is free and unconditional. It is the type of governance that must be used to encourage young people to partake in decisions that affect them. It must enable them to suggest measures that must be followed in solving the predicament of unemployment because, according to Ekundayo (2017:155) in Chapter 4.2.4.4, governance for democracy must emphasise political freedom, equal rights and justice for all. The NDP states, "Accountability is essential for democracy" (NDP, 2012:55). Limiting democratic governance to political involvement is problematic because democratic governance can be used in all spheres of governance and in all sectors.

6.5.4. Governance for International Relations

The discussion on this aspect of governance is discussed in Chapter 4.2.4.5 of this study. International relations are related to the Development Theory, and it is equally economically focused. It is a form of governance that acknowledges the importance of a global approach to decision and policymaking. Any attempt at solving youth unemployment requires the involvement of many role players considering that unemployment is a universal problem that most countries encounter. Hence, countries need to forge partnerships to share ideas on good practice. Moreover, international relations have the potential to trigger interest from investors to invest in South Africa. In Chapter 4.2.1.4 in the discussion on Development Theory the importance of international structures, such as the IMF and the World Bank, were highlighted especially concerning accountability and ensuring that governments adhere to good

governance policies. Additionally, “All ideas by the IMF constitute the principles of good governance theory in addition to an independent judiciary, accountability, transparency, rule of law, and human rights” (Ekundayo, 2017:155).

Diplomatic relations are important in governance to enable the country to address the unemployment dilemma to gain the attention of organisations such as the UN and World Bank to intervene, if possible. Unemployment is a crisis that may cause political unrest if left unattended; therefore, the intervention of the international community is necessary.

Good governance attracts investment because investor confidence is boosted, and the economy grows. With economic growth, employment opportunities will be created and young people will be absorbed into the job market. The NDP acknowledges the importance of international relations through the belief that “raising competitiveness and export earnings through better infrastructure and public services, lowering the costs of doing business, improving skills and innovation, and targeting state support to specific sectors” (NDP, 2012:39).

6.5.5 Governance for an Interactive and Decentralised Public Service

The discussion of these topics is found in Chapter 4.2.4.6 of this study. Governance encourages collaborations and partnerships; these partnerships are forged to decentralise the decision-making and policymaking processes to the state. The interactive and decentralised approach of governance is in line with network governance in this work, and it supports the DDM model, the NYP and the NDP. With interactive governance, all role players carry a responsibility and that minimises the role of the state; thus, giving more muscle to others who can perform the role. Amongst the benefits of decentralised governance are:

- Solving the silos at a horizontal and vertical level;
- Maximising impact and aligning plans and resources at our disposal through the development of one district, one plan and one budget; and
- Narrowing the distance between the people and government by strengthening the coordination role and capacities at the district and city levels (The Parliament, 2020:3).

In this case, specialisation becomes a dominant factor because all role players will participate according to their capacity and the resources they can contribute to the process. Interactive governance is a requirement for the youth unemployment problem to get the involvement of as many sectors as possible to assist the country to manage this scourge. A decentralised approach empowers other role players to do more, unlike in cases where the power is centred around the state only. Through the interactive approach, the administration and leadership are empowered and strengthened to perform, especially in terms of policy implementation. As the NDP points out, “The constitutional framework allows for more differentiation in the allocation of powers and functions and this should be used to ensure a better fit between the capacity and responsibilities of provinces and municipalities” (NDP, 2012:56).

Hence, compliance and commitment increase because every role player realises their value and responsibility. The interaction and engagement of role players is important to assist the country with the youth unemployment challenge. Interactive governance also extends the invitation to all role players and in South Africa there is a need to involve all role-players, including SOEs. The approach when the Youth Accord was signed is what is needed, and the government can extend the participants’ database, especially from the private sector. The approach promotes shared responsibility, shared resources, and a shared response to the needs of the society. The sharing of resources and partnerships are essential, as outlined by Bagai (2016:17) in Chapter 4.2.4.6, who stated, “Each side is able to use resources that would otherwise not be at its disposal were it to remain a separate entity”. Buys and Cronje (2016:122) highlight authority, decision making and accountability as important for governance, and Tommel (2007:4) identifies “the creation of order and stability in common for good decisions”. Hence, interactions make things possible. Decisions in interactive governance are rationalised because the role players must discuss and agree on what needs to be done. All have mutual influence and control of the proceedings and work as a collective, and no role player occupies a dominant position in decision-making. This is what network governance advocates for, but some governments do not support this because there is a belief that the state must occupy a central position in the final policy making decisions.

6.5.6. Governance for Collaborative Decision Making

The discussion of this topic is found in Chapter 4.2.4.7. of this study. This approach minimises competition and promotes a winner takes all mentality. The notion of consensus is associated with the interpretive approach, which is discussed in Chapter 4.2.1.3. It advocates for decision-making based on consensus and agreements between all role players in South Africa to see youth unemployment reduced. Working independently in this situation is not functional and this can be seen in the number of initiatives that the government adopted to intervene in this crisis. An independent approach does not yield the results; in fact, it makes minimal impact. Governance promotes collaboration and the understanding that a social problem is not a government problem, but all must learn to contribute and intervene as far as possible. As Besussi (2006:12) rightly puts it, “Governing through negotiated interactions of a multiplicity of actors from the public, semi-public and private sector of society has become a recognised form of making and implementing public policies”. All role players can plan together and have joint ventures in dealing with youth unemployment because of transparency, which is a core principle of good governance. Moreover, the NDP calls for a vigorous debate for building consensus and broad-based ownership of the Plan; constructive debates contribute to nation building by enabling South Africans to develop a better understanding of and take ownership of priorities (NDP, 2021:59).

The task of the government in this regard is to coordinate the role players and ensure that the environment is conducive for all to function at their peak. Government coordination is currently conducted through Inter-Governmental Relations (IGR), which is located at local government level with the purpose of bringing all government sectors together for integrated planning and collaboration. The IGR is also meant to ensure effective cooperative governance as espoused in the main objective of the IGR Act. It states, “The object of the act is to provide within the principle of co-operative government set out in Chapter 3 of the Constitution a framework for the national government, provincial governments and local governments and all organs of state within those governments, to facilitate coordination in the implementation of policy and legislation, including coherent government; effective provision of services; monitoring implementation of policy and legislation; and realisation of national priorities (IGR Act, 2005:12). The networks, therefore, enhance the IGR Act in the sense that “they provide a unique way to engage stakeholders in a flexible approach to policy making

and regulation" (Considine, 2013:441). The discussion on collaborative decision-making is carried further in Chapter 7.2.3 in this study whereby issues such as multidisciplinary, collective planning, analysis of the causal factors, and selection of methods and tools are recommended for effective implementation of good governance in tackling the youth unemployment problem in South Africa.

6.5.7. Governance for Ethical Leadership

Leadership as an element of this study was discussed in Chapter 4.2.4.9 and is extended in Chapter 7.2.2. Good governance is a product of ethical leadership. The dilemma of youth development requires ethical leadership. Governance is meant to provide guidance for effective and efficient service delivery, as indicated in Chapter 4.2.4.9 that governance depends on effective leadership to succeed. However, the factors that are cited as challenges in Chapter 5.3.1 to 5.3.6 reflect poor accountability. Governance must provide a road map in ethics and morality because the two are important for better achievement of the intended outputs. When leadership is ethical and principled, trust develops amongst followers. It leads to what Considine (2012:443) calls "a relational embeddedness, which is the presence in a network of dyadic partnership or paired relations". Leadership should always prioritise the people they lead to benefit from the decisions that they make. Leadership must be exemplary and show commitment to good governance. When leadership shows consistency, investment will occur, and the economy will grow. Through good governance, compliance to the rules becomes a norm and standard of operation, which will bring a collective moral responsibility and political accountability in government. Leadership can be linked to the principles of governance, as discussed in Chapter 4.2.5, whereby the importance of concepts such as openness and transparency, accountability, rule of law, participation, efficiency and effectiveness, and equity and equality are brought forth as central to the achievement of good governance and as a possible answer to youth unemployment because they open processes for public scrutiny and engagement. It is "essential for policy implementation and the leadership responsibility to ensure that the law is followed" (Astrue, 2010:12).

When leadership is ethical, the performance of the government in the delivery of basic services will improve, which is regarded as a measure of effectiveness and efficiency and institutional performance, which is further regarded as the capacity to manage its

functions, manage the economy and the sustainable use of resources, and the protection of the basic rights of all. Ethical leadership brings credibility into the government and creates an avenue for positive and constructive criticism that brings progression; and ethical leaders can respect minorities without stifling their rights (Jaja, 2014:2515). Ethical leadership goes hand-in-hand with the issue of morality; hence, South Africa had to call for moral regeneration. The concept creates the impression that there is an acknowledgement of deteriorating morals and a deterioration in morality affects the integrity of leadership; thus, threatening stability within the country. Hence, Koenane (2017:4) pointed out that leaders who are determined encourage people to develop a moral culture and work towards moral regeneration. The gesture is leadership's portrayal of a wish for credibility and integrity in society and for good governance. Below is the interpretation of how good governance can benefit from these factors, as discussed above, and the interpretation is provided through the diagram below. The characteristics of each governance benefit are outlined to show its effectiveness and relevance.

Diagram 6.2. BENEFITS OF GOOD GOVERNANCE

• **Governance for Human Rights**	• Upholding of the rule of law and protecting the rights of the youth • Acknowledgement that the Constitution and all other legislation that was adopted are legal and binding • Treating youth equally with dignity as citizens and enabling them to enjoy the benefits aligned to human rights and freedoms
• **Governance for Economic Growth**	• Boost confidence through stability leads to investments and more opportunities • Creation of healthy partnerships for growth • Establishment of trade links both nationally and internationally to activate economic growth • Creation of a conducive environment for investments, considering labour • Development of suitable infrastructure in ITC, transport, communication, and technology
• **Governance for Democracy**	• Linked to human rights • Allow youth to participate and have freedom of expression in decision making processes • Allows for transparency and openness in decision-making processes • Strengthens accountability and responsiveness • Free and unconditional participation of youth

• **Governance for International Relations**	• Focused on the economy • Acknowledges globalisation in decision making • Encourages cooperation with international institutions such as the World Bank and the UN
• **Governance for an Interactive and Decentralised Public Service**	• Promotes collaborative partnerships • Encourages decentralised power and power based on expertise • Collective and shared responsibility • Capacitation of all role players • Compliance and commitment increase because role players are valued • Rational decision making • Collective influence and control of proceedings
• **Governance for Collaborative Decision Making**	• Minimises competition amongst role players • Promotes consensus decision making • Promotes integration and collaboration • Collective decision making

Personal Interpretation

6.6. Addressing the objectives of the study

6.6.1. Challenges associated with implementation of youth development

The creation of employment in South Africa depends on good governance. The greatest challenge in the implementation of youth development points to weak governance and the failure to plan as a collective, despite the existence of enablers such as the IGR Act of 2005. Collective planning can serve as “strength for social relations, shared values and communities of interpretation, feelings of a common identity and a sense of belonging to the same community, and stakeholders” (Meiring, Kannemeyer and Potgieter, 2018:2). The government adopted policies and measures directed specifically at youth beneficiation; however, these measures failed. The situation is an indication that the government is failing to meet the Constitutional requirement of securing the well-being of the people of the Republic and providing for corporative governance, as outlined in Chapter 1.3 of the study, which dealt with the government approach to youth development. Chapter 5.3.1 to 5.3.6 provided a clear explanation of a situation that is out of control of the government, while Chapter 5.4 reflected a lack of synergy from the government in trying to solve youth challenges because these interventions do not come close to resolving the challenges faced by the youth.

As part of the greater citizenry, the youth look up to the government to realise the achievement of policy prescripts that are outlined in the policies, which are highlighted in Chapter 1.3, as well as Chapter 5.4. Firstly, collaboration is lacking. Government departments manage the youth development issue independently. The irony is that “job creation requires a combination of initiatives that require direct state involvement, private sector partnerships as well as the mobilisation of civil society to take a proactive interest in addressing the problems presented by unemployment” (The National Treasury, 2011:5). The way youth development is managed does not indicate good governance because information is not available. This argument stems from the fact that the NYDA as a custodian of youth development is not directly involved, as prescribed in Chapter 1.4.2 and later in Chapter 7.2.4 on the capacity of the NYDA. Secondly, the NYDA’s youth development programmes are implemented independently. The NYDA is referred to as a key role player in some of the policies and strategies, but their role in the implementation of these strategies is not clarified.

An example is the implementation of the NYS in the Public Works Department through the Expanded Public Works Programme (EPWP) whereby the Agency is regarded as the main role player but when going through the project initiation phase, the main role players whose duties are outlined are the Public Works Department, local government responsible for participating in recruitment, the Department of Labour carrying the responsibility of numeracy and literacy assessments, while the Department of Higher Education facilitates funding after receiving applications from the Department of Public Works. The NYDA only comes in as a train a trainer facilitator and the receiver of the report from the Department of Public Works (Department of Public Works, 2011:12).

Thirdly, the government departments do not have monitoring and evaluation tools to follow up on progress on youth development programmes; hence, the lack of data on these initiatives. As Govender (2016:28) states, “Despite its intentions, monitoring and evaluation systems have not produced the desired levels of outcomes and impacts and goes further to classify this as a wicked problem”. The situation exists despite the call by NDP that “provincial and municipal levels of government are to ensure a vast improvement in the quality of public service as well as strengthen the ability of both provincial and municipal government to fulfil their developmental role” (Zarenda, 2013:7).

Fourth, government programmes of youth development are not coordinated; therefore, they fail to prove any form of impact. The government does not have the capacity to enforce policy decisions and legislation because there are no consequences for management strategies. Gyimah-Brempong and Kimenyi (2013:2) add to the challenges by identifying the “inadequate information about youth that is necessary in the design of policy, weak coordination amongst government agencies, donors, regional organisations, and the failure to design specific policies that are suited to deal with the problems of youth”. Penalties for those who fail to implement policy decisions and legislation regarding young people is ineffective, if indeed they exist. Therefore, implementers undermine the obligation to abide to policies, such as the NYP 2015-2020, the NYDA Act of 1998, the Youth Accord of 2013, and the NDP. The Department of Planning, Monitoring and Evaluation, which is in the Presidency, seems to lack the muscle to enforce legislation and persuade government departments to comply, which makes it even harder to follow up on the public sector.

These factors are challenges that were identified in the implementation of youth development in the government sector.

6.6.2. Defining public policy, its theories, policy process and policy analysis in governance in line with youth development

The issue of policy was already exhausted in Chapter 6.2. The theories that are relevant to governance and public policy were discussed from Chapter 6.2.1 to 6.2.5. The reference was based on the discussions in Chapter 3.

6.6.3. The importance of monitoring and evaluation of the implementation process of youth development policies

The role of governance was defined in Chapter 4.2.4. and Chapter 6.5. The implementation responsibility must be in line with the rule of law whereby youth development and unemployment must be dealt with within the parameters of the law. The fact that the government is unable to provide for the basic rights of the youth as prescribed by the Constitution means that the government is failing to protect their human rights to participate freely. The participation of youth in determining their fate is limited. Youth are engaged at the end when the policy or strategy is finalised, and their participation is only as beneficiaries of the policy. The NYP recommends that “a presidential working group will promote and get buy in for youth empowerment and development, identify appropriate partner organisations and involve them in the process of planning, implementation, monitoring and evaluation of youth development policy and strategy” (NYP, 2015:28). Youth are not involved in the formulation of strategies that are meant for their benefit. The situation is caused by poor monitoring and evaluation systems in governance because good monitoring would pick up the issue of youth involvement from the initial stages because “M&E is uniquely oriented towards providing its users with the ability to draw causal connections between the choice of policy priorities, the resourcing of those policy objectives, the programmes designed to implement them, the services actually delivered, and their ultimate impact on communities” (The Presidency, 2007:1). The approach when this form of M&E is followed is defined as “an evaluation where the country is determines what is to be evaluated what method to follow, the approaches to be taken and how findings will be communicated and used” (Cloete, De Coning, Wissink and Rabie, 2018:370).

The NDP clarifies its governance role through the priorities that call for national unity for prosperity and equity; promotion of active citizenship through the strengthening of development, democracy and accountability; speeding up economic growth, investment and labour absorption; enhancement of people's capabilities as well as those of the state; capacity building and a developmental state and collective leadership through cooperation and problem solving (NDP, 2012:16).These priorities were discussed in Chapter 1.4.1. The priorities capture all the principles of governance as discussed in Chapter 4.2.5. The priorities in the NDP clearly outline the governance role in the current South Africa that is trapped in the challenge of youth unemployment. The priorities and principles are in line with the collective approach in theory. Therefore, the issue of youth unemployment becomes the responsibility of everyone. However, the government remains the custodian of youth development. It is therefore incumbent on the government to initiate collaborations and partnerships that will lead to the achievement of the priorities that are outlined in the NDP and to ensure the full implementation of the NYP while strengthening the NYDA to perform its tasks according to the Act. The governance role means that the government should act like the glue that will bind all important role players together to fight youth unemployment and provide solutions to the possible disgruntlement and frustration that is associated with this dilemma. Governance in this case is to create an environment that is conducive for a transparent and open process that will also ensure accountability and responsibility. The governance role also involves resource and stakeholder mobilisation to gather relevant and willing stakeholders to partake in the process. However, due to its complexity, youth development presents itself as a wicked problem. Therefore, Humphrey et al. (in Govender, 2016:28) propose, "A collaborative synthesis in which complexity, ambiguity and context are acknowledged would assist in dealing with wicked problems".

Monitoring and evaluation (M&E) is extremely complex, multi-disciplinary and skills intensive, involving collecting analysing and reporting data on inputs, activities, outputs, outcomes and impacts, as well as external factors, in a way that supports effective management (The Presidency, 2007:1). According to Cloete et al, (2018:370) "it must be aligned to the strategic goals of the interventions it evaluates". Youth unemployment must be tackled by stakeholders who will acknowledge and appreciate their interdependence, and governance must facilitate this process. However, the

mobilisation depends on in-depth research on issues that need attention to enable policy makers to plan and decide around the issues. Through the data from research, the experts will provide advice to policy makers on the direction that must be taken. The research can also assist in stakeholder identification and resource needs. The research report will further assist in the planning and design of relevant policies and strategies to deal with the challenges and all role players need to participate fully from the inception of the plans to the fruition thereof. The question is: Why is M&E not fully effective?

In South Africa, government is applying what is called Result-Based Monitoring and Evaluation (RBM&E) which records and assess results both at outcome and impact level. The approach is implemented at a national level. The success of this model can be aligned to the establishment of the South African Monitoring and Evaluation Association (SAMEA) which led to the Government-wide Monitoring and Evaluation System (GWM&ES) that has provided the technical support, increased professionalism and training to government and its entities. The GWM&ES was integrated into the functions of evaluation and reporting entities of government. The challenge that the system encountered included turf battles, poor coordination, insufficient communication and incapacity related to technical and managerial skills (Cloete et al, 2018:272). It is these challenges that would later pose problems for effective and support for young people.

Institutionalisation of M&E is a function that must be permanent and followed up to ensure compliance and consistency. In relation to governance it requires intergovernmental collaboration which can be made possible through network governance as already indicated. The reason for this, is the need for high level skills in relation to data collection and interpretation. Therefore, involvement of experts is an undeniable fact.

The challenges that encountered in the implementation demands of government as the custodian of change and M&E to consider the Theory of Change as another approach that may enhance effectiveness and efficiency in M&E. The theory is given a consideration due to its characteristic that encourages “analysis in various forms such as power analysis, stakeholder analysis, or gender analysis that are used” (O’Flynn and Moberly, 2017:1). The Change Theory would provide for an opportunity for what may be termed youth analysis because role players are analysed and that would have provided better perspective about young people

Governance has a responsibility to ensure the monitoring and evaluation of the programmes and strategies that are meant for young people in various state departments. Through intense monitoring, important data about progress will be gathered and will enable the government to account to society about its involvement in preventing more unemployment among the youth. Monitoring is a control mechanism and Marume et al. (2016:55) perceive “monitoring by authorised functionaries of all public activities to a given time and intervals; ensuring operations at all levels at all times are being purposefully carried out in accordance with public policies made, plans adopted, objectives predetermined, orders given, instructions issued, and principles laid down”. Monitoring provides concrete information about what the role players are doing to drive youth development and curb youth unemployment. The issue of monitoring and evaluation is linked to the discussions on the principles of governance, especially Chapter 4.2.5.1 to 4.2.55 on openness and transparency, accountability, the rule of law, participation, and efficiency and effectiveness. They are also captured in the Policy Framework for Government-wide Monitoring and Evaluation System (The Presidency, 2007:3). However, monitoring of public policy implementation is weak in South Africa.

Governance must also ensure that the youth actively participate in the decision-making process to accommodate their contributions in resolving unemployment challenges in South Africa. The youth are an important stakeholder because all the available policies require their endorsement and buy-in to reach the envisaged goals. It is governance’s role to restore the hopes and trust of the youth during these times of challenge because failure to manage their vulnerability might lead to retaliation by them. Governance must ensure compliance and adherence to all legal requirements and policy prescriptions to secure the interests of youth and safeguard their Constitutional rights, as outlined in the Constitution. Undertaking M&E in youth development should be ethical and with integrity, ensuring confidentiality, respect, representation of competence, and fair reporting (The Presidency, 2007:3). Policies are instruments that possess the power to control and provide direction on actions to be taken and they are depoliticised formulas in the new governance (Le Gales, 2010:2). The monitoring and evaluation of their implementation is crucial to the achievement of their goals. Moreover, governance structures must be familiar with these roles because they are at the centre of good governance.

6.6.4. Governance as an essential requirement for the achievement of successful policy delivery

The current application of youth development policies is aligned to the Constitution as the supreme law of the country and this is captured in all policy frameworks. Policy implementation in South Africa should ensure all founding principles of the Constitution are adhered to and consistent with human rights, human dignity, and equality for all. Adherence to the Constitution is a signal of commitment to good governance, which is about “promoting the integrity in government and the marketplace improves the global governance climate, nurtures long-term growth and extends the benefits of prosperity to all people” (Pillay, 2004:590). Policy implementation in South Africa is linked to institutional theory, as discussed in Chapter 3.3.1, in that all policies are meant to adhere to specific policy requisites, such as the Constitution and the compulsory obligation to implement the NDP. Despite these conditions, implementation of policy is a challenge and the policies are not producing visible impacts. The evidence produced in the NYP 2020 indicates a backlog in the Youth Accord targets in that the job fund managed to produce 30 701 jobs in 2014, while 30 000 internship opportunities were availed against the five percent job creation and absorption commitment in the Accord (NYP, 2015:16). Some of the impediments of policy implementation are discussed below.

Chapter 4 was dedicated to the discussion on governance, its theory and importance. Chapter 4.2.4 focused on the importance of governance in attempting to address this objective. It showed that governance is as an important tool in the advocacy and profiling of the rule of law and human rights, as discussed in 4.2.4.1 and 4.2.4.2. Democracy as a concept aligned to the rule of law and the supremacy of the Constitution was discussed in 4.2.4.4, while economic growth and international relations were discussed in 4.2.4.3 and 4.2.4.5. These aspects are important for job creation for the youth because the country depends on foreign direct investment to grow the economy and strengthen democracy and accountability. Another important factor about governance is the interactive and decentralised public service and collective decision-making, which is aligned to the DDM as proposed by the government. Another important role of governance is the issue of policy and resource management, which benefits the government in terms of shared value for money in resource allocation for better services. The issue of resources is outlined by the NGP

by “encouraging strong partnerships among government, business and communities as well as improved co-operation with other countries” (Meyer, 2013:20). All these factors depend on effective leadership to achieve and, according to this study, ethical leadership is essential (as discussed in Chapter 4.2.4.9 and Chapter 7.2.2). The principles of good governance are the main factors that indicate the importance of governance in the achievement of youth development. These principles were discussed in Chapter 4.2.5.1 to 4.2.5.7 and were discussed in detail earlier in this discussion on the benefits of good governance (in Chapter 6.5). It is the prerogative of the government to ensure effective implementation of these principles; however, government officials seem to lack the capacity to drive this agenda.

6.6.5. Critical factors in the implementation of youth development policies in governance

The implementation of policies requires certain important qualities to ensure the achievement of the set goals. However, through the challenges that were identified in Chapter 5 (from 5.3.1 to 5.3.6) and the interventions that the government initiated (in Chapter 5.4), it provided a platform for the study to examine the factors that are critical in the implementation of youth development. The following were identified as critical in the implementation of youth development, and the government must attend to them as a matter of urgency if youth development is to succeed. The following factors affect youth development negatively:

6.6.5.1. Deployment of unskilled implementers

The deduction from these discussions is failure of implementation of these policies because the policies detail what needs to be done and the expectation is for the government departments and all role players to develop detailed plans on the implementation of these policies, which is lacking. An example is the policy proposals that are presented in the NYP; for example, economic participation and transformation (NYP, 2015:16). The policy provides clear guidelines on how to implement them but with no success. This shortfall informs this study because the policies exist and are clear on what needs to be done, but it is not realised. The implementation of policy is the combating factor in successful policy application. In Chapter 2.4.3., Schwella pointed out the important factors that must be adhered to for policy implementation to succeed. Among the identified factors are the importance of leadership, management,

capacity and competencies, topped up with the flexibility of the policy applied by professionals as central to impactful implementation. Meyer (2013:21) adds “institutional capacity” because unskilled implementers impact directly on the capacity of the institutions and hamper development and growth. These factors raise the question in relation to who implements policy in South Africa and the level of understanding of the process. The levels of skills are also questionable, as South Africa is struggling to appoint skilled government employees. The capacity of officials is informed by the radical policy approach that the ruling party, the ANC, adopted. The policy is known as the Cadre Deployment Policy. The Policy is about replacing government officials with party members who are politically trustworthy. Unfortunately, cadres were placed in positions that they did not qualify for (Shava and Shamisa, 2018:3). Most of the implementation disasters that are happening in South Africa today are associated with the Cadre Deployment Policy and so is the failure in the youth development policy implementation. Youth development requires skilful and capable implementers who will take the interests of young people to heart. Such candidates must be non-partisan.

6.6.5.2. The involvement of the NYDA as an implementing agency

The role of the NYDA is discussed in Chapter 1.4.2. Verschuere (n.d.:26) emphasises the importance of the involvement of implementing agencies that can lead to the expansion of the role of these agencies. The agencies in this case might refer to the NYDA and the involvement of networks, both in the public and private sector, as discussed in Chapter 4.2.1.1. The involvement and buy-in of these implementing agencies assist the governing structures by carrying responsibilities that would otherwise be carried by the government. The policies under discussion also outline the importance of the involvement of others; hence, the Accord was signed by various stakeholder who were all prepared to contribute in fighting youth unemployment. The NYP calls for the consolidation of youth development initiatives (NYP, 2015:5); the NDP prescribes the “youth lens”; while the Accord calls for the youth set-aside; and the NYDA is expected to facilitate the collaboration of all stakeholders to achieve the set objectives of each of the policies. However, the NYDA activities are limited, and it depends on departments to provide information. According to the Act, “The agency must develop guidelines for the implementation of an integrated national youth development policy and make recommendations to the president” (NYDA Act, 2009:

2). The NYDA is not visible and does not have access to government departments. As a result, they are unable to influence and initiate programmes interdepartmentally. One of the reasons for this might be because the Agency is not located within the localised areas for it to make an impact.

Moreover, the Agency does not have capacity and cannot reach the vast candidature that needs attention. It can therefore be concluded that the government must capacitate the Agency and allocate resources, both material and human, for it to make sense. The situation of youth unemployment in South Africa requires implementation and a pluralistic approach. According to the Network Theory, youth unemployment will be tackled by more than one role player, but the based-on competencies and resources all will perform their fair share. However, the collaboration must be managed well to prevent unnecessary competition, which might stall progress. Gyimah-Brempong and Kimenyi (2013:2) state, “Weak coordination amongst government agencies, donors, regional organisations are detrimental to effective policy implementation”. The NYDA is the agency mandated to manage the collaborative arrangements and mainstreaming of youth development by all stakeholders in both the private and public sector. The government must empower the NYDA to deliver on its mandate.

6.6.5.3. The Supply-side Approach

In addition to the collaboration of stakeholders, the government approach to youth unemployment and policy implementation has adopted a supply-side policy implementation, which uses a centralised supply of policy prescriptions. The approach means that the policies are supplied from the top down to the citizens; ideologies are centralised for the benefit of citizens (Schwella, 2015:329). Mlatsheni and Leibbrandt (2011:119), on the other hand, highlight the importance of a “demand side approach given the lack of job creation in the formal sector”. In South Africa, politicians decide on the policies and pass them down for implementation through a supply-side approach. The disadvantage of the supply-side approach is that the system does not provide the skills demanded by labour and the education system is a clear example of the supply-side approach in relation to school leavers who exit school without the necessary skills, which can ensure absorption into the labour market (Oosthuizen and Cassim, 2016:2).The problem with the approach is that some policies fail due to

alignment to the realities on the ground. The policy makers also sometime fail to contextualise the policies to meet the needs of the people. The blanket approach, which forces policy implementers to apply content, is sometime irrelevant for communities, which makes it a futile exercise. The best way could be if policy formulation and agenda setting could be decentralised to enable policy design to address the needs of communities. After all, governance and democracy allow for an open and transparent approach, which enables role players to participate freely because at the end they will have to account for their actions. In policy formulation, in Chapter 4.3.2, we learnt about the factors that are central to policy design. They are holistic in that they include expertise, tacit knowledge of the problem, innovation and systematic analysis, new theories, the value system of stakeholders, parallel cases, analogy and ethical systems. These factors are all-inclusive and show the importance of an integrated approach to policy, and it values the inputs of many. The analysis of the policy in a holistic approach provides more insight, and better motivation for the decisions that are made.

These factors support the importance of various theories, especially the Elite and Rational Choice Theories, due to their focus and emphasis. It can be deduced that the governing bodies need to consider the demand-side approach whereby communities will decide on policy based on the needs of such society. The policy will therefore be multifaceted and will address the tangible issues that affect each community. With youth within communities able to participate in the development of their policy actively and directly, the policy outcome will be close to solving their challenges because such policies will be localised; the decentralisation of policy might provide positive results. The demand-side approach is in line with governance for human rights and governance for democracy (as discussed in Chapter 4.2.4.2 and 4.2.4.4) in that it enables stakeholders to participate and deliver inputs in providing solutions to the problem. It can assist in addressing the youth unemployment challenge by availing a platform for stakeholders to follow the collaborative approach and policy resource management, as outlined in Chapter 4.2.4.7 and 4.2.4.8 it strengthens leadership in governance in that leadership is not based on positions but on expertise and skills that are aligned to the task. The approach is related to the DDM because it opens the space for other stakeholders to contribute.

6.6.5.4. Consultation and Engagement Processes

The current policies on youth development reflect limited consultation and engagement because each document has different stakeholder participation from the other. Again, the consultations of most policies are limited to the elites and political networks. Consultation in governance is related to the negotiation mode (in Chapter 4.2.3.2), which encourages networks and individuals to discuss issues that affect them and collectively make inputs on the way forward. Furthermore, consultation enhances the cooperative and compliance mode, as discussed in Chapter 4.2.3.4, 4.2.3.5 and 4.2.3.6. Engagement of stakeholders and effective implementation of the modes of governance enhance the principles of governance, especially on accountability and transparency. The youth unemployment issue demands of governing structures to work closely together and share information on progress and the projects and programmes that are in place for young people.

The current policy promotes inter-governmental relations and integration, and implementers need to take advantage of the prescribed policies and effectively implement these policies. Integration and consensus amongst the implementers of youth policies are important tools in ensuring success in the fight against youth unemployment. The consultation concerning youth unemployment is in line with the Political Systems Theory, which is concerned with the influential powers of political groupings. It relates to the Theory, as discussed in Chapter 3.3.4, because it relies on support and buy-in of stakeholders. The decisions that are made from consultation based on the Theory will be formalised through processes, such as parliamentary debates. It provides information through relevant policies and when stakeholders engage, they acquire more knowledge on the environment and the role of political policies of which governing structures must make demands into policy demands, which can be converted into political decisions. Participation is important in governance, and this happens only when stakeholders are treated fairly and equally without prejudice and respect is granted to all.

6.6.5.5. Poor Monitoring Systems

The monitoring of programmes and projects related to youth development is not clear because the NYDA Act does not define monitoring and evaluation as a priority project for the Agency. Instead, the Agency is expected to report only to the Presidency on progress on implementation, financial status and related youth development issues,

but it does not address issues of monitoring. The NYP 2015-2020, like the NYDA Act, is not clear on monitoring. The Agency has identified monitoring and implementation as major challenges, which are the result of arrangements that are legislated, and they have to do with the current institutions, management and administration, which are not explicit (NYDA Strategic Plan, 2015:5). The policy implementation of youth development related policies does not show evidence of monitoring. Monitoring is a governance task that strengthens the value of openness and transparency. As a principle of governance and through monitoring the entities that implement youth development or work on youth unemployment, they are held accountable to indicate progress. Monitoring and evaluation assist the youth development agencies to take stock and decide on measures to take to achieve results and pave the way for future activities based on realities on the ground. It is the administrative task of governance to "monitor and oversee the exercise of the responsibilities of the implementers" (Mehlape, 2018:330). The country is failing in this area; hence, failure to track the progress in youth development despite the existence of good policies. South Africa needs to develop proper tools to monitor youth unemployment and development in general. The tracking of youth development projects is limited. There is a need for an integrated approach and commonality in reporting of youth development activities and jobs created by different entities in both the private and public sector. The problem is that the "government lacks the capacity to undertake comprehensive monitoring and evaluation processes" (Gyimah-Brempong and Kimenyi, 2013:22).

The NYS Green Paper, as discussed in Chapter 5 in Table 5.6, proposes the cross-cutting nature of the youth service, and complements inter-governmental and civic society and provides for information on available opportunities in government programmes, but this information is not in the public eye because of a lack of proper monitoring strategies. Governing structures need to build capacity in monitoring and evaluation to put better control measures in place. Failure to monitor the implementation of government and private sector programmes and projects is an indication of poor governance and weakens the chances of buy-in from the private sector. The monitoring and evaluation support policy analysis in that "analysts can identify current policy options as well as gaps in existing research to narrow the available options and possible solutions" (Norwich University, 2020:3). The matter needs attention to strengthen governance and ensure successful implementation of

policies. The issue with monitoring stems from the fact that South African policies are high level in the sense that they are portrayed more as visions than plans, as a result they lack in terms of operational systems. This notion is noted in the criticism of the NGP – that it is more of a vision than a plan (Meyer, 2013:21), and similar criticism is levelled at the NDP, that it is a "social pact that imposes no legal obligation on government or on business and labour to implement it" (NST Forum, n.d.:5).

6.6.5.6. Centralised Education Curriculum

The education system in South Africa is a factor that contributes to high unemployment because it does not address the economic needs of the country. According to Meyer (2013:18), school leavers are not skilled or do not possess skills that are relevant for the job market and available job opportunities. The situation points to the policies that are adopted to deal with youth capacity.

The school curriculum is a task conducted by experts at a national level and it is prescribed to all schools. The problem of a national curriculum is that it fails to meet the communal and social needs of the society. As pointed out, the curriculum "lacks a diversity of programme offerings and poor focus on community development needs" (Department of Higher Education and Training, 2017:13). In Chapter 5.2.1, it was highlighted that the current school curriculum does not allow the youth to participate freely in education development. The curriculum does not talk to the economic requirements of society. It is acknowledged that statistically, young people's educational attainment has increased; however, the quality of education still leaves much to be desired (Gyimah-Brempong and Kimenyi, 2013:5).

The education system performs below par even in relation to numeric targets because the NDP prescribes a target of 30 000 artisan per annum, and the target is not achieved. The irony is that education "is the milestone of a nation's development" (Idris et al., 2011:443). An integrated approach to education can be aligned to the Rational Choice Theory in that the affected are able to rationalise about their problem and decide on a working and relevant mechanism in their locality. Curriculum can be decided at a local level; thus, it deals with regionalised challenges. A centralised curriculum is general and fails to address the real issues at hand; this is the reason why the education system is struggling to meet the required standards of education.

Education is effective and efficient if the society can use it to resolve the challenges that they have. This is an aspect that the South African education curriculum fails to achieve. Young people go through the system but come out still lacking skills for survival, as seen in the discussion in Chapter 5.2.1. Yet, Gyimah-Brempong and Kimenyi, (2013:5) stated, “Educational attainment by youth has increased significantly in the last decade; the relevance of the curricula and quality of education, in most cases are not good”. The centralised education curriculum is an outcome of a generic process, and in the discussion on the policy process in Chapter 2.4, steps that are needed to achieve an efficient policy are discussed and these stages become more effective in a situation whereby the problem is localised and specific to an area. Policy process will provide better results in a situation where it is focused, than where the process is generic.

6.6.5.7 Planning versus Implementation

The youth development policies, together with the NDP, advocate for an integrated approach to youth unemployment. However, there seems to be a lack of evidence that shows inter-governmental planning and collaboration. Each government department works alone on its youth programmes and this impacts negatively on the resources that are used because the output is minimal. The NYP clearly states the importance of collaboration with other sectors, especially the private sector; however, the planning is not integrated, and this makes it difficult for the key stakeholders to own and contribute in youth development programmes. Governance advocates for participation as a key principle in Chapter 4.2.3.4, and when planning as a collective, all sectors function in an environment that is open and transparent. Furthermore, the Policy recommends “joint planning and service provision with the private sector is important” (NYP, 2015:30). Therefore, the governing structure must emphasise collectivism and collaboration. In youth development, the Act mandates the NYDA to facilitate and lead the process of collaboration to enable stakeholders to make an impact in the implementation of programmes that will benefit young people. Governing structures across the board work in silos; as a result, their impact is minimal. Some government departments have youth development programmes that they implement but they do this in isolation from what others are doing. An example is the EPWP, which is implemented by the Department of Public Work, and the NARYSEC Programme,

implemented by the Department of Rural Development and Land Reform. Both programmes target young people and have National Youth Service elements in each of them; however, there is no coordination, which could help with effective resource allocation. The NARYSEC Programme “targets rural youth and it was hoped that the programme would stimulate rural economy, however, the programme is not pitched at the correct level or is offered to a community that does not demand the skills offered” (Oosthuizen and Cassim, 2014:4). Coordination of both programmes (the EPWP and NARYSEC) is internal and the NYDA does not contribute much to either of the programmes, except to wait for the reports from the respective departments. If policy was to be followed to the letter, the NYDA should be the coordinating agent of these programmes and ensure effective implementation of the NYS within these programmes. The role of coordination is a task assigned through legislation, as prescribed by the Act that the “NYDA must initiate, design, coordinate, evaluate and monitor all programmes aimed at integrating the youth into the economy and society in general” (NYDA Act, 2009:4). However, each department has its own interpretation of what the NYS should entail. Currently, a young person may move from one programme to the next because of a loophole caused by the lack of proper coordination and integrated planning.

6.7. Direction into the future

The discussion clearly indicates the failure of governance to implement the policies and legislation that should address young people’s dilemma. The main challenges in youth development in South Africa, which makes it difficult for the government to deliver on youth employment, stems from the inconsistent implementation of youth development and the lack of monitoring tools to follow up on policy implementation. De Lannoy et al. (2018:11) state, “There has been no shortage of policy focus on the issue of unemployment generally and youth unemployment specifically”. The content of policies on youth development encompasses and includes all the necessary governance measures that must be applied to get youth development functional. South African policies advocate for collaboration and the integration of services. The policies also emphasise the importance of prioritising young people in development, whilst acknowledging their setbacks. The national vision of South Africa, the National Development Plan, acknowledges the importance of rapid economic growth for

increments of employment opportunities, while encouraging improved quality education, skills development, and innovation as strategies for youth employment.

From the onset, the National Planning Commission recognised the importance of youth development to ensure capacity through the provision of skills. The proposals of the Plan are supported by the reasoning behind the Skills Development Act of 1998. The Act calls for skills development for the workforce to improve their productivity and increase investment in education and training, while using the workplace as a learning environment to provide skills and provide opportunities for new entrants in the labour market (The Presidency, 1998:8).

The National Youth Policy 2015-2020 is underpinned by the principles of governance as cornerstones for youth development. The Policy taps into the importance of provision of access to the resources for development. It promotes responsiveness, transparency, participation and redress, while emphasising the holistic approach, integration, diversity of interventions and sustainable development. The Policy also discourages discrimination and calls for redress and social cohesion as important factors for patriotism (NYP, 2015:8). The principle of youth development in the NYDA Act addresses the same principles as the NYP 2015; therefore, it can be deduced that policy content on South African youth development supports good governance. However, the NYDA's designation as a Section 75 bill limits its authority because leaving the responsibility to the youth directorates at premier's offices to perform NYDA duties at provincial level diminishes the NYDA's roles. Consideration to designate the NYDA as a Section 76 bill must be implemented to provide direction and minimise fragmentation, while giving the NYDA better muscle to perform its responsibilities in provinces (NYP, 2015:9).

State organs and the private sector are not committed to the implementation of youth development; this impact directly on the current high levels of youth unemployment. Therefore, they must apply stringent measures to ensure compliance to the rules. The state organs cannot claim to adhere to the Constitutional prescriptions when they fail to provide young people their right to human dignity, as enshrined in the Constitution. The measures should include penalties for failure to account for activities relating to youth development. All policies are up to standard, and are supported with additional strategies such as GEAR, which assumed that "growth would be the engine behind

job creation and better social outcomes, especially when combined with improved training and education" (De Lannoy et al., 2018:12), but government departments fail to inculcate the content of these policies in their planning. If these policies were included in the strategic and operational plans with the set-aside clearly defined, implementation would be possible. However, the pattern shows that the plans are not aligned to policies. Youth development must be mandatory for all departments but most importantly, the NYDA must be capacitated.

Another important factor is the development of effective and efficient monitoring tools for youth development programmes. The Presidency and the NYDA must be kept abreast about progress on youth development. Data related to youth development set-asides and targets must be availed for public knowledge and for monitoring purposes. The set-aside commitment was declared in the National Youth Accord of 2013: "State enterprises must set annual targets for training" (Youth Skills Accord, 2013:4). Departmental performance in the public service must be linked to youth development, with clear performance indicators based on youth related projects and programmes, because that is what the policy defines. A deficit in youth development performance is indicative of poor management and leadership in the public service – a factor that might be related to cadre deployment, as outlined as one of the impediments to youth development. In addition, some policy implementers are not capacitated to perform the responsibilities attached to the positions that they occupy. Lack of competent and effective implementers hampers progress in youth development and contributes to the escalation in unemployment rates. Some implementers lack formal qualifications when recruited as public servants and they are not assessed individually to verify their capacity and suitability for the positions they hold (Shava and Chamisa, 2018:5). The public service needs to work on the principles of transparency and openness for recruitment of relevant officials and accountable governance for improved service to young people.

Youth development requires commitment and dedicated leadership to reap the intended outcomes. Leadership is essential for progression because good leaders can drive change and influence processes towards achievement of the set goals. As acknowledged by the Planning Commission in the NDP, a combination of leadership, active citizenry and effective government are drivers of development and social cohesion (NDP, 2012:16). When leadership is good, the society will respond positively

when mobilised to participate actively in bringing the change that is needed. Good leaders develop trust and trust aggravates participation and interest in activities. The government must take an unpopular decision if youth unemployment must be addressed fully. The country needs capable leaders to prevent the demise of the youth.

State departments and all levels of government in South Africa operate independently; there is no coordination of projects and programmes at all levels. Despite the existence of an act that prescribed inter-governmental relations, South African government structures work in isolation. The Constitution in Chapter 3 promotes cooperative governance and the issue is further endorsed through the Intergovernmental Relations Act 13 of 2005, whose objective is to facilitate coordinated implementation of policy and legislation, emphasising the following:

- Coherent government,
- Effective provision of service,
- Monitoring implementation of policy and legislation; and
- Realisation of national priorities (The Presidency, IGR Act, 2005:12).

A silo mentality dominates South African operations. Government departments do not communicate with each other, and the same goes for local government and national government. Each department plans and implements without consultation with others and this practice have negative implications. It is for this reason that the country is unable to count on the data regarding the number of youths receiving support from government sectors. The solution to youth unemployment lies in the following call by the NDP: “South Africa needs to reduce poverty and inequality by broadening opportunity and employment through economic inclusion, education and skills, and specific redress measures; promote mutual respect and inclusiveness by acting on the constitutional imperative that South Africa belongs to all who live in it, and that all are equal before the law; and deepen the appreciation of citizens’ responsibilities and obligations towards one another” (NDP Executive Summary, 2012:35). The government does not receive value for the money invested in youth development. There is a need for a collaborative approach to youth development to manage youth unemployment. State organs and departments must take the lead in the implementation of the IGR Act if they are to succeed in influencing other sectors to

follow suit. Collaboration and integration are important in addressing challenges such as youth unemployment. All policies calling for collaboration and integration as central to youth development adherence is a challenge. As a country, South Africa is weak at the implementation of policies. All sectors need capacitation on adherence to policy; then, the silos will be dismantled.

6.8. Conclusion

The chapter addressed policy application by providing the relevance of the discussions from the previous chapter on the definition of policy theory, governance and challenges that are experienced by young people in South Africa. A lesson learnt is that South Africa experiences challenges not because of weak policies but because of the failure and lack of implementation capacity. We realised the importance of theory in governance and how each theory could contribute in bringing synergy in solving youth unemployment problems. Each policy theory was discussed in detail in relation to governance. The Institutional Theory and its link to the Constitutional supremacy as an imperative to impose policy was emphasised. We also learnt how the Institutional Theory could legitimise policy and legitimise protocols and standard operation orders. The Rational Choice Theory, on the other hand, emphasised the importance of problem analysis and reason in policy analysis and problem identification. The Rational Choice Theory also plays an important role in data collection. The Theory is equally relevant when dealing with youth development and unemployment matters because it can be used to ensure conformity and adherence to policy. The Network Theory showed how interdependence could play a major role and add value for money in policy implementation because each role player is able to contribute willingly towards the achievement of goals. The Network Theory has the potential to promote accountability amongst role players while promoting transparency, which will promote trust. It creates a platform for engagement and interaction amongst role players; in that way it makes it easy for role players to avail opportunities for youth without fear. The Interpretive Theory, on the other hand, is aligned to the Networks Theory. The Interpretive Theory advocates for consensus in decision-making. It also a theory that promotes the independence of each role player, meaning even when working as a collective, the role players remain autonomous. In that way, they are not compromised, and they are not swallowed amongst their peers. The Development Theory is broader that the Network Theory in the accommodation

of role players, and it is more economically focused. It is also about collaboration and cooperation, even within the private sector, although it is not popular amongst bureaucrats because they believe it disempower politicians.

Furthermore, we studied the importance of the governance mode and governance principles and it is through this analysis that we realised that in comparison to the existing policy content it is in alignment with governance. The challenge faced by South Africa is the failure to implement policy, as prescribed. We also learnt that governance modes are all relevant and the utilisation is situational; as a result, there is no mode that is irrelevant in South Africa, especially when dealing with youth unemployment. Each mode can benefit policy implementation in that the hierarchical mode will bring an element of state control through emphasis on power and Constitutional supremacy. The negotiation mode brings in interaction and consensus decision making, while the cooperative mode will contribute in stabilising processes and bringing order. The compliance mode, on the other hand, is prescriptive and instructional. Each mode will have its moment of dominance depending on the situation and the need.

If the policies can be reviewed specifically, the National Youth Policy 2015-2020 and NYDA Act, one aspect that will need improvement is to put more depth on the application of the policy because as it stands the policies address the question who, why, what, but lack in how to do it. The ‘how’ question is an operational question that could gain attention through the operational plans of various departments and sectors; however, the current situation is a reflection of the failure to attend to the details by implementers.

The discussions further reflected on the importance and benefits of governance, and clearly, South Africa needs to strengthen its governance capacity to ensure that policy implementation is in line with the governance prescripts for the country to manage youth unemployment. Human rights must be upheld, the economy must grow, and democracy must prevail. All these depend on interactive and collaborative governance that recognises the role of international relations and the fact that the country belongs to a global village.

The discussions further touched on the objectives of the study, as outlined in Chapter 1, and provided more detail on why the study is important and the future directions.

These discussions are in line with the fact that the next chapter will focus on the details of the model that the country could consider addressing the problem of youth unemployment and curb the frustrations and bitterness that led to the escalation in crime, poverty, and all the other challenges that the youth face. It is clear through this chapter on how policy is applied that implementation and the lack of monitoring are at the centre of youth unemployment because implementing structures are either lacking or are not committed to youth issues.

Chapter 7: Recommendations and the Youth Development Framework

7.1. Introduction

The previous chapters focused on the challenges that youth are encountering, the policies that are available, and the governance framework as a necessity to resolve the youth development and youth unemployment challenges. Through policy analysis, it was concluded that one of the impediments in youth development is policy implementation and the lack of policy monitoring tools and strategies in all sectors, especially the government sector. It was also observed that the policy content adheres to the principles of good governance and is enshrined in the Constitution as the supreme law of the country. The observation points to the failure of the implementers to comply and conform to the prescripts of the law. The failure is also attributed to policy makers' failure to put consequence management measures in place and the lack of suitably qualified officials to implement policy. Governance is about ethical leadership, and the fact that the recruitment of implementers is aligned to party political loyalty shows weakness in the implementation of policy because there is no government policy that recommends cadre deployment, apart from the ruling party's policy. Policies advocate for open and transparent processes – both are basic principles of governance. Therefore, successful implementation of youth development policies requires adherence to policy and the adjustment of policy approaches to ensure effectiveness and efficiency while securing accountability for equitably services to the youth.

In addition, lessons sourced from governance and policy theory articulate the importance of alignment to the networks and developmental theory, not disregarding the role of other supporting theories in decision-making. Governance advocates for collaborations and a collective approach to policy implementation because the decision-making processes in governance are horizontal. Horizontal decision making and the networks system of governance is prescribed by the government through the Inter-Governmental Relations (IGR) Act of 2005, which stipulates in paragraph 5(a) to (f) how government structures must work together. The Act considers the material interests of government; the consultation processes; coordination of action during implementation; avoidance of fruitless and wasteful expenditure; and the institutional capacity of each and the participation levels of each in service delivery processes and

procedures (The Presidency, IGR, 2005:12). Networks are further promoted through the National Youth Policy (NYP) 2015-2020, whose objectives calls for integration and coordination in the delivery of youth services to promote patriotism and social cohesion (NYP, 2015:5).

The failures in governance are linked to implementers failing to do the right thing. Young people are the victims of failed and individualised decisions whereby each government sector opted to approach youth development alone, despite clear legislative directives that stipulated the importance of collaboration. The current operations add no value to curbing youth unemployment. Departments and municipalities present budgets that reflect the intention to address youth unemployment, but these initiatives bear no fruit because they are scattered; unlike if they could all draw from the same basket and implement impactful projects that will have a positive effect on young people's lives. The competitive and vertical approach that these sectors follow in youth development is inefficient. The horizontal approach could yield better results because it will ensure that all become accountable, and that is a basic principle in governance. The processes and procedures will be open and transparent and there will be nowhere to hide but to deliver according to the commitments and the expertise available. Through governance processes, it will be non-partisan because there will be interdependence, which will curb a partisan approach to opportunities. It is in line with the argument above where we discussed the context of what should inform the youth development and unemployment approach in South Africa.

7.2. Context and Recommendations

7.2.1. Governance

The argument in this study is that there are basics that the government needs to master to fight the youth unemployment battle. The basics start with the acknowledgement of the reality that any social problem must be tackled as a collective. The problems of society cannot be individualised and monopolised, and then amicable solutions are expected. The youth unemployment problem is a societal problem and its solutions lay with the society. Through a governance approach, the problem will be handled better, as discussed in Chapter 4.2 on the definition of governance as presented by Stoker (1998:18); hence, "Governance does not rely on

one but a set of institution and actors that goes beyond government". The fact that governance pulls in more role players is a recognition of the need for a collective and signals determination to resolve the predicament amicably. Governance has the potential to build good relations between the society, networks and the state to address problems. The youth unemployment crisis is not a monopoly, it is a matter that has the potential to disrupt national stability; therefore, it requires an approach that will bring diverse ideas and contributions; moreover, South Africa must ***strengthen its governance structures*** to deliver adequately.

Arguing through Stoker's definition, as discussed in Chapter 4, the issue of boundaries and responsibilities comes into play, which says that not only the government should carry the responsibility of youth unemployment. However, all those who have an interest in the affairs of young people could contribute immensely in providing solutions to what has become a dilemma for the government; every entity has a social responsibility challenge, and assistance in this regard will go a long way. Through good governance, the responsibilities could be shared because there are no stringent boundaries that determine responsibilities but power dependence amongst institutions, which is informed by collective action and an obligation to the greater good.

The issue of good governance for better service to the youth depends on good networks, as already alluded, that networks are important to drive policy implementation and governance. The youth unemployment crisis demands good governance to stir independent networks to work collectively to bring change, based on their capabilities. The success of the network system lies with the government's capacity to ***enhance the collaboration and integration*** of these networks. The collaboration depends on principled government that understands the importance of the value of transparency and openness in governance. Through open and transparent processes, networks will function better with more conviction and commitment because the operations and responsibilities of each network included will be known; thus, enforcing the principle of accountability. It is, therefore, important to have government structures that are capable to steer and guide role players towards a recognition of their roles as part of the solution to the youth unemployment crisis. Through good governance, the networks (both public and private), together with government, could complement each other. Good governance boosts the

government's capacity in that those involved in crisis response (as we can term youth unemployment) uphold governance principles such as inclusion, rule of law, accountability, equality, and consensus; then, public support and sustainable results are more likely (UNDP, n.d.:284) and the outcome will be a stronger and stable state.

The discussion therefore advocates for good governance in South Africa because governance processes decentralise the burden of government having to carry the responsibility for all, but instead enables all role players to see their role in the development of youth who are regarded as the future. The challenge with governance in this regard is that accountability in South Africa remains a problem because people are still reluctant to hold the government accountable. On the other hand, public officials are not prepared to carry the responsibility and account for their actions. The implications of democratic principles that advocate for governance by the people are not followed to the letter due to a lack of political education and understanding of the concept 'democracy' in the country.

Furthermore, the study notes that the present administration's greatest failure is its inability to implement its own policies. The NYP (2015:9) notes failure to clarify institutional mandates, fragmented implementation processes, the duplication of services, and a lack of coordination as the major impediments to youth development. The fragmentation and duplication are observed through the government's intervention on youth employment that led to the Department of Treasury and the Department of Labour introducing the incentives for entities to employ youth; the Department of Economic Development brings a multi-pronged intervention strategy and the NYDA Integrated Youth Development Strategy, all aimed at ensuring the employability of youth (DTI, 2013:8). However, the unemployment statistics remain high and all these initiatives were geared towards job creation for young people. The question is if the policy programmes were well coordinated, would there be a need for three strategies, or one? These efforts show a duplication of services and poor communication, which result in the wastage of resources because the resources could have been invested well in one initiative, facilitated and coordinated through networks with the public sector as the leading sector.

In addition, governance processes are too isolated and independent to achieve the intended goals. The government must ***provide direction on policy coordination and***

implementation to address youth unemployment. Working on coordination with the private sector for network governance requires capacity and the public sector is failing to integrate services within the sector, and extension to other sectors might be challenging. It was noted in Chapter 6 that cadre deployment is another factor that weakens governance. The government must ensure that they allocate people with the required capacity to lead governance coordination. As Schwella (2015:341) states, "Public policy can realistically work towards transformative institutions that are established to overcome capacity weaknesses, and weak capacity within the state is not an excuse but a motive for construction of a developmental state". The transformation into a network system equally depends on skilful and determined implementers. Through the system, the principles of accountability and transparency come to the fore and erosion of these principles will compromise the collaborative process that is needed to build youth employment capacity. The National Planning Commissions (NPC) has observed that managers avoid implementing the correct accountability mechanisms because they avoid owning up and taking responsibility; at the same time, they are reluctant to give authority to those who can, irrespective of their positions (NPC, 2011:24). Avoiding accountability is indicative of poor management and leadership, and it has a direct bearing on the notion of cadre deployment because people do not know their responsibilities in government and towards the society, yet they occupy key strategic portfolios.

The study further observed that South Africa's policy documents adhere to the principles of good governance and they value the importance of partnerships with the private sector to achieve more on youth employment and development. However, most policies are implemented by the government without the engagement and active participation of the private sector. The NDP, which is the national plan and vision for the country, considers the commitment of the government to the engagement of all sectors (including the private sector) as central in helping with the reduction of poverty, economic growth, economic transformation and job creation (Zarenda, 2013:7). The National Growth Path (NGP) as a job creation strategy advocates for strong partnerships between the government, business, and communities with the extension of this gesture to African and BRICS states (Meyer, 2013:1). Moreover, the National Skills Accord is centred around partnerships as the hallmark for action and implementation with each partner identifying areas and actions to undertake

(Department of Economic Development, Skills Accord, 2013:4). The Youth Enterprise Development Strategy (YEDS) of the Department of Trade and Industry (DTI) also calls for the fostering of partnerships and collaborations among youth beneficiaries and other stakeholders (DTI, 2013:32). The DTI further outlines the roles of the private sector and State-Owned Enterprises (SOEs) in youth enterprise development. The NYDA Act Clause 3(1)(c) binds the Agency to forge partnerships to assist organs of state, the private sector and non-governmental organisations and communities based on the attainment and implementation of initiatives that are aimed at youth employment and skills provision (The Presidency, NYDA Act, 2009:6). The NYP acknowledged the need for partnerships with all sectors of society, including the private sector, to achieve its set goals (NYP, 2015:2).

What the study can deduct from the acknowledgements above is that the government knows the value of partnerships in the implementation of policy and in service delivery. The government knows the power of working together in the eradication of poverty and unemployment amongst the youth, but it is failing in bring the relevant parties together. This bring the question of power to the fore; to say, is it possible that governance is not adhered to because it brings factors that might expose the leadership? Network governance is about collective leadership and it dissolves the power relation issue because leadership in network governance relies heavily on expertise. Network governance also disbands bureaucracy because it assigns roles according to reputation and performance, not political positions. The study further acknowledges that, based on the argument above, the government ignores governance principles to hold on to political power because there is a belief that networks governance weakens the state's power (Schwella, 2015:50). Youth development and unemployment challenges in South Africa require the government to ***decentralise service delivery roles*** to accommodate more participants and role players. The involvement of more role players will eliminate corruption in the public sector because of the open approach in policy decisions and policy implementation. Moreover, the government cannot monopolise service delivery because eventually the load becomes too heavy to handle. The consideration should always be for the beneficiary, and in this case, the youth. Trying to appear as the sole provider appears selfish from the government, and it does not assist the needy.

Furthermore, the policy implementers are key to the success of any policy. Therefore, the government must make ***capacity building for implementers*** a prerogative and priority. Network governance requires skilled and trained implementers with the potential to ensure the achievement of the goals and objectives of networks. Implementers must further be competitive and competent to handle the collaborative approach because the processes are no longer about the interests of an individual network, but a collective. They must also have adequate information and good comprehension of network processes. In addition, a network governance implementer must also be a credible leader with a good reputation. Ethics and morality play an important role in the implementation of network governance; therefore, whoever is assigned to participate in the implementation of governance must show ethical conduct. Ethical conduct will assist the process by ensuring compliance and consistency with the rule of law. Moreover, the network governance implementer and the leader must take cognisance of the changing environment of work because now they will work within shared networks and they must adapt to the situation known as a macro parameter, whereby implementers will be operating in a multi-institutional arena (Schwella, 2015:137). The challenges of the youth will be attended to better by capacitated individuals who value their role and contributions. They will acknowledge the change in leadership and accept the importance of a horizontal approach to decision making.

The success of network governance depends on the effective monitoring of the programmes and processes of policy implementation. The governance network will have to ***develop effective and efficient monitoring and evaluation tools*** for policy implementation. The study observed that most government programmes are not adequately monitored and the reason why the government finds it difficult to track progress in youth development and unemployment is due to the lack of proper monitoring tools. The NYDA does not refer to the monitoring of youth programmes but it touches on issues of accountability in Clause 6 (1) and (2), where mention is made of reporting to the Presidency and the timeframes involved. Furthermore, the Draft Youth Integrated Development Strategy does not make any mention of monitoring. The study regards this as a failure of government because any programme that is implemented using public funds must be accounted for.

The YEDS of the DTI acknowledges monitoring as an important aspect of the implementation of the Strategy. However, the way in which the process unfolds is fragmented because the responsibility is allocated to many handlers. Moreover, the DTI commits to the establishment of a coordinating structure that will include other stakeholders to monitor the implementation, while it will provide the monitoring tools. Apart from the coordinating structure, the DTI allocates the aspect that deals with "broadening economic participation" to various councils to monitor and provide advice to the minister. The identified councils include the National Small Business Advisory Board (NSBAB), the Co-operatives Advisory Board (CAC), the BEE Advisory Council, and the South African Women's Network (Sawen) (DTI, 2013:52). This arrangement fragments the whole process and could lead to the duplication of activities, while others might be overlooked. The Strategy also makes mention of three reporting models, which are the annual, mid-term and 10-year major review. However, the process of review is not outlined, which poses a challenge for implementation.

The Department of Monitoring and Evaluation in the Presidency must ***provide guidance and assist in intensifying the monitoring of youth development programmes***; otherwise, the country will remain stuck in the dilemma of limited knowledge. The continuous evaluation and monitoring of programmes and activities that target the youth assists in planning because it provides the necessary data on what it does, what is happening, and what must be done. Through monitoring, implementers can identify the glitches that may hamper progress and learn good practices that must be taken forward into other similar programmes. The application of monitoring and evaluating programmes is a crucial measure in strengthening governance because the decision is based on facts and evidence that are gathered from implementation. The study recommends the tightening of the monitoring of youth development policy implementation to allow for effective and efficient governance. Apart from internal monitoring, oversight monitoring must be conducted by the role players when network governance is implemented. The process will provide a form of peer review of the process whereby the role players review the process and performance of each role player. The study also recommends the attachment of the youth development performance indicator to all implementers and senior managers, and youth development must be added to the strategic plans of the state departments that do not have this indicator. Youth development must be mandatory in all public and

private sectors with tight monitoring and platforms to hold the individual sectors accountable for their actions. The monitoring of network governance of youth development strategies will enable role players to measure and assess the quality for governance; understand the factors that influence the quality to design evidence-based policy; and analyse the relationships that exist between governance and other outcomes (Gisselquist, 2012:15). Monitoring is good for the provision of insight and the improvement of governance.

7.2.2. Credible Leadership

Network governance is a product of good leadership and all governance principles point to credibility in leadership. Without credible leadership, good governance is a pipe dream and it is not achievable. Regarding a network governance leader, Schwella (2015:30) states, “The good governance leader delivers high security for the state and the person; a functioning rule of law; education; and a framework conducive to economic growth”. Youth development depends on a leader who will balance the state responsibility with the individual benefits of each citizen. The youth as individual citizens whose rights are protected by the Constitution deserve attention and through credible leadership, the crisis of the youth will receive the attention it deserves.

Credibility in leadership starts with ethics and morality. If leadership is characterised by poor ethical standards and morality, such leadership will find it difficult to implement good governance. Morality should be viewed in relation to law to guide behaviour through rules and regulation, which bind political elites to be accountable to the value system espoused by the moral orders of the organisation or the state (Koenane, 2017:30). Leaders in government must uphold high moral standards; however, the current leadership is embroiled in various scandals that compromise their leadership credibility. An example is the ongoing State Capture Commission, which is tasked with unravelling corruption related to the political elite in South Africa, especially in SOEs.

The integrity of most leaders in South Africa has been tarnished; as a result, it places doubts on the individuals who play a role in ensuring youth development. The compromised integrity and credibility make negotiations for youth development programmes difficult. If leadership is not credible, participation of other sectors becomes limited; thus, making it difficult to gain external support. The issue is that the functionality of networks relies on participation and the decentralisation of power, and

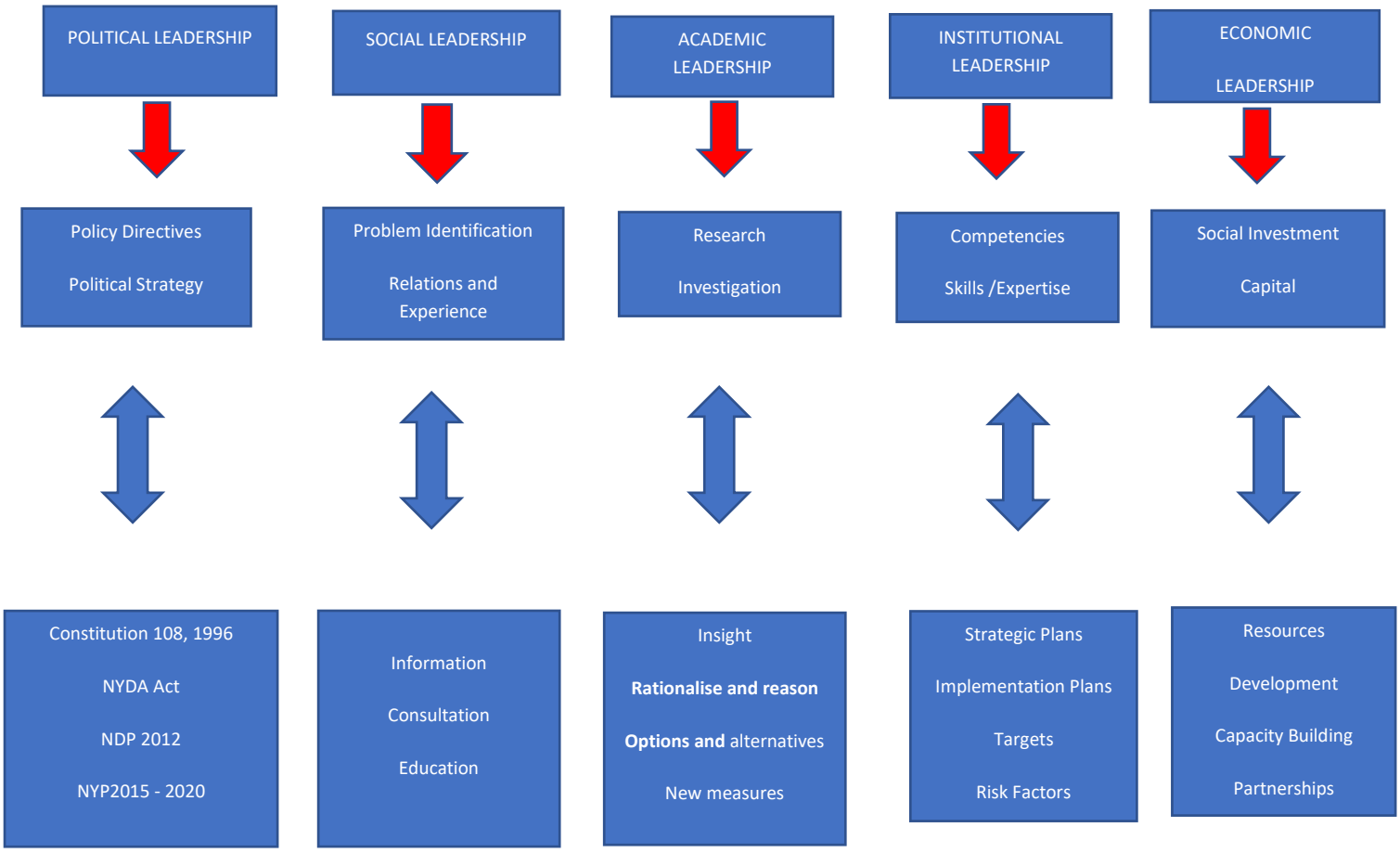
most leaders who lack proper leadership requirements find it difficult to decentralise their power in fear of exposure. South Africa must provide credible leadership to drive the youth development agenda, which will nurture and secure principled governance, guided by policies that secure the rights of all citizens. Inclusion and collaboration demand open processes and without credibility we will not achieve a functional youth development system.

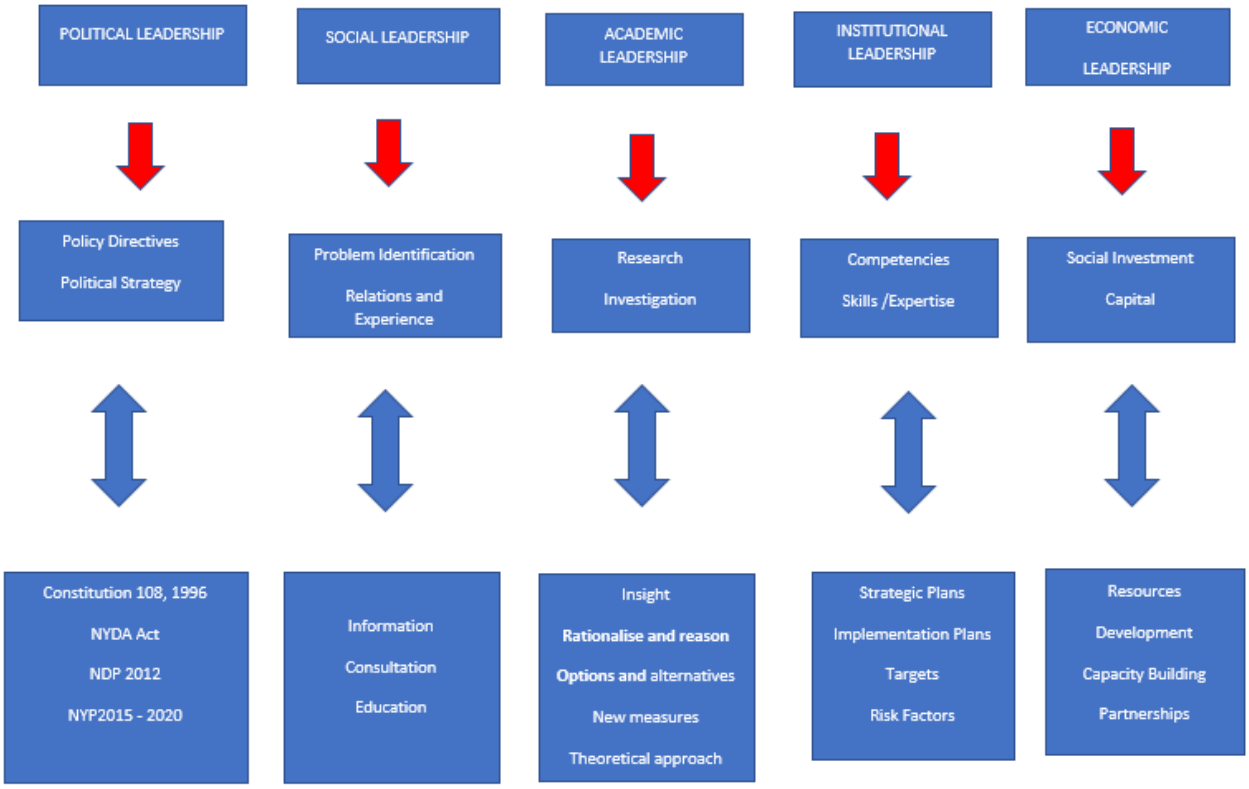
Leadership is a source of influence in terms of decision making and the youth development agenda cannot be driven by people who will influence the decisions in a manner that benefit individuals or certain organisations, rather than society. A clear context should be the understanding that youth unemployment knows no boundaries and opportunities must be directed to all who qualify despite their political affiliation. Another factor is the issue of commitment to the course; the current leadership has shown an element of reluctance in the implementation of some of the policies that they committed their departments to implement. The signing of the Youth Accord is an example whereby various ministries signed the Accord in 2013, but there is no evidence indicating progress in as far as its application and implementation is concerned. The NYP 2015 is regarded as "the response to social and economic forces that shape global and regional development in the 21st century … it seeks to align the development of young people with government's approach to addressing poverty and underdevelopment as diagnosed in the NDP" (NYP, 2015:4). The National Development Planning (NDP) appears as part of most government departments' branding, but the implementation of the NDP by the same departments is minimal, if at all. These examples show a lack of commitment and dedication towards youth development. The question is: "Do we have the relevant leadership who can meet the needs of the youth development agenda?". It is this lackadaisical attitude that discourages the private sector from committing to youth development, despite the tax incentives (as discussed in Chapter 5.6 of this study) (NDP Executive Summary, 2012:18; NYP, 2015:6), which enable the private sector to support youth development.

Empowerment and capacitation of leaders is essential and central to youth development because leaders are the custodians of the youth agenda. The choice that the government has is either to empower the current leadership and implementers or recruit alternative leaders who are morally credible and value the youth development agenda. Leaders must have relevant expertise to lead, and the context

to understand their mandates. Moreover, political leadership must always remember that they are servants to the people, they are accountable to the people, and they must cut down on the arrogance that characterises the politics of the day. Leadership in the context of the networks system means that power will be decentralised, and each initiative will have to be led based on expertise and the requirements of such initiative. The application of the networks approach will minimise the political power, which is sometimes abused by those occupying certain positions. The network system can assist the government in minimising what Schwella (2015:138) refers to as "the erosion of confidence challenge, whereby people consider institutions as uncontrollable, run by people who lack knowledge and capacity and whose values are controversial while institutions are losing their authenticity". The benefit of networks is ensuring effectiveness and efficiency in service delivery. Below is an illustration of decentralised power in line with the networks approach. The illustration is based on the acquisition of information, as provided in the above discussions.

Diagram 7.1. Decentralised Leadership with various roles and contributions





Source: Own Interpretation

The diagram above reflects some ways in which decentralised leadership provides diverse services and specialisation in various tasks. Some of the stated expertise could be rendered by more than one role player in the value chain. The diagram also depicts the value of decentralised leadership in that each role player can focus on a specific aspect of the problem and a broad spectrum is covered in a more cost-effective manner. The approach could contribute immensely in dealing with the youth unemployment problem because the problem can be classified as a 'wicked problem' in terms of public administration. A wicked problem has a complex scope and requires expertise beyond technological solutions, but also ethical and equitable considerations (Vogel et al., 2016:515).

Each role player will participate in the process of problem identification from their own perspective and bring data that will assist the government to achieve its intended goals of job creation for the youth. The achievement of this goal will fulfil their Constitutional right to human dignity. Each of these role players has an oversight role to play and

that supports the monitoring and evaluation of the programme. A positive factor is that most of the role players in the network system are reputable and performance focused. The only fear of politicians about network systems is the fear of devolution of power over to the private sector, and they fail to see the benefits. As indicated by Kamarck (in Schwella, 2015:50), network's attraction is not bureaucratic, and networks are flexible and innovative. The fear of politicians in South Africa stems from the historic social mobilisation, which was centred on the liberation struggle, which empowered political parties as the soul defenders of human rights over individuals and civil society. The situation compromised the democratic processes in South Africa (Piper and Nadvi, 2010:214). The scenario has further compromised the individual capacity to lead because people think that it is only through political parties that they can lead; thus, giving up on their democratic power to hold politicians accountable.

Youth unemployment is a dilemma that South African politicians should consider as a matter of urgency if they are serious about leadership because the matter has the potential to destabilise the country. Apart from the role of the people on the ground, Constitutional checks in South Africa are conducted through the judiciary and the Parliament as watchdogs that must hold the executive accountable, both politically and legally; the institutions can be supported further by the Chapter 9 Institutions that improve accountability to citizens and require greater focus to ensure participation and meaningful citizen engagement (Schwella, 2015:150). Political accountability is a responsibility and obligation for every politician to secure the human rights of citizens and provide for the security of all citizens. In collaborative leadership, the responsibility will be shared, and the focus of the political heads will be on collaboration for the services to be rendered by the networks.

The youth unemployment and policy implementation agenda require inclusive leadership. Leadership must understand the political, technical and experiential perspective to create democratic and participatory communities who will function openly and transparent in the implementation of decisions that will bring economic and social upliftment. ***The leadership should have both the relational and the informational capacity in working with others***. The informational capacity will assist in sharing and disseminating information with all role players in the process. The relational capacity, on the other hand, connects the role players and legitimises the relations for progress (Feldman and Khademian, 2007:306).

An informed leader is a better leader in that they value the role of each role player as an integral part of the project. Capacitated leadership can utilise the perspectives to analyse the tools that are required to address the challenges that are encountered. They work with a variety of domains; thus, gathering more data for collective decision-making. It is a requirement for the effective implementation of the NDP and all other policies that are meant for youth empowerment and capacity building.

7.2.3. Collaborative and Integrated Planning

The youth development model in South Africa requires thorough planning to achieve the intended results. The network approach allows for ***multidisciplinary planning,*** which will ensure that the representation of role players is broad and all encompassing. One of the identified problems in the policy implementation of youth development is the isolationist approach that government departments adopt when planning policy implementation in the respective departments. Despite their claims of implementing their programmes in line with policy, there is no synergy in the government, and this is because departments fail to consult and communicate interdepartmentally to share with others what they are doing. Each department has its own youth development initiative that is not aligned to what others are doing. The deduction from this approach is that one of the reasons why the NYDA is failing in its mission is because the programmes are too independent, and it makes it difficult to monitor and evaluate. Network governance enables the coordination of programmes from a central point and makes it easy to collate, facilitate and monitor progress from a designated centre.

When network governance is applied effectively in planning, the structures (such as the NYDA) will regain its authority and mandate over the coordination of youth programmes because it will have to steer the planning process as per the prescriptions of the NYDA Act. Planning according to networks means that role players will ***develop collective plans,*** which will be the product of all who have interests in the youth development agenda. When plans are collective, it will mean that ownership will be easy and investments in such plans will be easy because information on what is to be done will be accessible to all. In network governance, planning role players are interdependent and their processes are participatory and inclusive; therefore, coordinators gain uninterrupted commitment and the will to deliver on the agreed goals. The study contends that youth development could bear better fruit if

collaborative planning could be adopted in the initiatives geared towards youth employment and development. It will provide the private sector with direct involvement in decision-making and influence in government policies and service delivery models. As indicated by Serban (2015:6), “Cooperation, patterns of information flow, joined strategies, as well as other characteristics of the actor’s inter-relations in the network are the principal means by which policy outcomes can be explained”.

Planning entails the analysis of the problem because plans must be informed by the actual problem. To address youth unemployment, the planners must ***do an in-depth analysis of the causal factors*** that contribute to this problem. The analysis will involve various factors that will include the challenges, that were addressed in Chapter 5, because they are outlined as part of the problems that make it difficult for youth to be absorbed in the employment sector. The plans will also consider aspects such as the categorisation of young people according to age, education levels, skills acquired, experience, and many other categories, which could be useful in unpacking the dynamics that are involved in the youth unemployment dilemma. The planners will then be able to priorities the employment needs of youth accordingly. The planning process will enable planners to ***select the relevant methods and tools*** that will work and the vast expertise that is offered through the network planning approach will offer diverse options and proposals towards resolving the youth unemployment dilemma and work towards the development and empowerment of young people going forward. The role of planners during planning is not to provide only proposals and methods, but they offer a “differentiated approach” (Serban, 2015:7) to capture the specifics of each category of youth. The differentiated approach enables planners to approach the implementation of policy in various ways, which will benefit the target group in a cost-effective way. The value for money is informed by the fact that funding is not only from the government, but from networks contributing in many ways. In a network approach, there is no dependence on state resourcing; that makes processes more transparent and the plans are open and accessible to all.

7.2.4. Review the NYDA Act and capacitate the Agency

The NYP 2015 outlines one of the challenges of youth development as the designation of the NYDA Act as a Section 75, as opposed to a Section 76 (NYP, 2015:9). The matter was identified as a challenge in implementation in Chapter 6.

The Act was passed as an ordinary bill not affecting the provinces and not as a bill that binds the provinces. The proposal is that if the NYDA could be passed as a Section 76, the provinces will have an obligation to ensure its full application. Currently, the provinces work directly with the youth through the youth desks or youth directorates that were established in the Offices of the Premiers; these youth directorates are used by provinces as vehicles that enable youth mobilisation. The idea of the youth desk weakens the NYDA's mandate, while giving the provinces options not to implement youth programmes through the Agency. The youth directorates perform most functions that the Act prescribes for the Agency, such as the coordination of youth and this leaves the Agency in limbo. ***There is a need for guidance regarding the working relations between the youth desks and the Agency,*** and that is the task of the Presidency and the provincial premiers to clarify. The Presidency endorsed the youth desk as the custodian of the implementation of youth policy and the integration of the Youth Development Strategy, while the Agency is mandated to initiate, design, coordinate, evaluate and monitor all youth integrated programme (NYP, 2015:29). Both structures have a coordinating role, which causes confusion in implementing programmes. The roles of these structures are confusing and intervention is needed.

Through good governance, ***synergising the role of the youth desk and the Agency*** can be realised. The decision by the Presidency to have both structures operating together led to unnecessary competition that hampers the coordination of programmes for the youth. The arrangement also affects services to the youth and undermines the existence of the Agency as mandated by an act of law. As outlined in Diagram 7.1, it is the duty of the political leader to provide the policy directive; therefore, the Presidency is duty bound to guide youth policy direction and ensure the survival of the NYDA within provinces, while retaining the youth desk, if it deems it necessary. The President might consider having the youth desk account to the NYDA to gain a form of structure because currently it appears as if each is independent from the other and that might cause administrative and managerial challenges. Leadership must intervene and facilitate collaboration between the youth desks and the NYDA to enable the NYDA to perform its tasks. The current setup is fragmented and bears no fruit.

The Act is incomplete for as long as the youth strategy document is not finalised and published. The NYDA youth strategy should have been the foundation in the approach

of youth development, to enable the government sector to align the programmes to the strategy, and not the other way round. The question now is, If the strategy is not final, what is the driver of youth development, or what tool is used by the NYDA to influence buy-in for youth development. The NYDA needs to be supported to ***finalise the Integrated Youth Strategy*** as prescribed by the Act. The NYDA is using the Draft Integrated Strategy that was published in 2012. This is a limitation because the draft means it is not final, it is not yet legal, and cannot be imposed; therefore, it is not binding for government departments to implement. The NYDA produced two new policies, both of which do not have implementation plans to date. The other structure is the national youth desk within the Presidency (De Lannoy et al., 2018:13).

The Draft Integrated Youth Development Strategy and the National Youth Service (NYS) Green Paper, as discussed in Chapter 5, prescribed the implementation of the NYS as part of the roles of the NYDA. The NYS is seen as one programme that is intense and directed towards achievement of skills development, nation building and national solidarity, and focusing more on spatial and integrated communities (Meyer, 2013:20). The NYS programme is equally a mandate of the Agency but the footprints of the NYS are not visible within the society. The Agency must ***activate the NYS Service in communities***. However, the Agency is unable to deliver on this mandatory requirement and to date the EPWP programme is the only programme that is regarded as a successful NYS programme. However, the success of the programme cannot be attributed to the Agency, but solely to the Department of Public Works. The implementation of the NYS is geared towards ensuring participation of various categories of youth groups, including students from the higher education sector, further education, training students, unemployed young people and youth in conflict with the law, together with disabled youth, for developing values for participation in a democratic setting (NYDA, 2011:13). These categories of young people cannot be traced in government programmes, as per NYS prerequisites, and there is no data supporting their participation in most programmes. The situation questions the capacity of the NYDA, and as an agency of the state that is supposed to advocate for youth development, and its relevance, if there is still any.

In terms of governance standards and principles, the NYDA is supposed to account to the government and accountability measures would prescribe that failure to deliver on specific key mandates like the existence of the youth strategy and the implementation

of the NYS are issues that the Agency should be held accountable and responsible for. The silence of the government on these matters is an indication of poor governance or lack of adequate governance procedure to demand accountability for the service to the youth. The functions allocated to the Agency require full capacity with dedicated structures that are accessible in communities. However, the Agency functions at provincial level and there is no footprint at district and local level. The challenges regarding these arrangements were discussed above.

According to the Act, the Agency accounts directly to the Presidency, but the positioning of the accounting and reporting are far-fetched. The view is that the accountability and reporting of the Agency require an additional structure between it and the Presidency for transparency and principled leadership. The expectation of support from provinces, when they do not possess power over the Agency, is limiting and the implementation process of the NYDA Act is compromised. ***Provinces must be given legislative authority to oversee the activities of the Agency*** because the implementation of the NYDA programmes occur in provinces. The NYDA's autonomy within the provinces is not benefitting young people. The Act also prescribes that the Agency must submit reports direct to the Presidency and it does not refer to provinces. The Presidency is the one who tables the report to Parliament (NYDA, 2009:8). The process has loopholes that influence the reports that are submitted because they are a unknown in the provinces and the reports cannot be validated. The question would be: How transparent and open are these reports when they move direct from the NYDA to the Presidency? The legitimacy of these reports can also be questioned,

Some of the functions that are allocated to the NYDA are beyond their capacity and require partnerships. The government should rather direct these functions to entities, which are capacitated. Expecting the Agency to provide adequate career guidance (Subsection 4(a) of the Act), for instance, is a task that needs the Department of Basic Education and is an exercise that must happen earlier within the school curriculum. The government must ***redirect career guidance to the Department of Basic Education*** to allow the Agency to focus on other key functions. The government needs to reconsider limiting the functions of the Agency, especially concerning training.

There is other training that must be aligned to certain government departments, rather than the NYDA, such as the ***bridging programme; personal development training;***

and enterprise and business development can be better coordinated from the Department of Small Business to enable the Agency to focus on lobbying business for programmes, such as mentorship and employment opportunities for youth. The bridging and matric rewrite programmes are linked to the Department of Basic Education; therefore, their placement in the said department will allow the NYDA to focus. The Agency could provide information on the programme but not lead the programme because the achievement of the re-write is added to Basic Education's overall performance. Through a collective approach, the Agency will be able to realise the limitations of its mandate and allow others to fill the gaps as per the prescripts of their respective mandates, whilst retaining good working relations. Good governance measures must be followed to align the NYDA to the network approach to enable the Agency to achieve in collaboration with those sectors that have vested interests in young people.

The NYDA Act does not clarify the ways in which the government departments must contribute towards the achievement of the ultimate goals of the Agency and it does not specify the measures that should be used to hold the government departments accountable. Moreover, the NYDA mandate is too broad. The tasks cover facilitation, coordination, provision, monitoring, evaluation, integration and all administrative duties; thus, making it difficult to deliver. These tasks are outlined in the Act in Section 5(1). The Act is not clear on the funding mechanisms of various youth programme and this is one measure that indicates openness and transparency that could lead to better buy-in from investors and businesses in the NYDA. The Act further lacks detail, which weakens the support that is required for the benefit of young people and partnership formations. The Act has the same weakness as the New Growth Path (NGP) in that it does not provide details on implementation, it appears more as a vision, and it does not have any implementable steps (Meyer, 2013:21).

In Chapter 3 of this study, we saw the importance of policy implementation and throughout the study we realise that the greatest contributory factor to youth unemployment is poor implementation in South Africa. Hence, the call to review the NYDA Act to come up with a more solid yet practical policy that will enable effective implementation of youth policies for better outcomes. The policy will have to follow a holistic approach, as discussed through the Network Theory. In the holistic approach, the process should "include sufficient resources, the capacity to monitor and learn from

the mistakes; communication with all stakeholders about the nature and purpose of the change; and the ability to include these same stakeholders in the design of the implementation and to gain from their insight" (Sullivan, 2010:4).

Chapter 4 of this study discussed governance at length, and from the discussion, we learnt about the governance principle and how it affects the day-to-day delivery of service to the people. It is through these lessons that the study highlighted the challenges of the NYDA Act and the need for its review because good governance is found on the principles that are used to guide service. The NYDA Act is unable to empower the Agency to ensure accountability to anyone but the Presidency. Adopting the network approach and governance principles in the Agency will benefit communities in that it creates a platform for reporting, explaining and responding to the recipients of service on progress and the decisions that were made, and the factors that led to the conclusion on such decisions, as opposed to one line of accountability. Government departments operate outside this principle. Governance advocates for transparency and openness to enable the recipients of service to gather more information about decisions and events. Transparent processes enable the beneficiaries and all who have an interest in the processes to access information about details, such as the applied policies and the levels of consultation and advice.

When the processes are open and transparent, the benefits of the NYDA would be that knowledge of the Agency's business would allow external stakeholders from different sectors to provide support; thus, gaining better buy-in. If the policies are applied within the confines of the law, and decisions are made according to the law, state departments would abide by the rule of law and youth will benefit, but it seems as if government departments do not adhere to the rule of law because of poor governance processes in the Agency and government departments in general. Responsiveness is one principle that is not clearly defined in terms of service provision to the youth. The signs of responsiveness, effectiveness and efficiency in the NYDA's practices are not clear and so is the issue of participation of young people in the development of NYDA activities because their inclusion is a way of empowerment through representation. These principles are key in governance but are challenging for the government (Schwella, 2015:136). The government must ensure the effectiveness of legislation, such as the IGR for the NYDA to work. That is possible only in a situation where the NYDA Act is reviewed to meet certain standards and

requirements for policy effectiveness and functionality. The review will also enable the Agency to close all the gaps that hamper effective implementation of the Act and improve the working relations between the Agency and government departments.

7.2.5. Economic Growth

Economic growth may not be considered as a direct factor in the capacitation of young people. However, it plays an important role in shaping the direction for progress in youth unemployment. Creation of employment requires stability and growth in the economy. The current economic condition of South Africa does not allow for growth in the country. The challenges within the economy are daunting and triggers uncertainty regarding the future. Therefore, the absorption of young people in employment demands more that the drive and commitment from all stakeholders. Government as a coordinating agent in network governance must ***formulate policies that are investor friendly*** to enable more investors to develop an interest in South Africa and attract more investment. The economy needs stimulation to grow. The recommendation is that through network governance, the government will ***create an enabling environment to allow the private sector to bring economically viable initiatives*** to boost the economy and enable growth. The network system will ease the government's direct involvement in the economy by allowing other role players to spearhead the economic arm for job creation.

According to Meyer (2013:24), "Labour laws have a major impact on the willingness of the private sector to appoint permanent workers". The situation compromises the chances of the youth gaining access into the job market. However, when collaborations between the public sector and private sector are established some of the impediments will be addressed to reach an amicable resolution that will favour both labour and the private sector equally. Network governance must allow healthy relations to enable the private sector to offer to prioritise youth employment and to set aside jobs for young people in the recruitment processes. Through negotiations and collaboration, the private sector and labour could engage to secure equitable wage structures that will favour both. The proposition depends on investment and economic growth, whilst the investment relies heavily on the trust between the public and private sector. Interdependent relations will enable the private sector to create and distribute

prosperity and development, while regulated, and their business interests are protected by the government (Schwella, 2015:246).

The study proposes that the country must start from the known to the unknown, meaning that as much as we acknowledge the development and investment in the information sector, South Africa is not capable of achieving in these sectors. Therefore, the country must consider ***reindustrialisation of factories*** to create employment for the youth. Encouraging investors to reopen factories and start producing for the internal and external markets could boost the economy whilst creating opportunities for young people. Manufacturing is what the country used to do and that should serve as a starting point for youth employment. Industrialisation should be used as a vehicle to support small and medium enterprises.

Another important factor in the boosting of the economy for youth employment depends on the government's commitment to expand the business focus beyond the borders of South Africa. A consideration must be made for cross-border trading, especially in the SADC countries. The study believes an extension of trade into these countries could increase the possibility of growth in the economy. Thus, it will open up more positive growth that will enable achievement of the NDP, which requires the economy to grow threefold to create the targeted 11 million jobs by 2030 (Schwella, 2015:243); the increase in the contribution into the global market, which is driven by better economic management and greater openness to international trade (NSTF, n.d.:9); and expanding intraregional trade in Southern Africa from 7% trade to 25% by 2030 and expand trade with regional neighbours from 15% to 30% (Zarenda, 2013:11).

Economic growth as a factor is a force for job creation because there are arguments that point to the fact that economic growth might not contribute to the envisioned job creation, as history has proved that growth in the economy might not necessarily mean a growth in employment. The DTI has pointed out that the growing economy is not delivering the expected job opportunities to impact positively on unemployment (DTI, 2013:13). Some researchers argue that the post-apartheid era has seen jobless growth, meaning that despite the growth in the economy, joblessness remains high. Others refute this claim, indicating that growth was slow but not jobless (De Lannoy, et al., 2018:20). Thus, the study argues that the issue of economic growth demands

focus, which will enable the stimulation of jobs; hence, the emphasis is on the importance of interdependence to ensure that all factors that impede job creation can gain attention.

7.2.6. Education and Skills Provision

Development and empowerment cannot happen in the absence of education. Education is the foundation for capacity building, and youth development cannot happen outside the parameters of education. Without quality education, the chances of development are slim; in a developing country like South Africa education should be a priority to give citizens the opportunity to grow and align themselves with the demands of a developing country. These sentiments are endorsed through the Constitution, which pronounces education as a basic right for humanity. The importance of education is carried further by the NDP, the National Youth Policy 2015, and all youth-related policies. Despite this, quality basic education is a dilemma despite the efforts at improving education, as discussed in Chapter 5. It is clearly indicated that literacy and numeracy standards in South Africa are below standard. Hence, the government must approach education in terms of the needs of the country. The curriculum must be an outcome of the recommendations and inputs of the possible employment sectors.

Education is the only tools that can be used to meet the economic requirements of the country. Through collective problem identification in the education sector, the government will be able to develop a curriculum, which will be relevant. As a country, South Africa cannot claim to be proud of what education in the post-apartheid era has produced. The country is struggling with the placement of youth in employment because the curriculum content does not address the economic needs of the country. A popular belief is that education must help to solve the problems that a country faces; failure to meet this indicator means education is irrelevant. De Lannoy et al. (2018:14) cite “a lack of synergy between education, training and work” as inhibiting progress, and the challenge is what the Department of Higher Education and Training (DHET) was meant to deal with on inception. According to the National Planning Commission (NPC), “The inability to support young people to make the schoolwork transition is probably the biggest challenge in the labour market” (NPC, 2011:13).

The challenge posed by De Lannoy et al. brings questions regarding the developments in education because post-1994 the first National Curriculum Statement was grounded on “a prosperous, truly united, democratic and internationally competitive country with literate, creative and critical citizens leading productive, self-fulfilled lives in a country free of violence, discrimination and prejudice” (Potgieter-Gqubule and Ngcobo, 2009:20). Education is not progressing, according to its initial intention. Failure to synergise services is a governance factor that shows that the system has moved away from building competitiveness amongst the citizens because the system has lost direction. The key factors, such as literacy, creativity, critical thinking and productivity, are far-fetched within the current developments. It is the effects of these factors that have a direct bearing on the current youth unemployment dilemma because without literacy, numeracy and critical thinking, the youth are trapped in the past and are unable to rescue themselves.

Education remains a priority, even in the NDP, and there is strong belief that South Africa will prosper through education. Education could contribute to higher rates of investments and competitiveness, and expand productivity and the export industries (NDP, 2012:17). However, education has lost its direction because (as discussed in Chapter 5 of this study) it is not delivering the expected outcomes, despite the fact that the bulk of the budget is allocated to this task annually. The NPC estimates the education budget at six percent of the GDP. The poor quality of education in South Africa is a matter that is acknowledged in many government policy documents, for example, the NDP prioritises the improvement of quality education, skills development and innovation (NDP, Executive Summary, 2012:17). The NYP (2015:11) states that poor quality education at all levels of the education system offsets participation in schooling, while the Department of Higher Education acknowledges the need for “massive expansion and radical improvements in the quality of education and training in order to contribute to the lives of individuals, the development needs of the economy and broader society” (DHET, 2017:9). The education system must transform its approach and through the involvement of others, the task will be manageable.

The collective network systems approach can assist in the process by ensuring the participation of various sectors because education must be approached from the premise that it must address the country’s social needs; therefore, the government alone cannot provide in the needs of the education system to reach the required

standards. ***Partnerships must be forged to upgrade curriculum content and review the fundamentals in learning***; these partnerships must not be limited to the job security of youth but must be extended to ensure the development of young people in their totality and investment in resourcing the education system for economic growth. The networks should participate at all levels of education, including curriculum development, infrastructure development, and the funding models of the system. The alignment of the educational system and programmes delivery must be informed by the needs of the participants at all levels of the society, meaning the curriculum must be evidence based.

According to the DHET (2017:10), curriculum is a statement of intention focusing on the outcomes to be achieved, the knowledge content to be acquired, and the ultimate competencies and skills that must be developed through learning; it must address national and local needs and demands. The study would add that the needs must include the needs of all sectors, not only the public sector, because the involvement of the private sector has the potential to bring more investment in education and to address the economic needs of the country in a real sense. The participation of youth in curriculum development is equally important to ensure that the curriculum takes cognisance of their aspirations.

The study further acknowledges the importance of the National Curriculum Framework in education, but the Framework must serve as a guide to districts and at local level on the educational imperatives. However, ***the district and local governance structure must craft their curriculum according to their needs***. The curriculum will have to follow a criterion that will consider factors such as spatial planning, available commodities, the economic and agricultural requirements of the area, and community profiling to ascertain the available skills resources and skills requirements as part of the consideration to unlock the potential of the localities and ensuring relevance of learning to the communities. The exercise will curb the problem of labour migration because the labour market will be in line with the local economy. The issue of localised curriculum is supported by Durkheim (in Potgieter-Gqubule and Ngcobo, 2009:19) who refers to a school as a “agent of socialisation”, where children source their social values, norms and principles of society; it also teaches social cohesion including acceptable behaviour and attitudes required, while transferring technical skills and other knowledge to function in a society. Therefore, a localised or district-based

curriculum is contextual and relevant. Governance supports this notion in that it encourages a decentralised approach to decision making. Therefore, through governance, the government cannot possess the monopoly to decide on the curriculum content.

In addition, the ***government must consider the alignment of the curriculum between basic education, further education, and higher education.*** The disjuncture is caused by the lack of a clearly defined transit strategy between colleges and work placements (NYDA, 2011:21). Further education struggles to gain a footing in mainstream education because of the concentration of learners in universities. Young people regard universities as the ultimate exit from basic education and the perception of TVET Colleges is negative. According to the DHET, the challenge related to the promotion of artisan training to the youth is a matter of the stigma related to artisans and a lack of workplace learning for artisans (DHET, 2019:3). Technical education in South Africa is not popularised but it could serve as a major boost to the skills backlog in the country. The government must coordinate the campaign ***towards destigmatising technical education and encouraging more learners to undertake artisan development as a solution to youth unemployment.*** The NDP prescribes the production of 30 000 artisans per year and the expansion of the college education system to attract more learners and ensure the participation rate of 1,25 million enrolments by 2030 (NDP, 2012:59). Through the acquisition of artisan skills, young people will be able to create their own employment. The drive towards artisan development will also boost industrial development and job creation; hence, the need to concentrate on this venture. Moreover, network governance is essential because the campaign depends on collective and multiple stakeholder involvement. Involving the private sector in the campaign will open the industries for work placements, which are identified as challenges in the growth of artisans' careers. The drive will also enable the private and public sector and labour to influence the skills requirements and curriculum content in TVET Colleges because they will be producing skills according to the demands of the market. The DHET has identified the problem of a mismatch between supply and demand for skills, resulting in learners acquiring education and training that is not aligned to the economy's needs (DHET, 2019:3). Here, network governance comes in handy in that through networks, learning will be informed by the purpose and availability of opportunities.

Involvement of more stakeholders in further education will also remove the perception that TVET Colleges are for “school learners with learning problems” (NYDA, 2011:21). There is a great need for collectivism in destigmatising and demystifying the perceptions that communities have about TVET Colleges and it is a task the government cannot achieve alone through the DHET. The colleges must open their doors for youth to access information about the processes and procedures in these colleges. The use of the media to communicate the message is necessary to gain the attention of the youth as the main stakeholders and beneficiaries in this regard. Advocacy programmes in TVET Colleges should also be intensified to ensure an increase in the recruitment and enrolment into these colleges to address youth unemployment. It is therefore important ***to assess the effectiveness of policies that are geared towards further education*** to ascertain their value and implementation in line with the complexities of South African society. The argument is that if the further education policies are good, why do implementers find it difficult to implement, or, are they good enough. The question stems from the submission of the study that policy implementation is a challenge in South Africa because the policies do not deliver the intended results, which might mean that policies in the country are not as good as they are portrayed to be.

In its policy discussions, COSATU as another important stakeholder in the employment sector highlighted the importance of the alignment of skills and education, citing skills as the integral part of employment equity (COSATU, 2010:12). Skills acquisition must be part of education, and not an independent task within the education sector. Both the ***Department of Basic Education and Higher Education must coordinate the alignment of the mandates of each to create synergy***. Synergy starts with the introduction of a technical education stream in the lower grades within basic education so that learners can understand and see the value of this sector. The education sector and youth development role players must come together and agree on the learning areas that should be classified as fundamental subjects and which to classify as electives. One of the mechanisms that they could agree on is ***to include some of the technical subjects and enterprise development as part of the learning areas that must fall into the fundamental category;*** that is, each learner must have at least one of the fundamentals as a technical subject. The popularisation of these learning areas depends on learners being exposed to practice

and to make an impression on them. Skills development requires these subjects considering the facts that when the challenges in relation to skills are outlined it is generally agreed that there is a skills shortage. Early exposure will provide the youth with an opportunity to acquire enough background, which will enable them to make informed decisions about their plans and intentions regarding career choices. Exposure will lay a better foundation for endeavours and will contribute to the proposal by COSATU that there is a need to put more “emphasis on apprenticeship training with a heavy focus on full four-year qualifications” (COSATU, 2010:12).

The youth need to understand that the future of South Africa lies with artisans for infrastructure and industrial development. It is through partnerships and good governance that this idea could succeed. Addressing youth unemployment depends on the application of good governance. The review of policies on further education could consider the recommendations going forward. Through proper governance channels they will engage and communicate adequate information to their target audience including role players in all sectors; considering that the governance agenda calls for the mobilisation of new policy instruments, based upon negotiations, which would give back governance capacity to the state (Le Gales, 2010:4). What is important is for governance structures, which would lead the process, to apply the relevant governance mode and principles to achieve maximum output. The review of further education policy, especially concerning artisanship and apprenticeship, would have to ensure the maximum participation of the academic sector as the specialists in curriculum and research. The exercise could ensure the achievement of a credible and legitimate policy process with practical outcomes. The target group referred to in this debate could be young people who are schools-based and who still have the opportunity to make a career choice and are of school going age.

On the importance of ***enterprise development as a learning area***, young people could gather skills that could assist them to establish their own enterprises without fear of failure because they would be empowered. Entrepreneurship education is important to off load the burden of dependence and reliance on the government to provide employment. A call for the development of a curriculum that fosters an entrepreneurial culture in South African schooling system was made as a proposal by the DTI (DTI, 2013:29). The call supports the initiatives by the NYDA.

Young people are afraid to venture into enterprise despite the number of opportunities associated with enterprise development in South Africa. Enterprise development is earmarked as one of the main contributors to employment creation and a major driver in economic development. However, entrepreneurial involvement in the country is low and sluggish, which is attributed to the low involvement of young people in the start-up of new business ventures (De Jongh and Meyer, 2017:71). Young people are inclined to want to acquire a job rather than create their own jobs. It is incumbent on the education system to assist them to move out of the mentality of dependence on others to provide, while they can do it on their own. Enterprise development must become one of the options that are introduced to young people to develop an understanding that they do not have to wait, but that they need to move and take initiative.

The Black Economic Empowerment quotas propose that 30% be set aside for procurement and that 30% of all new job opportunities go to the youth (NYDA, 2011:19). The NYDA offers grants for youth participation in youth entrepreneurship and start-ups, giving youth development support (NYDA: 2015:50). The impact of these initiatives is minimal because young people do not possess an enterprise development background. The short courses in enterprise development that are offered by the Agency are too short to equip a person fully. They are relevant for people who have a foundation and it is this foundation that must be acquired through basic education, while learners have an opportunity to absorb content. The approach is that youth enterprise must be funded, but putting money into youth enterprises is not equivalent to development or empowerment.

There is also a category of youth who could not complete their secondary education; as a result, they are worst hit by unemployment because of their limitations in terms of numeracy and literacy. Some youth in this category have matured in terms of age and life experience and it might be challenging for them to go back to the classroom for formal education. The policy definition of youth in South Africa accommodates people up to the age of 35 years. Therefore, some of the people under discussion have families and parental obligations that would make it difficult to go back to school on a full-time basis. However, the historical reasons bind the government to provide initiatives that will enable them to become economically active and assist in the eradication of poverty. Policy discussions must also consideration these youth to

enable them to upgrade their literacy and numeracy levels. Moreover, it was observed that skills acquisition beyond basic education became a shortcoming post 1994. The education sector focused more on the university sector and less on vocational education; while the college system was fragmented. The situation challenged the system to provide for more equitable education because post-secondary education was not suited to the social and economic needs (De Lannoy et al., 2018:14).

Two options can be considered for these youth. Firstly, basic education must ***intensify the Adult Basic Education and Training (ABET) programmes*** and make the ABET centres accessible for youth. Secondly, the Department of Public Works must consider ***the development of Skills Training Centres,*** working in collaboration with the Department of Higher Education and SETA. The Centres could be used to enable these youth to access and acquire soft skills such as sewing, welding, carpentry and basic computer skills, which would be enablers as sub-programmes for artisanship, and allow the youth to do independent projects that could assist them to survive financially because the reality is that unskilled youth find it difficult to penetrate the labour market.

Technology is replacing people in most low-paying jobs. The formalised skills development through the learnerships provided by the Sector Education and Training Authority (SETA) are not effective due to the already outlined challenge of work placements. Hence, the backlog on skills provision in South Africa requires a radical and intense approach to speed up the process of bringing the youth into a full development phase. ***The training centres could be used as incubation hubs*** for youth who have established small businesses and are still in need of mentorship and guidance. The advantage of incubation within the training centres is that the support given to the youth could influence others who are gaining vocational skills to realise that it can be done and maybe end up venturing into enterprises or partnerships.

The government could direct the funds that are used for the Community Works Programme (CWP), which was aimed at providing basic level income through minor work opportunities in poor communities, to fund the training programmes. The reason why the CWP funds should be redirected to the training programmes is that the programme provides temporary jobs that are not sustainable, and the work experience gained does not provide the beneficiary with experience that could guarantee growth

in the job market (Oosthuizen and Cassim, 2014:3). The CWP is a disinvestment; therefore, the funds must be channelled to a programme that will capacitate the youth with skills that are sustainable. All role players must be committed and determined to perform the tasks involved considering the age cohort that is under discussion. The reality is that South Africa requires governing structures that are flatter, agile, streamlined and tech-enabled, to enable the government to share labour, services and resources by the adoption of networks and partnerships that will ensure value for money (Meyer, 2013:23).

Revitalise and intensify agriculture in the basic education phase of education. The idea that the curriculum should consider the economic opportunities and commodities of each district and locality will reflect the need for more involvement of young people in agriculture for food production because food is a necessity. The Department of Basic Education is not doing enough to promote agriculture as part of the skills development revolution in schools. The question is: What makes up basic education if the Basic Education Department is unable to ensure that the system is in line with the development of the country? Young people must grow within the agricultural environment to develop an interest in the sector. At present, the number of registered agricultural schools is recorded at 34 (schools4sa, n.d.:1). In a country where there is a shortage of food, the education system must see the opportunity to influence young people to take agricultural subjects and teach them the importance of food production. The benefits of introducing agriculture to youth is two-fold in that agriculture has the potential to grow the economy; thus, creating more employment opportunities. Furthermore, through agriculture young people can produce their own food independently.

The discussion on agriculture as a fundamental subject is supported by the ongoing debate on land allocation and redistribution. The question is: Are the youth capacitated enough to handle such change? The study puts forth that the majority of young people in South Africa are not ready to handle the land allocation and redistribution process, especially regarding agricultural land and farm allocation because they did not receive adequate empowerment in land use management. Capacity building is an educational mandate; yet, the Department of Basic Education failed to align this mandate with policy development and this oversight is a problem that could be solved with the decentralised curriculum and the involvement of other role players who have an

interest in the development of the agricultural sector. The NYDA in its Draft Youth Development Strategy identifies the importance of agro-processing as an opportunity that could assist youth for economic growth. The Agency advocates for youth-owned and youth-led agricultural projects and businesses, which are positioned in the agricultural value chain (NYDA, 2011:18). The question is: Who are the youth who will be positioned in these identified opportunities when there is no alignment between what education is doing and what the country intends to achieve? Governance and policy development in South Africa need to address the gaps that seem to draw the country backwards regarding youth development and acknowledge the immense role of agriculture as a viable industry. Through participatory governance, which will allow the involvement of networks and the youth, the gaps will be closed in a cost-effective way because the role players participate not only to influence policy but also to invest without reservations knowing that the output will be beneficial for everybody. The education system in South Africa must go back to the drawing board and correct the misalignment in terms of what is taught in schools and how it benefits the country in terms of economic growth and job creation.

As part of a global world, South Africa is expected to improve in science, technology, and innovation to meet the Fourth Industrial Revolution (4IR). The investment in innovation technology is another sector where the education system could open opportunities for youth by the introduction of technology-related learning areas to allow the youth to develop technological, computerised programmes and applications that are innovative but also show creativity that would benefit the global village. The education system must make ***provision for ICT in schools***. The NDP calls for the expansion of science, technology and innovation output by increasing research and development spending by the government (NDP, 2012:60). The call is in acknowledgement of the fact that "apartheid has crippled the production of skilled workers and has affected the numerical production of black youth in science, technology and engineering" (NYDA, 2011:22). To remedy the situation, the NYP recommends the development of the Youth in Information and Communication Technology (ICT) strategy because the sector does not have many barriers to entry because it is current and does not carry legacy burdens (NYP, 2015:17). The NPC, on the other hand, observed that "growth in South Africa's ICT sector has not been accompanied by a realisation of the primary policy objectives of affordable access for

all to the full range of communication services that characterise modern economies" (NPC, 2011:17). It should be a prerogative of the Department of Basic Education, the Department of Communication and Information Systems and the Department of Science and Technology to promote this initiative with the help of the private sector because through such initiatives the youth will develop and create opportunities for themselves. However, the infrastructure in schools is inadequate; hence, the importance of the public sector and other state departments. Young people should develop computer applications, networks and programmes to generate income and ease the burden of waiting for the government to provide. However, the foundation lies with education to provide young people with information, the basics and exposure to enable them to compete with their peers in the global village.

The study recommends that a collaborative approach is the answer in the provision of ICT content, context, and infrastructure in schools. The involvement of all network structures is important to drive the policy development, formulation, and implementation in education for youth development in South Africa. However, it is more ICT practical in that the youth relate better with ICT programmes and projects as an age-relevant field. The practical implementation depends on the private sector; hence, the call for more involvement of the private sector, and government involvement should be related to policy endorsement, regulation and implementation. Advancement of ICT opportunities enables the youth to obtain real-time information and greater access, and they could communicate information easier through these initiatives (Walker et al., 2014:12). The proposals are in line with ensuring that the education system meets the economic demands of the country and assists in the alleviation of youth unemployment in the country. Investment in ICT infrastructure by all sectors will alleviate dependency because the youth will be able to use the resources to acquire knowledge and connect with the global world; thus, opening windows of opportunity beyond South Africa.

7.2.7. Psycho-social Development for Independent Growth

The employment challenge in South Africa is greater than the lack of employment; the problem is much deeper. As a result, focusing on unemployment limits the perspective that the problem must be addressed. To begin with, it has already been outlined that South African youth lack the necessary skills and education that is needed to help

them manoeuvre the job market. Apart from skills and education, the youth portray an element of disgruntlement and frustration; this is seen through challenges such as alcohol and drug abuse and crime (as discussed in Chapter 5). There is a link between these psychosocial actions and their current situation, which indicates that the problems of South African youth are more deep-rooted. Young South Africans need cognitive developmental support to make an impact in their lives. The support alluded to is not external in a form of funding; however, ***the youth need psychosocial support*** to enable them to cope with the challenging circumstances they are trapped in. The available initiatives seem ineffective because most young people's mindset and attitude towards life changed due to the circumstances they find themselves in; some of these are not of their own making.

The NYP highlights an important factor about the South African youth: that they are discouraged because of the lack of jobs and the inability to register at institutions of higher learning. The Policy also highlights their exposure to a risky lifestyle, which includes involvement in crime as either perpetrators or victims (NYP, 2015:3). These conditions are also discussed in Chapter 5 of this study, which outlines the situation of youth in the country. Obviously, there is a need to assist the youth, but no one will succeed if the psychological wellbeing of these youth is not attended to. A complete transformation of their situation will begin from within, and there is an urgent need for intervention. The study has observed that all interventions in youth development are externally motivated; thus, there are limitations regarding support for young people to put them into the correct frame of mind to enable them to see the world through a different lens. South African youth are damaged psychologically; hence, they care less or do not care at all – an indication of disgruntlement. Their dependency on drugs and alcohol and their involvement in crime symbolise diminished hope. As much as the government is trying to provide opportunities, their thinking limits them from valuing these initiatives.

The study also observed that most youth development strategies are finance driven, and all advocate for funding of youth development initiatives. As much as we do not condemn the gesture, the understanding is that funding cannot solve all youth problems. Youth need to develop in totality to reduce the dependency syndrome that is observed among them. The government needs to ***develop models that reduce dependence and enable independence*** to allow growth. Through the independence

approach, young people will gather strength to realise their potential and the responsibility they have towards assisting the country to deal with the alarming youth unemployment statistics. The allocation of funds for youth initiatives must be controlled to enable the youth to own their own development. They need to be influenced to realise their self-worth and dignity. They need to envision that the future belongs to them and it is their responsibility to drive their own development.

Young people enter risky situations because of low esteem, among other factors; therefore, their development must address their psychological defects. They need to realise their role as agents of change within their communities. The approach to their development should allow them not to be passive recipients of government assistance, but active participants in their development. Through character building and minimising dependency, the government will make better gains in enable youth to invest their energies towards their personal growth. Youth development requires intensified psychological services to impact on young people. There is a need for more internal support than external support of young people to impact on their wellbeing and personal growth. Moreover, the achievements in youth development is South Africa must not be quantified and measured in terms of the number of young people who were supported financially and otherwise, but in terms of the quality of young people that the country is producing – a young person who is independent and can stand his/her ground amongst nations without fear and with conviction. Thus, the youth in South Africa must be assertive and confident to be able to compete within the global village.

Chapter 5 of this study outlined several psychosocial challenges that are associated with the disgruntlement and frustration associated with unemployment. The resolution of these psychosocial problems must be addressed if youth development is to be holistic. The youth dilemma must be addressed in its totality; progress cannot be achieved with these issues are left hanging. The youth's consumption of alcohol and their abuse of drugs must also receive attention through the networks to obtain the participation of all role players in assisting them with programmes, such as rehabilitation, because developing an addicted youth is a futile exercise. In addition to alcohol and substance abuse is the vulnerability that is reflected through criminality and unplanned pregnancy, all resulting from the compromised situation they are trapped in. South Africa must ***develop rehabilitation programmes*** for youth to assist

them to deal with addiction. Through these programmes, support must be provided. Drug and alcohol dependence is contributing immensely in the deviation of youth from the primary programmes of their lives. The involvement of various sectors is important to lift the youth out of drug dependency; it cannot be the sole responsibility of the Department of Health. Collaboration is key to instil a sense of solidarity and patriotism amongst the youth. Moreover, the is understanding of their role in society will affect their behaviour and influence behavioural change. Personal development is a factor that is also recommended in the NYP. The Policy encourages behavioural change to allow youth to develop a good self-image, assertiveness in decision making about sexual and reproductive health, and using laws, policies and recreational facilities to deal with the challenge of substance abuse and related illnesses (NYP, 2015:30).

Allowing the youth participation through the network system is important because they could engage on valuable issues beyond politics; thus, becoming more active and relevant. Additionally, political participation by young people is minimal and youth who are not active in formal politics are given the latitude to do so in a formalised setting. In a network governance setting, youth participate in a protected space and their rights are safe from abuse by unscrupulous opportunists. The reason for their reluctance to partake in politics is cited as a life cycle explanation, which is explained as a lack of background on party processes and electoral systems, limited knowledge and experience of politics, and limited integration in the political establishment and generational explanation, which is defined as withdrawal as a result of mistrust of the electoral system as a capable structure to bring change because of the alienation and exclusion of the youth in the electoral processes (Potgieter-Gqubule and Ngcobo, 2009:28). Network governance provides an element of relief in that young people will feel valued and considered because their stance is that political processes shut them out. Network governance can also be used to prevent apathy amongst the youth and acquire their contribution in politics. Through network governance, young people become active participants and active in the implementation of initiatives that will transform their lives for the better. Network systems ignite the youth to optimise their capacities on an equal basis. Network governance further enables youth to participate in the decisions that shape their lives and their fundamental human rights; thus, they become part of human development (Gisselquist, 2012:12). The participation of youth

is not only beneficial to political processes, but it enables the youth to realise their abilities and capabilities in decision-making processes and allows them to mature.

7.2.8. Youth Economic Participation and Entrepreneurship Development

The South African economy is not creating enough employment opportunities. The reliance on the government to provide job opportunities sounds unfair because the youth must assist in the creation of jobs and boosting the economy. The economy could improve if young people could be encouraged to create their own enterprises; this is something that the government is trying to encourage through the passing of various policies that support youth-owned businesses. The government established the NYDA with the purpose of supporting youth-owned enterprises and encouraging more youth to enter the business sector, as enterprise development is viewed as one factor that could contribute to job creation. The move is informed by the reality that government employs only 13% of the total labour force (NYDA, 2011:18). To offset the expectation that the government could absorb the youth, more young people are encouraged to establish small to medium scale enterprises with the support of government through various strategies, including the DTI's Youth Enterprise Development Strategy (YEDS) 2013-2023. The Strategy was developed to promote self-employment through youth-owned enterprises and to enhance the economic participation of youth through the mainstreaming of youth in existing enterprises (DTI, 2013:8). The Strategy aims to see young people own businesses and actively participate as shareholders and owners of enterprises. The initiative is in line with the NDP, which recommends the support of small business through better coordination of relevant agencies, development financial institutions, and the public and private incubation (NDP, 2012:30). The NYDA Act, on the other hand, seeks to empower and support youth enterprises and cooperatives.

To boost youth participation in the business mainstream, YEDS has developed programmes that are aimed at focusing on the empowerment of youth enterprises. It covers the following:

Diagram 7.2. DTI Youth Programmes

Name of the Programme	Aim of the Programme
1. Entrepreneurship and Coaching Programme	• To improve the performance, survival rates and profitability
2. Youth Entrepreneurship Promotion and Awareness Programme (Outreach)	• To promote and raise awareness of entrepreneurship, targeting young people throughout the country to encourage them to view entrepreneurship as the first option in their economic participation endeavours
3. Business Incubation for Young Entrepreneurs	• To grow youth-owned and managed enterprises by ensuring their sustainability through an incubation mechanism
4. Business Development Support Services for Youth Enterprises	• Provides business infrastructure support to young entrepreneurs, access to markets, and capacity building and skills development for youth in business

Source: DTI, 2013:50

The enterprise development programmes are clear and direct in terms of their purpose and focus. The Strategy reflects a well-thought-out vision of what needs to happen to see young people developing to become fully-fledged entrepreneurs. The strategy is in line with the NYDA Draft Integrated Youth Development Strategy for South Africa, which outlines the need to create new businesses through aggressive entrepreneurship across all ages, and small and medium-targeted initiatives, especially for underprivileged communities (NYDA, 2011:16).

The initiatives show the government's commitment to youth enterprise development and business growth, but the impact of these initiatives is not forthcoming. The NYP points to the challenge of fragmentation, the lack of coordination, and poor linkages to government strategies as reasons that affect positive outputs on the implementation of these government initiatives. The irony is that, going through all the strategies and

initiatives all acknowledging the importance of a collective approach to service and emphasising the importance of working with other stakeholders to achieve the set targets, the delivery is poor.

The involvement of the youth in entrepreneurship starts with education, as already discussed. The government needs to ensure that the education system lays a good foundation in schools to enable and activate these initiatives. ***Partnership formations*** with other sectors to promote enterprise development are necessary. The public and private sector must form collaborations that will influence young people to participate in business. The DTI must ***intensify and popularise the incubation programme*** to enable more youth exposure into entrepreneurship through practical work. Through the incubation system, young people will receive guidance while growing their own businesses, which means their development will be intrinsic. Incubation exposes the youth to all aspects of business and the commitment levels in incubation are higher because benefits are direct. However, this mechanism is used sparingly in South Africa.

Furthermore, the NYDA, the DTI and all role players in enterprise development will ***have to intensify the linkages to markets for youth business*** to ensure the access and profitability of the businesses. The market linkages can be through the provision of adequate infrastructure as an enabler for enterprises to search for relevant and potential customers. As much as the study supports the assistance from government institutions and the agencies, we condemn the over-reliance on the government and agencies to do everything for youth businesses. As entrepreneurs, young people must develop to become independent. Therefore, this kind of assistance must be time bound. The NYP proposed the connection of youth to funding opportunities and the study acknowledges the importance of funds, especially for small and medium enterprises, but the funding model must be conditional to eliminate over-dependence on an external cash injection when the enterprise is unable to generate its own funds. All initiatives, irrespective of whether they are public or private, must ensure that the country produces true businesses that are sustainable and have the potential to contribute in the eradication of poverty and unemployment. The country must produce independent youth enterprises that can compete with similar enterprises elsewhere.

The capacitation of young entrepreneurs is central to the success of young entrepreneurs. Young entrepreneurs must undergo regular training sessions to keep them updated on the business environment. The NYDA provides training that is mostly conducted at the beginner's stage; but, there is a need for ongoing capacity building initiatives for young people. The capacity building can be in the form of workshops, conferences or any other gathering of entrepreneurs where the environment is conducive for sharing of information. The young entrepreneurs need to gain exposure to learn from their peers, which will enable them to realise the available opportunities for growth and partnerships with others because South African youth do not possess adequate and relevant skills required in business; hence, the need for continuous training. Capacity building of youth entrepreneurs should also focus on teaching young people that government tenders are not enterprises but short-term opportunities and there is a need to establish functional businesses and not rely on tenders. The perception that exists, especially amongst black youth, is that tenders are a sustainable business – something that has led to the collapse of many registered businesses of young people. Some of the lessons that the young entrepreneurs need to learn can be sourced through the private sector; hence, the need for the network system of governance to enable this sector to take an active role in the empowerment of youth in business.

The survival of youth businesses depends on investments into the business by private individuals who will be able to monitor their progress. ***Forging investment partnerships*** will assist the youth to remain focused. The role of an investor will be dual in that he/she will guard his/her interests and provide mentorship for the youth. The government must not be expected to pay additional fees for mentors, as is currently happening through the NYDA mentorship programme. Presently, the NYDA invites volunteer corporates and postgraduate students in business management to support young entrepreneurs to promote social responsibility to benefit society and the business's sustainability (NYDA, n.d.:1). The intention with the approach is to get corporates to transfer their knowledge and skills to the youth. However, the study moves for the exercise to be beneficial for both the mentor and the mentee. If the mentor's interests are catered for, their eagerness to see the project through will be highly unlikely in a situation where they are just giving, without any benefits. The commitment of both parties will increase because the relationship within the business

will be that of partners rather than that of an expert and a novice. However, the relationship should be time bound and after a specified time the mentor will have to get a percentage of the dividend, as per the prescripts of the mentorship contract, and allow the youth to continue or they can forge another arrangement outside the mentorship programme.

7.3. The Development of a Framework

The study observed that the issue of youth unemployment could be classified as a wicked problem according to development studies concepts. A wicked problem is a "complex issue which defies complete definition and for which there can be no final solution, such problems are diabolical in that they resist the usual attempts to resolve them … the source of the problem is contested, the problem itself is difficult to identify, the problem normally becomes evident with hindsight and attempts to solve it can produce unexpected and sometimes negative impacts" (Burman et al., 2018:53). The problem is classified as wicked because despite all the initiatives, the government still struggles to find a solution for the youth problem, which persists and continues to grow beyond the government's capacity. Young people remain unemployed despite all the political decisions made in their favour; thus, the problem remains. The situation of the youth is diabolical in that policies such as the NDP Vision 2030, the NYP 2015-2020 and the NYDA Act were adopted with clear intentions to address the youth's problems; and strategies such as the DTI Enterprise Strategy and the Youth Accord were all brought forward to ameliorate the situation of youth in the country, yet the problem remains. The reality is that dealing with this problem requires efforts beyond the political, a collaboration beyond politics; hence, proposals are made below. Inclusion and a multi-dimensional approach to youth development is important if unemployment is to be tackled in its totality; hence, the need for network systems because role players must collaborate.

Another observation is that the youth unemployment challenge in South Africa is the result of poor policy implementation by those assigned to lead the process. The policy content is clear on what needs to be done. However, the application of these policies is poor. The study also found that the youth unemployment approach is not aligned to the economic needs of the country. The education system is another factor that plays a major role in the dismal situation of young people and unemployment because the

education system does not capacitate youth with the required skills and expertise. Thus, the education system must be aligned to meet the economic demands. Moreover, the government must review the NYDA Act and close the gaps and fix the flaws that hamper the mandate of the Agency. It was found that most government initiatives for youth development are independent programmes and there is no synergy in government towards youth development; as a result, this leads to the duplication of services and disinvestment. Poor leadership and the lack of collective planning were identified impediments in youth development and their effects are negative towards the development of the youth. Based on these challenges a framework, based on the network governance theory, was developed to aid and support youth development in South Africa.

The framework recommends a collective and inclusive approach to youth development with the involvement of all sectors and role players who have an interest in the youth development agenda. The framework is not limited to resolving youth unemployment as a challenge but focuses on youth development in its totality. The choice of the network governance theory was informed by the need to dissolve the centralisation of services in governance to enable the government to focus on its legislative responsibilities. Moreover, it was informed by the need to forge collaboration in service delivery, based on expertise and collective benefit. The theory enables participation and contributions by all, including the affected, who can make submissions on measures to be followed to address their challenges. The network governance framework also minimises the financial burden of the government and allows everybody to provide the necessary resources. When the framework is studied against the policies, such as the NDP, there is a realisation that the model is in line with the government agenda. Through the network governance framework, South Africa will be able to implement good governance principles in full, and the benefit is that social ills such as corruption will be minimised. The network governance framework is relevant for South Africa because it is crafted along democratic lines and adheres to Constitutional supremacy. The network governance framework further emphasises the importance of partnerships in service, and partnerships are recommended in all the policies. Network governance is seen as a solution to South Africa's youth unemployment challenge in that it provides focus. The involvement of the private sector will enable the education system to deliver a curriculum that is relevant, and the

recruitment of youth for employment will be based on market requirements, unlike the current situation where there is no alignment between the curriculum and the job market.

The challenge with network governance is that government officials, especially politicians, might not support the framework because they might interpret the approach as measures that would disempower them because the power of government as a decision-making body is evolved to every stakeholder to have a say in decision-making. Network governance dismantles bureaucratic structures, which is something that most politicians do not support. The critics of this framework regard it as a "flexible tool in the hands of global hegemonies to undermine the sovereignty of nations and struggle for democracy especially in Africa" (Gisselquist, 2012:13). However, the framework is in line with globalisation and South Africa is part of the global village. The network governance theory is the answer to the NDP's need for clarity because the Plan identified the need to tighten the accountability chain, clarity on responsibility, and the need to hold leadership responsible (NDP, 2012:50). The theory advocates for openness and transparency as basic values in governance and through a collaborative approach people will be exposed and they will have to account on a continuous basis. Network governance will enhance the IGR strategy for development and dismantle the silo mentality within the public sector and at all levels of governance.

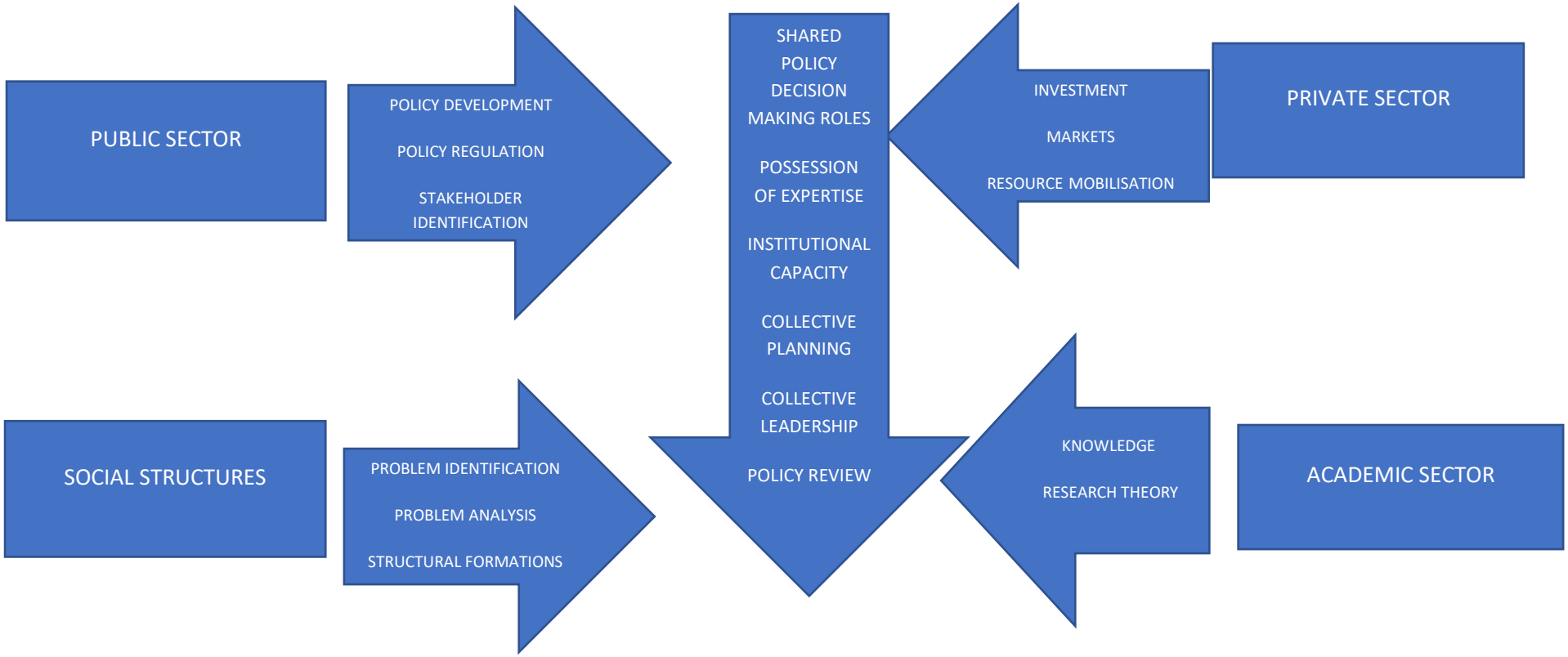
The NDP further identifies the government's commitment to engage all sectors of society, involving the private sector as key to the achievement of the objectives of poverty alleviation, economic growth and transformation, and job creation. It also advocates for sectoral dialogues and high-level leadership meetings between the government and business and all related sectors to overcome the current challenges and pave a way forward (Zarenda, 2013:7). Networks are fundamental to South Africa's development and the political leadership must work on the coordination and facilitation of these networks for the reduction of the youth unemployment deficit in the country. A collective approach will intensify services and help in the identification of gaps that limit the perspective on youth development.

The diagram below is an interpretation of how the network governance, which is inclusive of diverse stakeholders from different sectors, could function and the stakeholders' specific functions based on their expertise. The interpretation is based

on the acquisition of knowledge on what network theory is and how it works. The diagram is related to the discussion above and the discussions on network governance in Chapter 4.2.1.1 and Chapter 6.2.3. The strategic role of each role player and the resource contribution is outlined to highlight the value of each sector from the public, private, academic and social sector. The diagram reflects operations at a strategic level.

Diagram 7.3. Network Governance Strategic Framework

7.3.1. STRATEGIC LEVEL



Source: Own Presentation

Diagram 7.3.1 is a demonstration of network governance, according to the interpretation of this study. The first diagram reflects the strategy level of network governance. According to the diagram, the main sectors that are important for policy implementation in network governance for youth development are the public sector, the private sector, the social sector, and the academic sector. The strategic role of the public sector revolves around policy endorsement and policy regulation because if not regulated, policy is not legitimate. Therefore, it is incumbent on the public sector to ensure that policies are in line with the needs of the society. The foundation of this process relies on the government's ability to adhere to policy process, as discussed in Chapter 3, and adaptation to governance principles. As a facilitator, the public sector will lead stakeholder identification and mobilisation in line with the existing regulation that will enable cooperation and transparent processes. Leadership is crucial for the tasks that are at hand. The mobilisation and identification of stakeholders must take into cognisance the relevance of the youth in the agenda that affects them. Therefore, from the onset, young people must be engaged as part of the strategic role players.

The private sector plays an important role in the strategy, which must enable job creation for young people. The private sector must be involved from the onset as part of the strategists. The main contribution of the private sector, apart from policy influence, is investment and resources for the achievement of the set objectives. The private sector also provides economic expertise, which is necessary to ensure the sustainability of projects. In addition, the sector is the main provider of job opportunities in societies and when implementation is decentralised to localities and districts the sector carries the responsibility of project identification and funding for better service. Therefore, the private sector is directly involved in the fight against youth unemployment because the sector represents the employer. The private sector also provides infrastructure and services to society. Therefore, the sector is relevant for the strategic design of policies.

Social structures are represented from the strategic level because they provide the location for activity and they provide labour, and they have a clear understanding of the society's needs. These role players include the NYDA as an agency with the mandatory responsibility for youth, political party representatives in the area of operation, labour unions as protectors of the labour rights of the youth, authorities in the form of local councillors, and traditional leaders and youth formations and

structures; this does however not leave out those young people who are not affiliated to social and political structures. Inclusion becomes key when dealing with social structures in youth development. At a social structural level is where problem identification and analysis must be dealt with because the investment in society should always be about resolving the problems within society. Apart from job creation, the society remains a direct beneficiary of initiatives that happens within it. It is through social mobilisation that profiling happens, and skills requirements are identified.

The academic sector is the enabler of appropriate planning in that they provide resourceful information on the realities of society based on the research that will be conducted. The knowledge that is sourced through research enables planning and guided decisions about future projects. The academics intervene by providing skills and expertise where there is a need. They can guide the process by offering alternatives to strategies that are not effective. The involvement of the academic sector in network governance is crucial because this approach will enable a holistic approach to youth development. The academics can identify risks and mitigating factors; thus, prevention will occur timeously.

Network governance brings all sectors together for collective decision-making processes and shares expertise and brings balance. Each sector brings expertise that carries the youth development agenda forward. All sectors plan together and this benefits governance, which is based on the principles of accountability, transparency, effectiveness and efficiency; this makes responsibility collective. Accountability becomes both horizontal and vertical; thus, it minimises corruption. In cases where policies need review, network governance allows all sectors to make submissions; thus, making policymaking a collective exercise, and the adoption and acceptance of the policy is done fast for quick implementation. Consultation and engagement play a pivotal role in the networks; negotiations and compromises must be guided by leadership who are capacitated and empowered. Network governance relies on high moral and ethical leadership to succeed. Therefore, all leaders, irrespective of the sector they come from, must abide by the principles of morality. Youth development depends on people who will provide authentic leadership; hence, the emphasis on ethical leadership. Network governance as illustrated in the diagram shows multi-level governance based on expertise; this is in support of the decentralised form of governance.

The challenge with the strategy, despite its possible achievements, is the fact that those whom the framework depends on for facilitation and coordination may be sceptical about the intention of the framework. Refusal to support the framework stems from the fact that it minimises their power and authority over society and they may be threatened by the possibility of losing their power and hold over the communities who perceive them as the sole provider of solutions. Power relations are challenged through network governance and that is a threat to the framework. Network governance enables role players not to function within the hierarchical power structure and have both formal and informal veto within public policy, and it is autonomous in terms of their use of their competencies and preferences (Grosse, 2007:11).

To curb the coordination and capacity gaps that might arise from network governance Charbit (2011:17) identified some of the instruments that could be used to ensure commitment and dedication of all role players in a fair and equal way. Each instrument is interpreted in line with network governance principles to provide clarity and understanding. The following are the identified instruments:

Diagram 7.4. Instruments for Network Governance

NAME OF THE INSTRUMENT	PURPOSE OF THE INSTRUMENT
Contracts between levels of government (all sectors)	All sectors must sign legal agreements that are documented to ensure that none reneges on their commitments. The contracts also guarantee commitment. The instrument ties in well with the rule of law, as one principle of network governance.
Evaluation, performance measurement, including financial control	It was discussed in the previous discussion on monitoring. It is about the assessment of performance of all role players based on the indicators that will be outlined. Performance will be linked to the budget and must be assessed to analyse whether the task matches the budget allocated and ensuring prudence in the financial performance. There must be

	indicators linked to this instrument. The instrument takes effect continuously.
Strategic planning requirements, multi annual budget	As already alluded to the planning must be collaborative, and there must be an agreement on the strategic plan to allow various sectors to agree on the operations. The process must be on both a long-term and short-term basis.
Inter-municipal coordination	Municipalities work in silos. The instrument will assist in bring them together and enabling them to realise that they are interdependent, rather than independent. It allows for open relations within the same sector.
Inter-sectoral coordination	The instrument is discussed as part of the strategic roles that the government must facilitate to ensure cooperation of all involved. The instrument is effective in the planning and analysis of the problem. It ensures value for money because it is about transparency and collaboration.
Specialised agencies	The instrument addresses the role of the NYDA in youth development as part of network governance. The Agency is involved to focus on specific policies' prescriptions, according to its mandate. The Agency can play an oversight role in implementation processes.
Legal mechanisms and standards settings	This instrument is about ensuring the existence of operational mechanisms to ensure compliance through legal means. It is related to the first instrument. It also strives to secure the achievement of specific standards; in that way it enhances the quality of the outputs. It secures

	the basic rights of young people as citizens. It is related to compliance to the Constitution as a framework for implementation.
Citizens participation (including youth)	The instrument addresses the issue that is raised by youth, “Nothing for us without us”. The instrument enables engagement of young people in decision-making and policy implementation. The instrument is linked to representation, consultation and engagement as basic democratic principles
Private sector participation	The instrument was discussed previously in this work. It emphasises the important role that the private sector plays, especially when addressing youth unemployment as a job creator, service provider, and infrastructure developer.
Institutional capacity indicator	This instrument is linked to the strategic planning instrument. It is helpful in that through the exercise the performance of each institution will be based on its capacity to deliver. The deliverables will not exceed the potential of each role player.

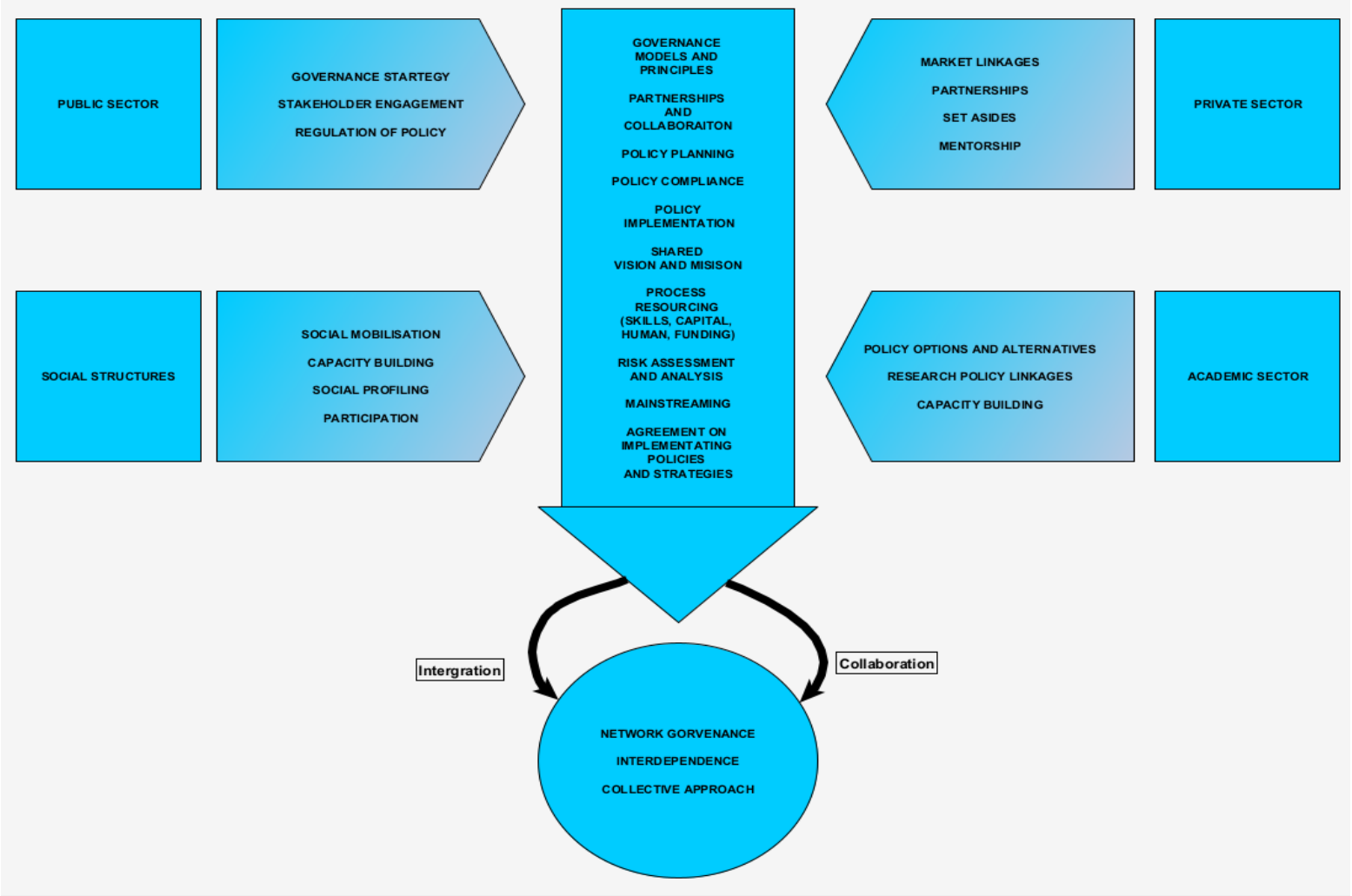
Source: Charbit, 2011:17

Each of these instruments is necessary to tighten the network governance processes as a framework that can be used to fight youth unemployment in South Africa. They attempt to close the gaps that might result from the implementation of the model. Moreover, these instruments do not impose the relations of dependence or hierarchical subordination (Grosse, 2007:11); they promote a situation of complete interdependence without domination of one party over others. All are equal in their operations and they set standards in accordance with their capacities. Below is a demonstration of the process flow of network governance at the implementation

phase. The development stems from the data that was collected in the debates on network governance in this study, which was informed by a variety of sources.

Below is a diagram that shows how the network system can be implemented, and it further indicates the collaboration, which shows the contribution of each stakeholder. From the diagram each sectors' contribution is reflected and the contribution could go beyond the stated inputs. Again, the diagram depicts interdependence that is brought by collaboration and the integration of programmes and processes through networks. Through the demonstration, the value of networks is depicted and practiced.

Diagram 7.5 Network Governance Implementation Process Flow



Source: Own interpretation

In this diagram, the focus is on the centre of the diagram representing the collective responsibilities that all sectors need to attend to as a unit or network governance. These roles begin with agreements in the form of contracts that will legalise and legitimise the relationships that are formed in the battle against youth unemployment. All sectors participate as equal entities, each with its own autonomy and independence, but they work interdependently to achieve the set goals. The partnerships that are forged must ascertain that the vision and the mission of their agenda are clearly defined, and that all accept the roles and the conditions that come with their responsibilities. When the vision is clarified, the role players will set an agenda in the form of a plan to follow to address the objectives. In cases where policies need review, they will collaborate to ensure that all their views are well represented to secure buy-in with a clear understanding that they are not competing but collaborating for the common good. In the absence of relevant policies, they will collectively engage to develop a strategy that will work. When participating in network governance, role players abide and comply with the prescripts because they participated in the decision-making. The study recognises that policy implementation through network governance will bear better results and might impact positively on the creation of employment for the youth. The interdependence between the role players means resourcing will depend on expertise and the task of each role player is to maximise the output through minimal resources; thus, leading to value for money.

According to this diagram, the monitoring in network governance will be both horizontal and vertical. The representatives for each sector will be expected to report and account to the seniors in the sector, meaning they will be reporting vertically. Moreover, they will have to report to their peers within the project to ascertain progress; this line of reporting can be called horizontal reporting and it is a form of monitoring. Through network governance, the role players are all expected to identify the risks and they should be mitigated accordingly to secure employment. The mitigating factors might include other options that might still secure similar outputs.

Through the monitoring processes, the role players must rationalise and look beyond the projects that are implemented for youth empowerment but should continuously assess the efficiency and the effectiveness of the youth development policies to ascertain their relevance to the current agenda. The success of network governance in dealing with youth unemployment will require the application of cooperative,

compliance and communication modes of governance to ensure ownership and consensus in decision making about policy implementation. The modes were discussed in Chapter 4 and the advantage of their application is that they harmonise, legitimise order and encourage voluntary participation that encourages best practices and the will to deliver. Based on this argument, the study emphasises the importance of the effective implementation of networks governance as a progressive alternative to handle youth unemployment.

Network governance success depends heavily on the strength of the communication and consultation of the role players. It is incumbent on the facilitators and coordinators of the process to ensure that communication channels are open and transparent. It is recommended that all communication tools must be utilised to ascertain the flow of communication. The discussions could take the form of debates, dialogues, social media, media, and any form of engagement that would enable the role players to play a part and make submissions of the discussions. Media platforms could also play a major role in that they could allow coordinators the opportunity to reach more participants faster. One factor worth noting is that no one must be left outside the process because that could create a loophole that could cause problems later. In network governance, accommodation of all inputs is important to ensure satisfaction and enable everyone to accept that justice was done to their ideas in the agenda, even if their ideas were not applied. Therefore, they will accept that the decision is based on what is best for the society, not the individual network, because they were granted an opportunity to voice their opinions and the dominant and most effective idea was the one that was adopted.

7.4. Conclusion

The challenges associated with youth unemployment in South Africa stem from the country's inability to implement the policies that exists. Policies that exist in South Africa are in line with the concept of network governance because they encourage inclusion and participatory democracy. The policies demand of the people to participate in issues that affect them; therefore, young people must equally provide solutions to their plight and that can only happen when a platform is created for such involvement. The youth are creative and innovative; therefore, they deserve a platform to display their abilities. It is therefore the duty of the coordinating body in governance

to ensure the involvement of all role players to ensure progressive decision-making. The NDP acknowledges that “development is not a linear process and the need for a multidimensional framework to bring about a virtuous cycle of development with progress in one area supporting advances in others” (NDP, 2012:15). The priorities of the Plan also promote unity in action, active citizenry, greater labour absorption, capacity building, and strong leadership, as in the successful implementation of the NDP. Unity is however impossible when transparency and openness is lacking. The people deserve knowledge on decision-making and on how the decisions were made. Leadership, on the other hand, must know their responsibility in the democratic sense by understanding that they have an obligation to exercise the will of the people for the benefit of the people.

Success in the implementation of youth development policies in South Africa requires network governance and the strengthening of governance. The country needs to acknowledge the importance of the notion that says, “Unity is strength” and apply it to the letter because without the collective and the inclusion of others, young people will remain compromised and their needs will not be met. South Africa must adhere to the principles of governance and be accountable, open and transparent, effective and efficient, obey the rule of law and participate to allow others to own up to the policy implementation requirements and compliance.

The country must be led by capable and committed leaders who empathise and understand the plight of the citizens and who are available to provide sustainable solutions to their problems. The leadership must accept the importance of young people as stakeholders and citizens who are rightful beneficiaries of human rights, as prescribed by the Constitution as the supreme law of the country. The leadership must realise that the youth must not only contribute towards their personal welfare but also contribute as citizens to the economy of the country. Hence, the importance of credible, informed and empowered leadership who possess relational and informational capacity. Leadership must be tied to planning capacity and, as network governance recommends, the planning must be multi-disciplinary and collective.

Education plays an integral role in any society and it is a basic right that youth should receive if they are to become independent and progressive. It is incumbent on leadership to provide quality education to capacitate the youth in a manner that will

enable them to stand out among nations and compete on an equal footing. The government must create an enabling environment for the youth to access education and ensure that the curriculum provides the youth with adequate information to make good choices. The curriculum should also enable them to address their life challenges and deal with the economic challenges for their survival.

The psychosocial challenges that face South African youth are deterrents to their development and progress. Managing the youth unemployment challenges should therefore not start with the provision of opportunities, but with addressing the distorted mindset of young people. The youth need to undergo certain programmes that will enable them to deal with their past and prepare them for the future. Programmes for rehabilitation and empowerment are a necessity for South African youth to rise above their challenges.

Technically, the government must start with the review of the NYDA Act to allow functionality of the Agency. The missing links within the Act weakens the Agency. The role of the NYDA regarding the current situation of youth is greater, but the Agency is held back by the failure of the government to support the Agency by providing adequate resources and capacity. The Agency should also work on finalising the strategy to bring change in the lives of the youth through effective programme that will be supported through partnerships and networks. Programmes, such as the NYS, are necessary to instil a sense of responsibility among the youth. Finally, there must be synergy between the activities of the NYDA and the youth desk to avoid duplication and confusion between the two structures.

South Africa must synergise the implementation of youth development policies and all policies that have a bearing on addressing youth unemployment. There is a need for a focused approach to youth development to reduce and, where possible, eradicate youth unemployment completely and the answer lies in the formation of formidable and effective network governance. The networks will have to ensure economic growth in the hope that with a healthier economy, young people will benefit. Economic growth relies heavily on investor-friendly policies that will woo investors to invest in South African above other markets.

Through economic growth, the youth will be more inclined to become involved in enterprise development because if there are more investors there will be more

opportunities for partnerships and business growth. The youth will also develop better with mentorship programmes conducted by the private sector.

Furthermore, the study provided a strategic framework that could be followed in assisting the government to deal with the youth unemployment challenge that stems from the poor policy implementation problems in South Africa. The framework is aligned to the network governance approach because the study advocates for the effective implementation of network governance for efficient policy implementation. In terms of this framework, the country needs to strengthen and stabilise governance measures. There must be an integrated and inclusive understanding of a collective approach to policy development. The government must enhance collaboration and direct policy formulation and implementation in accordance with the principles of good governance. The governance framework calls for the decentralisation of roles for effective service delivery and, most importantly, the role players must ensure the availability of efficient and effective monitoring and evaluation tools for sustainable growth. The tools must inform implementers both horizontally and vertically about the effects of the decisions and the progress of programmes. Through monitoring and evaluation, the role players will source lessons for future development. Network governance, therefore, depends on all hands-on deck. The youth development agenda is a collective and inclusive agenda.

Chapter 8 Conclusion

8.1. Introduction

The study on the perspectives on the policies and practices combating youth unemployment in South Africa was an attempt at analysing the impediments in youth development and unemployment policy implementation. In the process of the study, various lessons were learnt and sourced; it is these lessons that could be used to understand youth development policy content, formulation, and implementation. Furthermore, the study unravelled various factors that play a role in keeping the youth at the lower echelons of socio-economic activity. By following governance principles and modes, the study looked at the existing policies and how they are implemented for the benefit of the youth in a country with complex dynamics.

The study attests to the view that youth unemployment impacts directly on socio-economic status and aggravates the poverty levels within the society. Youth unemployment adds up to the poverty statistics of the country because young people are statistically more within the population. Youth are also active and energetic; therefore, their exclusion from the economy is detrimental to the economy and their personal development. Without employment, the youth remain poor and needy; a scenario that is portrayed in Chapter 5.2.2 whereby the Department of Labour indicated the scarcity in job opportunities between 2010 and 2015, with a decrease of 13 954 in 2015. This situation leads the youth to them become dependent; thus, their independence and capabilities are being compromised by the failure to implement the policies in accordance to Constitutional prescripts. The current unemployment status of the youth makes them vulnerable and weak; hence, their involvement in crime and drugs. Moreover, the standard of education is poor, and it does not meet the job market requirements; this means that education does not serve its purpose because it does not empower. The study observed historic effects as central to poor education; hence, the majority of the victims are blacks and Coloureds. Moreover, the provision of skills do not match the job market needs. Chapter 5 of this study outlined various negative challenges that are linked to youth unemployment. In addition, the impact of strategies that are applied for youth development are doubtful because of poor recording and evidence. The situation is aggravated by slow economic growth and the lack of relevant skills required by the job market.

The aim of the study was to learn about the policy and strategic content of the youth development policies that were adopted as measures to curb youth unemployment in South Africa, and how they could be synergised. The aim was achieved through the process flow of the chapters that focused on tackling specific factors, including policy process, policy theory and governance theory because they provided insight in the policy development process and the role of theory in the influence of policy directives. The study also outlined the methodology of policy implementation in line with governance principles and governance modes. The process also enabled the study to identify the youth development challenges and the linkage of these to youth unemployment. The aim was achieved because the study managed to provide recommendations and a framework for future use.

The study identified the impediments to the implementation of government policies; it also examined how the existing policies are applied to meet the required youth unemployment needs. The exercise was informed by the lack of tangible evidence towards the achievement of the youth unemployment targets and the ever-increasing youth unemployment rate despite all the available measures that are aimed at supporting youth development for youth employment. The study assessed the effectiveness of government policies in relation to youth unemployment. The exercise enabled the study to understand the research question, which questioned the effectiveness of the youth development policies in curbing youth unemployment. The process flow of the discussions in the study addresses these factors and the achievement will be discussed in the overview to explain the development of the study that led to the recommendations, the findings and the recommended framework for future youth employment.

8.2. Overview of the study

8.2.1 Chapter 2

The overview of the study begins with the focus on Chapter 2 on the definition of the concept public policy as a “proposed course of action of person, group, or government within a given environment providing obstacles and opportunities which policy was proposed to utilise and overcome in an effort to reach a goal or realise an obstacle” (Roux, 2002:425; Anderson, 2000:4). To understand the meaning of the concept, we need to understand the actions and importance of the decisions that are taken. The

definition of policy was important for the study to extrapolate the value of policy in the decision-making process and to determine why there is a need for policy in decisions when services must be rendered to the society. It also assisted in the realisation of the importance of policy in steering government decisions into action.

Chapter 2 introduced a myriad of theories on policy to provide background on the sources of ideology, and on influences in the direction of policy development. The theories provided various perspectives on policy development and assisted the study to realise the importance of theory in decision-making and how some of the theories might limit the achievement of the objectives of policy decisions. The research served as a foundation towards the decision on which theory would be effective to address youth unemployment challenges within the context of governance. The theories that were discussed were the institutional theory, the elite theory, the pluralist theory, the political systems theory, the incremental theory, the rational choice theory, the networks theory and the complexity theory.

The study then ventured into the policy process. The exercise took the study through the process of policy development, and all the stages that are taken to ensure effective policy formulation with the intention of securing effective implementation that will be results driven. The stages that were discussed included the **problem identification stage,** which is about the acknowledgement of the problem. The qualification of youth unemployment in this stage is backed by the escalation of youth unemployment statistics, as published by Statistics SA, which indicated the youth unemployment rate in the first quarter of 2020 at 63,3% of young people between the ages of 15 and 34 (StatsSA, 2020:1). The discussions in Chapter 5.6 and Chapter 7 on the role of the NYDA also emphasised the importance of bringing the youth unemployment challenge back as an identified challenge for governance.

Agenda setting creates a platform for problems to gain attention. It is about the “structuring of policy issues regarding potential strategies and instruments” (Werner and Kai, 2007:46). The study observed that the importance of agenda setting in governance is that it opens avenues for actors, both affected and those interested to engage, to participate by the submission of inputs for decision makers to consider when dealing with the problem. Putting the youth development and unemployment issue back on to the agenda is necessary to reach an amicable solution to their

problems. Young people must provide solutions to their problems in line with governance and the agenda-setting platform provides that opportunity. Moreover, the study established that the issue of youth unemployment must be put on the agenda because the NDP had an unemployment rate target of 14%, which was supposed to be achieved in 2020, and 6% by 2030 (Lings, 2015:1). The government failed to reach the 2020 target of the NDP, and the 2030 target seems far-fetched unless drastic measures are taken, and they all start through agenda setting.

Furthermore, the study highlighted the strengths of the **policy formulation stage** because it provides the youth with an opportunity to make inputs towards policy development. The stage is informed by the inputs gathered through various platforms to enable parliamentary processes to unfold. Moreover, collective decision-making is important in the policy formulation stage and it can be linked to governance in that it provides a framework and policy direction. The study observed that the current policies lacked efficiency and effectiveness in producing the much-needed outcomes to resolve the dire need of the youth considering that the NYP is reviewed every five years, but it remains non-functional and each version is a duplicate of the previous. The study also affirmed that the incremental approach that the NYDA follows when the NYP must be reviewed does not collate with the requirements for policy formulation and cutting the stages compromises quality; hence, failure of the NYP because justice is not done when the policy is reviewed.

The **policy implementation stage** is the stage of operationalisation of policy decisions. Dunn (1994:85) refers to this stage as a stage of “execution and steering policy action”. The study deduced that this stage demands more focus from the government and the efficient implementation of decisions require resourcing, which is not only financial. Policy implementation requires skills, commitment, dedication and capacitated individuals who share a common understanding of the task at hand because they understand their responsibility. The debate related to the calibre of policy implementers was drawn later in Chapter 6 and 7.2.1 on cadre development as detrimental to the effective implementation of policy. It is this stage of the policy process that proved to be problematic because through the analysis of this stage it became clear that policy implementation in South Africa is a serious challenge. The study sourced this argument from the fact that there are existing policies on youth development aimed at improving the livelihood of young people, but these policies are

not effectively implemented, resulting in the high unemployment rate among the youth. As discussed in Chapter 2.2, since the adoption of the NDP 2030, the NYP 2015-2020 and the NYDA Act 54 of 2008, which were about redress and securing equal benefits for young people and curbing youth unemployment, the situation has not changed for the better.

The lesson learnt from the **policy evaluation stage** was about the importance of assessing policy effectiveness and performance. The study established the importance of this stage in that it is the stage at which the policy makers must pause and decide to review and revise the policy, depending on the feedback from the implementation. The stage provides decision makers with an opportunity to better the output on policy; the stage is critical in that it "serves to inform decisions about the maintenance, succession or termination of the evaluated policy" (Schwella, 2015:329). This stage provided hope because the decision makers have the chance to go back and rectify shortfalls in the policies. The study deduced that the status of youth unemployment should prompt policy makers to consider policy review, based on the high unemployment statistics released by Statistics SA and the challenges discussed in Chapter 5 of this study.

The study also embarked on understanding the **policy analysis stage** and realised its importance in gathering information and searching for alternative views on issues. It was observed that policy analysis could have assisted the government to realise that youth development was poorly administered in all spheres of government, instead of waiting for the situation to get out of hand. The study also concluded that the need for review of some of the policies could have been identified, especially since the policy analysis process involved a variety of approaches from behavioural correctional decisions to institutional impact and process analysis (Fox, 2006:79).

Through the study of policy process, it was observed that mainstreaming and integrating public policy was lacking in South Africa; hence, the youth suffered hardships that resulted from the government's failure to align policy and governance, and the daily operations of all sectors of the economy, especially the public sector, which is controlled by the government. The NYP 2015 outlines challenges such as poor coordination, poor funding of youth programmes, limited capacity, the lack of advocacy and the absence of regulatory framework for youth work as impediments to

youth development in South Africa (NYP 2015:4). These challenges point to poor implementation and weak governance. These factors weaken the state's capacity to manage youth development and ensure a better future for young people.

Again, it became clear that some stages in the process are not fully applied when policies are developed in South Africa, which posed a challenge for policy implementation. The challenge stems from the observation by Schwella (2015:327) that "policy initiation in matured democracies can originate from various interpretations that range from public opinion and preferences and mediated through representative leadership and governance institutions of these societies". The South Africa situation is different in that most policies are decided on at the ruling party's policy conference and that does not represent the views of the majority.

Chapter 2 also clarified the process of policymaking and all the stages and role players that are key in ensuring inclusivity in policymaking. The fact that policy development in South Africa is reserved for politicians weakens policy implementation in that the functionaries are not involved in the development of these policies. Moreover, implementers sometimes find it difficult to own up to the process and content because they do not have the background in terms of the reasoning behind certain decisions.

8.2.2. Chapter 3

Chapter 3 focused on policy theory to enable the study to articulate the approach that was necessary to manage the research problem and achieve the stated objectives of the study. The focus on policy theory was informed by the fact that the study dealt with public service policies that were adopted in favour of the youth in South Africa. It was deemed necessary in the Chapter to get a gist of the policy theory content because the study reached consensus on the fact that theories always strive for a holistic, systematic and consistent approach because they are guided by rules to explain human action. They attempt to answer the question 'why' to explain human action, and it is this question that is central to the study in that it attempted to search for reasons why youth development policies seemed dysfunctional. The investigation led the study to concur on the following statement: "Policy theories are used to obtain knowledge of and in the decision-making processes of the public and civic order" (Smith and Larimer, 2009:29). They create a platform for debate, and this is what the study needed to understand how theories could assist in the understanding of youth

unemployment. Therefore, the definition of public policy in Chapter 3.2 laid the foundation for a thorough understanding of public policy. Moreover, the theories provided a framework for policy development. The benefit of this research to the study is that it enabled the study to gain insights in issues related to policy analysis.

From Chapter 3.3.1 to 3.3.8 all the relevant public policy theories were discussed. The discussion provided insights, which later led to the study concluding that network theory is relevant in addressing youth unemployment issues in South Africa. The study observed the following important aspects about the dominant public policy theories:

Institutional Theory – advocates for government as the ultimate decision-making authority;

Elite Theory – perceived decision making as an elite process for the rich, powerful, and educated;

Pluralist Theory – policy decisions are based on the demands of interest groups in a form of pressure and persuasion, not consensus;

Political Systems Theory – decisions are based on political demands entered as inputs through processes such as debates, memoranda, proposals and various media, reaching a policy agenda and then transforming it into a policy;

Rational Choice Theory – proposes an analytical approach to decision making; it is also evidence based and depends on the gathering of enough information; and

Policy Network Theory – it rests on collective decision-making processes, based on negotiations by various actors. It emphasises the engagement and involvement of actors and acknowledges the importance of communities as decision makers and beneficiaries.

The study observed that the Policy Network Theory was better aligned to governance principles because it allows for the participation of all role players, which is a recommendation that the study is putting forward – that the youth must be given the opportunity to actively participate in issues that affect them and address their own challenges so that they can own their decisions. The Theory benefits governance in that it simplifies the issue of stakeholder identification, and it is cost effective because “it teaches policy makers to achieve goals utilising minimum resources “(Dye,

2008:163). The Theory further benefits governance because it provides policy alternatives to resolve challenges as a collective.

8.2.3. Chapter 4

While Chapter 3 dealt with policy theory, Chapter 4 focused on governance theory. The reason for this approach in this study was to ensure that the interrogation of youth development policies was based on good governance, as the study was undertaken within the context of governance.

The first observation was that the theories of public policy are the same as governance theories, which led to the conclusion that public policy and governance are interlinked, and they influence one another towards effective decision making in the public service. In this Chapter, the study adopted Stoker's definition of governance as appropriate to understand how public policy and governance work in decision-making and policy development, since the other definitions were limited. Stoker's definition in Chapter 4.2 was found to be most relevant to the study of governance and the Network Systems Theory, which is recommended by the study. In his definition, Stoker outlines the importance of additional role players beyond the public service. Furthermore, the definition emphasises the importance of breaking the solid boundaries that deter others from assisting and carrying responsibility in tackling economic and social issues. It alludes to the importance of the interdependence of all networks and the value of achievements, which could be reached if the government provided the tools and techniques, and steered and guided while others led the processes, which are associated with what Duit and Galaz (2008:321) call "robust governance, which possesses high capacity to respond to the complex process".

Robust governance is a combination of exploration and exploitation in governance – a scenario that is recommended by the study to strengthen and bring balance in governance. The concept is supported because it is associated with quality government institutions, which implement policies for economic growth and lead to lower economic inequality (Rothstein, 2012:145). Robust governance is further supported by the study primarily because the implementation of good governance could provide the youth with better opportunities for growth and development, with the hope that it would impact positively towards the reduction of youth unemployment. The functionality of the network system in the governance of youth unemployment was

articulated well in the discussions in Chapter 7. 3 and in the network governance process flow in Diagram 7.5; this supported Stoker's definition of governance and how it could be used to resolve the youth unemployment challenges in South Africa.

The study noted the following important gains for the youth unemployment debates in Chapter 4.2.2:

- Collective ownership of policy decisions from the initial stages by all actors,
- Secured autonomy through providing guaranteed interdependence, and actors as equal partners,
- The promotion of collective and inclusive decision-making and shared responsibility,
- The coordination of services,
- A focused approach whereby the government attends to administrative and regulatory roles, while the private sector steers markets towards maximising interests, and
- Partnerships for common goals.

These gains supported the study towards the achievement of a youth-centred approach to youth unemployment, whereby young people would be directly involved in tackling the challenges they face. The governance modes discussed in Chapter 4.2.3 were brought into the discussion to enable the study to realise that their importance to bring synergy in the implementation of network governance, while their application was discussed in Chapter 6. 4. It was at this juncture that the modes were better understood as important tools in policy implementation and network governance for improved youth development.

Chapter 4.2.5 reflected the correlation in terms of the content of the discussion on governance principles, which are reflected in government policies, such as the NYP 2015-2020. Through Chapter 4, the study established that accountability and equality were not captured in the NYP 2015-2020; however, they are key principles in the achievement of the objectives of youth development and empowerment in South Africa.

8.2.4. Chapter 5

Chapter 5 began with the definition of the concept ‘youth’ to enable the study to be precise on who is being discussed in this study. The definition of the concept was sourced from various policies but, for progress, the study adopted the Constitutional definition because of its supremacy. Therefore, the discussion in this study is based on people between the ages of 14 to 35, as the official age prescribed by the supreme law and the NYDA Act (The Presidency, 2008:4). The definition of youth, according to Sociology, was included to address issues of maturity and growth because the study endeavoured to be inclusive and holistic in its approach. The definition, according to Sociology, as discussed in Chapter 5.2 portrays youth as “a stage comprising of a transitional stage starting from adolescence to adulthood, from dependence to independence and from being recipients of society’s services to becoming contributors to national economic, political and cultural life” (Altman et al., 2012:7). This sociological definition enriched the study in that it reflected the importance of growth and independence of youth to contribute positively to society. The notion also emphasised network governance because the study drew from a different field to understand and emphasise the discussions. The value of youth in the study is brought by the Learning Forum (2013:1), which portrays youth as “partners, assets and prerequisites for sustainable development and for the peace and prosperity of Africa with a unique contribution to make to the present and the future development”. The definition concretises the role of youth in the network system of governance as collaborators and partners who could play a role in transformation and could drive future development; the discussion can be found in Chapter 5.2.

Through the discussion of challenges facing the youth from Chapter 5.3.1 to 5.3.7, the picture that is painted by the study is gloomy and bleak. The challenges that confront youth are discussed, starting from poor education standards, crime and criminality, poor health and wellbeing, and poverty and unemployment, which is the main theme for discussion in the study. Through the discussion of these challenges, the study tried to show that they are interlinked and are aggravated by a lack of education. For instance, in education that was examined in Chapter 5.3.1, the discussion provides a clear picture of the educational situation of youth and how the government attempted to address it. Factors, such as poor performance in mathematics and physical science in Grade 12, were highlighted to show that education did not contribute effectively towards youth development and that it posed a challenge for engineering and medical

students because they required these subjects for their field of study. Chapter 5.3.2 dealt with unemployment – the main topic of discussion in this study. Here, details about the youth's historical background, as a contributory factor, were shared; the unemployment statistics of Statistics South Africa were also highlighted to illustrate the severity of joblessness among the youth. The historical factors were brought in to explain the glaring disparities regarding employment among the different races in South Africa. The reality is that the statistics showed that blacks were hardest hit by unemployment, followed by Coloureds, and that the unemployment statistics for white youth were lower in comparison. The discussion also focused on the lack of relevant and market-related skills as contributors to the gloomy situation in which youth find themselves.

In terms of crime and criminality, which was under the spotlight in Chapter 5.3.3, the study showed the relationship between crime and unemployment and the dangers associated with this phenomenon. Moreover, the discussion showed the role of youth as perpetrators and victims of crime. Statistics SA provided the statistics on youth criminality and the criminal acts that were identified as common among the youth, including assault, robbery and property theft. In this regard, Maree (2018:104) states, "South Africa reports more violent crime and young offenders in the country commit crimes such as theft, robbery, smuggling, prostitution, abuse of narcotics and drugs trafficking". All these crimes reflect youth who are prepared to take risks to survive; it further points to issues related to the lack of a sense of belonging and the need to belong.

The deteriorating health conditions of youth were discussed as part of the study in Chapter 5.3.4. HIV/Aids, TB, teenage pregnancy, sexually transmitted diseases and alcohol abuse are among the health factors that were discussed, with HIV/Aids identified as one of the main killers of youth in the country. The issue of inequality in health provision, drawn from their historical background, was highlighted to clarify the reason why these youth conditions are difficult to address. Lack of information was also identified in this section as a factor that led to more risky behaviour, which put youth in danger.

Social exclusion was discussed in Chapter 5.3.5 because the youth are excluded from participation due to their economic and social background, and that is a deterrent. The

debate on social exclusion was put forward because network governance requires inclusion, yet young people are excluded and that alienates them as role players in society. The study discussed social exclusion to show that exclusion denied the youth a voice and basic human rights, as prescribed in the Constitution. It also brought the reality that says, “Engaging the marginalised may trigger a sense of belonging, of purpose and the will to develop and take responsibility” (Panday et al., 2012:125). The discussion on social exclusion indicated that young people were not accepted socially because of their economic conditions, and something must be done to accommodate them as part of society; hence, the notion of “the lost generation” (Potgieter-Gqubule and Ngcobo, 2009:12). When regarded as a lost generation the effect of this notion became a lack of access and deprivation, which disrupted social cohesion.

With everything that was identified, the end product and main challenge remained poverty, which was discussed in Chapter 5.3.6. All the discussed challenges of the youth in the study boiled down to poverty-stricken communities of young people without hope. The discussion of poverty in the study was aimed at showing that above all the challenges, poverty dominated young people’s lives; this meant that youth are poor and in need. The study further showed the relationship in terms of challenges because concerning poor education, crime, unemployment and poor health conditions it became clear in the Chapter that blacks dominated the statistics, as with poverty. The debate showed that the most poverty-stricken South Africans are blacks and women are most hard hit. As Triegaardt (n.d: 2) stated, “Young women between the ages of 20 and 29 have given up on poverty to an extent in that they are no longer keen on searching for employment”.

Furthermore, the study reflected on the interventions of the government to address issues related to the youth, yet the main question of the study remained unanswered. The interventions were discussed in Chapter 5.4 to show that the government had not ignored the situation of the youth but had intervened to address the challenges. However, the dilemma remained that the research question was unanswered, and the research problem remained. Various initiatives by the government were discussed to facilitate understanding of the fact that what was done required concerted effort and the involvement of others. The discussions in this section of the study provided an understanding of the value of collaboration and the importance of network systems and good governance because the government could not make an impact in changing

the situation of youth unemployment in the country. Moreover, the realisation dawned that initiatives, such as tax incentives, could be effective in instances where the private sector needed to own processes, and that could be achieved through the network system of governance. The study also concluded that attempts indeed were made by the government, but that the strategies that were applied were unable to address the research question; hence, the implementation of policy was adversely affected.

8.2.5 Chapter 6

The purpose of Chapter 6 was to illustrate the application of the various theories that were studied throughout this study and their relevance to the youth unemployment debate. Chapter 6 collated the data collected from the theories (in Chapters 2 to 5) and the reality of the youth in South Africa. The data used in this study showed how theory could be applied, and further still, how it could be applied in dealing with youth unemployment. In addition, the contents of each theory were extrapolated to show its relevance and limitations. From the research, the study could make an informed decision on which theory would be most suitable to apply to the issues related to youth unemployment.

The research commenced with the background on policies in Chapter 6.1.1. This provided information on the developments regarding youth development policies, starting with the Constitutional provisions, the NDP Vision 2030, the NYDA Act 54 of 2008, and the NYP 2015-2020. Chapter 6.1.1 further summarised the application of the content, which was discussed in the previous chapters, and how the youth development debate could be inculcated throughout using the content from those chapters. Chapter 6.2 discussed the relevance of theories and their application in the South African context; for example, this section brought a realisation of the relationship between these theories and the policies. An example of this is how the Institutional Theory is related to the Constitution and how this forces compliance and conformity in policy development and implementation (see 6.2.1).

Chapter 6.2.2 discussed the benefits of the Rational Choice Theory in agenda setting as a requirement identified by the study. This needs to happen because of various challenges that hamper policy implementation and how its normative nature supports governance because governance is a principled approach. Chapter 6.2.3 focused on network governance application, and its benefits and limitations. The study further

discussed the fact that the network framework has the potential to assist the achievement of the milestones outlined in the NDP 2030 of increasing the employment capacity of the country to 24 million by 2030, while increasing the quality of education to a level where all children will receive two years of pre-schooling and enable them to read and write when they reach Grade 3 (NDP Executive Summary, 2012:24). All this is based on the discussions that showed the network system's collective approach. Chapter 6.2.4 enabled the study to realise the similarities between the Network Theory and the Interpretive Theory, especially concerning consensus decision making in policy decisions. Chapter 6.3 discussed the practicalities of the application of the Governance Theory in real terms; this assisted in understanding the importance of governance. Moreover, the benefits of various approaches such as rationalisation, the interpretive approach and the collective approach, as presented through various theories, were discussed in line with governance. Chapter 6.4 provided the modes of governance as tools that could be used in the application of policy because these modes allowed policy makers to approach policy in different ways depending on their aims and objectives. Furthermore, it was established that these modes provide flexibility in dealing with various sectors and role players; therefore, the modes enriched the aims of the study and later the framework because various modes could be applied in the implementation process.

Chapter 6.5 provided the important benefits of governance as a multidimensional approach and that it added emphasis to the recommended network system. The discussion brought forth key issues required to address youth issues, such as the rule of law, economic growth, democracy, international relations, a decentralised public service and collaborative decision-making.

Chapter 6.6 focused on the objectives of the study, as outlined in Chapter 1. Here more detail was provided to ensure that the study remained in line with its intention. The study established that its objectives were indeed relevant in addressing youth unemployment challenges. The study further observed the challenges associated with policy implementation in South Africa in Chapter 6.6.3. These are central to the study because these challenges make policy implementation ineffective. The challenges identified included unskilled implementers, the role of the NYDA, the supply-side approach of the government, the consultation and engagement processes, poor monitoring systems, a centralised education curriculum, and planning versus

implementation. Lastly, 6.7 proposed a way forward in terms of the application of the various policies. This section was supported further in Chapter 7.

8.2.6. Chapter 7

Chapter 7 used the lessons learnt from public policies, the theories of governance, and the challenges of South Africa's youth to make recommendations for the study. The focus of the recommendations was contextualised around the importance of governance and the acknowledgement that social problems cannot be tackled individualistically, but that they require a collective approach. The discussion in 7.2.1 centred on the need to strengthen governance, build collaboration and integration, policy coordination and implementation, and decentralise governance and capacity building. The Chapter also touched on the importance of leadership, emphasising the need for ethical leadership for good governance. Through the exercise, it was realised that when leadership is capacitated it adds value to the importance of leadership through expertise; this realisation further benefitted the study by showing the credibility in the relational and informational capacity in working with others. Another highlight in the study was the issue of integrated planning, as discussed in 7.2.3, because it is central for the effective implementation of the network system of governance. Serban (2015:7) emphasised the importance of this process, as the provision of proposals, but also as offering a "differentiated approach". Chapter 7.2.3 also investigated the NYDA Act and called for the review of the Act to provide the institution with more power and capacity to work more efficiently. The study further brought the issue of the economy to the fore – that there was a need for the government to work on an enabling environment that would entice investors to invest in the country to boost the economy; in that way, employment opportunities for the youth could grow. Education was another factor identified by the study as useful, despite all the challenges identified in Chapter 5.3.1. Education, according to Chapter 7.2.6 of this study, remained key to address the youth unemployment crisis. Moreover, a call was made for more partnerships in enhancement of the education system, especially on issues such as curriculum development. Factors such as the improvement of technical education, enterprise development, skills development, advocacy for agricultural education, and the provision of ICT education were among the recommendations made in the Chapter. All of these recommendations could bring change in the lives of the youth

and increase the possibility of employment for this marginalised section of the population.

The study further called for the psychosocial development of the youth to allow for independent growth; this recommendation was outlined in Chapter 7.2.7. The study argued that the initiatives that were currently provided are more extrinsic than intrinsic; therefore, there was the need for a more intrinsic approach to solving the issues of youth unemployment because Chapter 5 portrayed a depressing picture about South African youth. The section called for the provision of psychological services to the youth to ensure sustainable growth and to curb the problem of disgruntlement associated with a lack of opportunities. The study also called for the involvement of the youth in economic activities and for capacity building in enterprise development. In this way, the DTI Youth Enterprise Development Strategy would be more efficient and make a positive impact. Strategies such as partnerships formation, the incubation of youth enterprises, linkages to markets, capacity building and investment partnerships were discussed because the study asserts that these hold the key to youth employment.

At this juncture, based on the information that was collected throughout the study a framework was developed as the main recommendation for future youth development and a capacity building approach. The framework was informed by the network system of governance and the involvement of many role players to tackle youth unemployment challenges. Amongst the issues discussed was the decentralisation of governance to involve more participants. The framework drew on the public sector, the private sector, social structures, and the academic sector as the main role players in dealing with youth unemployment. It is through this approach that collaboration, inclusion, participation, involvement and collectivity would come forward, and the processes could work towards accountable governance, which was responsive to the needs of the people. The discussion on and the details of the developed framework were outlined in Chapter 7.3, covering the strategy, the instruments for governance, and the implementation process flow.

8.3. Findings of the study

Throughout the study, various findings were made in relation to the research problem and youth unemployment as a challenge that affects the youth negatively in South Africa. Next is the discussion, based on those findings.

8.3.1. Youth development challenges are related to policy process, specifically to policy implementation

In the definition of public policy in Chapter 2.2 of this study, it was clearly outlined that public policy has specific intentions when is proposed. The study aligned its arguments with Friedrich's definition that public policy is a course of action within the given environment that should provide obstacles and opportunities that are supposed to be utilised by policy to overcome to reach the set goals and objectives. It further shows that public policy is a crafted for a purpose and to determine actions to be taken for a specific course. Public policy ensures that it responds to the needs and demands of those who it is meant to serve, and it must be based on law, which led to the conclusion that public policies in South Africa are constitutional.

Therefore, youth development policies should be aligned to these requirements in that their specific aims are defined along the lines of securing the interests of youth and ensuring that their well-being and future is safeguarded. For example, the NYP's aim is outlined as "the empowerment of young people who are able to reach their full potential and understand their roles and responsibilities in making a meaningful contribution to the development of a non-racial, equal, democratic and prosperous society" (NYP, 2015:5). The Policy is clear on who the target is and what its intention and purpose is. Therefore, it must guide the implementers towards ensuring the achievement of this goal. What remains as a challenge is how to realise this purpose because there must be a link between the purpose, the actions taken to achieve this purpose, and the outcome of the actions. Failure to show this link means there is misalignment.

Public policies are an important tool for government. They provide a strategy for implementation and encourage participation. The issue of participation was highlighted in the NDP's second objective, which called for the participation of South Africans for the strengthening of democracy, and to ensure that people are held accountable for their actions. The issue of participation is important because it is a measure that must be used by politicians as the custodians of policy development to

gather information that will ensure effective and efficient policies. It was also brought into the discussion with the introduction of the new District Development Model that was introduced by President Ramaphosa in 2019. The Model was discussed in Chapter 2.2. The Model provides policy direction towards localised policy decisions, and it is in line with the network system.

The study found that despite the clarity inherent in the policy content, the implementation of these policies did not bring positive change to the lives of young people, and this related to the research problem of this study. The existence of policies favouring the youth is an indication of the government's awareness of the need to act. However, the implementation of these policies appeared limited and the problem was in the implementation stage. The implementation stage of the policy process is a critical stage in that this is when the process is handed over from politicians to administrators to apply and to convert into tangible actions. At this stage, policy decisions are put into practice and they must be applied. This stage must provide an answer to the question, "How?". The achievement of the goal of the policies is dependent on this stage of policy process. Therefore, the handling of the transition from the politicians to the administrators is crucial because if the hand-over process fails to articulate and define the purpose of the policy decisions, the implementers will find it difficult to put it to fruition. Hence, Schwella (2015:329) stipulates, "Over and above leadership, managerial and technical capacity and competencies are required to implement policies successfully, with impact on the ground given local conditions; there's also a need for flexible application of policies by professionals on the ground or at street level".

Schwella's argument for specific skills and abilities seems to compromise the implementation process because in this study it was argued that cadre deployment, as discussed in Chapter 6 and Chapter 7.2.1, hampered effective service delivery. In this case, deployment compromised the criteria (as set out by Schwella) when policy decisions were made. There were a limited number of implementers; and, this was evident in the government's failure to implement youth development policies effectively and also in all the challenges attached to these failures. The limitations that arose from cadre deployment in the policy process caused a disjuncture when policy decisions were to be implemented because those carrying the responsibility to do it did not have the capabilities to handle the processes; thus, weakening the process. The

implementation of policy decisions demands competencies that go beyond the basics, but it is compromised in South Africa; hence, poor output in implementation.

The study observed implementation failures through the NYDA operations, as discussed in Chapter 6.6.1, whereby one of the challenges was NYDA involvement in the youth development programmes of various government department, but the Agency is the custodian of youth interests. Programmes such as the EPWP should have a direct footprint of the NYDA because they are NYS programmes, but the Agency is not involved in their implementation. The Department of Public Works steers the process and the Agency comes in only as a facilitator for the Train the Trainer Workshops and as recipients of the reports. In Chapter 7.2.4, implementation challenges related to the NYDA were identified, the main one being coordination between the national, provincial and local level of operation of the Agency. The current situation, as outlined in the Chapter 7, is that the Agency is provincially based but does not account to the province; instead, the Agency reports directly to the Presidency and that poses a challenge because the provinces find it difficult to support the Agency. The problem is aggravated by the existence of youth desks in the provinces; these structures are legitimate structures that operate parallel to the Agency, which could lead to duplication and confusion in the delivery of services. Policy implementation becomes cumbersome when there is the duplication of structures that are meant to serve the same client – worse, because the youth desk also possesses the coordinating role. The study found these to be serious implementation challenges that must be dealt with to restore order and settle the youth unemployment challenges experienced by the country.

The issue of coordination and collaboration in implementation are issues that are addressed by the Youth Development Framework, as discussed in Chapter 7.3. The collaboration of role players and collective planning could minimise the implementation challenges experienced because all role players would work as a collective and share their plans, unlike the existing silo mentality that minimises and devalues the efforts of those who participated in the development of the current policies. There is a need to synergise the implementation of policy decisions in South Africa. The NYP values the importance of the consolidation of youth programmes and initiatives; this is supported by the Youth Development Framework in Chapter 7.3. Moreover, the implementation of the youth lens and youth set-asides, as prescribed by the NDP and the Youth

Accord, will not be seen with the current practice. Hence, the country needs to consider the approach that unites the forces toward a single mission. Again, the framework identified the main sectors that must be involved in addressing the youth unemployment issue in South Africa. According to the framework, policy implementation in network governance depends on the public sector, the private sector, the social sector, and the academic sector. Each one of these sectors possesses a specific role to play; for instance, the public sector would be inclined towards policy endorsement and review, while the private sector would focus on resource allocation. Society could assist with needs identification, while the academic sector could provide the necessary skills towards the youth development project.

8.3.2. Youth development in South Africa requires a network system of governance to tackle unemployment

The study further established that network governance is relevant in addressing the issues related to youth development and unemployment because of its unifying approach that seeks to accommodate more than one role player in decision-making. The conclusion was reached after thorough analysis of policy theory in Chapter 3, especially from 3.3.1 to 3.3.8 of this study, which focused on various theories of public policy, and Chapter 4.2.1 and 4.2.1.1 to 4.2.1.4 on governance theory and the theories of governance. Through the discussion, the content of each theory was analysed and discussed, and the study extrapolated the lessons that pointed to the network system of governance as an inclusive theory that advocates for the cooperation of role players, irrespective of the sector. The network system also emphasises unity of purpose.

Moreover, the study observed that even though the theory has limitations in that it might not gain the support of bureaucrats, it has the potential to amass buy-in from many stakeholders. Hence, it will ensure that the focus is on youth unemployment, which will be tackled from all angles by different role players using various measures and approaches, which will lead to a more holistic approach. A holistic approach is one of the values of the NYP 2015, which recommends “holistic youth development initiatives that encompass all aspects of young people’s life and respond to other physical, psychological, social, economic and spiritual needs within the socio-political environment ensuring that they gain the necessary knowledge, skills and experience required to ensure a smooth transition into adulthood” (NYP, 2015:8).

The study also established that the network system is beneficial to governance in that it ensures that the basic human rights of the youth are protected. Chapter 4.2.4 touched on the importance of governance theory. This brought a realisation that the combination of the network system and governance would give the youth the opportunity to participate in the decision making of issues that affect them. The discussion in Chapter 4.4.4.1 to 4.2.4.9 pointed to the way governance could be used to uphold the human rights of the youth, while Chapter 6.2.3 discussed the effective application of the network system. The benefits that were observed through the study were that the network system could assist in upholding of the rule of law for the youth in that their Constitutional right as citizens would be recognised through the equality clause in Clause 9. Equality is brought about by enabling the youth to participate and engage in governance and decision-making processes; thus, contributing to development in their issues and assisting with addressing their challenges. In a democratic setting, “participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive values in governance” (Kefela, 2011:3997) are upheld. The network system supports this process through its collaborative approach that acknowledges the interdependence that must exist when addressing issues related to the youth to accommodate them, instead of scaring them away from developments. The study further observed that through the network system, true democracy would prevail because the processes become more open and transparent; thus, enhancing trust among the role players, and this depends on effective leadership as discussed in Chapter 7.2.2.

The study also established that the government failed to implement policy content because policies such as the NDP Vision 2030 and the NYP 2015 called for integrated and collaborative service to the citizens. The status of youth unemployment in South Africa appears too large and complex for the government to handle on its own, as reflected in Chapter 5.3.2 of this study. Hence, it is important to gain the support of other role players who could contribute in supporting and protecting the rights of youth as citizens. The achievement of this intention depends on the involvement of more than one role player and this is what network governance recommends. The study is of the view that the human dignity and the integrity of youth could be restored through network governance by the creation of open and fair practices in political, social and economic structures, which will create a conducive environment as an enabler for

participation and engagement. The promotion of collaboration is endorsed through Section 152 of the Constitution by acknowledgement that public participation is essential for legalising government decisions, community requirement, accountability, and transparency (Prinsloo, 2012:9). The Clause further emphasises the importance of youth participation in ensuring that the policies that are legitimised and endorsed reflect their diverse opinions, instead of political views. The fact that the network system provides for participation over consultation is good in that the participation of role players, especially the youth, would allow them to engage with policy content and policy decisions. As role players, they would reach consensus as a collective in public policy making (Ansell and Gash, 2007:545). Participation in processes in more effective because everything starts from the unknown and brings ideas to tackle the challenges they are experiencing; that is a direction that youth unemployment challenges must take in addressing this issue.

Moreover, the study found that the government failed to implement the governance processes in youth development because they did not follow the prescripts of the policies that they adopted. The NYP 2015's vision is based on network governance because it calls for "integrated, holistic and sustainable youth development, conscious of the historical imbalances and current imbalances, and current realities, to build a non-sexist, non-racist, democratic South Africa in which people and their organisations not only enjoy and contribute to the full potential in the social, economic and political spheres of life but also recognise and develop their responsibilities to build a better life for all" (NYP, 2015:6). The vision is based on the network system and it could only be achieved if the network system is fully implemented. The NDP, as discussed in the development framework in Chapter 7.3, highlights the government's commitment to engage all sectors of society, involving the private sector as key to the achievement of the objectives of poverty alleviation, economic growth and transformation, and job creation. The NDP further advocates for sectoral dialogue and leadership meetings between the government and business and all related sectors to overcome the current challenges. The submission is also made by Zarenda (2013:7). The policies, according to this study, are already aligned to network governance; this leaves the problem of how they are interpreted and what measures are followed when analysing the content.

The discussions in Chapter 2.3 on public policy theory, in Chapter 3.3.7 on governance theory, and Stoker's definition of governance in Chapter 4.2 all addressed the

important elements of network governance. The debate is furthered through Chapter 7.3, which is a framework that outlines how the network governance could benefit South Africa in its endeavour for an integrated governance system. The framework calls for an inclusive approach to youth development with the involvement of all role players who have a stake in the youth development agenda. Again, the framework points to the utilisation of existing policies such as the IGR Act of 2005 – an important tool because it prescribes government's functions and operations of various structures, especially in local government where implementation takes place. The IGR Act is discussed in Chapter 7.1. It advocates for the basic principles that are promoted through network governance, principles of consultation, coordination, value for money, institutional capacity, and participation (The Presidency, IGR, 2005:12). These discussions clearly showed that policies in South Africa are based on the network governance approach. This brought the study to emphasise the need for the effective implementation of network governance because there is poor governance in South Africa – a factor that could be attributed to capacity in the public service. Hence, the framework that is discussed in Chapter 7.3 chose network governance to dissolve the centralisation of services in governance to enable political leadership in government to focus on the legislative processes, because that is their speciality. The advantage of network governance is that the policy decisions are made by a collective and buy-in becomes a possibility, and if buy-in is sourced at the planning phase the implementation become hassle-free. Network governance makes the dissemination of information easy and quick because everybody is represented from the onset.

Interdependence and a focused approach in network governance are reflected through Diagram 7.3.1; this interdependence is covered in Stoker's definition of governance in Chapter 4.2 where there is recognition of a set of institutions and actors, who are drawn together from various sectors beyond government, and identify boundaries and responsibilities to deal with social and economic issues. They realise the power dependence involved in collective action, meaning that they realise that they need to work together to tackle these problems because without a collective their efforts are worthless. Through interdependence, role players get things done with minimal action from the government, but they carry the responsibility knowing that the government will steer and guide processes. The study values the importance of interdependence because in Chapter 7.3 there is an acknowledgement of the youth

unemployment challenge as a wicked problem and from the discussion a wicked problem cannot be solved by an individual institution or sector but required an amalgamation of efforts from a range of actors to tackle the problem in its totality. As Peters rightly said, “Wicked problems involve multiple actors and are socially and politically complex” (Peters, 2017:388). The framework creates a platform for these role players to come together in helping the government to provide amicable solutions to youth unemployment; this happens in the context of network governance. Moreover, it creates an interdependent environment whereby all could work together without compromising their independence but valuing each other’s role in decision-making.

Sustaining the interdependence of role players is supported by the provisions made by the discussions on the modes of governance in Chapter 4.2.3. These modes support developments and interactions between various role players. They can be used as tools for effective communication and consultation. The modes enrich network governance interdependence because role players are provided with alternative methods of engagement, which allows flexibility in approaching various aspects of decision making in the policy process. The modes also play an important role in addressing the challenges of youth unemployment, as discussed from Chapter 5.2.1 to 5.2.6. In the discussions it became clear that these challenges have a rollercoaster effect in that one could lead to another and in that way, no individual sector is capacitated enough to deal with the challenges. Therefore, role players could use these modes as tools for engagement. They could strategically use different modes, including the negotiation mode, the cooperative mode, the communication mode and the compliance mode, inter-changeably (as shown in Figure 4.3 in Chapter 4), depending on the issue at hand to gain the confidence and trust of other role players and ensure that they have realised the intended goal – which in this case is creating employment opportunities for the youth. The framework in Chapter 7.3 advocates for this collaborative approach, which could minimise the burden on the government and allow all sectors to carry it in realising a better future for the youth. The benefit of interdependence in the network governance development framework is that it allows role players to reach agreements, which are based on commitment, dedication and binding decisions, which remain within the rule of law. This notion is supported by Charbit (2011:17).

8.3.3 The NYDA lacks capacity to influence

The NYDA is an agency that was established by an act to accommodate youth issues because in South Africa there is no department for youth. Therefore, the interests of young people in the country are carried through the NYDA as a custodian for youth development. However, the study found many loopholes in the Agency, and most were related to capacity. According to the Act, the NYDA's purpose is the promotion of a uniform and standard strategy that will bind all state and non-state organs. The agency is also meant to guide the overall youth interventions and programmes, varying from redress measures, the provision of opportunities, gender considerations, support for learning and development, promoting participation for democratic upliftment and development, and recognising cultural diversity to promoting sustainable development and recognising youth development (NYDA Act, 2009:6). In terms of these responsibilities of the NYDA, the Agency must provide a strategy that will be all-encompassing, binding and standardised to ensure it is implemented by everybody, irrespective of the sector. This is the purpose of the NYDA, as outlined in Chapter 5.6. However, the study established in Chapter 7.2.4 that the Agency had not yet finalised the Strategy and it was operating, based on a draft strategy, which was published in 2012. Instead, the NYDA produced two policies that did not have implementation plans to date. The study pinpointed this failure as an indication that the NYDA did not have the capacity to perform some of the duties that are prescribed by the Act. Hence, the Agency is failing to standardise youth development operations in all sectors despite the backing of the Act. This could only be achieved if they were capacitated, but the issue of capacity in the Agency could also be linked to the previous discussion on cadre deployment because most of the recruits in the Agency are aligned to the ruling party: thus, weakening its objectives.

The Agency is failing to guide the programmes and interventions towards securing opportunities for youth and redressing the imbalances of the past. Moreover, some state organs have continued to implement their youth programmes without the involvement or consideration of the NYDA. A clear example is the implementation of the EPWP by the Department of Public Works, as discussed in Chapter 7.2.4. Even though the Programme is an NYS programme and the NYS is a responsibility of the NYDA, the Department of Public Works is successfully implementing the Programme without direct involvement of the NYDA. The Act stipulates that NYDA must support learning and development; however, the Agency's role in education is not clear

because even in their draft strategy, the Agency outlines developments in education but does not articulated the specific roles that the NYDA played in these developments. While Subsection 4(a) of the Act stipulates that the NYDA must provide career guidance in schools, the discussions in Chapter 7.2.4 pointed to the fact that the task should be redirected to the Department of Basic Education to allow the Agency to focus on other matters related to youth development. Again, the Agency does not have the capacity to conduct this prescription of the Act.

On analysis of the NYDA Act, the study found that the Act is pro-network governance in that it mandates the NYDA to facilitate and lead the process of collaboration to enable stakeholders to make an impact in the implementation of programmes that benefit young people. This discussion was put forward in Chapter 6.6.3.7, and the shortcomings that were found in the implementation of the EPWP and the NARYSEC programme showed the involvement of NYDA only as a Train the Trainer facilitator and the recipient of the overall report, but not as a coordinating body (as shown in Chapter 6.6.1). The Agency is unable to influence the coordination of programmes within the public sector. The Presidency needs to consider capacity building for the NYDA to achieve it mandate because currently state departments implement their programmes without consideration of the NYDA.

The study levels the NYDA's failures to the Agency's failure to develop the integrated development strategy for youth development in the country. According to the NYP, "One of the factors that contributed to the lacklustre performance of 2009-2014 was that the Integrated Youth Development Strategy was never finalised" (NYP, 2015:4). The Strategy should have been prioritised as a primary task as it was to assist the NYDA and all sectors in terms of the alignment of youth programmes. The argument on the importance of finalising the Strategy is found in Chapter 7.2.4 of this study. The Strategy must carry the functioning of the Agency and if not attended to the Agency will remain toothless because there is no legal framework that binds the entities to adhere to the youth development requirements and the youth will remain marginalised. Again, mainstreaming of the youth cannot be achieved when there is no legitimate guide for implementation; this is the role that the Strategy should play. It is due to this factor that the Youth Development Forum, which was supposed to coordinate and integrate private sector involvement in the youth development agenda and the role of the private sector and state organs, has not been optimised (NYP, 2015:4). Chapter

6.6.3.7 further indicates that it is mandatory for the NYDA to facilitate and lead the process of collaboration to enable stakeholders to make an impact on the implementation of programmes that benefit young people; this is a prescribed by the Act. However, the lack of a strategy weakens the Agency's functions. Hence, the NYDA is more of an agency that must work without tools because of the lack of the required strategy.

Chapter 5.6 of this study indicated the current administration's commitment to the NYS programme as the tool that could be used to curb unemployment. The President committed to the expansion of 50 000 youth in the NYS and stated that the NYDA was responsible for achieving this goal. The commitment is based on the mandate of the NYDA because the Agency is responsible for the NYS, according to the Act. The declaration by the President was in line with legislation because the NYS is the Agency's task, as already discussed in Chapter 7.2.4. Meyer (2013:20) states, "The NYS is seen as one programme that is intense and directed towards the achievement of skills development, nation building and national solidarity and focusing more on spatial and integrated communities". The NYS is discussed further in Chapter 5.6 as one of the strategies that was adopted by the government in 1998 to fight unemployment, but the Strategy failed to reach the intended goal under the guidance of the NYDA because the Agency lacks the required capacity. As indicated, the Agency needs capacity and the capacitation of the NYDA does not rely only on government, even it is the mother body. Capacity building for the NYDA lies in the application of network governance because the involvement of more than one role player in the NYDA would provide skills and expertise that would sustain the Agency while ensuring that all role players dedicated their resources to ensure that the Agency became functional to meet the demands of young people. The Youth Development Framework in Chapter 7.3 provided a simplified approach to ensuring collaboration for the NYDA.

The study further supported the proposal that the NYDA's designation as a Section 75 bill limited its authority because the allocation of the youth development authority to Premiers' Offices diminished the Agency in that premiers may allocate NYDA duties to anyone they deem fit. The discussion is carried in Chapter 6.7 and 7.2.4. The NYP highlighted this as a concern and proposed that the NYDA must be designated as a Section 76 bill with the hope that this would provide direction and minimise

fragmentation, while giving the NYDA better muscle to perform its responsibilities in provinces (NYP, 2015:9). As a Section 75 bill, the NYDA is denied its rightful duties because the powers to implement youth development are shared. The Premier of a province has youth development as a responsibility, while the Agency has the same mandate. The problem is that the two entities could implement this mandate independently of each other; this could cause misalignment. Moreover, this causes the continuous duplication of services because nothing binds both to consult. In most cases, as indicated in Chapter 7.2.4, the premiers would work with the youth directorates to pursue the youth development agenda in the province; that left the Agency stranded and wanting. Implementation of a Section 76 bill would synergise the processes, bringing both the Premier's Office and the NYDA together, and intensify cooperation. When the NYDA's designation is reviewed as a Section 76 bill, the Agency will be able to lead stakeholders and it will receive recognition from provinces. Again, it will enable better reporting lines because currently the NYDA reports direct to the Presidency and there is little that the provinces can do to gain access to these reports. The designation of the NYDA poses more challenges for the Agency and something needs to be done. The issue of designation further limits the Agency's capacity to reach its candidature, while the reality is that if the Agency was working with provinces, especially the provincial youth desk under the guidance of the premier, they would be able to make an impact. The problem is well articulated by Gyimah-Brempong and Kimenyi (2013:2) when they stated, "Weak coordination amongst government agencies, donors and regional organisations are detrimental to effective policy implementation". This was observed through the operations of the NYDA in provinces.

The study further found that one of the main failures of the NYDA lies in the fact that the Agency does not articulate the monitoring and evaluation of programmes and projects as a priority. Hence, the NYP proposed specific "monitoring and evaluation mechanisms for accountability and continuous improvement of interventions" (NYP, 2015:4). The Agency implements and reports to the Presidency on progress on implementation, its financial status and related youth development issues, and nothing on mechanisms applied for monitoring. The matter is discussed in Chapter 6.6.3.5 of the study. The Agency admitted to the fact that monitoring and evaluation were challenges that resulted from the arrangements that were legislated, and they had to

deal with the current institutions, management and administration (NYDA Strategic Plan, 2015:5). Without efficient and effective monitoring of programmes and projects, the Agency will never know its impact and the progress made. It is, therefore, incumbent on those whom the Agency account to, to ensure that it develops practical monitoring and evaluation tools based on the youth development agenda, which the policies need to address. In the development framework in Chapter 7.3, the relevance of the NYDA as a coordinating body and an agency of government were clearly defined because the framework recommended that the public sector should be responsible for coordination of the all stakeholders. Therefore, the NYDA as the custodian of youth development and the coordinating structure, as prescribed in legislation, was duty bound to take a lead in network governance for the benefit of the youth.

Moreover, the NYDA carries the responsibility to review the NYP after every five years to ensure relevance and practicality. The study observed that the Agency adopted an incremental approach in the NYP policy review. As discussed in Chapter 3.3.5, the approach does not encourage a complete review of public policies; instead, it promotes the retention of the status quo and modification of what is already available. Dye (2008:18) indicates that incremental policies "rarely focus on the past policy commitments but rather focus the attention on changes, policies and expenditure". The incremental approach has caught the NYDA in a trap in that they keep to modification when they must do justice to the development of the NYP because there is an acknowledgement of failures in the implementation of the NYP. However, even with the current NYP, "The policy builds on South Africa's NYP which covers the period 2009 to 2014, it improves upon and updates the previous policy by speaking to the new challenges that South Africa face while acknowledging that there is more to be done to address the challenges identified in the previous NYP" (NYP, 2015:2). The situation of the youth in South Africa, as discussed in Chapter 5.3, does not require the government to keep doing the same thing repeatedly; instead, there is a need for more innovation and creativity in dealing with young people's issues and the policy content that is incremental does not reach the level of demands that the country needs to effect change in young people's lives. The study observed that the incremental approach limited and paralysed development. The approach compromises the value of participation and involvement in governance. Therefore, the review and capacitation of the NYDA must include the review of the NYP approach because incrementalism

does not provide the envisaged results. As much as there is a need to consider the financial implications of the new approach, it should not compromise the quality of the work that needs to be done for the NYDA to address the issues of young people to the fullest.

8.3.4. Inadequate Monitoring and Evaluation Strategies

The study observed that the monitoring and evaluation of youth development implementation is not articulated well in the policies themselves. The mention of monitoring is too generic and abstract. There is also no clarity on the application of monitoring processes and responsibilities. The monitoring tools are not readily available, and this makes the process complex. Monitoring is a task that is allocated to the NYDA. According to the Act, the Agency must evaluate and monitor all programmes that are aimed at integration of the youth in the economy and society in general (NYP, 2015:6). Yet, in the previous discussion on the capacitation of the NYDA, it became clear that monitoring was one of the NYDA's greatest challenges because the Agency does not have monitoring programmes. The studied policies indicate the intention to conduct monitoring and evaluation of projects and programmes as an important step in the policy implementation process. However, the only strategy that attempted to address monitoring is the Youth Enterprise Strategy 2013-2023 from the DTI. The document indicates the DTI, with the support of the NYDA, as responsible for the development of the tools and mechanisms for coordination and monitoring. It further outlines the role of the provinces and the frequency of meetings for stakeholder reporting and sharing of good practices (DTI, 2013:52). However, the process flow showed fragmentation resulting from multiple councils that advise the minister and it does not make any mention of the review of processes to improve services provided to the youth. This was discussed in Chapter 7.2.1.

The debate on monitoring and evaluation is furthered in the discussions in Chapter 7.2.1, whereby the study shared an observation that indicated that government programmes were not adequately monitored and named this as the reason why implementers were unable to track progress and developments in youth development issues. According to the study, there were no effective monitoring tools. The analysis of the study concluded that the loophole in youth development monitoring stemmed

from the fact that the NYDA did not make mention of monitoring but talks to accountability in Clauses 6(1) and (2) of the Act, and no mention was made of monitoring strategies in the Draft Youth Integrated Development Strategy. Chapter 6.6.2 of this study indicated the importance of monitoring and evaluation for data capturing and how the gathered information could play a major role in decision-making and during policy review. Another benefit that was identified was that monitoring ensured adherence and compliance to the law. Lack of efficiency in monitoring was detrimental to policy decision making and it was a contributory factor in the failure to attend to youth unemployment and development meaningfully.

The disappointing factor was the fact that the government had attempted to address the issues related to monitoring and evaluation through the publication of the document entitled Policy Framework for the Government-wide Monitoring and Evaluation System. The Framework is a tool that must be applied in public sector entities at all levels of governance. It is based on governance principles and it commits the government to implement Monitoring and Evaluation (M&E) to improve governance. It promotes rights-based M&E, development-based M&E, ethical and integrity-oriented M&E, utilisation oriented and methodologically sound M&E, and operationally effective M&E (The Presidency, 2007:3). All the principles that are outlined in the Framework are in line with governance because they point to transparency, accountability, participation, inclusion, and human rights. Again, when going through the context and legislative framework of the NYP 2015-2020, there is no mention of the Framework and that is an indication that there is no plan to implement the monitoring and evaluation framework by the Agency. The Framework should be considered as part of the overarching policies that guide the Agency because it cannot be functional without the process of monitoring and evaluation. The context and legislative framework of the NYP 2015-2020 can be found on page 4 of the Policy.

The question is: What is the purpose of these guiding documents if state entities cannot implement them as tools of operation, yet government programmes and projects are failing. M&E forms an integral part of policy decision making and policy review and failure to justify the decision through evidence-based data gathered from M&E will result in poor performance and poor service, as already seen in youth development and the failure to provide employment for young people. The relevance

of the Youth Development Framework, which was discussed in Chapter 7.3, is that it allows for horizontal and vertical monitoring in policy implementation and this is possible through network governance. Accountability cannot happen without the effective and efficient monitoring of programmes and projects, irrespective of whether the programmes are implemented by the public or private sector, M&E is central. M&E must assist the country to develop new strategies and initiatives to improve youth development. Chapter 2.2.4 outlined the importance of policy evaluation and how this step in the policy process could enhance knowledge acquisition of the set policy. According to Cloete (2004:248), the following are the reasons to conduct policy evaluation:

- To measure progress towards the achievement of policy objectives,
- To learn lessons from the project/programme for future policy review, redesign, or implementation strategies,
- To provide political or financial accountability,
- To better advocate a cause, and
- For public relations purposes.

These reasons are valuable, and they are essential in addressing the challenges of youth development and unemployment because it was already indicated that implementation is one of the major challenges that hampers youth unemployment. Therefore, policy monitoring and evaluation is necessary to tighten the relations between the government, stakeholders in youth development, and the youth in general. M&E boosts accountability and transparency in public decision-making processes. It enables continuous reflection and analysis of the progress; thus, allowing more efficiency in that prevention measures could be taken before more damage occurred. If M&E were effective in South Africa, role players in the youth development space would have realised the negative impact of the policies that were applied because they were not producing the expected output. Policy performance can be assessed only through effective M&E. It is an essential part of policy process and youth development and unemployment depends on this stage for the government to decide whether the existing policies should be terminated or not. M&E has the potential to build public confidence because it happens in an environment that is conducive for role players to present their objective and honest opinions about their

findings and make recommendations that would take policy decision making forward. M&E is a learning and teaching process where role players can exchange lessons, yet this process is lacking in youth development policy implementation; as a result, young people carry the burden of the failure to monitor programmes and evaluate the progress and impact thereof. M&E must provide justice for young people to gain employment through the intense analysis and evaluation of programmes to make informed decisions about the future of young people in South Africa. M&E is associated with accountability, yet the content of these policies did not capture accountability as a basic principle in governance. The principle of accountability was discussed in Chapter 4.2.5, as one of the fundamental principles in governance. However, analysis of the NYP 2015-2020 did not include evidence of accountability, equality and equity as key principles in governance. Accountability, which is linked to M&E, serves an oversight role in government; hence, the need for accountability. In the Parliament, opposition parties play this role and it is a responsibility that must be carried by everybody within society and within all sectors. It is this need for M&E that was advocated by the Youth Development Framework in Chapter 7.3. M&E goes with involvement and participation, which are basic requirements for good governance. M&E serves to enrich democracy and maintain the rule of law and it is purposive in that it must promote transparency and accountability through the provision of evidence that will support development. The fact that South Africa made provision for institutions such as the Chapter 9 Institutions in the Constitution was indicative of the country's commitment to monitoring and evaluation, and the promotion of accountability in all public spheres. These institutions provide oversight and create an enabling environment for the scrutiny of persons and institutions without political intervention in the interest of society; the youth policies and programmes should also be scrutinised through M&E systems to assess their shortfalls and loopholes.

Furthermore, the study noted that the involvement of the private sector, as outlined in the Youth Development Framework in Chapter 7.3., was important in that it provided muscle for M&E. The private sector should serve as an external monitoring body to ensure compliance, while serving as an oversight structure in the implementation of youth development if network governance was followed to the letter. The feedback and data collected would bring objectivity due to the independence of both sectors.

The benefit of working with the private sector is that the sector could also contribute by providing advanced tools in M&E to augment what was already available.

8.3.5 Challenges related to the definition of the concept youth in some policies

Chapter 5.2 of this study concentrated on the definition of the concept 'youth' in South Africa. The reason for the investigation was to enable the study to understand the South African understanding of the candidate who was referred to as youth and reach consensus on the services that this candidate required. However, during this research it was realised that confusion existed regarding the definition of youth in South Africa. The confusion stemmed from the fact that public service departments and Acts used in the country to define youth ignored the definition that was provided by the Act and defined the concept according to their respective mandates. The Act is clear on its definition, that youth is "a person between the ages of 14 to 35 (The Presidency, 2008:4). Yet, the White Paper on Social Welfare Act of 1997 defined youth as someone between the ages of 15 to 30. The Children's Act, on the other hand, defined youth as someone below the age of 18. The definitions caused inconsistency in the provision of services to the youth because they created a platform for discrimination, which would be against the Act and the Constitution. Following the definitions of the Social Welfare and the Children's Act, a big portion of the youth might end up missing out on services. These two policies closed the window of opportunity for most youth. It is necessary for all departments to take reference from one act and one definition to avoid the creation of loopholes that might lead to poor accountability and the failure to address issues related to all youth. The Act provided a uniform definition; therefore, all departments must take their cue from the same act to close off gaps that might compromise other cohorts within the youth category as defined. The fact that there were departments that defined youth their way, led the study to conclude that there was an inconsistency in the definition. This was one of the reasons why the government was failing to serve the youth accordingly because there were departments that used their own internal definitions to cut off services to some young people. The situation deserved a platform on the policy agenda to enable policy makers an opportunity to review these definitions and agree on the way forward.

8.3.6. Education system needs review and realignment

The general agreement is that education plays an important role in human development. In this study, in Chapter 5.3.1 education was highlighted as one of the major challenges that South African youth faced. Moreover, the challenges within the South African education system were multi-faceted. Some challenges in education were historical, inherited from the apartheid regime, which promoted inequality in education resourcing and allocation, which led to some racial groups gaining while others lost in terms of quality in the education that was provided. These inequalities remained and had negative effects on youth today. An impediment in education was the high dropout rate from primary, secondary, and tertiary education. Not all young people who registered for Grade 1 reached Grade 12, many fell out along the way. As stated by Mlatsheni and Leibbrandt (2011:123), “In 1994 1 666 980 pupils started grade 1 and only 5 percent were eligible for university entry, while two-thirds could not reach grade 12 by 2006”. The system was unable to retain these young people long enough to gain the necessary knowledge that could sustain them and ensure that they became independent later in their lives. As a result, Jobson (2011:6) said the job markets were unable to appoint these youth as either drop outs or qualified because of the poor quality of education that was on offer in the country.

The study further noted that the quality of education provided in schools did not meet the required standards and did not offer skills that were required by the job market. Chapter 7.2.6 pointed to the fact that the NDP and the NYP highlighted the importance of education as a tool for the progressive development of youth, yet the education system in South Africa was entangled in many challenges (as discussed in Chapter 5.3.1). The NDP noted that education could contribute to higher rates of investments and competitiveness, and expand productivity and the export industries (NDP, 2012:17). According to the study, the challenges in education required a multi-sectoral approach because the Department of Basic Education and the Department of Higher Education could not succeed in tackling these challenges in isolation. Hence, the importance of network governance because it could create a platform for a variety of stakeholders to engage and participate in the provision of tangible responses to the challenges. In addition, if the education platform could assist the country to bring investor, why could industries and the private sector not be involved?

Additionally, the study observed that the development of the education system demanded of the government to forge partnerships with all sectors and role players

who were involved in education, starting with the review of the curriculum to ensure that it offered content that was relevant in addressing the developmental needs of the youth, as well as the markets for job security. The involvement of district and local government in education was another impediment in that these structures played an important role in ensuring that the curriculum addressed the needs of the locality because education must help solve the problems of communities. This issue was highlighted in Chapter 6.6.3.6. The fact that education curriculum delivery was centralised limited other spheres of government in making inputs on what needed to be addressed by the system. In 6.6.3.6 and 7.2.6, it was stated that a decentralised approach benefitted governance and provided relevance and context to education. The government needed to strike a balance to persuade direct involvement of more role players and develop an all-inclusive system. The study further noted that the present curriculum had serious defects in that it lacked a diversity of programme offerings and had a poor focus on community development needs. This matter was outlined by the Department of Higher Education and Training (2017:13) in Chapter 6.6.3.6. In addition, Gyimah-Brempong and Kimenyi (2013:5) referred to the poor quality of education despite increased statistical attainment – this pointed to curriculum content that was irrelevant.

The lack of relevant skills was noted as an impediment to securing jobs for young people in South Africa because the education system provided skills that were irrelevant for the job market. The issue of skills was also noted in Chapter 6.6.3.6 by Meyer (2013:18) who said that school leavers were unskilled or did not possess relevant skills for the job market. Yet, Van der Byl (2014:26) in Chapter 5.3.1 stated, “The enrolment in TVET Colleges remains low”, which implied that the country had not started addressing the skills shortage despite the knowledge that the country needed artisans to work on infrastructure development and job creation. Again, as noted in Chapter 6.6.3.6, the NDP prescribed a target of 30 000 artisans per annum because these were the skills that were in demand in South Africa if the country was to achieve any form of infrastructure development for economic growth.

Another challenge noted by the study was the poor performance of South African learners in subjects such as Mathematics and Physical Science. Failure to achieve in these learning areas impacted negatively on the registration of engineering and medical students; this led to a shortage of required skills. The challenges in

mathematics and science were highlighted by research institutions, such as the Trends in Mathematics and Science Study (TIMSS) in 2011. South Africa performed bad in both subjects out of 63 participating countries, and the South East Africa Consortium for Monitoring and Educational Quality (SACMEQ) added reading incompetence (Festus et al., 2015:3). The information shared by the study in this regard in Chapter 5.3.1 is appalling considering the capital investment annually by the government in education. According to Acompo (2004:4), “Government is allocating 20% of the total budget to education hoping that the funding will ensure the equitable allocation of resources to close the inequality gap”. However, the study observed that these measures were not effective because learners were still performing dismally, and the situation was not improving.

Moran et al. (2008:9) in Chapter 2.2 of this study regarded public policy as “the business end of political science, where theory meets practice in the pursuit of the public good”. The observation of the study was that existing youth development policies and education policies must be in a position of driving the government agenda towards pursuance of public good through achievement of the set goals and objectives. Public policies are purposive and the failures in education reflected badly on the policies in that it seemed as if they did not cater for the needs of the country. There was a need for more relevant policies in education, which would ensure a change in the educational outlook to secure better educational outcomes, according to the economic needs of the country. The fulfilment of that need relied on network governance because the system, as discussed in Chapter 7.3, encouraged participation and inclusion. These are important in a diverse country that has diverse needs and forgotten youth, like South Africa. To add to the benefits, the development model provided a platform for review and reflection on the current policies.

8.3.7. South Africa failed to apply governance principles to capacitate youth

It is evident from the study, especially from the content in Chapter 4, that the NDP: Vision 2030, NYP 2015-2020 and the NYDA all adhere to the principles of good governance and that they draw their framework from the Constitution as the supreme law. These policies recognised the importance of good governance as a vehicle for effective implementation. However, the study noted with concern that implementers in the public sector were unable to put these policies into practice. This situation could

be caused by a lack of capacity or them deliberately ignoring the prescriptions. According to the evidence provided in the NYP, as discussed in Chapter 6.6.3, there was a backlog in the achievement of the Youth Accord targets and with the NDP job creation targets for the youth. In the State of the Nation Address of 2019, the President identified silo operations as one of the challenges that prevented coherent planning and implementation (Manungufala, 2020:1). All these factors affected youth development and employment opportunities negatively. They were an indication of the poor implementation of governance principles, as governance advocated for more integrated services, and they were linked to under-performance in the achievement of the NDP goals and objectives.

The study further linked most of these problems to cadre deployment, as most of the cadres were not capacitated to handle some of the responsibilities attached to the positions they occupied. Chapter 6.6.3.1 elaborated on cadre deployment as a factor that stalled development and a contributory factor to government's failure to serve young people in that cadres did not possess the necessary skills. Once appointed, it was difficult to remove them due to poor performance and it led to the demoralisation and disgruntlement of capable and committed staff and growing cynicism from the public (Tapscott, 2017:82). Clear prescripts were provided by Schwella in Chapter 2.4.3 of this study, whereby characteristics such as leadership, management skills, capacity and competencies, topped up by flexibility applied by professionals, were central to impactful implementations. An implementer who lacked these characteristics would not succeed in ensuring that good governance prevailed because of possible ignorance or incapacity. They are unable to lead policy implementation when they possessed limiting defects. Leadership was key in governance, if leadership was lacking, the system would collapse. According to the NPC, in Chapter 7.2.1, managers and implementers avoided accountability mechanisms because they avoided owning up and taking responsibility; at the same time, they were reluctant to give authority to those who could, irrespective of their positions (NPC, 2011:24). The scenario was an example of lack of trust, associated with limited knowledge; hence, the reluctance to hand over to those who knew, and cadre deployment was the cause of this mistrust. Implementers must be competent enough to achieve but the democratic government failed to implement governance because cadres were more counterproductive than progressive due to obvious reasons. The NDP prescribed the youth lens as a strategy

for youth development. This notion was discussed in Chapter 6.6.3.2 and in Chapter 7. However, if governance is poor, the youth lens will remain a pipe dream.

According to the observation of the study, in association Stoker's definition of governance in Chapter 4.2, specific factors about governance were identified, which are essential in policy implementation, aligned to governance. The Chapter provided in-depth discussions about governance and how different role players acted collectively in a governance environment for the achievement of policy decisions, without losing their value and autonomy. It was in this section that the study realised the defects in government in the implementation of governance in policy decisions and implementation. The deliberation on Stoker's motivation on governance and what it entailed were carried further in Chapter 7.2.1. The factors that Stoker outlined were the actors who were meant to carry the implementation process; these actors are people and institutions with specialised expertise and skills that could speed up the process of policy implementation and youth development. The boundaries are not clear but what is important is that they shared common interests on issues that needed attention. Blurring boundaries strengthened the interdependent nature of the actors in governance, which was associated with power dependence; thus, it built cooperation and coordination. The coordination was not threatened in this case because all the role players retained their independence yet reflected their capacity. These factors were not clear in South African policy implementation and governance; it was considered the reason for governance failures because there was no compliance to the governance principles that were meant to drive service delivery. The study noted that these were the reasons why the Presidency had to adopt the District Development Model to enforce compliance to governance principles; especially because governance advocates for a collaborative approach to tackling youth development issues because they are policy issues.

The study further observed that governance decentralised services; thus, unbundling the burden from the public sector as the only provider for young people. Instead it opened the window for anyone to help. When services for the youth are monopolised by the public sector, it becomes difficult to meet their needs; this is current experience. The public sector must coordinate role players for youth employment, instead of hoping that the sector could provide for all youth. When services for the youth are not

coordinated, services tend to be duplicated because no one knows what the others are doing.

Moreover, governance could be used to curb the wastage of resources. The current situation in each department was that it had its own independent service for the youth, which was not communicated to other public sector departments. Duplication and lack of coordination were highlighted in the NYP (NYP, 2015:9) and in Chapter 7.2.1 as major impediments to youth development and the study concurred. In the absence of coordination and transparency, implementation became messy; hence, some would receive an oversupply of services while others would receive nothing. However, if services were well coordinated within the framework of governance policy, decisions and implementation would become more effective and reach more beneficiaries.

The policies that were dedicated to youth development and employment were government inclined and governance was captured as part of the framework in these policies; yet, these did not go through into application; hence, the argument of the study that the country was failing to implement governance. An example was the discussion in Chapter 7.2.1, whereby it was clearly stated that each of the policies acknowledged the importance of forging partnerships for better youth benefits. As observed by Zarenda (2013:7), the NDP committed the government to engagement of all sectors, while Meyer (2013:1) identified the NGP as an advocate for partnerships up to the level of BRICS countries. The Skills Accord pointed to the importance of the allocation of roles for partners and the DTI outlined the role of the private sector and SOEs in enterprise development for youth. Both the NYDA Act and the NYP acknowledged the partnership with the private sector, including non-governmental organisations and communities for the achievement of goals (NYDA, 2009:9; NYP, 2015:2). The call for partnerships in these policies showed the government's need for governance and acknowledgement the importance of governance, but they lacked in the delivery of this – the most important factor for an effective and efficient state. Hence, the study's emphasis on the network governance; however, that needs committed and dedicated government.

The analysis of the principles showed that full adherence to governance could ensure compliant and responsible administration of government programmes. The principles would allow people to know, through access to information that was brought about by

transparent and open processes that would empower the youth, to act when they saw injustice. Transparent processes enabled society to demand clarity and to hold office bearers accountable for their actions. Governance enabled better communication and reporting became easier. However, it would appear as if these principles opened gaps for political scrutiny and criticism, which was a factor that politicians would not like to be subjected to. Youth development programmes required the intense implementation of these principles to deliver better services, and to enable the youth to access the democratic gains. The governance principles allowed “the citizens to evaluate and utilise information to gain control over governance in elections through their representatives in the elected representative bodies such as parliament by taking government to court and by holding public representatives and office bearers accountable for their actions and failures to do” (Schwella, 2015:37). The failure to put these principles into action prompted the study to question the intentions of government ‘s failure in terms of governance. The assumption was that the principles were ignored to avoid accounting and carrying responsibility for their failures. Unfortunately, youth are and were the victims of this failure because implementers were not able to account. The question is: Which democracy is applicable in South Africa if implementers avoided democratic prescriptions.

The study further noted that good governance is a vehicle for true democracy and the effective application of the rule of law; however, the failure to implement good governance effectively even though the principles of good governance were embedded in the Constitutional values of the country was a compromise of democracy and human rights. The failure to adhere to and implement governance principles led the study to question the validity of the democratic institutions that were established to secure the right of citizens to participate. Youth participation in the issues that affected them seemed limited because their voices were not heard, and their conditions deteriorated by the day, as shown in the discussions in Chapter 5.2. Education provision was poor, unemployment was high, violence and crime rates escalated, their health conditions deteriorated, they were socially excluded, and poverty levels were on the rise. The situation would not have deteriorated to such an extent if governance measures were followed to the letter. The situation of the youth tells a tale of injustice and unfairness, and inefficiency and ineffectiveness, and contributes to the development of mistrust of government by the citizens, especially

the youth. This happened despite the reality that the Constitution “encourages citizen participation in issues of governance and regards citizen participation as an essential ingredient in any democratic dispensation to keep the country on track” (Pillay, 2004:591).

The failure to implement governance effectively was what led to the isolation of the youth by those who were meant to bring them to the foreground; instead they were isolated and termed ‘a lost generation’, as discussed in Chapter 5.1. Good governance measure should have been used by the authorities to tap into the capacity of the youth to address their problems because the youth have potential and they are able. The discussion of the Youth Development Framework in Chapter 7.3 showed how the youth could be drawn to participate and be involved in providing solutions to their problems. The isolation of the youth indicated poor governance and an inability to utilise the available resources because the youth are a capable resource, and this further exposed them to abuse by opportunists who might influence them to participate in social unrest. As stated by Jefthas and Artz (2007:40), “They participate in the destruction of properties especially schools, they steal, intimidate others and are involved in other criminal activities and anti-social behaviour” because they are frustrated by the system that does not value them.

8.4. Recommendations of the study

Chapter 7 of this study made an immense contribution in terms of recommendations in addressing youth development and unemployment challenges. In the Chapter, the focus is on recommendations based on the findings of the study; they are related to the recommendations that were made in Chapter 7. The study made findings that were rather negative towards the development of young people in South Africa and the following are ideas that the study recommends for future review of youth development and employment in South Africa.

8.4.1 Collaborative involvement in policy process including policy design and policy implementation

The study observed that policy, despite the recognition of the importance of external stakeholders in policy development process and policy process in South Africa, remained politically monopolised with the ruling party enjoying the power to influence

policy decisions. Chapter 2.2 emphasised the importance of stakeholders, including the public in policy processes because policies are statements of government intent. Therefore, they must reflect government commitment; at the same time, they must depict the needs of the people who will be affected by the policy and the interests of those who have the capacity to provide the expertise necessary to achieve the set policy objectives. The involvement of these role players would ensure a holistic approach to policy design and development in that the obstacles and opportunities for all involved and affected would be identified and addressed accordingly. The greatest gain of this approach would be the collective approach from the beginning of the process. All stakeholders would agree on all details, including the purpose and objectives of the policy, the measures that should be taken to achieve the set objectives, the path to be taken to achieve the set goals, and the roles of each stakeholders. When a policy process is approached as a collective project, the chances of limitations and loopholes would be minimal in the sense that observation of the same problem would be tackled from diverse lenses; thus, providing a broader overview of the problem. Therefore, the policy decisions that would be made would reflect the reality on the ground because the involvement was all-inclusive. The inclusive approach is an approach that is recommended by the good governance principles, as discussed in Chapter 4.2.5, and these are captured as Constitutional values in the Constitution, which are the same principles that are advocated for by the Youth Development Framework that is informed by the network governance system in Chapter 7. Inclusion was recommended by the NDP, the NYDA Act and the NYP as the most relevant strategy to gain support and achieve youth development in South Africa; hence, the call for an integrated approach to youth development.

The advantage of this inclusive approach to youth development was recommended because of its ability to bring cooperation of entities that would work together under normal circumstances. However, in this regard, the focus becomes the target group and how each role player could ensure the provision of service and resources. The study derived confidence from the presidential adoption of the District Development Model, which shared characteristics with the network system. The DDM is referred to as a new integrated district-based approach to addressing service delivery challenges through localised procurement and job creation, which promotes and supports local businesses and involves local communities (COGTA, 2020:2). What needs to be

recognised is that the involvement and inclusion of diverse stakeholders is informed by the need and that all have specific roles to play. In Chapter 7.3, the role of each sector – from the public sector, the private sector, the academic sector and the society – was outlined and clearly defined.

The collaborative approach to youth development will benefit policy decisions in that it intensifies and strengthens the need for adequate accountability of all involved. Each role player has an oversight role to ensure that decisions are implemented accordingly. The accountability principle is a requirement for the NDP, which has already identified the need to tighten accountability by clarifying the roles of responsibilities and holding leadership responsible (NDP, 2012:50). Through the inclusive approach, policies that are adopted are integrated and holistic. The collaborative approach to policy design and implementation will minimise objections and unnecessary criticisms because the role players participate from the inception of the policy; therefore, all the reservations are dealt with before the passing of the policy; thus, accelerating the implementation time and minimising delays. Accountability in network governance helps the role players to receive feedback promptly, unlike in a situation where they must wait for sometimes misinterpreted feedback. It benefits the society in that responsible citizens are ignited to deliver and act in the best interest of the society. It improves service in government because the resource allocation is vast, and investment is directed to deserving beneficiaries.

A collaborative approach to policy process secures better performance in policy design, implementation and failures, which require improvement. Through this approach, role players learn from each other and share experiences, and it supports development. The approach creates an environment that caters for innovations and creativity because no one can claim the monopoly of ideas and direction, which makes it easy for all sectors to work towards collective policy planning of programmes and projects. Collaboration, according to the network system of governance, recognises the complex reality facing the government; it has a great deal of responsibility towards the society and youth (in this study) and the capacity is limited. Therefore, the only way to achieve the government's objectives is through collaboration and shared responsibilities. When role players work as a team, they are able to caution one another in cases where human rights are violated, and design policies are unconstitutional. Collaborative network governance strengthens democracy by

ensuring that all role players practice participatory democracy, and they operate within the supreme law of the country. The collaborative approach ensures that the expertise and skills that are lacking in the public sector are substituted, and that policy challenges in design and implementation are eliminated. Therefore, the deployment in this set up is in accordance to relevant skills. Through the review of policy design and implementation, it ensures the duplication of services and overlaps are eliminated because all operate from the same pool and share plans and intentions. The collaborative approach to policy design and review will allow role players to align their policies to the needs of the society and contextualise the needs of each community in line with the policy prescripts, like the One Plan as prescribed by the District Development Plan.

The review of policies in line with network governance will enforce participation of all role players and it enables role players, especially the community, to realise that their participation is not limited to voting, but that it goes beyond that. They will realise that their participation in democracy goes beyond elections, that they have the right to influence policy and determine policy content and policy decisions. It is through participation that the youth can push for the consideration of youth issues in the policy process and ensure that the problems that are related to the implementation of policies are eliminated. Through participation, role players not only gain a voice but they gain access into development and are able to act on the decisions.

Chapter 4.2.3.4 of this study outlined the benefits, and many uses that participation brings into the democratic process. The study asserts that these factors are necessary to unlock the blockages that drag down youth development and employment. The role players can associate freely and it enables them to participate in horizontal processes as peers and vertically by influencing decision makers to consider their inputs and contributions to policy decisions. Through participation, role players can speed up the implementation of the decisions that are made because everybody is informed and they have first-hand information about development regarding policy implementation and design. Role players are regularly consulted and engaged in decisions when decision makers know that they role players are active and conscious about policy design and implementation. Participation influences performance on planning, on adopted strategies, and on the set standards of delivery; these are related to the network governance instruments discussed in Chapter 7.3, as recommended by

Charbit (2011:17). Therefore, the study agrees with Ngubeni (2015:72) in Chapter 4.2.3.4 that the participation of youth relies on them being adequately equipped with tools to face the multiple yet inevitable challenges of the transition from adolescence to adulthood; building future cadres through structured interventions to help them navigate the challenges of real life and attain the tangible outcomes anticipated at the end of the interventions, aimed at youth development. The value of collaborative decisions in policy design and implementation is reflected upon in Chapter 4.2.4.7. Prinsloo (2012:9) reminds us that collaboration "is endorsed through Section 152 of the Constitution through the acknowledgement that public participation is essential for legalising government decisions, community requirement, accountability and transparency".

The study provided tools for the effective implementation of the collaborative approach to policy design and implementation through the modes of governance, which are discussed in Chapter 4.2.3. The modes allow role players to choose a suitable mode depending on the issue at hand and the intended objectives. The modes vary from the hierarchic mode in Chapter 4.2.3.1 to 4.2.3.6, which deals with the communication mode. These modes can be used interchangeably and can be combined to secure participation of the role players in an accommodative way. Just like the network instruments in Chapter 7.3, the modes do not "impose the relations of dependence or hierarchy subordination" (Grosse, 2007:11), but equality and respect for individual autonomy. Chapter 7.3 on the Youth Development Framework provides a process flow diagram that reflects the best way in which collaboration can be achieved, and the role of each role player in the implementation process.

The study further recommends a collaborative approach to youth development because it creates a platform for the private sector to thrive and to enable them to voice their interests from the onset. The private sector is vitally important in the collaborative approach to youth development because the sector possess resources and opportunities that are required to address youth unemployment. When involved from the beginning, the sector can share its competencies to curb the challenges that are found in youth unemployment and their failure to participate in the economy. Amongst the challenges that were identified by the DTI were the issue of lack of experience among the young workforce, deindustrialisation, poor infrastructure and volatile markets (DTI, 2013:10). All these are avenues that the private sector could

thrive in because it is familiar with the issues. The private sector can also provide expertise to speed up the capacity-building programmes for youth; these can be done in line with the market needs, while the public sector enables the sector to work through user-friendly policies and strategies that will benefit collaboration and cooperation. Again, through collaboration, the private sector can invest in infrastructure development and indirectly and directly contribute to job creation. The infrastructure will boost the economy and ensure the existence of more opportunities for young people as employees and as developing entrepreneurs; in this case, the public sector will provide facilities such as land to ensure access by communities. Infrastructure development will also help in reindustrialisation. The issue of reindustrialisation is a recommendation made by this study in Chapter 7.2.5, with the argument that South Africa must start from the known to the unknown. The country's economy used to thrive through industries; therefore, before venturing into other avenues such as technology it must start with industries.

As much as the study acknowledges that role of the public sector in influencing the markets through policies, the private sector makes investment possible and the sector can strike deals that will benefit the economy, and the youth specifically. Therefore, the study recommends strongly that the public sector cannot do it alone; there is a need for cooperation and collaboration if youth unemployment is to be addressed to the fullest. Hence, the recommendation of the Youth Development Framework, which is based on network governance (in Chapter 7.3), because the Framework makes the collaborative approach possible. Through the collaborative approach, the policies will reflect collective understanding of the strategy that needs to be followed and they will be accommodative of all role players, unlike the inclusion of role players at a late stage when implementation is a challenge.

8.4.2. Apply Network System of Governance as a strategy for youth development

The study is aligned to Stoker's definition of governance, and what the definition entails. In his definition in Chapter 4.2, Stoker emphasised the importance of a collective and the bridging of boundaries to level the operations to ensure effective power dependence. It is along these lines that the study recommends that the country needs to ensure effective service to its youth. Chapter 7.3 makes a breakdown of the role of each role player from different sectors because the public sector cannot do it

alone. The role of other sectors cannot be undermined in ensuring capacity building of the youth, as illustrated in Diagram 7.5, which indicates the process flow when network governance is applied for better service delivery. The policies that are discussed in this study all agree on the issue of the collaboration and cooperation of various sectors. As the NYP rightly puts it, the success of the Policy relies on a multi-sectoral approach involving stakeholders from different sectors with each working towards the promotion of youth development and the provision of youth services (NYP, 2015:5). The NDP prioritises the engagement of the private sector to understand how they can contribute in long-term planning and investment in the future for the achievement of the goals for poverty reduction, economic growth, economic transformation and job creation (*SA News*, 2013:5). The network system is endorsed by the Constitution in Section 152, which promotes public participation as essential for legalising government decisions, community requirements, accountability, and transparency (Prinsloo, 2012:9). Participation in processes in more effective because everybody starts from a new page and bring ideas to the table; that is what is needed in resolving youth unemployment.

The study further notes that the network system will require specific modes of governance to succeed because the process involves many role players; therefore, there must be suitable mechanisms that will make the operations and relations more conducive for the intended mission. The modes assist the governance process in that actors are persuaded to move from the premise of accountability and responsibility by owning up to their actions. They promote the values of effectiveness and efficiency in governance, which is in line with the network system as an alternative in resolving youth unemployment challenges. The modes in question are the negotiation, communication and cooperation mode because they allow the role players to retain their autonomy and enables interdependence as one of the main factors needed for network governance. Through these mechanisms, the partnerships that are formed are more open and they can ensure compliance and allow actors to share their views without reservations or fear of judgement. The communication and negotiation mode have been tried and tested in South Africa because they made the transition from apartheid to democracy possible. These modes benefit networks in resolving the youth challenges, that were highlighted in Chapter 4, because they support the policies that were discussed in this study. The NYP, the NYDA Act and the NDP all call for the

integration and involvement of other sectors and the utilisation of these modes will ensure that policy commitments are based on the real objectives of the government in collaboration with all sectors for youth development. Network governance is consensus oriented, as seen in the discussion in Chapter 4.2.3.6 and brings a variety of role players for a common goal, which requires effective governance based on partnerships. The utilisation of the modes of governance that are outlined is the beginning of working towards the effective implementation of network governance. The National Planning Commission (NPC) uses these modes in its coordination of the process of developing the Medium-Term Strategic Framework (MTSF) with individual state departments, groups of departments and clusters to obtain agreement on the detailed content of the MTSF (*SA News*, 2013:4). The approach strengthens democratic processes by encouraging active participation.

The study acknowledges that network governance requires ethical and solid leadership. To steer the processes towards youth beneficiation, there must be leadership that can handle the diverse interests and views of many role players without compromising anyone's views and contributions. Therefore, the study recommends capacitated leadership to keep role players compliant to processes and adherence to regulations and policies. Consistent leadership will benefit the youth development process within the network system in that it ensures accountability and responsibility. It benefits the processes by enhancing responsiveness to the needs of the communities and for the youth in this regard. The leadership in network governance set standards for all role players to apply policies and ensures that role players access information without reservations. If leadership is effective, leaders may decide on a rotational leadership that will be determined by the task and the expertise of the role players without fear or mistrust. Capacitated leadership will enable openness and trust and enhance the values of honesty because of the rapport that prevails due to transparency. Good leadership in network governance is tied to morality and it is ethically focused on serving those in need with diligence. The importance of leadership is highlighted by Schwella in Chapter 7.2.2 of this study where it is stated that it benefits governance in that it delivers high security for the state and the person; and a functioning rule of law, education and health system are conducive to economic growth – all factors that require attention for the youth to survive this dire situation.

Good leadership in network governance builds integrity and dignity in policy decision making.

Where leadership is lacking in the implementation of network governance, office bearers must receive capacity building and empowerment, as discussed in Chapter 7.2.2, to meet the required standards of leadership and credibility. Empowered leadership can curb corruption and all unacceptable actions that compromise good governance. Empowerment provides skills and knowledge that will boost a leader's confidence when engaging with others in strategic settings. Capacitation makes decentralisation possible because people are competent.

The application of network governance means that all governance principles must be adhered to and be put into practice. The achievement of true leadership will depend on government's willingness to sacrifice the cadre deployment policy to open the public service to opportunities for competent officials who are apolitical and prepared to serve society unconditionally. All that is needed is the relational and informational capacity to work with others and a commitment to solve youth development challenges. The success of network governance will depend on the following important aspects that all sectors must take into cognisance:

- Strengthening of accountability and the responsibility of public servants,
- Creation of an open, responsive and accountable public service, and
- Strengthening of judicial governance and the rule of law (NPC, 2011:3).

If the government can master these three factors, the system will benefit the cause in that it will assist in the fight against corruption because corruption indirectly contributes to obstacles in servicing young people's agenda. Coordination and integration breeds collectivism and value for money, which is needed to address youth challenges in a holistic way. Through network governance, sectors will plan as a collective and will ensure that the legislation, such as the IGR Act, is activated and put into full effect. Network governance shares similarities with the District Development Model (DDM), as recommended by the President. This implies that the current administration is pro-network governance. What is left is capacity building in line with network governance to effect change that will benefit the youth.

8.4.3. Review the NYDA Act and realign the Agency

The study noted various challenges that weakened the NYDA as an agency that represented the youth of South Africa. However, the study also acknowledged the importance of the NYDA as a representative of the voice of youth in the country. According to an analysis by Nethengwe (2012:4), the problems of the Agency stem from underfunding and the failure to effect mainstreaming, according to NYP prescript. It is based on these challenges and the challenges stated in the study that the study motivates for capacity building within the Agency to enable productivity. Capacity building within the Agency will be beneficial in that it will enable officials to value their role in developing the youth. It will provide them with the necessary skills to manage the developments within the organisation, while ensuring the alignment of the NYDA's mandate to new government programmes. The study is of the view that when officials are capacitated it will be easy for them to use their creativity and innovation to curb some of the challenges that stall developments and service to the youth. Through capacity building they will eliminate the need for more funding by forging formidable partnerships for the sake of the youth, as prescribed by the Act.

The study is making a recommendation on how the NYDA operations can be approached to close some loopholes that are a result of the involvement of other levels of government, which made it difficult for the Agency to influence developments and ensure working relations with other stakeholders.

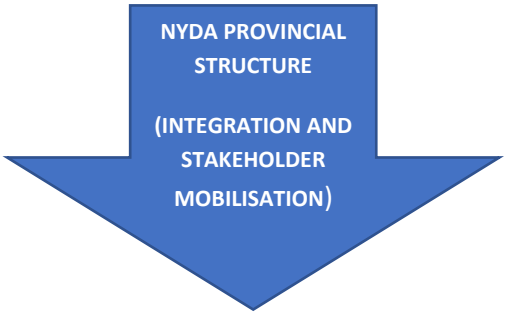
Diagram 8.1. Illustration of NYDA Review Framework

NYDA REVIEW FRAMEWORK (based on the assessment of NYDA functioning and network system).

FUNCTIONS:

- Finalise the Youth Development Strategy.
- Influence processes to return youth development and unemployment to the policy agenda by changing the NYDA's designation to a Section 76, instead of a Section 75.

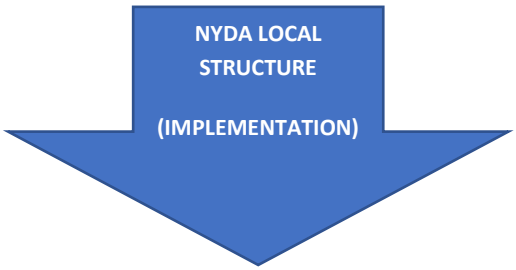
- Align the National Youth Strategy to the NDP and DDM.
- Coordinate the multi-sectoral memorandum of understanding and agreements and stakeholder partnerships.
- Promote the integration of services through partnerships with the public, private and academic sectors to promote skills development.
- Implement multi-sectoral planning and review the youth development agenda.
- Review the NYS's programmes and the NYDA's involvement as a custodian.
- Monitor and evaluate youth development programmes at provincial and local level.
- Develop reporting and monitoring systems and procedures that will benefit everybody.
- Develop and capacitate programmes on all spheres of government.
- Establish NYS structures and NYS Centres.
- Coordinate and identify NYS programmes in the public service.
- Invest in credible skills provision for the youth by forging partnerships with SETAs.



FUNCTIONS:

- Establish Provincial NYDA offices as part of special programmes.
- Oversee the legislative authority to oversee the activities of the NYDA.
- Mobilise stakeholders for youth programmes.
- Identify projects and opportunities for youth benefit.
- Coordinate stakeholders through structures, such as the youth development forums.
- Facilitate collective planning sessions.
- Resource and funding identification.
- Develop youth development projects in line with the national strategy.

- Convene IGR and external stakeholder sessions for plans and implementation.
- Develop the provincial NYS Strategy to revive NYS programmes and the DDM.
- Merge the NYDA and the youth desks to avoid duplication.
- Establish NYS structures to activate the NYS programme.
- Centralise the provincial NYS programmes.
- Monitor programmes and projects.
- Liaise between national and local spheres.
- Stimulate enterprise development.
- Collate and collect data for national reporting on youth development programme.



FUNCTIONS:

- Establish district/local municipality NYDAs positioned in mayoral offices for access.
- Implement the Youth Strategy within local municipalities.
- Facilitate youth development capacity-building programmes for young people.
- Support the implementation of the NDP, DDM and NYP at local level.
- Support and assist the establishment of youth enterprises through capacity-building programmes and funding.
- Develop a database for youth covering the skills and educational acquisition of youth for opportunities.
- Establish NYS Service Centres.
- Place youth in projects in collaboration with all role players.
- Secure youth projects and programmes in the Integrated Development Plans (IDPs) of municipalities.
- Provide vocational skills through the NYS and workplace skills development.

Source: Personal Interpretation

The study is of the view that the NYDA must gain a footprint at all levels of government. As a Section 75, it does not bind provinces to have a say in its programmes and it is easy for a province to ignore the NYDA. The reality is that service delivery does not happen at national level but at provincial and local levels. The success of the NYDA depends on its decentralisation, which will enable more role players to engage. Management of the Agency from a national office compromises the NYDA, as discussed earlier in the findings and in Chapter 7.2.4. The implementation of network governance would require the Agency to find role player at regional level, unlike relying on the national office to provide potential partners to assist youth at the local level. Therefore, the NYDA must be empowered to influence processes at all levels. Network governance is about providing localised solutions; hence, it is associated with the DDM, and this provides tangible solutions that address real issues.

The existence of youth desks hampers the relations between the NYDA and the Office of the Premier in that premiers can serve the youth through this option and ignore the importance of the Agency. However, as a Section 76 the NYDA, and in line with network governance services, will be collaborated with and duplication will be avoided. The youth programmes will be handled by a collective rather than by individual structures, which make it difficult for the adequate reporting of activities and services rendered to youth.

Furthermore, the study notes that the NYDA will not deliver if its tools are incomplete, meaning the finalisation of the Youth Strategy must be considered as a priority for the Agency to gain direction. Currently, the Agency is operating without the main tool that should be guiding provinces and localities on how to manage youth development matters. Moreover, political leadership must support the Agency and other role players to finalise the Strategy, which will be holistic and all encompassing, to secure buy-in when it comes to implementation; that all depends on network governance. The Draft Strategy of the NYDA maintains the importance of the NYS, yet the NYDA is failing to propel this programme into action. The Act prescribed specific roles for the Agency and these roles can only be achieved through the existence of the Strategy. The roles include to initiate, design, coordinate, evaluate and monitor all programmes aimed at integrating the youth into the economy and society in general (Nethengwe, 2012:6; NYDA Act, 2009:4).

The NYS is one of the strategies that the government prefers for service delivery and the development of patriotism for youth. In Chapter 5.4, it was indicated that the Strategy is successful in other African states and the fact that it is a continental it is relevant because it works under similar conditions. However, in South Africa, the NYS is not effective because of a lack of capacity in the NYDA. The discussions are carried in Chapter 5.6 to show the importance of the NYS. The NYDA must take its coordination role seriously by ensuring that all NYS programmes, such as the EPWP, are coordinated from the NYDA. In that way the national government will have a clear picture and record of youth programmes that are undertaken under the auspices of the NYS. The coordinating role of the NYDA is possible through network governance, as all role players and various sector will be drawn into a collective programme where everybody will be able to share and indicate how they can play a role in the capacity building of the youth and how they can participate in ensuring that the NYS becomes a reality in South Africa.

The location of the NYDA at all levels of government is important to enable the Agency to provide information to citizens who do not understand its mandate and to ensure that it utilises its location to influence decisions and to ensure that all opportunities from the public are redirected for youth benefit. The importance of network governance is that it enables other sectors to realise that youth development is not a monopolised issue, but that it requires the commitment and dedication of all interested parties in the youth sector. The Agency needs to do more to ensure that it delivers its mandate, but for now, “The NYDA is grappling to occupy what others could view to be a supreme space based on what is prescribed by the NYDA Act 54 of 2008 to be the role of the NYDA as an institution of government and frankly speaking, not enough has been done by all other stakeholders to make the South African Youth Policy a success (Nethengwe, 2012:5).

The academic sector is not mentioned much in the NYP and the NYDA Act. However, the sector is the most important sector for capacity building and skills provision, considering the Draft Strategy of the NYDA advocates for enterprise development for the youth.

8.4.4 Intensify Monitoring and Evaluation

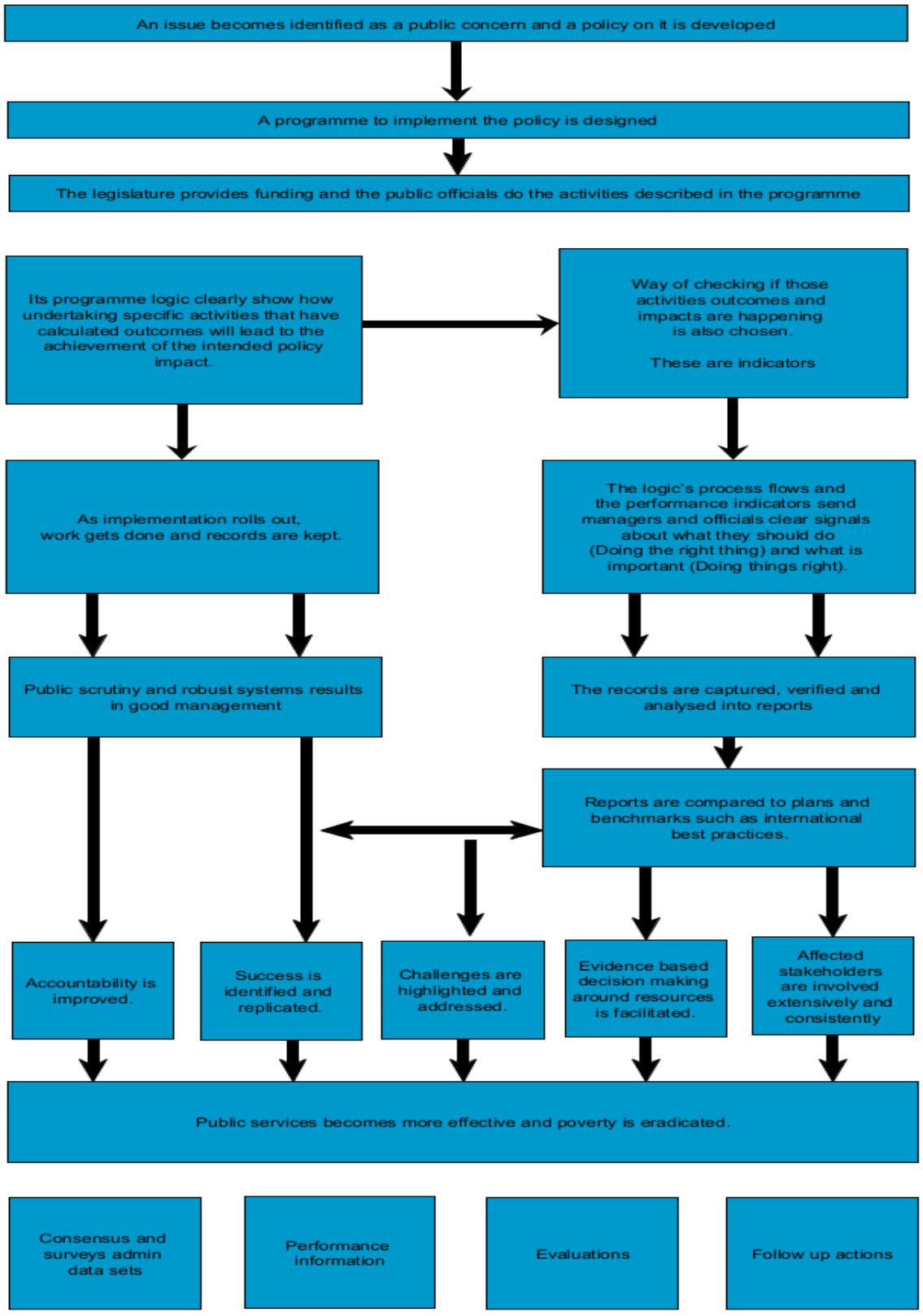
The study established poor monitoring and evaluation of youth development services rendered by the NYDA and the public sector in general. Among the documents that were discussed in the study, only the DTI Strategy had a monitoring and evaluation process. This was discussed in Chapter 7.2.4. All documents mention monitoring and evaluation as the most important part of the implementation of government programmes. However, the study found that monitoring and evaluation was the greatest challenge. It is against this backdrop that the study recommends the intensification and development of more effective and efficient monitoring and evaluation. Chapter 6.6 reflected on the importance of monitoring and evaluation and Chapter 7.2.1 on governance in that monitoring is a task that must be performed as part of governance for accountability purposes. The importance of monitoring and evaluation is further acknowledged by the government through the adoption of the Policy Framework for the Government-wide Monitoring and Evaluation System. The aim of the document is to "provide an integrated, encompassing framework of M&E principles, practices and standards to be used throughout government and function as an apex level information system which draws from the component systems in the framework to deliver useful M&E products for its users" (The Presidency, 2007:5). Yet, the public sector department responsible for youth development does not apply this important document. Thus, it can be said that the government is providing tools, but they are not being put into good use.

This study is of the view that the failure to effectively monitor and evaluate programmes is a failure on the side of implementers because through observation of the monitoring framework, you can get a sense that with commitment and dedication the framework is implementable. The framework is in line with network governance and the Youth Development Framework, that is recommended in Chapter 7.3, in that it is about the improvement of governance and it is based on the principles of transparency, accountability, participation and inclusion (The Presidency, 2007:3). All these principles are key principles in network governance. When these principles are followed to the letter in M&E it would mean that findings, developments and decisions would be made public and the processes and procedures would be availed for public scrutiny. M&E process will enable role players to participate and hold each other accountable for services rendered; this will ensure horizontal and vertical accountability. M&E also ensures that corrective measures are taken timeously in a

manner that benefits all affected parties. Inclusion in M&E will also enable the youth and those role players who have an interest in youth development an opportunity to participate and be represented in the decision-making processes.

Apart from governance, M&E has other criteria that need to be followed. This includes the fact that it must be ethical, effective, follow specific methods and meet the set expectations. The importance of M&E is that it indirectly put pressure on implementers when they know that there is an oversight assessment that will be conducted by M&E. However, without M&E, implementers tend to be lackadaisical because no one will question the processes that are being implemented. The implementation of youth development requires intense monitoring and evaluation to ensure that those assigned to implement do what is supposed to be done. The government has provided a network governance relevant flowchart on how to implement M&E effectively in government. The flow chart is as follows:

Diagram 8.2. Flowchart: How GWM&E's intended outcomes should be achieved



Source: The Presidency, 2007:6

The diagram above is a monitoring and evaluation approach that is prescribed by government and is intended to ensure that services are delivered, and programmes are assessed and evaluated to upgrade them. This framework is not applied effectively in the public service. When scrutinising the framework, the study realises that the framework is aligned to network governance because it makes room for more participants. The framework is also in line with the recommended Youth Development Framework in Chapter 7.3. The study can identify the role of each stakeholder, as discussed in Chapter 7.3, because at the start the framework points to the identification of the problem as a public concern; this is a role that is played by society as a sector. The problem is communicated to the public sector, which will be represented by a politician who will elevate the problem for development of the programme for implementation of the designed policy. Through M&E, programmes outcomes are calculated to assess the achievements and impact, as indicators of success or failure. M&E also ensures resourcing through suitable legislation to implement programmes. The rollout plans provide evidence that all activities are carried out, enabling M&E to assess progress through the indicators and targets that are set.

The process allows for scrutiny by external stakeholders, which includes the society, the public sector and the private sector. In this way, management improves because they know that the programmes are under scrutiny. Evidence is captured, verified and analysed, then submitted in the form of reports that are availed to the government and public at large, because all stakeholders have the right to access such information and the right is protected through the Constitution. The exercise improves accountability, transparency, and the responsibility of the implementers. Implementers may vary between the sectors and everybody will account for their actions. The role of the private sector in the M&E of youth development programmes will include ensuring that activities are tracked, and resources are utilised according to the plans. They also provide funding and expertise to ensure better accountability in services. The private sector can also assist in upgrading the M&E tools to ensure that more data is gathered to enable role players to prepare for the future and improve the programmes. The academic sector will assist in the development of workable M&E tools and the provision of skills and expertise on how to implement these tools in an efficient and effective way. Therefore, the study concludes that M&E is not a task for the public

sector only, but a responsibility of all involved in youth development. Moreover, M&E is in line with network governance and is relevant to the DDM because it is focused on the coalface of implementation where activities are put into action. It is here where indicators become clear and evidence can be gathered. The DDM approach makes M&E possible because the plans are localised; therefore, beneficiaries are informed and know what is meant to happen. The exercise makes it easy for all stakeholders to hold each other accountable and to caution when problems arise.

The importance of M&E is more relevant to the DDM in that it encourages integration and dismantles silos, while encouraging cooperation. Through proper M&E, the impact will be maximised because open processes will ensure the development of trust. The implementation in the DDM is based on one plan; therefore, it will make both horizontal and vertical M&E possible. In addition, one of the objectives of the DDM is to strengthen M&E at district and local level and exercise oversight over the budget and projects in an accountable and transparent manner (Manungufala, 2020:3). Therefore, the study ties M&E to all government programmes, including youth development programmes that are implemented by various entities and institutions. As much as public service departments acknowledge the NDP, they must acknowledge the Policy Framework for the Government-wide Monitoring and Evaluation System. The documents must find space in the policy frameworks of government policies and strategies because services must be monitored and evaluated to assess the impact of the programmes that are provided to communities to ensure value for money.

8.4.5. Redefine the concept youth

The concept ‘youth’ was discussed as a challenge in Chapter 5.2 due to different definitions that are addressed in legislation and government policies. In the discussions on education, Chapter 7.2.6 identified the problems regarding the broad category of society that falls into the bracket of youth because according to the NYDA Act, youth are young people between the ages of 14 to 35, as outlined in Chapter 5.2 and the NYDA Act of 2008. It is against this backdrop that the study advised that the government must agree on the age classification of youth, according to different ages, because the current youth bracket is too broad and makes it difficult to service. The needs of a 16-year-old are completely different from a 34-year-old. It will be advisable for the government to categorise the youth into specified classes to ensure that they

meet their needs accordingly. There is a need to classify the needs of young people based on their age and experiences. Classifying youth will provide an opportunity to serve each category more effectively and allow the youth to serve in appropriate networks in governance where they will be contributing their inputs in a relevant class for both social and economic development. When participating in an age-specific grouping their needs are easy to compile and easy to attend to, unlike the blanket approach that is currently followed. Their needs vary and so should the means to address them.

Furthermore, the study is of the view that the classification of age groups within the youth bracket should consider the legislation that was mentioned in Chapter 5.2. Through classification, various stakeholders will be able to focus on specific categories. For instance, the Children's Act can be used to address the needs of young people, aged below 18, and they can be allocated to specific departments, such as Basic Education and Social Development, to address the needs of this category of youth. The age group mentioned above is mostly of school-going age and their skills could be linked to the provision of education and skills to enable them to become independent after school. Amongst the services that could be rendered could include career guidance and the Grade 12 second chance programme for those who failed to pass at the first attempt. The stakeholders who are involved in this category will have to consider support programmes for these youth to ensure that they remain in school, as a measure of reducing school dropouts, because this was one of the challenges highlighted in Chapter 5.3.1. Most South African youth are unable to complete Grade 12, which is a challenge when they must access opportunities because most job or study opportunities require Grade 12.

The Agency and a collection of other role players could concentrate on youth between the ages of 19 to 35 because this category needs to be encouraged to move into tertiary education and others will search for employment. The NYDA together with the DTI could lead the enterprise development initiatives for youth. They could capacitate youth into the establishment of enterprises, as per the mandate of the Agency as prescribed by the Act. The Act stipulates that the Agency must "guide efforts and facilitate economic participation and empowerment and achievement of education and training; and partner and assist organs of state, the private sector and non-governmental organisations and community-based organisations on initiatives

directed at attainment of employment and skills development" (NYDA, 2009:6). These are objectives that the NYDA could assist with in the management of youth within the different age categories. The NYP is equally inclined towards enterprise development; hence, it would be beneficial for the NYDA to focus on enterprise.

The study observed that most proposals by the NYDA and the NYP are more focused on youth outside the schooling system. The application of the current definition without amendment excludes youth who are still in school. The study is of the view that the issue of the definition of the concept youth must be put back on to the policy agenda to be redefined and to accommodate inclusivity. The definition of youth may be kept at 14 to 35 years; however, there must be amendments to classify the people in this bracket. Through classification, services could be better provided. The concept youth will also be justified and clarified. It will be used correctly in that no one will choose a specific legislation and ignore others when trying to avoid the provision of services to young people; they will further be able to direct suitable services to suitable candidates and participation will be relevant to the different cohorts.

8.4.6. Realignment and review of education system

Education is a challenge that is central to the problems that young people experience today. The challenges of education were exhausted in Chapter 5.3. Chapter 7.2.6 recommends the path that South Africa needs to follow to correct the humbling and humiliating situation of the South Africa education system. The study holds the strong view that the education system in South Africa needs a complete overhaul and the process requires resourcing and funding. In the previous discussions on the findings, various challenges were discussed, and it is these challenges that need to be addressed for South Africa to gain results on investment in education. The NYP 2015 added to the challenges by pointing to the issue of sub-standard levels of literacy and numeracy. Furthermore, only 47% of 22 to 25-year olds in the country completed Grade 12, compared to 70% in most developing countries; poor quality results in primary school led to weak participation in other school levels; and insufficient numbers and poor quality of output from FET Colleges failed to meet the immediate skills needs (NYP, 2015:11). Chapter 6.6.3.6 also pointed to the fact that the education system performs below par, even in relation to numeric targets because the NDP prescribes 30 000 artisans per annum and the target is not being reached.

The bottom line is that the education system in South Africa is below standard, as shown by the studies highlighted in 5.3.1. The reality is that South Africa needs to keep young people in school for long; that will only be possible when schools are well resourced, when educators are empowered to deliver credible lessons, when parents are able to support schools and when the system of education is relevant to solve the socio-political and economic problems that the country faces. As pointed out in Chapter 7.2.6, the education system requires a collective approach, meaning the Department of Basic Education and Higher Education alone cannot succeed in its attempt at solving the critical challenges in the system. The Youth Development Framework, proposed in Chapter 7.3, supports the move for a collective approach. The educational challenges in South Africa are immense and there is a need to forge tangible and concrete partnerships to address these challenges. Partnerships are also supported by the NDP and the DDM model. Stakeholder must reach common ground and start to function from a point of agreement on what needs to be done.

Firstly, the study is of the view that there is a need for curriculum changes to meet the economic and socio-political challenges of the country. A curriculum that does not address these issues is out of context and does nothing to develop the country. The study is further of the view that stakeholders in education must come together and identify what needs to happen. They must take the issue of curriculum development on to the policy agenda of South Africa to be able to review it and provide content that is relevant and consistent with the demands of the country's development. All sectors must make submissions on a curriculum that will be suitable for the country. Both the public and private sector must submit their needs in relation to skills requirements that will translate into solutions to unemployment and the skills required for economic growth, while the academic sector will have to adjust the curriculum deliverables in line with the identified needs. When this exercise is approached according to the DDM as a driver for localised curriculum (which is supported by Durkheim in Chapter 7.2.6), the society will identify the needs and share them with all sectors to corroborate their relevance and consistence with the intended objectives of the curriculum. The importance of localised education is also highlighted in 6.6.3.6 – namely, that the national curriculum fails to meet the communal and social needs of the society. This emphasises localising the curriculum. When the curriculum is localised, it is brought to the people to make inputs and give them the opportunity to exercise one of the

principles of network governance, which is participation. The reason for motivating for more localised education is informed by the fact that a centralised curriculum is more generic and fails to meet the minimum requirements and expectations of society.

Apart from the localisation of the curriculum is the alignment and transition between basic education and further education. The study asserts that the current situation compromises further education and youth, undermining the value of FET education, resulting in young people losing interest in it. South Africa needs artisans as a scarce skill and if young people are not encouraged to attend TVET Colleges, the situation will not improve. The country also needs to demystify the notion that universities are better and have more value than TVET Colleges. In Chapter 7.2.6, the discussion pointed to this notion. Hence, the youth have developed a negative attitude towards TVET Colleges. The country however needs more of them for various reasons related to skills provision, which will assist in infrastructure development, which further links to the need for job creation. The stigmatisation of artisans in South Africa is identified by Department of Higher Education and Training (DHET, 2019:3); the curriculum review must support the Department to deal with these challenges and to help align the youths' attitudes accordingly. Apart from the advocacy programmes that are aimed at popularising artisanship and destigmatising TVET education, the stakeholders must cooperate to develop an appealing curriculum, which is results driven in terms of output and evidence, which will reflect real opportunities for artisans. This could be made possible by collectivism in education. The curriculum must support the NDP to achieve the set targets; this could be achieved when policies related to further education are put into context.

The study is of the view that the current system waits too long before it introduces learners to skills choices. A learner goes through schooling until Grade 12 and only then, a learner can decide on a career path. The proposal is that it must be compulsory for learners from Grade 9 to take one technical subject, and business/enterprise development and IT as fundamentals subjects. The inclusion of these learning areas will provide the learner with skills that he/she could use in future and it will assist them to make better career choices. The introduction of technical subjects will introduce them to artisan paths, while learning about the scarcity in the field and helping demystify the myth around technical studies, while minimising the influx into universities. Enterprise development will introduce them to the business sector, which

will be in support of the NYDA programme because the Agency is focused on supporting youth enterprises. This will assist in minimising unemployment because they will be able to create their own enterprises. In addition, IT skills will put them on a competitive level with their peers in other countries because the Fourth Industrial Revolution (4IR) is a reality. Education must allow for innovation, which will come with IT and Technology, and if the curriculum does not address this factor, the future is bleak. The allocation of these learning areas as fundamentals depends on the stakeholder's ability to influence processes because through their commitment and dedication to support the affected department this will be possible. Moreover, commitment can be shown through the granting of resources and infrastructure development in schools to make implementation possible. Furthermore, the private sector is key in supporting the education sector to thrive and the NYDA could assist through its grant programme (as discussed in Chapter 7.2.6). The influence regarding policy, as noted in the discussion of curriculum, points to the importance of network governance and shows that the education sector, on its own, will not achieve. Hence, the recommendation for the review of the curriculum to give other stakeholders the opportunity to make submissions and sway curriculum in the right direction.

When a consideration to review and realign education is done, the education sector needs to consider youth outside schools due to the broad nature of the definition of youth in South Africa. The definition makes room for young people who are old enough to be out of school; however, history refers to the pathetic history of education that denied this group of youth the opportunity to learn and acquire adequate skills for survival. This cohort of youth needs consideration in the form of adult basic education to allow them the opportunity to catch up. Hence, the study recommends the resourcing of an intensive adult basic education programme to accommodate these youth. The stakeholders could consider the establishment of skills development centres, which such youth could attend to upgrade the skills they have and enable them to gain new skills, which might help them in the future. The Public Works Department could provide infrastructure, while the SETAs could develop a curriculum for a specialised programme for these youth. The study maintains that the CWP programme funding, as discussed in 7.2.6, is disinvestment; however, those funds could be redirected towards skills development centres for the reskilling of youth. As

Oosthuizen and Cassim (2014:3) noted, the programme “does not provide beneficiaries with any experience that can guarantee growth in the job market”.

Another important factor that the curriculum must consider is the introduction of agricultural studies, especially in township schools. The introduction of this learning area will empower the youth to learn to produce their own food, instead of being just consumers. South Africa is agriculture-inclined and ensuring that young people develop an interest and skills in this field will help the economy and individuals equally. Chapter 7.2.6 reflected on the shortage of agricultural schools, especially in townships. There must be a drive to popularise the subject and teach learners about the importance of food production as another measure to curb poverty and hunger in many households.

The study also recommends specialised schooling, whereby each school could focus on specifics; for example, commercial schools could deal with commercial learning areas such as accounting and business studies. At these schools, enterprise development and entrepreneurship could be offered. The adoption of the DDM will support this arrangement in that the private sector will provide the resources and expertise to enable such institutions to thrive and to expose young people to business early in life. The approach could be used for all streams, such as arts and culture schools, and IT and Technology schools. When schools specialise, it will be easy for providers of opportunities to scout and provide funding accordingly. Moreover, specialisation will expose learners to career choices at an early age. In addition, it will work well in network governance, especially in line with the DDM. The study is of the view that the first 12 years of learning in South Africa was not effectively utilised and specialisation in schooling could assist in ensuring that these 12 years are used to the benefit of both the youth and the economy.

8.4.7. Effective application of Network Governance

The study is of the view that the foundation of all the policies and legislation discussed in the study is true democracy and this is centred on the network system of governance. All the documents advocate for principles that are found in network governance; therefore, the study recommends that the government should stop procrastinating and apply network governance because it reflects signs of a system that could bring progress and development for the youth of South Africa. Table 5.6 in

Chapter 5.4 outlined numerous initiatives in the form of strategies and policies towards youth empowerment; all these policies are based on good governance. They are about redress and ensuring that the imbalances of the past are corrected. The issue, as already highlighted in Chapter 8.3.1, is that the government is failing to implement these policies and strategies fully.

The study further recommends that dedicated and committed public officials should be appointed to implement network governance in the public service; in that way, other sectors will be amenable and responsive to the needs of the youth in relation to job creation and empowerment. The study believes network governance has the capacity to strengthen existing policies and interventions. It also acknowledges a factor that was highlighted by the NYP, namely, that “little has been done to bring the private sector on board” (NYP, 2015:4). The study perceives network governance as a vehicle that will boost relations between the public and private sector, which will be fruitful for youth development and empowerment. The fact that network governance advocates for participation and involvement eases the reservations and scepticism that stakeholders outside the public sector may have about working in close contact with the public sector. Network governance provides more access to information and this has the potential to build trust and unity among the stakeholders. The benefits of network governance were discussed in Chapter 7.3. Among them is the ability to bring more role players together in harmony due to open processes, the enhancement of relations between different role players, and the opportunity for role players with diverse views to come together to address youth problems amicably and provide lasting solutions to difficult problems. Network governance builds collaboration and cooperation, and this is what South Africa needs if youth unemployment is to get the attention that it deserves.

Additionally, the study sees network governance as a necessary tool to bring accountability and responsibility in the public service and to ensure that the youth are served with justice. It is a tool that will enable the government to implement its policies effectively and with efficiency because individuals will be held accountable for their actions. The study recommends that the government must capacitate implementers and officials on network governance as part of a skills development programme to ensure that those who are assigned to implement government policy understand their tasks and responsibility. They need to be trained on the importance of network

governance because their understanding of this concept will enable them to value the stakeholders both internally and externally; this will benefit policies such as the NDP and the DDM because they rely on the services and efforts of more than one stakeholder. Network governance also has an inclusive benefit; hence, it is incumbent on the government to ensure its implementation. The implementation of network governance must follow the Network Governance Framework that was discussed in Chapter 7.3. In that way, it will be laying a good foundation for the DDM. The DDM aims to accelerate, align, and integrate service delivery under a single plan per district or metro, which is developed jointly by national, provincial and local government as well as business, labour and community in each district (Manungufala, 2020:2). This aim of the DDM shows it interrelation to the Network Governance Framework because both advocate for collectivism and collaboration, and they discourage silo operations.

The study realises that the effective implementation and application of network governance has the potential to assist the NYDA Act of 2009 to achieve some of its principles, including:

- The promotion of youth participation, democratic processes, community and civic decision making, and development at all levels;
- The recognition of youth as an important mandate;
- Responsiveness to the needs, aspirations and challenges of youth in a realistic and participatory manner;
- The promotion of the value of sustainability to ensure that the needs of the youth are met without compromising the ability of future generations to meet their own needs; and
- Transparency, accountability and accessibility (NYDA Act, 2009:6).

The other reason why the study recommends and advocates for the effective implementation of network governance is that the approach will eliminate the supply-side approach to policy delivery, as discussed by Schwella (2015:329) and in Chapter 6.6.3.3. This approach indicates that most policies are provided as top-down decisions whereby implementers have little say in the development of these policies but have all the responsibility to implement them. Network governance provides an opportunity for everybody to influence policy content and make policy inputs that allow them to share a sense of ownership of the final product. The network governance decentralised

policy decision making allows transparent and open processes whereby all have a say in policy decisions. The discussion was carried in 4.2.4.2 and 4.2.4.4, portraying network governance as inclusive and participatory, and all stakeholders can make inputs. Its collaborative nature was discussed in 4.2.4.7 and 4.2.4.8 and here it shows the importance of leadership, which is based on true expertise and which is not positional. Consultation, which is another network governance-enhancing mechanism, was discussed in Chapter 6.6.3.4. All these factors show how valuable the effective implementation of network governance can be in addressing youth development and empowerment issues, specifically focusing on youth unemployment. The present government need to do more to ensure that network governance secures the space it deserves to bring change in the lives of many South Africans.

The study further observed that the NDP has set out poverty reduction, economic growth, economic transformation, and job creation as part of its goals (*SA News*, 2013:5); these goals depend on the involvement of the private sector to be realised. However, private sector participation will be guaranteed if the conditions are conducive for the sector; that could be achieved through network governance because it enables all stakeholders to function without fear and prejudice. The NDP as a plan requires much investment to deliver and only the private sector has the capacity to provide the necessary capital investment in the Plan. Therefore, network governance can ensure that there are engagements and negotiations that will bring investments, which will bring the resources and infrastructure needed for job creation and the achievement of all the goals of the NDP. As part of the role of sectors, the government acknowledges the importance of integration by indicating the need for “high level leadership meetings to be held between government, and business; government and labour; and government and civil society” (*SA News*, 2013:5) as a strategy to ensure effective implementation of the NDP with the hope of bringing positive outcomes for the youth. Network governance is an integrated approach and is the tool needed to bring change in South Africa.

Hence, network governance is one strategy that could assist the NDP’s objectives of a united South Africa, an active citizenry, economic growth, focus on capabilities including skills, infrastructure, building a capable and developmental state, and strong leadership (NDP 2012:1). The achievement of these goals will support the youth job creation mission and support the youth lens, as prescribed by the NDP. The

government must further ensure that network governance is effective by delegating efficient implementers to carry the responsibility. The implementation of network governance is not an independent task, but it is embedded in the implementation of all policies. Apart from the officials, the government must supply adequate enablers such as communication tools to give all role players an opportunity to communicate on different platforms while ensuring achievement of the set goals. Network governance relies on open communication and engagement. It also allows access to information for all role players involved. The approach, as discussed in 7.3, activates true democracy and allows the rule of law to prevail. All what is required is consistency and commitment of the implementers and policy makers.

Furthermore, the study is of the view that network governance has the potential to bring growth and continuity due to the involvement of more than one role player in resolving the youth unemployment problem. It improves the understanding of complex concepts and provides clarity in that each role player concentrates on an aspect of the governance process; therefore, the approach is more focused, unlike in a situation whereby the public sector must carry all the responsibilities alone. Each role player can deal with specific risks that are associated with the task they have to perform and that eliminates complications and complexity in the implementation process. The study recommends the use of the governance-operating framework that is applied by Deloitte because it supplements the recommendations of the Youth Development Framework, which was discussed in Chapter 7.3. The following are the activities involved in designing the governance operating framework:

Diagram 8.3. Illustrative activities in designing the governance operating model

Components	**Subcomponents**	**Description**
Structure	• Committee structure and charters • Organisational structure and reporting lines	• Outlines board and management committee structures, mandate, membership, and charters • Establishes design of governance framework

	• Control and support functions roles	• Delineates organisational structures, reporting lines and relationships • Highlights role and independence of control and support functions from business owners
Oversight Responsibility	• Committees authorities and responsibilities • Management accountability and authority • Board oversight and responsibilities • Reporting, escalation, and veto rights	• Outlines the type of committees and associated responsibilities • Specifies functional accountabilities for the day-to-day management of business practices across the enterprise • Delineates board and management approved policies supporting delegation of authority including reporting, escalation, and veto rights
Talent and Culture	• Business and operating principles • Core beliefs and risk culture • Leadership development and talent programmes performance • Management and incentives	• Aligns governance with operating and business principles • Articulates core beliefs and the foundation for culture • Highlights characteristics of risk culture • Outlines leadership succession, assessment, and development responsibilities • Aligns performance management, approach, measures and responsibilities

		to compensation and incentive plans
Infrastructure	• Policies and procedures • Reporting and communication • Technology	• Establishes design and content of policy manuals and associated procedures • Outlines type and frequency of internal reporting and communications • Defines scorecards, measures, and metrics to track performance • Align technology and governance requirements

Source: Baret, Hida, Hatfield, Sandford and Vazirani, 2013:9

The activities that are outlined in the governance operating model are related to Diagram 7.3.1 in that it enables the sectors that are identified to realise their role in terms of the structure, the mandates, and the design of the framework. It enables the role players to see their contribution in terms of independent control and support functions because each role player has these roles embedded in their roles. Each role players possess an oversight role; thus, it strengthens accountability. The accountability role is carried on a day-to-day management of the policy decisions; therefore, role players can deliver and that enhances their competency levels because they know that they are indirectly in the spotlight because others are looking at them. The effective implementation of governance through this design will allow role players to deliver on the individualised tasks that are identified in Diagram 7.3.1; then, ensure that the strategic objectives that are highlighted in the arrow that indicated collective responsibility are achieved. The issues of competence and expertise are important because the best way to achieve network governance is by relying on people who have what it takes; hence, the reference to talents, expertise, and culture. The culture that is created when network governance is implemented effectively should allow for interdependence, instead of dependence. Leadership plays an important role in this regard. Through ethical and competent leadership, role players' performance will improve because they will receive the necessary support to achieve the intended

goals. A competent leader will be able to create a culture that is enabling ad conducive for implementers to perform and realise their role in ensuring the success of the policy. The policies that are provided through the public sector will detail the accounting procedures and processes, including the reporting mechanism, which are all inclusive and considerate of the facts that role players come from different sectors. The use of technology will enable all role players to develop a mechanism that will accommodate all of them. The study is of the view that the success of this model will depend on the network's ability to plan collectively, identify and prioritise projects as a collective, agree on the approach to follow, develop the implementation plan, agree on the allocation of duties and responsibilities, and agree on a resourcing and funding model – all of which are in line with the DDM as the strategy for government.

The study is of the view that partnerships and collaboration between various role players from different sectors will strengthen governance. The approach will ensure that sectors share and learn from each other. The public services will gain more from the academic and the private sector on issues related to effective and efficient governance procedures and processes.

8.4.8. Critical Application of Critical Theory in Public Policy Process

According to Fuch (2015:3), "The goal of critical theory is the transformation of society as a whole for a just society with peace, wealth, freedom and self-fulfilment for all". The South African situation refutes this notion. It is incumbent on the government to ensure that this goal is achieved because if society can become transformed in all respects, dependence will be minimised. In Chapter 1.9 on the methodology, it was stated that the theory focuses on power relations; the theory must enable the youth to break the shackles of dependence and waiting for provisions from government and stand up for their beliefs and economic independence. Theory is portrayed in Chapter 1.9 as a theory for justice because it exposes those who prevent individuals from taking decisions that shape their future. The study advocates for participative and involved youth; that can be achieved only when obstacles are removed to give them freedom. Callaghan (2016:59) perceives this theory as "tasked with liberation from unnecessary restrictive traditions, ideologies, assumptions, power relations, identity formations and so forth". Why is this theory not used to liberate young people and enable them an opportunity to make decisive decisions about their fate?

The government must support the application of the Critical Theory in policy making to enrich good governance and support the interdependence of stakeholders to address youth unemployment issues. The Theory allows the participants to engage freely, and Callaghan (2016:63) believes that its “infusion will reduce the vulnerability of populations to the power dynamics associated with managerial elites”. Therefore, young people will be empowered and capacitated because of the liberating approach to decision making and the reduction of rigid power relations; this is in line with the DDM. A consideration on infusion of this theory and its implementation must prioritised by decision makers to resolve youth development and unemployment issues.

8.5. Contribution to the field of study

The study was undertaken with the intention of contributing to governance in a broader sense, for the benefit of young people, and to make recommendations to address the issues affecting youth, especially unemployment. It was an investigation that provided immense information about the youth and the approach, which was followed to deal with the plight that appeared to have become burdensome for the government. The study contributed some recommendations, especially regarding the resourcefulness of network governance as an option to consider for better service delivery to the youth. The study embarked on a process of learning more about governance and how good governance could be effectively applied to ensure the resolution of youth unemployment in South Africa. From the discussions in this study, it can be concluded that network governance has the potential to address South Africa’s development agenda, especially regarding youth unemployment, which continues to ravage the country. The network governance application is discussed in detail through the Youth Development Framework, which was presented in Chapter 7.3, to make the existing policies functional. The study is pro-network governance and it has observed that most policies, like the NYP 2015-2020 and the NDP 2030, are crafted under the banner of network governance because they call for a collaborative approach to policy implementation. The value of network governance was further strengthened by the adoption of the DDM by the current President. The DDM is discussed in this study as a measure that could be used to promote participation and the involvement of stakeholders at the coalface of implementation in the districts and local municipalities as a way of decentralising powers and an enabler to community decision making. It is a pace setter for partnership formation and collaboration. The study, therefore,

contributes to the field by outlining the value of network governance for the emancipation of youth from the doldrums of unemployment to a better life for all. This is how it could happen:

8.5.1. Advocacy for the effective implementation of network governance

The study emphasises the importance of the implementation of network governance as a strategy that will drive policy implementation successfully because of its inclusive and accommodative nature. The study moves the government to abide by the democratic principles, as prescribed by the Constitution, because these principles are based on good governance and good governance is in line with network governance. Through network governance, diverse role players are accommodated to make inputs and contribute to decision making. As discussed in Chapter 7.3 in the Youth Development Framework, the study agrees with that youth unemployment is a “wicked problem” and it cannot be defeated by a single sector; it requires a myriad of sectors and role players to tackle. It is against this background that the study advocates for the popularisation of network governance because it was shown in the discussions on policy theory in Chapter 3.3.7 that in comparison to the other theories (discussed in this Chapter 3) it is more accommodative and open for more stakeholders to influence policy decision. The discussions are carried further in Chapter 4 on governance theory, especially in Chapter 4.2.1.1, that network governance reflects the value of interdependence, as a characteristic that is primary in problem solving when it comes to challenges related to the youth.

The study submits that programmes such as Governance and Political Transformation need to be profiled and grown to impact positively on all sectors of society. It is through advocacy programme that the value of network governance can be understood and the message for good governance can be carried through. Therefore, this study is one of the attempts at educating society and raising awareness about the fact that some of the problems encountered require unity of thought and action to resolve; and, that depends on the adoption of relevant strategies, and network governance is one such strategy.

Furthermore, the study through the definition of governance by Stoker in Chapter 4.2 and 4.2.4 on the importance of governance outlined key factors that could benefit a developing state like South Africa, while at the same time showing the benefits that

are key in the strengthening of democracy. It is in this regard that advocacy and the promotion of network governance in South Africa must be profiled. The study is of the view that if advocacy programmes are intensified, South Africa will develop for the better; hence, the submission through this work. The study is an attempt at educating society that true transformation depends on every stakeholder and the emancipation of the youth in South Africa is incomplete without him or her. It provides a practical approach on policy implementation using network governance (in Chapter 7.3) as an indication that every sector is key and there is a need to drive a message that says, “Networks are important, and all are interdependent”.

8.5.2. Promotion of decentralised governance

Through the identification of the challenges of the youth in South Africa, the study has observed that the government attempts at solving these challenges was more inclined towards the public service and little is said about the involvement of other sectors. The interventions that were outlined in Chapter 5.4 relied on government departments to implement, and the impact of these interventions were not seen, or they were low. It is based on this finding that the study asserts that the government needs to promote decentralised government and this study is one of the contributions that advocate for the decentralisation of the government. When responsibilities are allocated and decentralised, according to the Youth Development Framework, accountability will improve and there will be focused decision-making and services to the people. The study moves for the promotion of decentralised governance using the network governance theory, as discussed in Chapter 3.3.7 and 4.2.1.1 and Chapter 6.2.3. Network governance is one mechanism that can be used to decentralise governance and enable more role players to act in helping the country to face the challenges that are being encountered. The issue of youth unemployment would not have reached crisis proportions if government programmes were decentralised and more role players were given an opportunity to participate. Network is a participatory process and the NDP calls for a collective approach because the Policy has targets that can only be achieved through collaboration.

Decentralised governance is an answer to the youth unemployment problem and this study submits to the field of study that the study of network governance should be elevated to enable those who possess power and influence to ensure that governance

processes are driven towards the effective and efficient implementation of policy decisions in the country. The youth unemployment challenge is not something that the government can monopolise and think that it can be settled by one sector; therefore, decentralisation becomes important in problem solving. Decentralisation is supported by this study through the discussion on the modes of governance that provide a variety of approaches that the government can choose from when addressing issues. The modes are discussed in Chapter 4.2.3 – from the hierarchic mode, which is rather undemocratic, to the negotiation, competitive, cooperative, compliance and communicative mode. Some of these modes can be used interchangeably and can assist the process of decentralisation in that role players are given an opportunity to participate. The study submits the importance of using these modes as an opportunity to open channels of communication and participation. They serve as enablers for good governance.

In addition, the study asserts that policy decisions should be taken through following the policy process, as discussed in Chapter 2.4. In Chapter 2, policy process is described as involving key steps such as agenda setting and tabling an issue on to the agenda – a task that requires support of others to gain the attention of decision makers – and when issues are not decentralised it becomes easy for any stakeholder to influence for its tabling on to the agenda. Agenda setting needs planning and this process requires the involvement of many, and when issues of governance are decentralised it becomes easy; hence, the emphasis of decentralised governance in this study. Public policy decisions lead to the adoption of public policies; hence, the issue of decentralisation to enable more role players to have a say in the formulation of policy. According to Dunn (1994:85), as discussed in Chapter 2.4.2, “Policy formulation involves the development and synthesis of alternative solutions for policy problems”. The alternatives can only be achieved when there is inclusivity and a diversity of role players who can look at the same problem from different perspectives; in this way they can provide a holistic approach to the problem in question.

The implementation of the policy decision is another aspect of policy process that requires a collective approach, as De Coning and Cloete (2004:183) in Chapter 2.4.3 pointed out, “Policy implementation encompasses actions by the public and private sector, directed at the achievement of objectives set forth in prior policy decisions”. The study has argued that policy implementation is a dilemma and it has contributed

immensely to the failure of government in South Africa; this is discussed through the outline of the challenges facing the youth in Chapter 5 and the findings of this study in Chapter 8.3. Therefore, it can be argued that policy decision needs to be decentralised to gain maximum participation of other sectors; that will allow for a more effective and efficient process in the policy implementation stage. When governance is decentralised, collaboration and inclusion become natural, decisions becomes collective, and that eases the responsibility from one sector – hence, decision-making becomes a shared process. Decentralised decision-making and policy implementation has the potential to minimise the challenges faced by the government, especially regarding youth unemployment. This study advocates for this decentralised system for better service and that is the contribution for the government.

8.5.3. Advocate for refocusing of the Public Sector Department

The study contributes in capacity building for public service officials in that it provides them with an opportunity to learn from their mistakes and the things that they failed to implement. The study also promotes the notion of the deployment of skilled and qualified employees as implementers of policy. As already discussed in the debates on challenges in policy application in Chapter 6.6.3.1, one policy that weakened policy implementation is cadre deployment because unskilled people are given responsibility greater than their abilities and that compromises service to the people. Cadres are failing to implement policy input, but they are positioned in key positions due to their political trustworthiness and service to their master at the expense of society. The study hopes to influence those who are in power and possess authority to challenge cadre deployment with skill; this can be achieved if lessons on network governance are shared in the public service space to enable policy implementers to realise the value of skilled labourers. The current youth unemployment crisis can be indirectly linked to cadre deployment when considering the situation of the NYDA, which is unable to fulfil its mandate because since its inception it has failed to fulfil one task, which was to finalise the Youth Strategy as prescribed by the Act. The study hopes to encourage the public service to realise the possibilities that network governance possesses. Through networks, services will be easily provided because the involved role players have committed their resources and funding for programmes and projects; thus, it will relieve the government's financial burden.

Moreover, the study challenges the public service to move from the supply-side approach when dealing with policy decisions because this approach frustrates the system and leads to the disgruntlement of other role players because the policy becomes a product of top-down instructions and that compromises the ownership of the process. Through advocacy for the network system, the public service is opened to allow role players to participate because democracy is participatory. The supply-side approach is identified as one of the impediments of policy implementation and governance practices in Chapter 6.6.3.3. The study advocates for the promotion of the demand-side approach in governance whereby policy input will be the result of engagements and inputs from the society. Thus, trying to address social needs in that way the government will allow society and all role players to make policy inputs that are relevant to their needs and services that are based on the needs of the people. If the public service is to become transparent and open, governance practices must be aligned to the demand-side approach, which is defined as the "side of citizens as clients or consumers" (Schwella, 2015:329).

The fact that most policies are driven from the supply side contributed immensely to the finding that policy implementation was one of the weaknesses in the South African government's administration of policy. The benefit that is reflected in this study is that the application of the demand-side approach will benefit policy decision because it will support the notion of the importance of governance (see Chapter 4.2.4). The study further advocates for the implementation of the YDS because in the previous discussion in this chapter is was argued that the Youth Development Framework is in line with the proposed DDM that President Cyril Ramaphosa was driving as a strategy that would bring policy decisions and implementation to the districts. Through public service, the Youth Development Framework could gain popularity and its implementation would benefit the youth. When public service refocuses and approaches issues in accordance with network governance the issue of consultation and engagement, which was outlined as one of the challenges in Chapter 6.6.3.4, will be dealt with because the approach allows a platform for more than one role players and all interact on an equal basis with each retaining their autonomy.

8.5.4. The value of policy process and Policy Theory in government operations

The study advocates for the provision of key aspects of policy process to the public service using more accessible, binding and transparent ways to ensure accountability in policy formulation and policy implementation. In Chapter 2.4.1 to 2.4.4, the process was defined step by step. The study is of the view that if the information that was discussed in these sections is shared and made known to the public service then the implementation of network governance will be easy because the role players will have a clear background and reason to value and appreciate the policy processes. It also challenges further research on how to apply policy process and theory to provide impactful services to vulnerable groups such as the youth in South Africa. In Chapter 2.5, the role players were given an opportunity to assess their performance and validate their actions to verify if what they are providing is much-needed service.

A challenge identified in this study is poor monitoring and evaluation in policy implementation. Embarking on the robust promotion of the network system in line with policy process will enable policy implementers and role players to value the provision of feedback and reporting; hence, the study advocates for information sharing on these aspects of policy. The study, therefore, empowers the decision makers and the field of study with knowledge on how policy decisions are reached and why it is important to review these decisions continuously.

Policy theory, on the other hand, enables role players to realise the perspectives that the policy makers use to approach policy decisions. From the content in this study, a researcher will be able to understand the content of each theory and the direction in which the theory guides the policy decisions. A researcher will also be able to identify various elements of each theory and see how these elements influenced policy content, for example they will be able to identify policies that followed specific approaches, such as the Rational Choice and the Elite Theory, because this is what the study has contributed in Chapter 2.3 and 4.2.1.1 to 4.2.1.4, where the characteristics of each policy were outlined. Chapter 6.3 focused on the application of these theories in policy decision. The application of theory will benefit the field in the expansion of knowledge on the application of methodology and assist role players to realise that theory is applicable, and it benefits everybody who utilises it appropriately. The study further aimed to assist government officials to realise that the suitable choice of theory will always lead to the intended goals and objectives, all that is needed is how to apply them in government.

Moreover, through the study, it was realised that policies such as the NDP 2030 and the NYP 2015-2020 are aligned to network governance because they call for multiple role players in the implementation of these policies. The government must drive the implementation of these policies through improved capacity building of implementers in the public service to ensure success.

8.5.5. Intensified awareness on the need to implement governance efficiently and effectively

The study established that policy implementation is a challenge and the government is exposed through the challenge of youth unemployment, which has shown that the greatest problem lies with how policies related to this issue are tackled by the government. Therefore, the study intends to raise awareness of this limitation in government and advocate for the profiling of good governance principles, which were discussed in Chapter 4.2.5. These principles form the foundation for network governance and it is through effective implementation of these principles that the country will realise their value and enjoy credible governance, which is based on the true principles of democracy and an open society, where everyone will enjoy their rights to access and participation. The principles are supported by the Youth Development Framework in 7.3. The principles focus on ensuring that everybody takes responsibility through the proper channels of reporting and accounting. This is what is promoted in the Youth Development Framework – that accountability should be both horizontal and vertical.

The study further contributes in campaigning for efficiency and effectiveness in ensuring that the public service in accommodative because the public relies on services from this sector. If the sector is open and transparent, the private sector will develop trust to invest in programmes and projects that are initiated; thus, fulfilling the objectives of the DDM.

The awareness of the need for the effective implementation of governance improves the policy decision makers in terms of the administration and management of public policy, while alleviating fears of other related sectors, and it makes the forging of partnerships possible. It also enables the society to realise their power to influence public policy decisions. Through the study, the society can learn more about the difference between governance, government, and policy decisions. It is the learning

from the awareness that will enable the youth to know their rights as citizens and act upon their responsibilities as citizens who deserve access and who must participate in policy decisions. The awareness and education that is promoted by the study has the potential to boost the accountability levels in policy implementers because the situation of the youth shows that implementers and policy makers are not fully accountable. Agencies, such as the NYDA, have shown weaknesses in terms of structure and systems, as discussed in Chapter 6.5. The study should be a revelation to communities to hold the government accountable and to pressurise agencies such as the NYDA to start delivering according to the Act and to ensure the implementation of youth policies.

Raising awareness on the importance of governance can succeed if the role players agree to enter contractual arrangements that are binding to ensure compliance. As Charbit indicated in the discussion on the Youth Development Framework, the agreements must ensure that all are committed, dedicated, and bound by the agreement and the collective (Charbit, 2011:17). When these factors are adhered to then the role players will be assured that they will be operating within the rule of law. The other benefit of raising awareness as part of the contributions it is a strategy that ensures openness and transparency in a positive way without any form of pressure. Awareness influences performance because each role player is conscious of the fact that people know and expect delivery, according to what they know.

8.5.6. Academic challenge to review the role of government adherence to governance

The study acknowledges that there is work to be done on the teachings of governance; moreover, there is a need to further study and engage on mechanisms and methodology that can be used to implement principled governance. Therefore, this study raises issues that require further research to acquire more knowledge and understanding on how network governance can be promoted to assist the government to comply with policy because through network governance much can be achieved.

The lessons that are drawn from Chapter 2 to Chapter 4 are theoretical and informative. However, there is a need to unpack much of this theory to enable a layman to understand and practicalise this content. The study wants to create a platform for researchers to explore this content and use alternative methods to unpack and

interpret the content in a better way. The fact that the government is struggling to implement governance effectively means there is a gap in the interpretation and application of the content and it is the duty of governance researchers to initiate more realistic and practical ways, like the framework proposed in Chapter 7.3, which explains the ways in which network governance can be implemented in society using the current policies. The policies that are recommended in the Framework are existing policies because from the analysis of their content policies such as the NYP 2015-2020, the NDP 2030, and the NYDA Act of 2008 all value elements such as collaboration, interdependence, participation and inclusion as key to youth development. These elements are included as major focal points in the Youth Development Framework. The issues that are discussed in the Framework promote unity of efforts and acknowledgement that monopoly and individualism can never solve youth issues. Therefore, academia should develop a means to ensure that network and good governance becomes the engine that drives service delivery in South Africa because, after all, South Africa belongs to all who live in it.

As the study is a desktop presentation of governance and the situation of youth in relation to policy implementation in South Africa, the study challenges academia to consider another method of study to verify if the facts that are presented in this study can be corroborated through another approach. The study of youth unemployment presents an opportunity for academia to explore to provide more content and alternatives for South Africa to support youth development and empowerment. The study may be used as a reference point to expatiate on Stoker's definition of governance because the definition is more appropriate and aligned network governance and Youth Development Framework. Therefore, this study allows the growth and development of the concept governance in the context of South Africa's democratic development.

Furthermore, the study focused on the issues of concept policy, policy theory and policy process and it was found that the government failed to implement policies that were adopted; hence, the backlog in the application of policy. The study, therefore, challenges academia to explore more details on what could be the impediments that need attention for policy implementation to succeed for the sake of better service delivery. It is the responsibility of academia to influence the actions of the government

through the promotion of relevant frameworks, which are progressive and support the government agenda.

8.5.7. Promotion of the Youth Development Framework

The study developed a framework that is believed to have the potential to assist and support the country in tackling the issue of youth unemployment. On analysis of policies such as the NDP 2030, the NYP 2015-2020 and the DDM it became clear that the model contains elements that support these policies and shares similar characteristics because they are all based on network governance, which promotes collectivism and intersectoral planning in service delivery. According to the Framework, as discussed in detail in Chapter 7.3, collaboration begins with planning both short and long term with multiple stakeholders planning together at a strategic level and annually for operational purposes. It goes further to include financial planning, the budget, expenditure and targeting, to ensure value for money and prevent duplication in project implementation. The role players agree on operations and deliverables, which means the performance is impacted because of the positive pressure that will result from working with a variety of role players.

The greatest role that the Youth Development Framework will play is to activate the existing policies that the government failed to implement effectively, like the IGR Act, because the Framework values inclusion and participation and the Act is about tangible good relations, which will lead to better services. It promotes open relations that will lead to the interdependence of various sectors based on expertise, and the Framework puts it that intersectoral relations have the capacity to drive service delivery to greater heights. Agencies in this arrangement work based on their mandates and skills and that speeds up the processes of delivery. Through the contractual agreement that are reached by role players in line with the Framework, legal mechanisms and standards are set to ensure compliance to policy regulations that are set by the government. Services are standardised to ensure adherence to constitutional prescripts and ethical standards while quality is maintained. Citizens' participation and engagement is guaranteed because stakeholders are encouraged to take the lead in decision making through the democratic processes that are available to ensure that their basic human rights are met; this approach will ensure that young people become part of the solutions to their predicament. The role of the private sector

cannot be undermined, as already shown, the private sector plays the role of an enabler and even the discussed policies emphasise the need for private sector involvement. Hence, the study calls for inclusion and a holistic approach in addressing the challenges that face young people. The study is of the view that through a collaborative approach, each institution's capacity to deliver will be assessed to ascertain adequacy and the need for support, where necessary, to allocate tasks according to the capacity of each role player.

The Framework is the proposed strategy that can assist in the achievement of the NYP 2015-2020 that envisages achieving "the empowerment of young people who are able to realise their full potential and understand their roles and responsibilities in making a meaningful contribution to the development of a non-racial, equal, democratic and prosperous South Africa" (NYP, 2015: 5). South Africans must work together to save the youth and ensure that they become a force to be reckoned with. The country also needs to eliminate silos while promoting collaboration and partnerships for sustainable growth and ensure value for money. Youth unemployment does not only affect the public sector, but it is a worrying factor for all sectors. The NYP 2015-2020 outlined the challenges that bother society, while the NDP 2030 tried to address them through the youth lens and the government brought the Youth Accord to commit sectors, but it was not enough.

8.6. Conclusion

Chapter 2 on conceptualisation teaches a lesson that says public policy is purposive and intentional. Therefore, public policies are adopted with the aim and objective to achieve a goal. The success of the policy is dependent on its practicality, its clarity and realistic. The study concurred with Friedrich who says, "Public policy is a proposed course of action of a person, group or government within a given environment providing obstacles and opportunities which the policy was proposed to utilise and overcome in an effort to reach a goal or realise objective or a purpose" (in Anderson, 2000:4). This interpretation should challenge every implementer to realise the value of the policies that they have to implement because they have a bearing on individuals in the same way they have on groups and the government, and they are binding. Without these policies, service is compromised and impossible; therefore, it is incumbent on all sectors to ensure that the tasks are handed to people who have the

capacity to match the needs of the tasks provided. From this study, we have learnt that one of the factors that compromised service to the youth is the issue of cadre deployment. This must be discarded as a policy and strategy in the public service because it weakens the state. The government must ensure that suitably qualified candidates occupy positions; in that way, the first hurdle in service delivery will be defeated. When qualified officials are deployed, it will be easy to follow the policy process and protocols to ensure that the policy process is in line with the network system of governance because the role players will be up to the challenge. Officials will also be able to select suitable strategies that will make policy implementation possible. With suitable officials' stages such as problem identification, agenda setting, policy formulation, policy implementation and evaluation will receive the necessary attention. The theories provide guidance and a framework that must influence the thoughts and procedures.

Public policy is a statement of commitment and the commitment must be carried through a myriad of strategies and approaches to achieve the set objectives. The network system is the mechanism that can bring various sectors with varying approaches to address the challenges holistically.

Theories in public policy were discussed in Chapter 3 and what was clear was that they provided a body of knowledge. Moreover, they created a platform for debate amongst researchers. The use of theory generates hypotheses that can be empirically tested and, in principle, falsified (Marsh and Stoker, 2002:312). The value of this study lies in showing the importance of public policy for development, while sharing the importance of understanding theory, to base the policy on a theory that is functional.

Functionality of policy will influence the government to realise the need for the interdependence of many sectors, which will lead to a more collaborative approach to policy implementation in line with good governance strategy. From the discussions on theories in Chapter 3 and Chapter 4, it is evident that theories of public policy and governance are universal; they are only contextualised to meet the requirements of the aspect under discussion. The similarity shows the interconnectedness of public policy and governance because both are about service to the people. The study has further shown that public policy and governance are deliverables that are required if the basic rights of society are to be secured. The application of these theories in

relation to youth unemployment was discussed in Chapter 6, and it is in this chapter that the study was able to realise the value and relevance of network governance. In Chapter 6.2 and 6.3, each theory was extrapolated to the reader to see how each theory could be linked to the application of youth unemployment in line with the available policies. Democracy require transparency and openness, and these are the principles that are key in governance, and they are fundamentals in addressing the issues of youth unemployment in South Africa because everybody wants to know what went wrong and how can it be fixed for a better future. The two concepts are interlinked, and youth unemployment, which was defined as “a wicked problem” in Chapter 7.3, depends on effective policies that are supported through good governance.

The wickedness of youth unemployment is informed by the fact that one problem may lead to many problems, as portrayed in Chapter 5, whereby several problems that are linked to unemployment are identified, such as poor education, poverty, poor health, social exclusion and crime, all of which have a direct bearing on youth unemployment. The situation calls for a collectivity to approach the problems holistically and to ensure amicable solutions. The network system is recommended as the best approach after the analysis of various theories in Chapter 3 and 4. The theory’s effectiveness and functionality is seen through Chapter 7.3 in the Framework.

Moreover, it became clear that youth unemployment is not a problem that needs to be monopolised or individualised, but because it is wicked, it must be tackled as such. Therefore, the study recommends the use of the network system for better solutions to the problem – solutions that will lead to employment and capacitation of the youth as equal citizens who qualify to enjoy the fruits of democracy and receive equal treatment, as per the prescripts of Clause 9 of the Constitution, which states categorically that “all are equal before the law”. It is the responsibility of the government to coordinate services for the benefit of all citizens and the youth. However, with poor governance other sectors become sceptical of coming on board to assist.

Furthermore, South Africa must strengthen governance to allow more open and transparent processes that will lead to efficient and effective service delivery. Excellence in policy content without proper governance is futile. South Africa has

policies that are relevant, and they address governance issues well, however, administrators fail to utilise these policies to the benefit of the citizens, and this can be attributed to poor political decision making. Hence, young people are stuck in a dilemma and they carry the burden of actions that are not theirs.

Stoker (1998:17) stated, “Governance creates suitable conditions for order and collective action, that it can be used in various ways”. It is this collective action and inclusivity that the study has identified as lacking in the implementation of youth unemployment policies; hence, the recommendation for the adoption of the Youth Development Framework in 7.3 because it is based on network governance, which is an approach that is informed by principles.

Moreover, the value of this study lies in its acknowledgement of collectivism, which is a phenomenon that puts participation as a pillar in Constitutional democracy. The value of this study is also founded on the five propositions that Stoker made in his definition in Chapter 4.2 because these pillars provide the direction that the government must take to tackle youth unemployment and policy failure, which aggravates this problem.

The recommendations that are presented in Chapter 7.2 and Chapter 8.5 clearly indicated that alone government cannot reach the envisaged goal of provision for young people. There is a need to bring all available forces from all sectors to ensure that the solutions that are agreed upon are tangible, realistic, practical, and are owned by all who are affected and have the interests of the youth at heart. It is also made clear that without proper monitoring and evaluation, policy implementation will crumble without anyone realising it. Therefore, government policy decisions must always be accompanied by effective M&E measures to ascertain the progress or lack thereof. All this depends on ethical, credible, capable, and skilled leadership. Poor leadership weakens systems; hence, it is important that the right candidates occupy the right positions to enable fruitful and progressive outputs. Leaders carry the responsibility to ensure success in policy decisions. Without good leadership, all intervention strategies become ineffective. The study outlined many strategies in Chapter 5.6. All these strategies become futile if leadership is lacking and there is no capacity to steer the programmes in the right direction.

Furthermore, there was inadequate measures to influence role players to take up their rightful positions in the implementation of government policy. South Africa must strike a balance between all sectors to ensure that each impact positively on the others; in that way, most problems will be solved as the country cannot function when sectors operate in silos. The public sector, private sector, academic sector and social sector all have the responsibility to boost the economy of the country to benefit the youth and curb youth unemployment. Moreover, there must be a balance between policy decisions and leadership. Each of these dimensions in policy implementation is important and weakness in one affects the other negatively.

Through network governance, as seen in Chapter 7.3, accountability will improve, transparency will prevail, collective ownership will rise, effective and efficient services will be rendered, and policy decisions will see fruition. Then, at the end of it all, young people will be emancipated from the shackles of poverty and need. Young people hold the promise of South Africa being counted among the great nations of the world, and it is the responsibility of those who have the rights and power to ensure that young people are actively involved in economic programmes aimed at building a future of success and prosperity.

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