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Department of
Social Development

YOUTH POLICY 2021

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PREAMBLE

The Republic of South Africa is partisan to various international paradigms and discourses that seek to address poverty and inequality by way of seeking to fulfil the Sustainable Development Goals (SDGs). The country also played a critical role in the development of Agenda 2063 (The Africa We Want) in the context of the African continent.

Whereas, the Constitution of the Republic of South Africa's Sections 7 – 39 of Chapter 2 outlines the human rights which will be protected within the Republic's jurisdiction.

Whereas, Section 153 of the Constitution stipulates that local government is obliged to ensure that sustainable services are provided to communities.

Whereas, Section 151(3) of the Constitution stipulates that a municipality has the right to govern the local government affairs of the community, subject to and in terms of national and provincial legislation.

Whereas, the Municipal Systems Act 4 (1) stipulates that the council of a municipality has the right to govern on its own initiative the local government affairs of the local community.

Whereas, the City of Johannesburg is a category A Municipality according to the criteria applicable by Section 2 of the Municipal Structures Act; read with Section 155 (1) of the Constitution.

Therefore, the Department of Social Development and all its units adopt the Youth Policy as set out in this document.

1. ACRONYMS AND ABBREVIATIONS

In this Policy, unless the context indicates otherwise, the English text prevails in the event of a conflict in meaning with other texts.

AU	African Union
AYC	African Youth Charter
CBOs	Community Based Organisations
CoJ	City of Johannesburg Metropolitan Municipality
CoJ-DSD	City of Johannesburg Department of Social Development
NDS	National Department of Social Development
DTI	Department of Trade and Industry
FBOs	Faith-Based Organisations
GDS	Joburg 2040 Growth and Development Strategy
GEYODI	Gender, Youth and People with Disabilities
HDS	Human Development Strategy
HIV	Human Immunodeficiency Viruses
IDP	Integrated Development Plan
IPPR	Integrated Policy, Planning and Research
KPI	Key Performance Indicator
ME/MEs	Municipal Entity/Municipal Entities
NDP	National Development Plan
NGOs	Non-Governmental Organisations
NGP	National Growth Path
NPC	National Planning Commission
NYDA	National Youth Development Agency
NYDPF	National Youth Development Policy Framework
NYP	National Youth Policy
SDBIP	Service Delivery Budget Implementation Plan
SDGs	Sustainable Development Goals
UN	United Nations
YEDS	Youth Enterprise Development Strategy

2. GLOSSARY OF TERMINOLOGY

Concept	Definition
Accounting Officer	Means the City of Johannesburg Metropolitan Municipality's Municipal Manager, also known as "City Manager".
Policy	A policy translates the government's political vision into programmes and actions to deliver outcomes, i.e. desired changes in the real world. It outlines the government's decision regarding a particular course of action that will be undertaken or an issue that needs to be addressed and provides a broad framework for decision-making and implementation.
Youth	The CoJ endorses the age category articulated in the National Youth Commission Act of 1996 (Act No. 19 of 1996). Youth includes all people from 14 (fourteen) years to 35 (thirty-five) years of age. This policy deals with youth between the ages of 14 (fourteen) – 35 (thirty-five) years of age and also makes special provision through its interventions for youth 10 (ten) years to 14 (fourteen) years who are transitioning from adolescence to youth. Interventions are also designed and categorised around various age groups.
Youth Development	A process which prepares young people to meet the challenges of adolescence and adulthood through a coordinated, progressive series of activities and experiences which help them to become socially, morally, emotionally, physically, and cognitively competent.
Youth Empowerment	Youth empowerment refers to the process of increasing personal, interpersonal skills and political power to enable young women and young men or groups of people to improve their life situation. It requires the full participation of young women and young men in the formulation, implementation and evaluation of decisions determining the function and well-being of the society.

3. INTRODUCTION

3.1. Context and Background

Since youth development has become an international and national priority, the future of many economies such as South Africa depends on swift changes that target youth development as a critical component of development strategies. Pre-and post-democracy, the youth of South Africa have always been key role-players in shaping the society. Given the youthful nature of the South African population, the youth are perceived to be intensely affected by the socio-economic challenges that are currently faced by the nation, encompassing poverty, inequality, unemployment as well as poor health.

The City of Johannesburg has a diverse population which comprises mostly young individuals who fall under the category of youth (persons aged 14 [fourteen] - 35 [thirty-five]). This suggests the need for diverse models of service delivery. Therefore, the Youth Policy offers more opportunities for Council to support young people within the City's jurisdiction. This policy builds on the work that has already been done by the City Council and Departments. The policy is thus situated within the context of the vision of the City's Growth and Development Strategy (GDS), and the Human Development Strategy (2005) of the City of Johannesburg. Over and above, this policy draws aspirations from the international discourse of human development and youth development in particular.

There is a need for the City of Johannesburg Metropolitan Municipality (CoJ) to prioritise integrating youth issues into wider Council programmes. Youth development objectives can be achieved when youth strategies are supported by funding, resources and dedicated staff. The policy aims to improve on what is already being done to advance the situation of young men and women and to suggest areas of high-impact strategic focus. This policy outlines the plight of youth in Johannesburg and describes the challenges and desired outcomes for them. It further clarifies roles and responsibilities and provides measures for implementation, monitoring and evaluation.

4. STRATEGIC INTENT AND DESIRED OUTCOMES

4.1. Policy Problem Statement

It is undeniable that the City of Johannesburg, being South Africa's largest economic hub, attracts many youths across the country who are looking for better opportunities in life. Resultantly, the CoJ now comprises a youthful population. These youths are considered as one of the City's most powerful interest groups as they may be able to contribute positively towards growing the economy. The population pyramid for the City reflects a bulging youth population which constitutes over 40% of the total population. Unfortunately, regardless of the youths' aspirations of a better quality of life within the City of Johannesburg, they still experience challenges associated with unemployment, poverty, and inequality¹. This has become an impediment for the City to fulfil its aspirations of actively contributing towards the SDGs, Agenda 2063 (Africa We Want), the NDP and the GDS.

At the end of the fourth quarter in 2020A, StatsSA recorded a staggering rate of 40,9% in terms of the expanded unemployment for Johannesburg which was much higher than the recorded rate of 30.8% at the National level². IPPR calculations have revealed that the CoJ's broad unemployment rate was 41.1% while the narrowly defined unemployment rate was 35.1% as at December 2020. The national youth unemployment rate was recorded at 59% with the Johannesburg rate expected to be higher in line with the patterns shown by the average unemployment. Youth unemployment in the City has consistently remained above the national average over the past 10 years, which is a reflection of the inadequacy to mitigate this scourge.

Regrettably, youth in the City of Johannesburg are significantly represented as offenders and victims of crime within the City's jurisdiction. Records indicate that young men between the ages of 15 (fifteen) and 29 (twenty-nine) years are disproportionately involved as victims and as perpetrators of crime. In addition, they are at risk of substance abuse, high-risk sexual behaviour, and HIV infection³. The social exclusion of youth from the labour market, coupled with youth poverty, substance abuse, crime, and violence necessitates the need to improve the socio-economic conditions of the youth in the City of Johannesburg. Although youth development

¹ National Planning Commission Scoping Report, 2011

² Statistics South Africa Quarterly Labour Force Survey, 2020

³ Patel, Nyoo and Leofell, 2004.

initiatives take place across a range of line departments within the CoJ, there is a lack of coordination on projects that are meant to address youth issues. Therefore, it is critical that the City implement this policy in an integrated manner.

According to the World Bank, South Africa is ranked among economies with the highest level of inequality in the world with a Gini Coefficient of 0.63⁴. Similarly, the City of Johannesburg recorded a Gini Coefficient of 0.62 in the fourth quarter of 2020. For that reason, the City is in pursuit of mitigating high inequality levels by focusing on the youth, thereby contributing to the country's attainment of the SDGs i.e. Goal 10: Reduced inequality. The role of the state in South Africa's economy is to create an enabling environment and to regulate the cost of doing business. On this account, partnerships ought to be formed as stipulated in Goal 17 which advocates for the revitalisation of global partnerships in an attempt to mitigate the aforementioned social ills to become a reality.

International discourse on sustainability and human development culminated in a collection of global goals which have become the blueprint to achieve a better future for all. In that fashion, the City is in a quest to contribute towards the country's socioeconomic development trajectory by contributing to a host of global goals (the UN SDGs) with a specific focus on the youth. Contributions encompass mitigating poverty as stipulated by the SDG Goal 1: No poverty. This is coupled with ensuring good health and wellbeing for the youth as pronounced in Goal 3: Good health and well-being. Youth unemployment has become one of the topical issues in international discourses, and the rate in South Africa (59% as at Q4 of 2020) is significantly higher than the average for other emerging markets. The City intends to improve on employment creation by creating an enabling environment for youth employment as advocated by Goal 8: Decent work and economic growth. This would also entail advocacy for labour intensive projects and linking the youth to the latest technologies associated with the Fourth Industrial Revolution (4IR).

4.2. Policy Purpose (Rationale)

The purpose of this policy is to:

- a) Advocate for young people to be active participants in their development and that of their communities;

⁴ World Bank Poverty and Shared Prosperity report, 2020

- b) Reaffirm the Council's commitment to youth empowerment through ward-based youth participation;
- c) Seek to promote accountability in a coordinated manner amongst youth service providers; and
- d) To seek to ensure a comprehensive and integrated approach to youth development in the City of Johannesburg that addresses the challenges of youth within the City of Johannesburg.

4.3. Policy Goals and Objectives

The overall goal and objective of the policy are to contribute towards the City's aspirations of fulfilling the SDGs, the NDP directives, the GDS, and other relevant strategies that foster a better quality of life for the youth. This is done in line with the aforementioned international discourses and ideologies, the SA Constitution's Bill of Rights and other relevant pieces of legislation. This Policy also engenders the active involvement of young people in socioeconomic development and further:

- a) Establish a youth development institutional model, aimed at creating opportunities and representation in decision-making as well as participation in resolving issues affecting the youth within the CoJ.
- b) Guide all initiatives related to youth development.
- c) Develop and implement a coordinated, multi-sectoral, interdisciplinary, and integrated approach in designing and executing programmes and interventions that impact major youth issues.
- d) Build linkages, partnerships, and networks to render support to youth-at-risk in a coordinated manner by collaborating with other line departments and spheres of government, particularly the Gauteng Department of Social Development Department and civil society.
- e) Guide programmes that perpetuate young people's entry into the job market and thus work towards reducing youth unemployment through skills development as well as rendering support to youth-owned businesses.
- f) Ensure that youth service delivery is aligned to the municipal service delivery priorities.
- g) Ensure that youth development processes start at community level where young people are.
- h) Ensure a proper monitoring and evaluation system for youth development.

4.4. Policy Statement of Intent - Desired Policy Outcomes

This policy strives to achieve the following:

- a) Improved quality of life for young people in the City of Johannesburg by mitigating social and economic challenges that may impair their human development;
- b) Increase youth involvement and active citizenship by building the capacity of youth organisations and emerging youth leaders to become agents in their development, to make meaningful contributions to their communities;
- c) To create a conducive environment for youth entrepreneurs through the provision of financial and non-financial support;
- d) To support the creation of youth owned enterprises that are in sectors of the South African economy;
- e) Development of leaders and practitioners that are ethical, have high moral standards, and act responsibly, in both their public and private lives.
- f) Make provision for youth development programmes as well as plan and budget for activities across all CoJ departments and Municipal Entities (MEs).
- g) Promotion of youth mainstreaming across all platforms and initiatives to ensure active and participative citizenry among youth.

4.5. Scope and Application of the Policy

This policy is closely aligned with the fulfilment of the SDGs and the NDP as well as key plans such as the Human Development Strategy (2005), Joburg 2040 Growth and Development Strategy (GDS), and the Johannesburg Youth Development Strategy. The envisaged alignment of the CoJ IDPs to this policy will ensure that clear KPIs relating to youth development issues are developed within departments and MEs. Moreover, the policy identifies possible actions/activities to assist in pursuing a high standard of living for the youth within the City of Johannesburg municipal area.

4.5.1. Implementing Cohort

- a) All CoJ officials, departments, and entities;

- b) All private sector institutions in Johannesburg through their corporate social investment programmes or other such programmes that are meant to deliver services to young people within the CoJ jurisdiction;
- c) All organised youth structures and organisations operating in Johannesburg;
- d) All other community-based, faith-based, non-government organisations and organisations that focus on youth development.
- e) All other interested parties, volunteers, and stakeholders who participate in the delivery of services to young people within Johannesburg;
- f) All persons involved actively or indirectly in delivering socio-economic services to the youth.

4.5.2. Beneficiaries

- a) All young people between 14 (fourteen) and 35 (thirty-five) years of age who live in Johannesburg;
- b) All organised youth structures and organisations operating in Johannesburg;
- c) Youth operating businesses within the borders of South Africa.

5. REGULATORY FRAMEWORK

The following key legislative imperatives provide a mandate to the CoJ to manage, support, and regulate activities within the policy scope:

5.1 National and Other Legislation

Act	Relevance
The Constitution of the Republic of South Africa, Act No. 108 of 1996	<p>The Constitution is the supreme law of the country. It entrenches specific rights and responsibilities that apply to everyone, including the youth.</p> <p>Chapter 2, Section 9(3) states that “<i>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</i>”;</p>

Act	Relevance
	<p>In addition, section 10 states that “<i>everyone has inherent dignity and the right to have their dignity respected and protected</i>”.</p> <p>Chapter 7 of the Constitution mandates local government to promote the social and economic development of communities and community participation in matters of local government. This includes the youth.</p>
Basic Conditions of Employment Act, No. 75 of 1997	The Act provides for the minimum conditions of employment that employers must comply with.
Broad-Based Black Economic Empowerment Act, No. 53 of 2003	The Act provides for the promotion of black economic empowerment in how the state awards contracts to suppliers and service providers.
Child Justice Act, No. 75 of 2008	This Act created a new procedural framework for dealing with children that find themselves in conflict with the law. It promotes a rights-based approach to children accused of crimes, but also seeks to ensure accountability and respect for the fundamental freedoms of others. It also aims to create special mechanisms, processes or procedures for dealing with children who are in conflict with the law and to prevent crime and promote public safety through the use of diversion, alternative sentencing, and restorative justice.
Employment Equity Act, No. 55 of 1998	The Act provides for the measures that must be put in place in the workplace to eliminate discrimination and promote affirmative action.
Labour Relations Act, No. 66 of 1995	The Act includes several provisions that specifically prohibit discriminatory treatment of employees and job applicants.
Municipal Structures Act, No. 117 of 1998	The Act inter alia sets out to provide for an appropriate division of functions and powers between categories of municipalities; to regulate the internal systems, structures, and office-bearers of municipalities; provide for appropriate electoral systems and provide for matters in connection therewith.

Act	Relevance
Municipal Systems Act, No. 32 of 2000	The Act inter alia provides for the social and economic upliftment of local communities; universal access to essential services that are affordable to all, the municipality working in partnership with the local community, community participation; an enabling framework for local government, human resource development, empowering the poor and overall social and economic upliftment of communities in harmony with their local natural environment.
National Youth Development Agency (NYDA) Act, No. 54 of 2008	The Act provides for the establishment of the National Youth Development Agency (NYDA) aimed at intensifying youth development services and focus. It mandates the NYDA to develop an Integrated Youth Development Strategy for South Africa and initiate, design, coordinate, evaluate, and monitor all programmes aimed at integrating the youth into the economy and society in general. The Act further instructs the agency to promote a uniform approach by all organs of state, the private sector, and non-governmental organisations to matters relating to or involving youth development.
National Youth Development Agency Amendment Bill, 2020	The Bill aims to amend the National Youth Development Agency Act, 2008, so as to insert new definitions; to amend certain sections that provide for the administration of the Act by the Executive Authority; to amend the provisions relating to the objects of the Agency; to amend provisions relating to reporting by Agency; to amend provisions relating to roles of organs of state in supporting the Agency; to provide for additional board members; to provide for the extension of the term of office for board members; to provide for the establishment of the Agency at provincial and local levels; and to provide for matters connected therewith.
The Promotion of Equality and Prevention of Unfair Discrimination Act, No. 4 of 2000	The Act provides for the amplification of the constitutional principles of equality and elimination of unfair discrimination.

Act	Relevance
The Intergovernmental Relations Framework Act, No 13 of 2005	The Act provides for national, provincial, and local spheres of government to facilitate cooperation in the implementation of policies and legislation, including coherent government, effective provision of services, monitoring, implementation, and realisation of national priorities.
White Paper for Social Welfare of 1997	The White Paper for Social Welfare makes provision for youth development. It sets out youth needs and the approach welfare departments will take in addressing those needs. It also prescribes interdepartmental and inter-sectoral cooperation regarding youth issues and identifies specific needs such as youth with disability, youth involved in substance abuse, homosexual youth, young victims and survivors of crime, young people who are HIV positive and have Aids, etc.
The White Paper on Local Government of 1998	The White Paper on Local Government identifies the need for municipalities to ensure that all citizens, regardless of race, gender, or sexual orientation, have access to at least a minimum level of services. The paper further states that accessibility is not only about making services available, but also about making services easy and convenient to access.
Skills Development Act No. 97 of 1998	This act is key in building the youth's capacity to be employable or make a living as an entrepreneur. It aims to expand the knowledge and competencies of the labour force in order to improve productivity and employment. The main aims of the Act are: <ul style="list-style-type: none"> • to improve the quality of life of workers, their prospects of work, and labour mobility; • to improve productivity in the workplace and the competitiveness of employers; • to increase the levels of investment in education and training in the labour market and to improve the return on that investment; • to promote self-employment; • to improve the delivery of services.

5.2 Related Policies/ Strategies (Policy Instruments)

The South African youth development sector is regulated by various policies that provide broad guiding principles and act as a departure point for the design of the CoJ's Youth Policy. These are:

5.2.1 International Imperatives

Policy instrument	Description
Sustainable Development Goals	The United Nations Sustainable Development Goals (SDGs) are goals which all 191 UN member states have agreed to achieve by the year 2020. The United Nations Millennium Declaration, signed in September 2000, commits world leaders to combat poverty, hunger, disease, illiteracy, environmental degradation, and discrimination against women. The SDGs are derived from this Declaration and specific targets and indicators have been allocated to each Goal. The policy takes into account the working definition of the term youth.
World Programme of Action on Youth 2000 and Beyond	The World Programme of Action on Youth for the year 2000 and beyond was adopted by the United Nations' ministers responsible for youth. The 10 (ten) year plan seeks to actively address the challenges faced by youth across the world in a practical way. It also contains concrete proposals on how countries should improve the well-being and livelihoods of young people in their respective countries. This policy framework seeks to deliver opportunities that would enhance young people's participation in society and provide practical guidelines for youth development support by national and international institutions.
United Nations World Programme of Action on Youth 2000 and Beyond	The UN World Programme of Action provides a policy framework and practical guidelines for national action and international support to improve the situation of young people. The Programme of Action focuses in particular on measures to strengthen national capacity in the field of youth and to increase the quality and quantity of opportunities available to young people for full, effective, and constructive participation in society.

Policy instrument	Description
Commonwealth Youth Charter 2005	The Commonwealth Youth Charter provides the parameters for the development of youth policies in all Commonwealth countries. It is focused on creating societies wherein youth are empowered to develop their creativity, skills, and potential as productive and dynamic members of society.
The African Youth Charter of 2006	The African Youth Charter (AYC), adopted in May 2006 and endorsed by AU heads of states in July 2006, is a political and legal document that serves as a strategic framework that gives direction to youth empowerment and development at continental, regional, and national levels. The charter is in line with the efforts of the African Union (AU) which seek to provide an avenue for effective youth development. South Africa has signed and ratified the AYC as it is consistent with the South African Constitution and nearly all its provisions are in line with the socio-economic programmes being implemented or envisaged.

5.2.2 National, Provincial, and Local Imperatives

Policy instrument	Description
City of Joburg Growth and Development Strategy 2040	The Strategy provides a blueprint on challenges hampering young people and identifies key shortcomings in developing the youth. It further proposes the provision of better skills and education for youth to enhance the skills needed in the job market.
City of Joburg Human Development Strategy	The CoJ has developed a Human Development Strategy (HDS) as a partner to its economic development strategy, Joburg 2030, and Joburg's Growth and Development Strategy 2040. The HDS intends to provide a framework for other CoJ policies to accommodate a human development perspective and address conditions such as poverty, inequality and social exclusion on a city scale.
New Growth Path 2011	The New Growth Path (NGP) released in 2011, articulates a vision to place jobs and decent work at the centre of economic policy. It sets out a target of 5 000 000.00 (five million) new jobs to be created by 2020. It

Policy instrument	Description
	also sets out key job drivers and priority sectors such as infrastructure, the agriculture value chain, the mining value chain, the green economy, the manufacturing sectors, and tourism. It is based on strong, sustained, and inclusive economic growth and the rebuilding of productive sectors of the economy, so that all of society, including youth, can benefit.
National Development Plan, 2012	The National Development Plan (NDP) is designed to enhance sector plans with its fundamental thrust of eliminating poverty and reducing inequality by 2030. It indicates that the elimination of poverty and reduction of inequality can be realised by growing an inclusive economy, building capabilities, enhancing the capacity of the state, and promoting leadership and partnership within society.
National Youth Policy 2030	The National Youth Policy for 2020-2030 (NYP 2030) is a cross-sectoral policy aimed at effecting positive youth development outcomes amongst young people at local, provincial, and national levels in South Africa. It is developed collaboratively by multiple stakeholders in consultation with young people, for all young people in South Africa, with the intent to redress the wrongs and injustices of the past and to deal decisively with the persistent as well as new and emerging challenges of the country's diverse youth. Pillars of consideration in the policy encompass youth education, economic participation, physical and mental health.
National Skills Development Plan, 2030	The NSDP seeks to improve access to occupations in high demand and priority skills aligned to supporting economic growth, employment creation, and social development whilst also seeking to address systemic considerations.
Integrated Development Plan, 2017	The IDP sets out a commitment to youth development, including awareness raising, providing life and work skills for 'at risk youth' and building the capacity of youth structures. The provisions of this policy will facilitate the IDP's programmatic goals. Furthermore, the development of young people is central to the building of a City that is caring, safe, well-run, inclusive, and allows youth to access the opportunities that improve their own lives. In short, youth development is related to all the strategic focus areas of the IDP.

Policy instrument	Description
National Youth Development Policy Framework (NYDPF), 2002	The NYDPF provides the context for the government's youth development approach urging for an integrated, holistic youth development strategy. It also advocates for the values of equity, diversity, redress, responsiveness to the needs and contexts of young people, and an orientation that is sustainable, participatory, inclusive, gender-sensitive, accessible, and transparent to be consistent in all aspects of the youth development strategy.
Youth Enterprise Development Strategy (YEDS) 2013-2023	Through this strategy, the DTI's mission is to mainstream the YEDS within the DTI and its agencies and all strategies and programmes geared for enterprise development at national, provincial, and municipal levels. The objectives of the YEDS are to strengthen and unleash the potential of the participation of youth in the economy by raising the value and the profile of youth-owned and -managed enterprises and designing support programmes suitable to this end; and to foster human capital development with a special focus on youth entrepreneurship, business management, and technical skills.
National Skills Development Strategy IV	The strategy focuses on job creation through youth economic empowerment and sustainable career development.
Skills Development Act, 1998 (Act No. 97 of 1998)	The Act intends to provide an institutional framework to devise and implement national, sector, and workplace strategies to develop and improve the skills of the South African work force and to integrate those strategies within the National Qualifications Framework contemplated in the South African Qualifications Authority Act, 1995. The Act also provides for learnerships that lead to recognised occupational qualifications and for the financing of skills development by means of a levy-grant scheme and a National Skills Fund.
Youth Employment Accord 2013 and the Skills Accord 2011	The Youth Employment Accord and the Skills Accord have been acknowledged and ratified by all critical sectors of society such as government, business, labour, civil society, and NGO's. They aim to

Policy instrument	Description
	improve the skills of the youth and the sensitisation of the economy at large to the employment needs of the youth.

6. PUBLIC CONSULTATION

The public consultation that was conducted for this policy comprised of the following process a) identification and selection of participants, b) designing instruments to gather required data and information, c) data-gathering processes, d) data capturing and arrangements, e) data analysis and interpretation, and f) final presentation of the obtained data. As guided by the interpretive paradigm and its subjectivist epistemology, the public participation process adopted a qualitative methodology. The process employed criterion sampling in the context of a purposive sampling strategy to gain an in-depth understanding of the policy phenomenon under review.

The public participation was a three-pronged approach across all seven (7) regions: (a) hybrid data collection sessions comprising virtual and physical focus group sessions (b) uploading of the draft youth policies for public access to the City of Johannesburg website for the public's comments and inputs and (c) the creation of a central email to capture the responses from participants who wished to convey their views and rationalities through emailing services. This was done to expand on the sphere of influence to foster broader participation. Public participation sessions commenced during the month of November through to December 2020 in all regions of the City of Johannesburg. The invited stakeholders were beneficiaries and representatives of the community and relevant support organisations in the CoJ regions who formed a specific reference group for consultation.

Qualitative data obtained from public participation was consolidated and prepared for analysis. The data was organised and analysed thematically aided by the ATLAS.ti software and also the use of inductive reasoning. Inductive reasoning analysis approach enabled the makers of this policy to focus on exploring new phenomena and to look at previously researched phenomena from a different perspective. Thematic analysis and ATLAS.ti software was used to find and organise ideas and concepts which highlighted emerging themes. These themes were compiled and used to inform the need for a new youth policy which advocates for youth empowerment and development.

The importance of thematic analysis used for the purposes of reviewing this policy lies in its ability to afford the makers of the policy an opportunity and flexibility to identify, analyse and report on the patterns (or themes) emerging within and beyond the data obtained. It thus further enabled them to minimally organise and describe the dataset in rich detail. It is worth to note that qualitative data analysis also required them to carefully scrutinise the content of the data obtained in a systematic manner to ensure that emerging trends, their frequency of occurrence, and how they are described and captured is correctly reflected in this policy. The analysis of inputs from stakeholders is, therefore, incorporated to inform this policy document as approved by the Council.

7. POLICY INTERVENTIONS AND IMPLEMENTATION (PROVISION AND PROCEDURES OF THE POLICY)

7.1. Policy Interventions

At the backdrop of youth emancipation and development, this policy contributes towards the attainment of the City and the country's aspirations of fulfilling their obligations to achieve SDGs, focussing particularly on: Goal 1: No poverty; Goal 3: Good health and well-being; Goal 8: Decent work and economic growth; Goal 10: Reduced inequality as well as Goal 17: Partnerships for the goals. The policy also fosters the City's contribution towards the eradication of the triple challenges of poverty, unemployment, and inequality while focusing on the youth. Proposed interventions are compounded under three major themes to be addressed by the City's core departments encompassing economic interventions, social interventions; and institutional arrangements.

a) Economic interventions

- i. Addressing youth unemployment; led by the Department of Economic Development,
- ii. Improving youth employability through skills development initiatives; led by the Department of Social Development, the office of the Executive Mayor, and the Department of Economic Development,
- iii. Improving access to opportunities and information for the benefit of the youth; led by the office of the Executive Mayor, Communication and Marketing as well as the Department of Social Development,

- iv. Linking the youth to the latest technologies and 4IR; led by Group Information Communication Technology and Information Management and the office of the Executive Mayor,
- v. Encouraging and developing youth entrepreneurship and business acumen; led by the Department of Economic Development and the Department of Social Development; and
- vi. Improving support for youth owned SMMEs; led by the Department of Economic Development and the office of the Executive Mayor.

b) Social interventions

- i. Conceptualisation of social development programs for the youth to participate in; led by the office of the Executive Mayor,
- ii. Curbing youth involvement in crime and substance abuse; led by Public Safety and the Department of Social Development,
- iii. Promoting awareness of various social ills that affect the youth; led by the Department of Social Development,
- iv. Promoting awareness and support for young people with disabilities; led by the Department of Social Development,
- v. Formulating and implementing moral regeneration programmes; led by the office of the Executive Mayor, Community Development, and the Department of Social Development,
- vi. Physical and mental health promotion; led by the Department of Health,
- vii. Social cohesion and nation building; led by Community Development and the Department of Social Development; and
- viii. Promotion of arts, culture, and sports to foster youth development; led by the Joburg Theatre and Community Development.

c) Institutional arrangements

- i. A youth directorate to be formed and located in the office of the Executive Mayor for the purpose of monitoring and evaluation of the policy implementation; led by the office of the City Manager.

The City of Johannesburg's office of the Executive Mayor is the lead department. On this account, it will carry the responsibility of designing consolidated annual implementation programmes and action plans. The office of the Executive Mayor will link specific departments and Municipal Entities with their relevant interventions and will ensure clarity regarding expectations and

accountability. The office of the Executive Mayor will therefore form part of the annual design process.

The following proposed interventions and programmes would be a basic platform for implementation and action plans:

PROPOSED INTERVENTIONS	PROGRAMMES	ACTION PLAN	LEAD DEPARTMENT
Economic interventions	Job Creation Programmes	To mitigate the scourge of youth unemployment: The CoJ will, through its various departments and MEs, initiate programmes that result in the creation of sustainable jobs for young people. This will be done through the empowerment of youth owned companies and the awarding of tenders as well as the provision of support to youth owned companies. Career development programmes aimed at preparing youth for the labour market and linking them to the latest technologies and 4IR will also be implemented. Programmes aimed at linking young people with employment opportunities will also be implemented.	Department of Economic Development
	Youth Economic Development Programmes	The CoJ will, in partnership with other stakeholders such as the Gauteng Enterprise Propeller and the National Youth Development Agency, implement programmes aimed at improving young people's employability and skills in the economic sector. These programmes will address issues such as business proposal writing skills and financial	Department of Economic Development and Department of Social Development

		management. A business incubator programme aimed at developing youth-owned businesses will also be implemented, along with a citywide entrepreneurship development programme.	
	Poverty and Inequality Alleviation Programmes	The CoJ will have programmes targeting young people who are poverty-stricken. Such programmes will address issues such as access to education, skills development, and access to the CoJ's Social Package. Programmes targeting children and youth in child-headed households will be implemented.	Department of Social Development
	Skills Development Programmes	The CoJ will implement skills development programmes in its Skills Centres. Such programmes will be aimed at providing young people with skills to help them gain access to economic opportunities. Life skills training will be provided to the youth. The training provided will be aimed at ensuring that the skills acquired can be used by trainees in responding to the labour market and economy's needs.	Department of Social Development
Social Interventions	Health and Environment Programmes	The CoJ will implement programmes aimed at ensuring that young people live a healthy lifestyle. There will be specific programmes that address issues of HIV/AIDS, teenage pregnancy, drug- and alcohol abuse. Programmes to engage the youth in conserving and protecting the environment will be implemented. The	Department of Health, Environment, and Infrastructure Services, Department of Social Development

		CoJ will involve young people in projects such as greening the city and waste management programmes.	
	Public Safety and Social Crime Prevention Programmes	The CoJ will implement programmes that involve young people in creating safer communities. In addition, these programmes will address issues such as victim empowerment, rehabilitation of ex-offenders and youth in conflict with the law. Programmes targeting youth at risk, youth in conflict with the law, and ex-offenders will be implemented. Programmes that involve the youth in proactive initiatives to promote safety and combat crime will be implemented.	Public Safety
	Recreational Programmes	The CoJ will provide facilities and resources to the City of Johannesburg's youth for recreational purposes. These initiatives will include activities such as the establishment/ support of youth clubs that utilise CoJ facilities after school hours for dancing, drama, poetry, etc.	Joburg Theatre; Arts and Culture; Community Development
	Arts, Culture, and Heritage Promotion Programmes	The CoJ will provide resources and implement programmes aimed at promoting arts, culture, and heritage among young people. The CoJ will facilitate access to facilities such as the theatre for young people to develop their talents in the arts and culture sphere. Heritage promotion programmes to educate the youth and to promote the preservation of our heritage must also be rolled out.	Joburg Theatre; Arts and Culture; Community Development

	Good Governance	The CoJ will implement programmes aimed at promoting good governance within the city and civic education programmes. These programmes will be aimed at promoting and deepening democracy and enhancing public participation. Specific educational programmes to educate the youth about the system of local government and IDP processes will be implemented.	Office of the Executive Mayor and Department of Social Development
	Youth Moral Regeneration Programmes	The CoJ will champion a youth moral regeneration programme. This programme will be aimed at ensuring that young people are at the centre of programmes aimed at regenerating the moral fibre of society. Under this programme the CoJ will focus on issues such as human rights, xenophobia and gender equality. This will be done through various platforms such as workshops, seminars, and campaigns.	Department of Social Development
Institutional Arrangement	Centralisation of the youth function	The City of Johannesburg will position the youth function within the office of the Executive Mayor. However, due to the transversal nature of the function, all departments and ME will fully participate in the mitigation of the youth issues.	Office of the Executive Mayor

The progress of the programmes above must be reported on a quarterly basis to the youth directorate in the office of the Executive Mayor by each department and/or entity. The office of the Executive Mayor will report to the Mayoral committee on a quarterly basis.

7.2. Conditions and Implementation of the Policy

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

- a) Providing training, capacity building, and sensitisation of youth development and specifically on the policy. The first level of sensitisation is within the CoJ's entities themselves. All departments must be aware of the policy and be enabled to support the planning and implementation processes. This would ensure that youth development is mainstreamed into departmental plans and budgets;
- b) Mobilising support for the implementation of this policy. Whilst there has been stakeholder participation in its development, on-going sensitisation thereof is critical for the successful implementation of this policy;
- c) Endorsement of the policy by all partners and buy-in sourced from all stakeholders, both administratively and politically;
- d) Engagements with the private sector, MEs, donors, and other potential role players in the implementation of this policy;
- e) Functional and effective institutional arrangements meeting the following minimum standards:
 - i. Institutional arrangements should be in place. That includes a fully-fledged directorate located in the office of the Executive Mayor. Internal departments should be ready to act and deliver on their responsibilities;
 - ii. Key stakeholders must be involved and informed at all stages;
 - iii. Multi-sectoral youth forums must be established and enabled to function effectively at the ward level;
 - iv. Reporting procedures and mechanisms from ward level to citywide must promote and ensure accountability on the utilisation of funds and meeting the KPIs for youth development;
- f) Municipal budgeting for youth development (a minimum of 1% of the departmental operational budget). The approach to youth development programmes at the ward level requires the allocation of specific budgets and resources. CoJ in its annual IDP consultation processes must allocate sufficient resources to:
 - i. Improve its human resource capacity for youth development;
 - ii. Ensure that a budget is earmarked for youth development in line with the programmatic priorities of the City; and

- iii. Ensure that the budget is equitable, based on the population and the needs of young people in the municipality.
- g) Establishment of a youth development committee chaired by the City Manager or his designate responsible for transversal programmes and represented by all Departments and MEs. The CoJ Transformation Committee must:
- i. Meet quarterly to oversee the implementation of transformational youth programmes.
 - ii. Ensure an official in each Department and ME is assigned duties to report on youth matters;
 - iii. Coordinate the implementation of the policy in their Departments;
 - iv. Identify the system to collect, collate, and package gender-disaggregated information for purposes of revealing non-discriminatory or equality within the Departments and Municipal Entities and among citizens that it interfaces with;
 - v. Ensure relevant reports from all Departments and ME serves before the GEYODI Section 79 committee.
 - vi. Collect, collate, and package gender-disaggregated information for purposes of revealing non-discriminatory or equality within the Department and ME and among citizens that it interfaces with;
 - vii. Attend CoJ Youth Forum meetings held on a quarterly basis coordinated by the office of the Executive Mayor;
 - viii. Promote and monitor the implementation of youth budgeting;
- h) Reporting on progress:
- i. All the Departments should report progress on the policy implementation plan quarterly to the office of the Executive Mayor for consolidation and reporting to the Human and Social Development Cluster and Mayoral Committee as well as to the HSD and GEYODI Section 79 Committees.
- i) Implementation of this policy must be aligned with Executive Management Team's scorecards.
- j) This policy must inform all CoJ IDPs that are formulated during the course of its tenure, leading up to its review; and clear KPIs relating to youth development issues within departments and MEs must be developed.
- k) This policy will come into effect upon approval by the CoJ Council. An action plan for implementation must be developed by all departments and entities within 6 (six) months thereafter and submitted to the office of the Executive Mayor. A consolidated implementation plan will be coordinated by the office of the Executive Mayor.

8. INSTITUTIONAL ARRANGEMENTS FOR POLICY IMPLEMENTATION - ROLE CLARIFICATION

8.1. Roles and Responsibility of Stakeholders

- a) The office of the Executive Mayor is the custodian of this policy and all powers are vested in the Accounting Officer (City Manager) to ensure legitimate implementation thereof.
- b) It is the responsibility for all the CoJ departments and entities to design annual implementation programmes and action plans to give effect to this policy. The programmes and action plans will be based on regular feedback from the recipients of the programmes.
- c) The office of the Executive Mayor will be responsible for monitoring this policy and ensuring that adequate training and awareness-raising is provided on this policy.
- d) The implementation of this policy is the shared responsibility of the entire CoJ's Line Departments and MEs.
- e) The following internal stakeholders will be consulted on matters relating to the youth:
 - i. The office of the Executive Mayor, CoJ-DSD, and its GEYODI programmes. The office of the Executive Mayor will play the lead role for external community Youth Development issues.
 - ii. Tourism, Events, and Marketing: Arts and Culture Programmes, Events.
 - iii. Community Development: Sports and Recreation, Library and Information Services.
 - iv. Group Corporate & Shared Services: Trainee, bursary, apprentice opportunities, and work seeker's database.
 - v. The Group Strategy Policy Coordination and Relations office for inclusion in the strategic planning of the CoJ.
 - vi. Department of Health – appropriate and accessible health care.
 - vii. JMPD – Ensure community safety and assist the office of the Executive Mayor with updated data on youth crime statistics and offences to inform planning.
 - viii. Communications – provide access to communication and information.
 - ix. Environment & Infrastructure Services – Ensure that youth have equal access to the physical built and other services provided or open to the general public.
 - x. Department of Economic Development for Business Support/ Entrepreneurship opportunities, business analysis, and Skills Development.

- f) The provision of an integrated and holistic package of services for the youth is premised on strong and consistent inter-sectoral collaboration and co-ordination between wide ranges of role-players from all sectors of society. The following are strategic external stakeholders:
- i. The youth and representative structure of the CoJ as the main beneficiaries of the policy are to be engaged through various channels to ensure appropriate and correct youth development initiatives; all Gauteng provincial departments
 - ii. Civil Society Organisations (including NGOs, CBOs, and FBOs;
 - iii. All national departments relevant to youth matters; and
 - iv. Ward Committees and Rate Payers Associations.

8.1.2 The Office of the Executive Mayor

The office of the Executive Mayor is mandated to:

- a) Facilitate the implementation of youth programmes across departments and entities;
- b) Play a key role in the development and reporting of indicators and targets to promote rights and advancement of the youth programmes and initiatives;
- c) Facilitate a process to engage with other directorates/departments to mainstream the directives of the policy;
- d) Assist with opportunities to enable youth to manage their many challenges;
- e) Contribute to assisting the youth to successfully manage life tasks in the face of social disadvantage along with other stakeholders;
- f) Identify potential economic opportunities at the community level, design and deliver community-based training programmes and provide the necessary post-training support for the youth; and
- g) Articulate specific multi-sectoral partnering, including public and private sector entities.

8.2 Institutional structures

A GEYODI Technical Committee and GEYODI Sub-Mayoral Committee must be instituted to deal with recommendations of transversal reports from Departments on-route to Mayoral Committee for approval.

9. MONITORING AND EVALUATION

The City of Johannesburg established the “*The City of Johannesburg Monitoring and Evaluation Framework*” in line with the policy framework for the Government-wide Monitoring and Evaluation (GWM&E), and the National Evaluation Policy Framework (NEPF) in 2012. The City of Johannesburg acknowledged that there has been a shift in the City’s policies, procedures, and systems associated with the inter-related areas of performance management, monitoring, evaluation, and reporting. The City has therefore developed its monitoring and evaluation framework aimed specifically at monitoring and evaluating the outcomes of the youth policy.

The framework notes that, at a City level changes to the organisation’s institutional model and its long-term strategy (Joburg 2040 Growth and Development Strategy [GDS]) necessitate a complete review of many organisational activities including how the planning, decision-making, monitoring, and evaluation occurs. Thus, based on the above, this policy will be monitored and evaluated on a continuous basis to ensure that there is greater transparency and accountability based on evidence-based monitoring and evaluation. Service delivery will be significantly improved through the continuous generation of sound information for reporting, communication, and the improvement of service delivery.

The City of Johannesburg shall in its quest to monitor and evaluate this policy, employ the results-based monitoring and evaluation approach. The indispensability of employing the results-based (or outcome-based) monitoring and evaluation approach, lies in that, it goes beyond the counting of the policy outputs, activities, and resources to enable the City to measure and evaluate the results of the policy, and then provide information for decision-making. Results-based monitoring and evaluation of this policy will provide feedback on the actual outcomes and goals of the City’s actions. Thus, it further addresses the goals of the youth policy, how they are being achieved in respect of the budgetary, schedule, and quality performance, and how corrective actions can be done proactively.

Monitoring and evaluation of this policy shall involve the following ten activities or steps as depicted in the sequential form below, i.e.:

Monitoring

- a) Step one: conducting a readiness assessment;

- b) Step two: agreeing on outcomes to monitor and evaluate;
- c) Step three: selecting key performance indicators to monitor outcomes;
- d) Step four: setting baselines and gathering data on indicators;
- e) Step five: planning for improvement – selecting results targets;
- f) Step six – monitoring for results;

Evaluation

- g) Step seven – the evaluation in M&E, using evaluation information to support a results-based management system;
- h) Step eight – reporting the findings;
- i) Step nine – using the findings, and
- j) Step ten – Sustaining the M&E system within the organisation.

The monitoring and evaluation function of this policy seeks to address the following aspects regarding the performance of interventions emanating from this policy, i.e.:

- a) Compliance with monthly and quarterly reporting of data;
- b) Supporting the department's interventions through the provision of formative feedback on progress towards attainment of targets (monthly and quarterly targets);
- c) Providing recommendations on the way forward (possible policy expansion), and
- d) Providing an assessment of possible contributions to long-term impacts of the policy, and the department.

The aforementioned M&E process will be an inherent part of the City's IDPs and designed to enhance accountability. Furthermore, this process will be conducted annually or at any time necessary to keep abreast of best practices and methodological changes, as well as for other corrective actions.

10. CONTRAVENTION OF POLICY

Paragraph 8.1 (a) herein above recognises the CoJ as the custodian of this policy and that all powers are vested in the Accounting Officer (City Manager) to ensure legitimate implementation thereof. The CoJ reserves the right to act in case of breach by any party responsible for the implementation of this policy and in case of contravention the CoJ may:

- a) Evaluate the performance of the government officials involved and reserves the right to suspend and/or re-instate until the investigation is completed;
- b) Enforce the law in case of any criminality involved; and
- c) Withdraw partnership agreements in case of stakeholders and beneficiaries breaching the terms of this policy.

11. DELEGATION OF AUTHORITY

Sections 59 to 65 of the Local Government: Municipal Systems Act 32 of 2000 provide as follows: “59”. Delegations – “(1) *A municipal council must develop a system of delegations that will maximise administrative and operational efficiency and provide for adequate checks and balances, and, in accordance with that system, may delegate appropriate powers.*” In terms of this legislative mandate, Council hereby delegates all powers and duties to the Accounting Officer which are necessary to enable the Accounting Officer:

- a) to discharge the policy responsibilities conferred on Accounting Officers in terms of the Municipal Systems Act 32 of 2000 and this policy;
- b) to maximise administrative and operational efficiency in the implementation of this policy; and
- c) to enforce reasonable cost-effective measures for the implementation of this policy and proper monitoring and evaluation; and
- d) to comply with his or her responsibilities in terms of Section 115 and other applicable provisions of the Municipal Systems Act (Act 32 of 2000).

Provision for sub-delegation:

- a) The Accounting Officer may in terms of section 79 of the Act sub-delegate any Youth Development powers and duties, including those delegated to the Accounting Officer in terms of this policy. However, any such sub-delegation must be consistent with herein above.

12. POLICY REVIEW

This policy will be reviewed every 5 (five) years or when advised to do so by the political principals; and the revised policy will be tabled in Council for approval as part of the budget process