

**An evaluation of the Masupa-Tsela Youth Pioneers
Program implemented by the Eastern Cape
Department of Social Development and Special
Programs within Mhlontlo Local Municipality**

by
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degree of Master of Philosophy in Sustainable Development
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DECLARATION

By submitting this thesis electronically, I declare that the entirety of the work contained therein is my own, original work, that I am the sole author thereof (save to the extent explicitly otherwise stated), that reproduction and publication thereof by Stellenbosch University will not infringe any third party rights and that I have not previously in its entirety or in part submitted it for obtaining any qualification.

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ABSTRACT

Since the advent of democracy in South Africa, the government has prioritized youth development in the country. The strides made by government include setting up institutional arrangements, developing policies and implementing programmes targeting young people in the country. However, despite the efforts made to develop young people, the youth transition to adulthood is still extremely difficult, more especially for unemployed black females who reside in rural areas. Youth unemployment is the biggest problem affecting the youth in South Africa and globally, and the majority of the unemployed youth have been categorised as 'Not in Education, Employment or Training' (NEET). Being unemployed and also not being in education or training to prepare for future employment, limits future employability of the NEETs.

The Department of Social Development and Special Programmes in the Eastern Cape Province implemented the Masupa-Tsela Youth Pioneers Programme (MYPP) to intervene in the high rate of youth unemployment in the Province. The programme in the Province was never evaluated and as a result there is no evidence of the success or failure of this youth programme.

This study evaluates the implementation of the MYPP with a particular focus in Mhlontlo Local Municipality within O.R. Tambo District Municipality in the Eastern Cape Province. Mhlontlo Local Municipality is a rural municipality characterized by high youth unemployment, high youth poverty, low levels of education among youth and low literacy levels among adults. The purpose of the study was to explore and discover whether the intended outcomes of the MYPP were achieved and what the specific challenges of the youth were.

Evaluation research is used in this study to explore the MYPP. Evaluation research assesses the conceptualization, implementation, and impact of development programmes and projects. The data collected during this study through focus groups, interviews, questionnaires, and document review, revealed that the programme mostly achieved its intended outcomes, although there are areas that need to be improved in the future implementation of the programme. However, the goals and outcomes of the MYPP were not adequate to address the size of the challenge. On the basis of the findings of this study the researcher recommends that youth development programmes should be implemented in the context of sustainable development and young people must be placed at the centre of that development as agents of change in their communities. The researcher also recommends outcomes based planning in the Department, up-scaling of the programme, regular evaluation of the design, implementation and results of a youth programme as well as improved participation of the youth in the programmes designed to improve their lives.

OPSOMMING

Die regering het sedert die koms van demokrasie in Suid-Afrika jeugontwikkeling in die land geprioritiseer. Die vooruitgang wat gemaak is, sluit in die opstel van institusionele reëlings, die ontwikkeling van beleid en die implementering van programme wat gerig is tot jong mense in die land. Maar ten spyte van die pogings om jong mense te ontwikkel, vind die jeug die oorgang na volwassenheid nog steeds baie moeilik, veral vir werklose swart vroue wat in landelike gebiede woon. Werkloosheid onder jeug is die grootste probleem wat die jeug in Suid-Afrika en in die wêreld ondervind, en die meerderheid van die werklose jeug word gekategoriseer as "Nie in onderwys, beroep of opleiding nie" (NOBOe). Om werkloos te wees en ook nie in onderwys of opleiding om voor te berei vir toekomstige indiensneming nie, beperk toekomstige indiensneembaarheid van die NOBOe.

Die Departement van Maatskaplike Ontwikkeling en Spesiale Programme in die Oos-Kaap het die Masupa Tsela - Jeug Pioneers Programme (MJPP) geïmplementeer om in te gryp in die hoë werkloosheidskoers onder die jeug in die Provinsie. Die programme in die provinsie is nooit geëvalueer en as gevolg is daar geen bewyse van die sukses of mislukking van hierdie jeug programme nie.

Hierdie studie evalueer die implementering van die MJPP met 'n spesifieke fokus op Mhlontlo Plaaslike Munisipaliteit in die Tambo-distriksmunisipaliteit in die Oos-Kaap. Mhlontlo Plaaslike Munisipaliteit is 'n landelike munisipaliteit wat gekenmerk word deur hoë werkloosheid onder die jeug, hoë jeug armoede, lae vlakke van onderwys onder die jeug en lae vlakke van geletterdheid onder volwassenes. Die doel van die studie was om te ondersoek en vas te stel of die beoogde uitkomst van die MYPP bereik is en wat die spesifieke uitdagings van die jeug was.

Evaluering navorsing is in hierdie studie gebruik om die MJPP te verken. Evalueringnavorsing evalueer die konseptualisering, implementering en die impak van die ontwikkeling van programme en projekte. Die data wat ingesamel is tydens hierdie studie deur middel van fokusgroepe, onderhoude, vraelyste, en dokument hersiening, het aan die lig gebring dat die programme meestal sy doel bereik het, maar daar is gebiede van die implementering van die programme wat in die toekoms verbeter sal moet word. Maar die doelwitte en uitkomst van die MYPP was nie voldoende om die grootte van die uitdaging aan te spreek nie. Op grond van die bevindinge van hierdie studie beveel die navorser uitkomstgebaseerde beplanning in die Departement voor, vergroting van die programme, gereelde evaluering van die ontwerp, implementering en resultate van 'n jeug programme sowel as die verbeterde deelname van die jeug in die programme wat ontwerp word om hul lewens te verbeter.

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"I can do all things through Christ who strengthens me"

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LIST OF ACRONYMS AND ABBREVIATIONS

APP	-	Annual Performance Plan
DFID	-	Department for International Development
DHET	-	Department of Higher Education and Training
DSD	-	Department of Social Development
ECSECC	-	Eastern Cape Socio Economic Consultative Council
EPWP	-	Expanded Public Works Programme
GWME	-	Government-Wide Monitoring and Evaluation
IDP	-	Integrated Development Plan
ILO	-	International Labour Office
MLM	-	Local Municipality
MINMEC	-	Ministers and Members of the Executive Council
MYPP	-	Masupa–Tsela Youth Pioneer Programme
MYPs	-	Masupa-Tsela Youth Pioneers
NEET	-	Not in Employment or Education and Training
NSDAA	-	National Skills Development Amendment Act
NYDA	-	National Youth Development Agency
NYDF	-	National Youth Development Framework
NYP	-	National Youth Policy
OECD	-	Organization for Economic Cooperation and Development
POE	-	Portfolio of Evidence
PSC	-	Public Service Commission
PYD	-	Positive Youth Development
RSA	-	Republic of South Africa
Stats SA	-	Statistics South Africa
UN	-	United Nations
UNDP	-	United Nations Development Programme
YDD	-	Youth Development Directorate

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CHAPTER 1- SCOPE OF THE RESEARCH

1.1 Introduction

“Youth are a valued possession of the nation. Without them there is no future. Their needs are immense and urgent.” - (Nelson Mandela in StatsSA, 2001:1)

This study is an evaluation of a youth development programme in the Eastern Cape, the Masupa-Tsela Youth Pioneers Programme (MYPP) that was implemented from April 2009 until March 2012 by the Provincial Department of Social Development and Special Programmes (DSD&SP), commonly known as Department of Social Development (DSD). The focus area for the study is Mhlontlo Local Municipality (MLM) within the O.R. Tambo District Municipality.

MYPP reports from the Districts indicated that MLM has good practices hence the municipality has been chosen as a focus area for this study. Again, MLM is one of the poorest municipalities in the Eastern Cape, therefore it is a relevant site for the implementation of the MYPP. The MYPP engaged young people in the provision of services required in the communities.

The main purpose of this study is to discover whether the MYPP in the Eastern Cape achieved its intended outcomes. The study also identified the unintended results of the programme and the areas that need to be improved in the future implementation of the programme.

This chapter provides the background to the study, the rationale for the study, a problem statement, the research goals and objectives, the research design and methodology, a general overview of the key concepts discussed in the research study as well as the ethical implications of the study. In the last section of this chapter an outline of the chapters of this study will be given.

1.2. Background to the Study

Young people constitute a large proportion of the population in South Africa and globally. In South Africa, the youth refers to those males and females that are aged between 14 and 35

years. The Census conducted in SA in 2011 showed that 49,1% of the total population of SA is under 24 years old (StatsSA, 2011). Young people in South Africa and internationally face challenges which make their transition to adulthood very difficult and frustrating. The challenges confronting young people include among others: unemployment, poverty, inequality, crime, substance abuse, HIV and AIDS.

Unemployment is a major problem that affects young people in South Africa and globally (Yu, 2013: 2; Lam, et al., 2008: 1), despite the efforts made by governments and other agencies to deal with it. The Quarterly Labour Force Survey (QLFS) conducted by Statistics SA in the first quarter of 2013 (StatsSA, 2013: 7) recorded 70, 7% youth unemployment in South Africa. Mayer et al.,(2011: 6) asserts that “the country’s unemployment crisis is seen as a youth unemployment crisis in particular”.

The emergence of the youth group that is Not in Employment, Education or Training (NEET) indicates the dire situation of youth unemployment in South Africa. Statistics South Africa started to keep track of the NEET group in 2012. The QLFS released by StatsSA in the first quarter of 2012 (StatsSA, 2013: 9) showed that “approximately 3,5 million (33, 5%) of the 10,4 million persons aged 15-24 years, were not in employment, education or training in the first quarter of 2013”. According to Statistics SA (2013: 9) the number of NEETs in South Africa increased by 222 000 between the third quarter of 2012 and the first quarter of 2013. The growing number of NEETs in South Africa raises concerns that young people are also prone to other problems such as poverty, crime, depression etc.

In South Africa and in other countries efforts are made by governments to curb the challenges confronting young people. The efforts made include designing programmes that target youth development, setting up institutions for youth development, allocating financial and human resources for youth development, as well as government entering into agreements and partnerships in support of youth development programmes. The growth in youth unemployment and youth impoverishment is a clear indication that the implemented policies, programmes and agreements targeting young people in South Africa are not bearing the desired outcomes.

The major factors contributing to the non-productivity of youth development efforts include among others i) lack of access to information regarding programmes targeting youth ii) problems with design and implementation of those policies, agreement and programmes, and iii)

lack of monitoring and evaluation of those programmes. In some instances it happens that young people are not aware of the programmes that are targeted to their development. The youth from rural areas are the worst affected by lack of access to information about programmes targeting the youth.

The non-participation of youth in the design and implementation of programmes targeting their development is another challenge that also results in poor access to information. Youth participation in real terms refers to the youth not merely receiving development but deciding on the design, implementation and evaluation of that development. Mokwena (2008: 8) noted a symbiotic relationship between youth participation goals and the goals of fostering development in young people and in society in general.

Youth development is not sustainable and cannot produce the desired outcomes if young people do not participate in that development process. The relationship between youth participation and youth development therefore requires consistent monitoring and evaluation so as to track if it produces the desired results. Policies, programmes or projects aimed at youth development must be evaluated consistently in order to effect changes if deemed necessary.

In respect of the implemented youth programmes, it has been noted (Eccles & Gootman, 2002: 306; World Bank, 2000, vi; Valadez, 1994: 20; McConnell 2009: ; Alexis, 2005: 9) that little effort is put into establishing the extent to which the youth programmes improve the lives of young people in South Africa and globally. Alexis (2005: 10) says that “the non-evaluation of youth programmes is linked to activity rather than programme planning, thus narrowing the scope for impact assessment on the targeted beneficiaries”.

The non-evaluation of programmes deprives implementers of valuable information on the effects of those programmes, whether positive or negative. It also limits chances to extract lessons that can be learnt from the implementation of those programmes for replication and/ or improvement of those programmes in the future.

It is against this background that this study evaluated the Masupa-Tsela Youth Pioneers Programme (MYPP) implemented in support of youth development in the Eastern Cape Province. The programme was implemented by the Department of Social Development in the Eastern Cape and in other Provinces in the country. The study focuses on the programme as

implemented in the Eastern Cape Province. The MYPP targeted out of school and unemployed young people aged between 18 and 35 years. The programme was biased towards youth from the rural areas. The implementation of the programme in the Eastern Cape continued from 2008/09 financial year until the 2012/2013 financial year. The minimum educational qualification for entry into the programme was a matric or grade 12 certificate. The aims of the MYPP, as reflected in the MYPP Business plan, were:

- to engage all youth to make meaningful contributions to the development of South Africa
- to ensure that all youth serve their communities
- to promote social consciousness amongst the youth
- to ensure that this programme become a government-wide programme to improve service delivery
- to build a new cadre with new values of caring and compassion; and
- to promote solidarity

1.3. Problem Statement and Rationale for the Study

In 2008, the Department of Social Development and Special Programmes (DSD&SP) in the Eastern Cape established a fully-fledged Youth Development Directorate (YDD). The Directorate was established within the Development and Research Programme (Chief Directorate) of the Department. The establishment of the YDD was in response to a policy directive that all government departments must establish youth desks or youth units. The purpose of the YDD was to facilitate youth development programmes in the Department for sustainable livelihoods. As the researcher, I am an employee within this Directorate and I was interested in discovering the outcomes of the MYPP that was implemented by the YDD between April 2009 and March 2012.

The implementation of the MYPP in the Eastern Cape Province was never evaluated. The Department therefore has no information or evidence on the effects of the MYPP in the lives of young people in the Province. Also, the success or failure of the MYPP in respect of the objectives set for it, is not recorded anywhere in the Department. The success of the programme is justified only through mere observation and the monthly reports without researched information or evidence.

The MYPP was implemented in all the nine Provinces in the country. Provinces were mandated by the National DSD office to implement the programme without a budget allocated to the implementation of the MYPP. The implementation of the programme therefore resulted in over-expenditure of the Departmental budget in the Eastern Cape. This situation resulted in negative perceptions and attitudes about the MYPP in the Department.

This study intends to identify the outcomes of the MYPP in relation to its set objectives. It is also aimed at identifying the success or failures of the MYPP in the Eastern Cape. Information gathered from the evaluation of the MYPP will be used to inform the Departmental Management and staff about the value or the effect of the MYPP to the youth of the Eastern Cape Province. The research will also provide the Department with valuable lessons from the implementation of the MYPP that can be used in the future implementation of the programme and other youth programmes in the Department. The recommendations of this evaluation study can also be used by other Departments or agencies that implement youth programmes in the Province.

1.4. Research Goal and Objectives

The goal of this study is to evaluate the MYPP in the Eastern Cape with a particular focus in Mhlontlo Local Municipality. The table below illustrates the research questions that the study will attempt to answer, the objectives, the methodology and the literature that will be used to answer the stipulated questions.

Table 1: Research Problem and Questions

Research problem	There is no evidence on the success or failure of the Masupa-Tsela Youth Pioneers Programme (MYPP) in the Eastern Cape Province.	
Research question	Did the MYPP in the Eastern Cape achieve its planned outcomes?	
Research sub - questions	Objective (s)	Research methodology
What were the planned outcomes of the MYPP?	To investigate the planned outcomes of the MYPP in the Eastern Cape	Desk reviews Document analysis

What were the achieved outcomes of the MYPP in Mhlontlo Local Municipality?	To investigate the achieved (intended and unintended) outcomes of the MYPP in Mhlontlo Local Municipality.	Document analysis Story telling Focus group Questionnaires
Has the MYPP achieved its intended outcomes?	To provide an analysis of whether the planned outcomes of the MYPP were achieved	Document analysis Focus groups Questionnaires
Were the outcomes as originally set relevant in the context of the challenges?	To analyse the relevance of the intended outcomes of the MYPP in the context of youth challenges	Document analysis Focus groups Questionnaires
What needs to be improved in future implementation of similar programmes?	To discover what worked and what did not work during the implementation of the MYPP	Document analysis Focus groups Questionnaires

1.5. Research Design and Methodology

In order for the study to achieve the stated goal and objectives, a research design for the study must be outlined. A research design is a plan or blueprint or structured framework of how the researcher intends conducting the research process in order to solve the research problem (Mouton, 2001: 55; Babbie and Mouton, 2001: 105). The research design helps in answering the questions posed in the research, achieve the research goal and objectives and also to prove whether the formulated hypothesis is correct or not.

This study is an empirical research study since it deals with real life situations. According to Babbie and Mouton (2001: 75) "an empirical question addresses a problem in World 1; a real life problem". The MYPP is a real life programme and primary data was collected from participants during this study and so it is an empirical study.

The goal of this study is to evaluate the MYPP, as mentioned above. An evaluation research design or programme evaluation was also used during this study. Evaluation research is defined by Rossi et. al.,(2004: 431) “the use of social research methods to investigate effectiveness of social intervention programmes / projects in ways that are adapted to their political and organizational environments to inform social actions that may improve social conditions”.

There are different types of an evaluation research namely: process evaluation, outcome evaluation, impact evaluation (Sabatelli and Anderson, 2005: 5; Rossi and Freeman, 1993, in Babbie and Mouton, 2001: 339). Posavac and Carey (1992, cited in Babbie and Mouton, 2001: 341) emphasises on four types of evaluation research namely i) evaluation of need, ii) evaluation of process, iii) evaluation of outcome, and iv) evaluation of efficiency. This study is focusing on the results of the MYPP after its implementation in the Eastern Cape. The type of evaluation undertaken in this study is therefore outcome evaluation.

The information that is required in this evaluation type of study is collected through gathering and analysis of primary and secondary data. Primary data is collected through focus group interviews that were conducted with the youth pioneers who participated in the MYPP in the Qumbu Service Office within MLM. Adding to the focus group interviews held, the researcher also designed a questionnaire, which was distributed to the Community Development Practitioner (CDP) who supervised the youth pioneers in the Qumbu Service Office and to the Director responsible for youth development in the Provincial Office of the DSD&SP.

Secondary data was gathered from the Portfolios of Evidence (POE) that was prepared by the youth pioneers during the time of their involvement in the MYPP. Each youth pioneer had to keep a portfolio, which included their weekly activity plans, weekly and monthly reports and photos or any other type of evidence for the work done by the youth pioneers.

The researcher also collected secondary data from the stories that the DSD&SP requested the youth pioneers to write after they were exited from the MYPP. The stories outline the journey of the youth pioneers before, during and after the MYPP. The youth pioneers were given a set of questions to guide them when they outline their stories. The researcher also gathered secondary data from the MYPP Business Plan, the Annual Performance Plans (APP) of the Department and the Annual Reports for the years under review.

The research design and data collection methods stated above enabled the researcher to answer the main research question and the sub-questions posed in this study. The information sources consulted during this study also assisted the researcher to obtain information on the key concepts of this research, namely “youth”, youth development, positive youth development, community, community development, participation, sustainable development, social capital, social cohesion and evaluation.

1.6. Definition of Key Concepts

In this research study the key concepts that form the basis of this study are the following: sustainable development, youth, youth development, positive youth development, community development, sustainable development, participation, social capital, social cohesion, evaluation. For the purpose of this study, these are defined as follows:

Youth – There is no standard definition of the term ‘youth’. The definition of the term in a country is influenced by the social, political, economic and cultural existing in the country. Age is often used to define ‘youth’. In this study the term ‘youth’ refers to male and females who are aged between 14 and 35 years. This is an official definition of youth in South Africa.

Youth development - Youth development in this study is aligned to the definition provided by the National Youth Policy (RSA, 2009:10). This policy defines youth development as “an intentional comprehensive approach that provides space, opportunities and support for young people to maximize their individual and collective creative energies for personal development as well as development of the broader society in which they live”.

Community development – Community development is regarded as a process whereby all citizens in a community are involved in the process of developing their community.

Sustainable development: In the context of this study, sustainable development is viewed in the sense described by the National Youth Development Policy Framework (NYDPF) 2002 in RSA (2009: 10). This policy document views sustainable development as a process wherein young people’s assets, potential, capacity and capability are maximized in order for the youth to respond effectively and efficiently to life’s challenges without compromising the ability of the future generations to meet their own needs.

Participation – in this study participation refers to the process wherein young people take part in decision making and are actively involved in their own development. It emphasizes the ownership of development programmes by the youth.

Social Capital – in this study, *social capital* is regarded as a resource or an asset that is created through participation in social networks, engaging in relationships within and between social unit/s. The established relationships and/or networks are built or established on the basis of trust and they enable people to work together to achieve common goals.

Social cohesion – in this study social cohesion will refer to the extent to which a society is coherent, united and functional, providing an environment within which its citizens can flourish. Participation of young people in democratic and nation building activities will enhance social cohesion in a society.

Evaluation – in this study evaluation refers to the process of determining the worth or value of a programme. It also involves the assessment of the outcomes of the programme.

1.7. Ethical Implications of the Study

This research is likely to have ethical implications as the researcher and research participants are co-workers or colleagues employed by the DSD&SP in the Eastern Cape. The researcher is employed in the Provincial Office of the Department whilst the participants (who are young people between the ages of 18 and 35) are employed as Auxiliary Community Development Practitioners (ACDPs) in Mhlontlo Area Office within the same Department. The participants may be reluctant to provide negative responses to the questions posed by the researcher. They might fear that the information given may be used against them in the workplace or it may affect their relationship with the Department.

Secondly, as a researcher I am an employee of the Department and am working in the Directorate responsible for the implementation of the programme to be evaluated. The evaluation literature describes my role here as that of an internal evaluator. This too has ethical implications as the objectivity of information is likely to be affected. For example, as a researcher I may not be objective enough to divulge all the information especially negative

information gathered from this research. The fact that I am an internal evaluator, the research may suffer from the following threats as described by Babbie & Mouton (2006: 349):

- Social desirability response sets: the fact that some respondents provide the interviewer with responses that they believe are desirable or expected by the interviewer
- Interpretation bias: The interviewer might, through deliberate or unintentional biases, distort responses.

During the research I had to ensure that people's right to contribute to the research or not, as well as their rights to privacy, confidentiality of personal information was upheld. Again, the risks to which the participants could be exposed, had to be minimised. These principles were maintained in the following way. Firstly, participant's consent to participate in the research was requested in writing, indicating to them that their participation was entirely voluntary. This ensured that only participants who were willing, participated in the research without being forced to do so.

Secondly, I divulged all information about the research to the participants. The information included the objectives of the research, how the research was to be conducted, its intended purpose, including information on how the research results will be disseminated to the participants before the research commenced. This information was divulged by giving participants written summary information about the research and answering all their questions beforehand.

In this study, no real names are used and this intention was communicated to the participants prior to the commencement of the research. This was done so as to avoid any possible victimization and stigmatization in the workplace and in the community because of the research. Prior to the commencement of the research, I also gave the participants a signed document, indicating my commitment to respecting their rights to privacy and confidentiality of personal information.

The interview sessions were recorded as proof of the conversations held with the participants. The recording of the interview session was done in consultation with the participants. During the research, I also informed the participants when we were about to discuss sensitive issues. I also told the research participants that information gathered during the research will be used only for

the purposes of this research and will not be distributed for other purposes without the knowledge and consent of participants.

1.8. Chapter Outline

The study is divided into seven chapters. The first chapter (Chapter 1) is an introductory chapter that provides an overview of the study. It is in this chapter that the context and the background of this study are outlined. This chapter also introduces the problem statement, the research goal and objectives. It also gives a brief overview of the design and methodology adopted in this study. Chapter 1 also has a brief discussion of the key concepts used in this study.

Chapter two of this research work is an overview of the literature on the key concepts used in this study. The literature reviewed focuses mainly on the concepts 'youth', 'youth development', youth participation, social cohesion, sustainable development and evaluation. This chapter provides the theoretical perspectives of this study. This Chapter also includes an overview of evaluation research or program evaluation that is used in this research study.

The third chapter of this study focuses on the legislative framework that guides youth development in South Africa after the birth of democracy. It also gives a very brief overview of the programmes implemented in South Africa as a consequence of these policies.

Chapter four of this research study provides an overview of the Masupa-Tsela Youth Pioneers Programme that is evaluated in this study, the description of the location where the study is undertaken and an outline of the research design and methodology used in this study.

In Chapter five of the study, there is a presentation of the data collected using the methods mentioned in Chapter 4. The collected data is also analysed in this Chapter.

The sixth chapter (Chapter 6) contains the presentation of the research results, as well as the interpretation and analysis thereof.

In the final chapter (Chapter 6), there is a general conclusion and recommendations drawn from the data presented in the preceding chapter (Chapter 5). The conclusion in this chapter also includes a summary of the main findings of this study.

CHAPTER 2: Literature Survey

2.1. Introduction

"a nation that does not nurture its youth does not deserve its future." (O.R. Tambo)

This chapter provides a review of the literature on youth development and evaluation research or programme evaluation. In reviewing the literature the following aspects of youth development will be discussed: the emergence and the definition of the term 'youth'; the 'youth problem'; positive youth development and the context in which youth development takes place in South Africa.

This chapter also discusses the importance of evaluation in programme implementation. In this study, evaluation is regarded as a critical stage in the programme cycle that establishes whether the intended results in programme implementation are achieved. It is through the evaluation process that those who implement youth development policies, programmes and projects learn from their success or failure. In this chapter the following aspects are looked into: history of evaluation, purposes of evaluation, types of evaluation, types of programme evaluation, programme evaluation approaches and programme evaluation principles that evaluators must adhere to.

2.2. The emergence of the term 'youth'

The term 'youth' is used worldwide although the meaning differs from country to country. The Collins English Dictionary quoted in Rustam (2004: 10) reflects that "the word 'youth' comes from Old English *geogoth*; related to old Frisian *jogethe*, Old High German *ugund*, Gothic *junda* and Latin *juventus*". Davies (1999) in Hine (2010: 29) and Gillis (1974) in Sukarieh and Tannock (2008: 303) trace the existence of the term 'youth' as far back as "the emergence of industrial capitalism in the late eighteenth and early nineteenth centuries".

Fasick (1994) in Sukarieh and Tannock (2008: 303) says that "changes in family structure and home life in response to the introduction of industrial wage labour, the separation of work and home, parental daytime absence, shifting responsibility for socialization of the young and decreasing family size, for example, created a new sense of well-defined gaps between

generations, a distinct separation of childhood from adulthood, and youth as an extended period of transition between these now separated spheres of life, age and activity”.

Sukarieh and Tannock (2008: 303) assert that the term ‘youth’ emerged alongside industrial capitalism and it was used to push the agenda of the capitalists. For example, when the first industries started in the United States, the youth were used by the capitalists in providing cheap labour in the industries. During this period, young girls were wooed to work in the industries before marriage in order to earn wages to live a luxurious lifestyle in their new homes.

According to Brown (2005) in Hine (2010: 29) “the introduction of the term ‘youth’ was a valuable political ideological tool that identified a social problem and provided a focus for reports, legislation and sanction”. Thus, the way the term is defined differs from country to country depending on the socio-economic and political status of the country at the time.

2.3. The ‘youth’ definition

There is no standard definition for the term ‘youth’ (Curtain, 2004: 2; DuToit, 2003:4; France, 2010: 15; Mokwena, 2007: 26; Wood and Hine, 2010: 3). The youth definition in the different countries is influenced mainly by the social, economic, cultural, institutional and political circumstances existing in that country at a point in time. According to Kelly (2003) quoted in Wood & Hine (2010:3) “youth itself is an ‘artefact of expertise’ which is subject to intensive interrogation and expert representations of ‘education, family, the media, popular culture (un) employment transitions, the life course, risks and so on”. The youth definition changes with time depending on the prevailing circumstances in a country at a particular time. Table 2 shows how the conceptions of the term ‘youth’ changed over time.

Wood and Hine (2010: 4) assert that the term ‘youth’ refers to a human development stage that involves change and transition between childhood and adulthood. During the ‘youth’ stage young people become independent of adults as they move from childhood to adulthood. According to Bynner, 2005 cited in Wood and Hine (2010: 5) “the key indicators that denote a shift from dependence on parents and family to independent living, include obtaining employment, forming a relationship and family, and moving into accommodation”.

Young people do not show the signs of independence at one time depending on the circumstances that young people face during their period of transition. Young people who confront challenges during their transition take longer to become independent from their parents. The difficulties relate to the social, political, economical and cultural circumstances that exist in their surroundings at a certain period of time.

The challenges that young people confront during their transition to adulthood also affect the way the term 'youth' is defined. Springhall (1986) in France (2010: 17) sees the youth stage as the stage of "storm, stress, conflict, tension, confusion". These terms emanate from the circumstances that young people confront as they make their transition to adulthood. Young people in countries with poor socio-economic and political conditions experience stress, confusion, conflict etc.

The term 'youth' in developed and developing countries is defined in terms of age. In the developed countries, the 'youth' age is limited to 15-24 years whilst in the developing countries the 'youth' age is broadened to include those who are between 30 and 35 years. The difference in age limit between the developed and developing countries is influenced by the social, economic, political, institutional and cultural circumstances existing in those countries.

In South Africa, the term 'youth' includes those who are aged between 14 – 35 years. The youth age is divided into different age groups or cohorts such as 14 to 18 years, 19 to 24 years and 25 to 35 years. The youth in the different cohorts are faced with different socio-economic circumstances and so the division of the youth into cohorts helps in focussing the interventions to specific groups depending on the issues or aspects of interest. The youth programmes therefore become targeted into specific age groups.

The Masupa-Tsela Youth Pioneers programme that is evaluated in this study, targeted out of school and unemployed young people between the ages of 18 and 35. However, the South African definition of the term 'youth' (14 - 35 years) is used to define youth in this study. The different cohorts within this age group experience different challenges that require various approaches to youth development. The challenges experienced by the youth affect the manner in which those youth are defined in different countries as shown in the following section.

Table 2: Conceptions of youth over time (Source: France, 2010: 16)

TIME PERIOD	SOCIAL SCIENCE INFLUENCE	INFLUENCES AND CONCERNS	IMPACT
Early modernism eighteenth / nineteenth century	Psychology and Positivist Criminology	-Enlightenment movement -Victorian Bourgeois Society -Anxieties over youth delinquency/immoral behaviour	-Discovers adolescence as natural stage - Constructs storm and stress as explanation of youth problem
Early twentieth century interwar years	Positivist Sociology and Environmental Criminology	Concerns over impact of the war on integration	- Constructs youth as a social institution - Age grading defined as natural order - Youth culture as alternative process of integration
1960s- 1970s	Marxism and cultural studies	Lack of class analysis to understanding social change	- Introduces notion of resistance to youth cultural studies - The importance of consumption to youth identities
Late modernity 1980s -present day	Feminism/post structuralism	- Lack of previous theories to understand diversity of youth - Impact of social change and growth of consumption	- The importance of people's voice - Youth as agents - The central role of new technology and consumption.

2.4. The 'youth problem'

The description of young people changes with the changing circumstances in a country. France (2010: 15) asserts that the youth definition in a country is influenced by the cultural, institutional, social, political circumstances that existed in that country at that point in time. For example, the way young people were perceived in South Africa during the apartheid era is different from the

perception that emerged during democracy. Young people in South Africa were identified with such words as “a threat to peace and stability, villains, violent, unruly, tsotsis, undisciplined and / or underdeveloped” (Yates, 2010: 170; Hine, 2010: 29; Perkins, 2010: 104; RSA, 2002: 6; Seekings, 1996: 103). Adding to this, Soudien (2007: 4) noted that “definitions, discussions and dates continued to associate young people with mischief, promiscuity, thoughtlessness and chaos”.

The words and descriptions like those mentioned above associated young people with criminal and anti-social behaviour shown in Box 1. The negative words that were associated with the youth presented young people as a ‘threat’ or ‘problem’ to society. Black South African (SA) youth were referred to as ‘the lost generation’ (Seekings, 1996: 105). The ‘lost generation’ view of the SA youth implied that all young people were the same and the youth were affected by the same social, political, cultural, educational circumstances. The white group of young people at the time were referred to as the ‘X – generation’ which denoted danger and alarm.

According to Lerner (2005: 24) “many of these risk behaviours (e.g., drug and alcohol use and abuse, unsafe sex, teenage pregnancy and parenting, and intrapersonal and interpersonal violence; not only decrease the likelihood of a youth living a healthy, successful life, but also decrease his or her life expectancy.

The negative views or descriptions of young people throughout the world contributed to the emergence of the ‘youth problem’ in the world. The emergence of the youth problem in SA and throughout the world resulted in theoretical frameworks of social science (e.g. psychology, sociology, and human development) that were founded on addressing the ‘youth problem’ (Perkins, 2010: 105 and France 2009: 16). The need to deal with the youth problem dominated the eighteenth and nineteenth century until the late twentieth century.

The perception of young people as problems or threats in societies resulted in a preventative approach to youth development (Wood, 2010: 141-152 and Kemshall, 2009: 154-161, France, 2008: 2; Damon, 2004: 15). The preventative approach to youth development promoted the development of young people so that young people may not be found on the wrong side of the law or engage in the unacceptable or antisocial behaviours reflected in Box 1. Youth programmes are therefore designed to prevent or reduce the problems associated with young people.

The negative view on young people is linked the anxieties of adults and the research undertaken by positivists (Hine, 2010: 36; France, 2008: 1). The view by Hine and France suggests that adults and positivists have predetermined behaviours that they expect from young people and this influenced their perspectives on the 'youth'. For example, adults and positivists accept young people who do not: abuse substance, engage in unsafe sex or engage in violence and crime.

BOX 1. Examples of anti-social behaviour

- nuisance neighbours
- rowdy and nuisance behaviour
- yobbish behaviour and intimidating groups taking over public spaces
- vandalism, graffiti and fly-posting
- people dealing and buying drugs on the streets
- people dumping rubbish and abandoning cars
- begging and anti-social drinking
- the misuse of fireworks

Source: Yates (2010: 167)

Contrary to the view that sees the youth as a problem that needs to be managed in society, a positive perspective on young people emerged during the 1980s (France, 2010: 16). The new perspective on 'youth' regarded young people as important resources towards a brighter future for countries and the world. The positive view on young people advocates for the development of skills and capabilities of the youth so as to enable them to participate meaningfully in their communities, the country and the world at large.

The policies and programmes that are targeting the development of the youth must therefore highlight the important role that the youth need to play in the world agenda of sustainable development. Young people have a big role in the future and present state of the planet. Since young people are the future parents, workers and leaders, they have a great influence on how the world will look like tomorrow. Thus, sustainable development perspectives need to be the core of the youth development policies and programmes.

The section below explores how young people may influence the agenda on sustainable development.

2.5. Youth and Sustainable Development

“young people want to build stable democracies, sustainable economies and societies based on equity.” (Inter American Development Bank, 2009 in DFID, CSO, 2010: 6)

The term ‘sustainable development’ is defined differently by different authors in the environment and development field. For example, Dresner (2002: 46) defines sustainable development as “a meeting point for environmentalists and developers” whilst Davids, Theron and Maphunye (2005: 22) see sustainable development as “development that can be sustained in the long run without adversely affecting the natural environment. The most famous and widely accepted definition of sustainable development is the one provided by the Brundtland’s Commission which defines sustainable development as ‘development that meets the needs of the present without compromising the ability of the future generations to meet their own needs’.

Although there is no standard way of defining sustainable development, understanding the term is more important than defining it as Desai in Dresner (2002: 46) puts it: “the issue is not defining sustainable development, but understanding it”. In this writing, the definition offered by the Brundtland Commission is used as a reference. Sustainable development in this writing is also understood not to be limited only to environmental protection but also concerned about i) the quality of life ii) harmony or balance between development and environment and iii) equal distribution of resources between the present and future generations.

The term ‘sustainable development’ as the name implies, has two notions: ‘sustainability’ and ‘development’. Thus, for the better understanding of sustainable development, the two terms ‘sustainability and ‘development’ must also be understood. The term ‘sustainability’ just like sustainable definition has no standard definition. Tim O’Riordan in Dresner (2002: 46) associates sustainability with the protection of the environmental resources. On the other hand, Donella Meadows in Dresner (2002: 66) asserts that “sustainability means meeting those physical requirements; and beyond that, meeting those social requirements that have to be met so that the system does not blow itself apart socially”.

Sustainability therefore, is more concerned about fairness or equity in the way natural resources are used to fulfil the social, economic and environmental needs. It acknowledges the fact that

development whether economic or social must take place within the carrying capacity of the environment. In sustainability terms, development cannot take place without the use of environmental resources and development itself affects the environment. The environment therefore must be protected for and against development.

Development just like sustainability has different interpretations attached to it. Davids et al., (2005: 23) asserts that those interpretations are influenced mainly by the “interest group and intellectual tradition”. Thus, Steward (1997b) in Davids et al., (2005: 23) refers to development as a “mixed bag”. Although the term ‘development’ has different definitions it also exhibits some commonalities. For example, development is people – centred which means that it is focussing on human beings. One of the expected results of development is an improved status of human beings. The improved human status may be socially, economically, politically, culturally or psychologically

It is therefore crucial that development is looked at as a system – not in the context of a single dimension e.g. social, economic, political, cultural, psychological or ecological. According to Davids et al. (2005: 27) “a definition of development that pertains to the whole system (the holistic context) should be accessible to each of these dimensions and relate to the complex interactions between these dimensions”. The notion shared by this definition therefore implies that development must be looked at in the context of all these dimensions. Development policies and programmes must have a positive effect in the betterment of each of the dimensions mentioned above. Again, the objectives of those policies and programmes must not be achieved on one dimension at the detriment of others. Hence, the assertion by Dodds (1989) in Davids et al. (2005: 26) that a system is:

“ a whole that cannot be divided into independent parts; the effects of the behaviour of other parts.....Therefore, the essential properties of a system are lost when it is taken apart;..... furthermore, the parts themselves lose their essential properties when they are separated from the whole”.

Sustainable development therefore seeks to see a balance between the development of social, economic and ecological dimensions. It advocates for development that takes into consideration all the mentioned dimensions for the benefit of the present and future generations. Sustainable

development was conceived at a time when there was no consensus between the environmentalists, the economists and the socialist on the growth and development debate. According to Desai in Dresner (2002: 65) “the notion of sustainable development entered the Brundtland Commission basically as an attempt to find the meeting ground from a perception which saw environmental matters essentially as matters which controlled towards a perception which saw the issue more in terms of redirecting growth”.

This concept emphasizes that positive development can only be achieved if social and economic development is pursued in line with the development of the environment. It also seeks to highlight the dependence of future development in the way development is pursued today. In other words sustainable development emphasises that today’s economic and social needs should not be fulfilled in a manner that limits the environment from satisfying those needs in future. This is why Dresner(2002: 47) talks about two key concepts: “the concept of ‘needs’ in particular the needs of the world’s poor, to which overriding priority should be given; and the idea of limitations imposed by the state of technology and social organisation of the environment’s ability to meet present and future needs”.

The notion of sustainable development therefore implies that development in any country must be pursued in a manner that equates social, economic and ecological aspects. The need to fulfil each aspect must not be done at the detriment of the other. For example, development programmes that have a social development focus must be implemented in full consideration of their effect on the economic and ecological development. The economy and the environment must not be negatively affected by those social programmes and vice versa. Again, the needs of the next generation must be taken into consideration when today’s social, economic and environmental needs are met. Summarily, environmental protection must be promoted when development is pursued.

Leaders in both the developed and developing countries acknowledge the need for the countries to work together towards attaining sustainable development in the world. Following such situations as the scourge of poverty, underdevelopment, unsustainable patterns of consumption, climate change and high rate of environmental degradation existing in the world, world leaders attend world summits and conferences and enter into agreements aimed at promoting sustainable development in those countries.

South Africa is one of the countries that are committed to promoting sustainable development. The country among others implements Agenda 21 that was undertaken during the United Nations Conference on Environment & Development held in Rio de Janeiro, Brazil, in 1992. The main thrust of Agenda 21 is the integration of environment and development concerns. Agenda 21 applies sustainable development principles in human activity and development. The Preamble of the Agenda 21 (UN, 1992) "integration of environment and development concerns and greater attention to them will lead to the fulfilment of basic needs, improved living standards for all, better protected and managed ecosystems and a safer, more prosperous future.

Chapter 25 of Agenda 21 promotes active participation of the youth in decision-making processes in sustainable development (UN, 1992: 275). Agenda 21 encourages countries to develop strategies that will contribute towards the attainment of the objectives indicated in Box 2 below.

BOX 2: AGENDA 21 OBJECTIVES ON YOUTH AND SUSTAINABLE DEVELOPMENT

1. Each country should, in consultation with its youth communities, establish a process to promote dialogue between the youth community and Government at all levels and to establish mechanisms that permit youth access to information and provide them with the opportunity to present their perspectives on government decisions, including the implementation of Agenda 21.
2. Each country, by the year 2000, should ensure that more than 50 per cent of its youth, gender balanced, are enrolled in or have access to appropriate secondary education or equivalent educational or vocational training programmes by increasing participation and access rates on an annual basis.
3. Each country should undertake initiatives aimed at reducing current levels of youth unemployment, particularly where they are disproportionately high in comparison to the overall unemployment rate.
4. Each country and the United Nations should support the promotion and creation of mechanisms to involve youth representation in all United Nations processes in order to influence those processes.
5. Each country should combat human rights abuses against young people, particularly young women and girls, and should consider providing all youth with legal protection, skills, opportunities and the support necessary for them to fulfil their personal, economic and social aspirations and potentials.

Source: UN, (1992: 275)

The implications of the above objectives for South Africa and other countries is the development of policies, strategies and programmes that put young people at the centre of sustainable development. Young people as the future leaders in any country should be well capacitated on the sustainable development issues and the facilitation thereof. When young people are fully capacitated on sustainable development they will be able to play a meaningful role in the

sustainable development agenda. Again, capacitating young people on sustainable development will also create a cadre of responsible adults in the future.

Youth development in any country therefore is a huge contribution towards sustainable development. Investing in the youth means the vision of sustainable development will be carried forward into the future. Young people in any country are the future leaders who must influence that development activities in the future are not carried out in an unsustainable manner. This is why Nelson Mandela emphasised that:

“a country that does not care for its youth has no future”

The pivotal role that the youth need to play in sustainable development is possible only if the youth are afforded an opportunity to participate in the issues affecting their future and the future of the world. A positive rather than a negative approach towards the development of the youth must therefore be adopted so as to enable the youth to assume their responsibilities with confidence. The development policies and programmes targeting the ‘youth’ in the 21st Century are influenced by the positive perspective on youth. Positive youth development is discussed in the following section.

2.6. Positive Youth Development

“young people are the most precious resource our planet possesses...Providing for youth is not just a moral obligation; it is a compelling economic necessity. Study after study has shown the benefits to the young and to their communities of investing in education, reproductive health, job skills and employment opportunities for young people” - Kofi Annan

In contrast to the youth development approach that focuses on addressing negative or anti-social behaviours of young people, positive youth development (PYD) seeks to strengthen the potential of the youth. PYD sees young people as development resources rather than problems to be managed (Lerner, Almerigi, Theokas, Lerner, 2005: 10; Roth & Brooks-Gunn, 2003: 1). The emergence of PYD came with new terms that were associated with the youth. These terms include the following: “agents of change, partners, the future, prerequisite for sustainable development peace and prosperity, leaders, participants in their communities (Sukarieh and

Tannock, 2008: 302; AU, 2006: 2; Damon, 2004: 13; Benson, 2003 in Lerner, Dowling and Andersons, 2003: 172;).

According to Benson (2003) and Granger (2002) quoted in Lerner et al. (2003: 11) “the emergence of what has come to be termed the positive youth development (PYD) perspective has many roots, ranging from academic research, the voices of youth workers, to the discussion of national policies and the launching of funding initiatives designed to promote the healthy development of youth and families. The PYD emerged in the late twentieth century (1990s) (France, 2010: 169; Lerner, 2005: 26; Klein, Sabaratnam, Auerbach, Smith, Kodjo, Lewis, Ryan and Dandino, 2005: 253; Damon, 2004: 14). The developmental systems theory which emphasizes on the concept of positive human development is the foundation of the PYD (Lerner et al., 2005: 21). Table 2 indicates how the perceptions on young people changed in the different time periods.

Prior to the emergence of the PYD, literature on youth development was dominated by the deficit view on youth development that focused on addressing the negative and anti-social behaviour seen among the youth. According to Benson (2003) in Lerner et al., (2003: 21) and Roth and Brooks-Gunn (2003: 95) say that “if positive development was discussed in the literature prior to the past decade, it was implicitly or explicitly regarded as the absence of negative or undesirable behaviours. Positive behaviour was seen from those youth who were not taking drugs or using alcohol, not engaging in unsafe sex, and not participating in crime or violence.

The deficit view on youth development resulted in the design and implementation of youth programmes that focused on addressing the negative or anti-social behaviours such as substance abuse and crime prevention. PYD arose in competition with this deficit view of youth development (Lerner, 2004 in Lerner et al., 2005: 21). PYD sees the youth as a stage full of opportunities for development and it views the youth as assets or resources than problems for families, societies and the countries. According to Damon (2004: 17) “the positive youth development perspective emphasizes the manifest potentialities rather than the supposed incapacities of young people – including young people from the most disadvantaged backgrounds and those with the most troubled histories”.

Programmes designed to promote PYD result in PYD outcomes: competence, confidence, character, competence and caring (Lerner, 2004 in Lerner, et al., 2005: 12). These 5 Cs of PYD were initially proposed by Little (1993), as the four Cs of PYD, that is, competence, confidence, connection, and character. The 5th C – caring or compassion was later conceived from evidence of youth development research and practice (Lerner et al., 2005: 22). Youth development programmes that are premised on the PYD are expected to result in the 5 C's mentioned here. Table 3 provides working definitions of the Five Cs of PYD. The PYD programmes are most likely to result in the development of these Cs when they involve positive and sustained adult-youth relationships, youth skill-building activities and opportunities for youth participation in and leadership of community based activities (Lerner, 2004 in Lerner et al., 2005: 12).

According to Damon (2004: 15) “while the positive youth development approach recognizes the existence of adversities and developmental challenges that may affect children in various ways it resists conceiving of the developmental process mainly as an effort to overcome deficits and risks”. In support of this view, Lerner and Benson (2003) in Damon (2004: 18); Roth and Brooks-Gunn (2003: 97) the prevention of problems from occurring does not guarantee that youth are provided with the assets they need for developing in a positive manner. Youth development programmes that focus on preventing problem or anti-social behaviours do not equip the youth with the capacities and tools for a smooth transition to adulthood.

In contrast to the deficit approach to youth development, Damon (2004: 17) asserts that “the positive youth development perspective emphasizes the manifest potentialities rather than the supposed incapacities of young people – including young people from the most disadvantaged backgrounds and those with the most troubled histories”. PYD therefore focuses on developing the assets possessed by the youth including the unique talents, strengths, interests, and future potential of each young person (Klein et al. 2005: 253; Lerner, 2005: 12; and Damon 2004: 13). PYD envisions young people who are fully able to deal with the challenges that they will encounter during adulthood.

PYD perspective advocates for an investment in young people for the benefit of the communities in which they live. The investment in the youth can be training and development of individuals who will in turn acquire knowledge and skills for effective community or organisational development. The knowledge or skills gained through training and development will increase productivity, creativity and capacity of an individual which in turn will benefit the

community. Training and development or capacity building also leads to the attainment of the personal and social assets that help young people to have a smooth transition to adulthood (see Box 3).

According to Eccles and Gootman (2002: 84) a young person does not need to have all the assets mentioned in Box 3 for him/her to have a smooth transition towards adulthood. However, it is important that a young person must possess more than one of those assets. When young people possess the attributes and assets mentioned in Box 3 they contribute positively to the development of their families and their communities.

Positive youth development therefore engages young people in growth processes through which the youth fulfil their needs and the needs of the societies in which they live. PYD also maximises the potential of every young person for the betterment of the individual, family, community, the country and the world. In maximising the potential of young people, anti-social behaviour and unwanted tendencies are reduced. According to Benson and Lerner (2003) in Damon (2004: 17) "PYD embodies the familiar sports adage that 'the best defense is a good offense'

Young people are expected to play a meaningful role in the development of their communities. If the focus of youth development is on preventing the negative social behaviours the youth will not be empowered to play their role in community development. This prevention of negative behaviours will also not capacitate young people with the capacity required for them to participate meaningfully in their own development.

TABLE 3: Working Definitions of the Five Cs of Positive Youth Development

Five C's	Definition
Competence	Positive view of one's actions in domain specific areas including social, academic, cognitive, and vocational. Social competence pertains to interpersonal skills (e.g., conflict resolution). Cognitive competence pertains to cognitive abilities (e.g., decision making). School grades, attendance, and test scores are part of academic competence. Vocational competence involves work habits and career

	choice explorations.
Confidence	An internal sense of overall positive self-worth and self efficacy; one's global self-regard, as opposed to domain specific beliefs.
Connection	Positive bonds with people and institutions that are reflected in bidirectional exchanges between the individual and peers, family, school, and community in which both parties contribute to the relationship.
Character	Respect for societal and cultural rules, possession of standards for correct behaviours, a sense of right and wrong (morality), and integrity.
Caring and Compassion	A sense of sympathy and empathy for others.

Source: Roth & Brooks-Gunn (2003: 96)

2.7. Community Youth Development

Positive youth development enables the youth to make meaningful contributions to the communities in which they live. This in turn increases positive relations and partnerships between the youth and other community members (adults) residing in their communities. The partnerships and relations between youth and adults in a community make it possible for youth and adults to work together for the development of their communities through a process called community youth development.

Community youth development is defined as a process wherein young people and adults work in partnership to create the necessary conditions that will result in the successful development of the youth, their peers and communities – the integration of youth development and community development. The community youth development process combines the strengths of adults and those of the youth for the benefit of their communities. This process therefore improves the bond, relations or connections between the youth and adults in the community.

The connections between individuals living in a community make it possible for these individuals to work together for the benefit of the community and the individuals themselves. An area where connections exist between individuals of that area qualifies to be called a 'community'. According to Mattesich and Monsey, 2004 in Phillips and Pittman (2009: 5) the term community refers to "people who live within a geographically defined area and who have social and psychological ties with each other and with the place where they live". Phillips and Pittman (2009: 6) say that a community that does not have connected people is just a collection of buildings and streets.

The bonds or connections between adults and the youth in the community assist in the development of those communities. Strong bonds between the youth and adults in a community will therefore result in stronger communities. Phillips and Pittman (2009:6) emphasises that strong communities are created by strengthening the bonds that exist between people of those communities and strengthening the people themselves.

When community members are able to act collectively, the levels of social capital (close ties, trust, networks) increase among them and among groups that are beyond their community. The social capital existing among community members help them to cope with their challenges such as poverty. The high social capital in a community enables community members to develop themselves and the communities in which they live.

Community members (adults and youth) require certain assets and capabilities that will strengthen the social capital in that community and in turn develop the individuals and their community. Examples of the assets required by youth and adults in their development and their communities are indicated in Box 3. The assets mentioned in Box 3 and other useful assets enable the community members to solve their own problems or organise resources that will solve community problems for development purposes.

The assets, capabilities and social capital existing among community members (young and old) result in community development. In this way, community development becomes an outcome of the strides made by community members as shown in Figure 1 below.

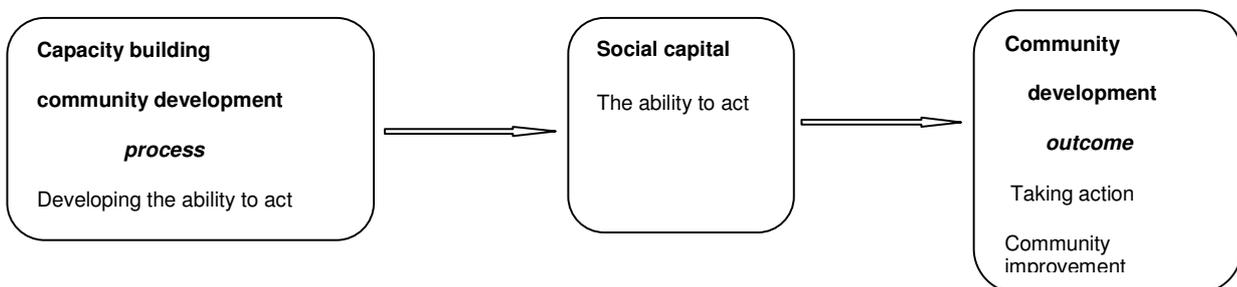
The continuous empowerment of community members is required for the sustainability of the community development process. Empowerment involves capacity development of people to

participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives. The empowerment process therefore results in poor people who have full control of their lives and are able to influence the development of their own assets and capabilities (skills, experience, health, education, housing etc) at individual level and collective level.

Lerner et al., (2003: 178) emphasises that “when young people understand themselves as morally committed to and behaviourally engaged in building civil society,... they are able to be agents both in their own healthy development and in the positive enhancement of other people and society. When young people are involved in a positive relationship with their communities they are said to be “thriving” (Lerner et al., 2003: 172).

Community Youth development process presents an opportunity for youth development, community development, partnership development between youth and adults, building of social capital and the empowerment of community members for sustainable development.

Fig. 1: Community Development Chain



Source: Phillips and Pittman (2009: 7)

Box 3: Personal and Social Assets that facilitate Positive Youth Development

<p>Physical development</p> <ul style="list-style-type: none"> ○ Good health habits ○ Good health risk management skills 	<p>Intellectual development</p> <ul style="list-style-type: none"> ○ Knowledge of essential life skills ○ Knowledge of essential vocational skills ○ School success ○ Rational habits of mind – critical thinking and reasoning skills ○ In-depth knowledge of more than one culture ○ Good decision making skills
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	<ul style="list-style-type: none"> ○ Knowledge of skills needed to navigate through multiple cultural contexts
<p>Psychological and emotional development</p> <ul style="list-style-type: none"> ○ Good mental health including positive self regard ○ Good emotional self-regulation skills ○ Good coping skills ○ Good conflict resolution skills ○ Mastery motivation and positive achievement motivation ○ Confidence in one's personal efficacy ○ "Planfulness"- planning for the future and future life events ○ Sense of personal autonomy/responsibility for self ○ Optimism coupled with realism ○ Coherent and positive personal and social identity ○ Pro-social and culturally sensitive values ○ Spirituality or a sense of a "larger" purpose in life ○ Strong moral character ○ A commitment to good use of time 	<p>Social development</p> <ul style="list-style-type: none"> ○ Connectedness – perceived good relationships and trust with parents, peers, and some other adults ○ Sense of social place/integration-being connected and valued by larger social networks ○ Attachments to pro-social/conventional institutions, such as school, church, nonschool youth programmes ○ Ability to navigate in multiple cultural contexts ○ Commitment to civic engagement

Source: Eccles and Gootman (2002: 75)

2.8. Youth Development in context

Youth development is a priority not only in South Africa but throughout the world. The different countries have put measures in place in order to ensure that the development of young people becomes a reality. The strides that are made to facilitate youth development are confronted by many challenges that are prevailing in those countries. The United Nations (UN, 2000: 6) noted certain social, economic and political situations that have made it impossible for youth development to be achieved in many countries. Box 5 indicates the conditions hampering youth development in the different countries

2.8.1. Youth and Unemployment

“a deadly time bomb that could blow the social, economic and political framework of any country to smithereens is in the making and we seem to be blissfully ignorant about it. The bomb is much bigger and more destructive and dangerous than Bin Laden’s hijacked Boeings or America’s cruise missiles or for that matter the Kashmir problem. It has something to do with the future _ our future. ‘Youth unemployment’ is the name of the bomb in the making”. (The Hindu, 2002 quoted in Sukarieh & Tannock, 2008: 301)

Young people in South Africa and the world are faced with challenges that threaten their future and the future of the world in which they reside. Sukarieh and Tannock (2008: 1) refer to the youth challenges as “ticking time bombs, social dynamite, boiling-over frustrations, pent-up anger, violent conflicts, political insurrection and instability, disease and death”. Youth unemployment is seen as a major challenge that threatens young people and the future of the world (Creamer, 2013: 1; Sukarieh & Tannock, 2008: 301). The Hindu quotation above warns about the urgency of the responses to the scourge of youth unemployment.

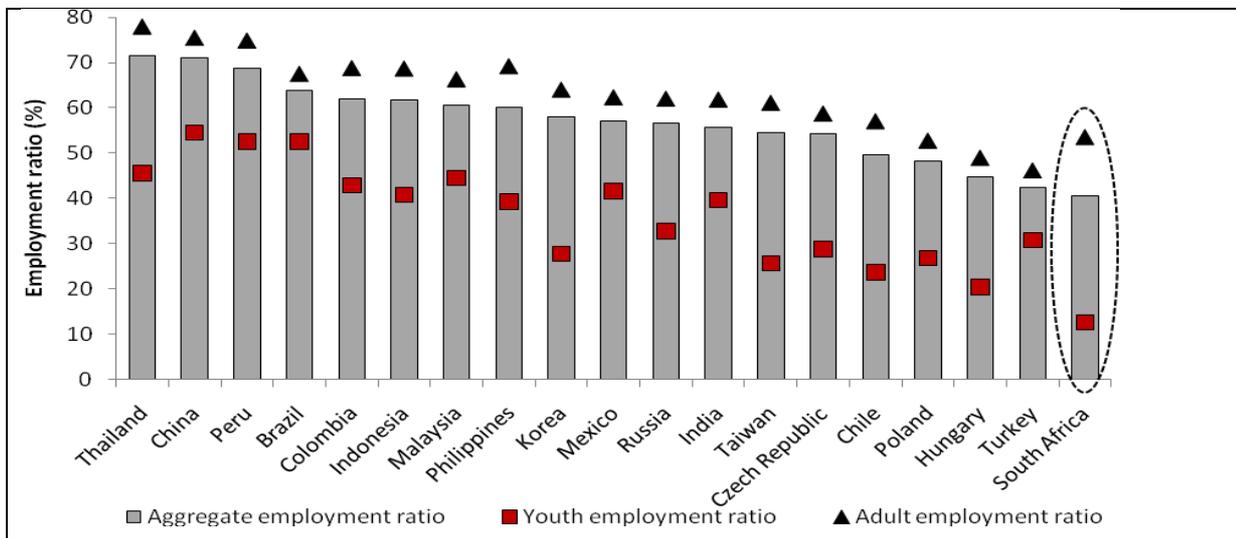
The rate of unemployment in South Africa is currently at 25%. The Quarterly Labour Force Survey (QLFS) conducted by StatsSA (2013: 7) in the first quarter of 2013 indicated that there is 70, 7% (3,3 million) youth unemployment in the country. The high rate of youth unemployment in the country shows that “when you talk about South Africa’s youth unemployment problem, we are already talking about youth unemployment” (Zhang quoted in Creamer, 2013: 1).

The scourge of youth unemployment is not only prevalent in South Africa but it is a global phenomenon. The International Labour Organisation’s (ILO) report on global employment trends (2010: 1) recorded an estimate of 81 million unemployed young people in the world in 2010. Graph 1 below shows the gap between youth and adult unemployment in 19 different countries in the world. The graph indicates that the adult-youth employment gap is bigger in South Africa than in the other countries shown.

South Africa has a higher rate of youth unemployment than its BRICS (Brazil, Russia, India, China, South Africa) partners. Again, the gap between adult and youth unemployment in South Africa is bigger as compared to its BRICS partners and the countries shown in Figure 2. South

Africa therefore requires more employment benefits from the BRICS partnership than the other countries in the partnership.

Figure 2: Employment ratio between youth and adults in selected countries



Source: National Treasury (2011:12)

Young people are not homogeneous and therefore the rate at which unemployment affects the youth differs according to age, race, gender, geographic location, level of education and skills. Young black Africans especially those residing in the rural areas, are the most affected group by unemployment in South Africa (StatsSA, 2011: 6; Morrow et al., 2005: 7). According to the statistics released by StatsSA (2013: 7) the following youth unemployment scenario exists in South Africa:

- the unemployment rate amongst the 15-24 year olds (52,9%) remains the highest among all age groups,
- 49,1% of the unemployed in SA are females,
- 59,4% of the job seekers did not have matric , and
- the highest NEET rate was observed in North West, followed by Mpumalanga, Gauteng and the Eastern Cape.

2.8.2. The “NEETs”

The term “NEETs” refers to young people aged between 18 and 25 who are not employed and who are not in education or training (DHET, 2013: 1; Cloete and Butler-Adam, 2012: 1). The

emergence of the NEETs among the youth of South Africa indicates the dire situation of youth unemployment in South Africa. Statistics South Africa started measuring this new group among the youth in the country in 2012. Cloete and Butler-Adam (2012: 1) discovered that there were about two and a half times as many young, unemployed, people who are *out* of education as there are *in* education in the 18–25 cohort. This meant that the NEETs constituted about 45% of the 18-25 youth cohort in SA

The Quality Labour Force Survey (QLFS) released by StatsSA (2013: 9) in the first quarter of 2013 showed that SA has a NEET population of approximately 3, 3 million. The information released by Statistics SA (2013: 9) also shows that the number of NEETs in South Africa increased by 222 000 between quarter 3 in 2012 and quarter 1 in 2013. The number of NEETs recorded in SA in 2013 (3, 5 million) is higher than the NEETs population in the OECD countries that were at a total average of 16% in 2013 (OECD, 2013 in DHET, 2013: 4).

Research conducted by Department of Higher Education and Training (DHET, 2013: 3) revealed that the total number of NEETs in South Africa increased from about 2.0 million in 1996 to almost 3.2 million in 2011 as shown in Table 4. The number of NEETs in South Africa is increasing at a very slow rate in the 5 year period (2006-2011) indicated in Table 4.

Table 4: Number and percentage of NEETs by census year

Year	Total number of persons aged 15-24 in thousands (000')	Number of persons who are NEET in thousands (000')	NEET rate
1996	8 166	2 049	25,1%
2006	9 271	3 155	34,0%
2011	10 378	3 199	30,8%

Source: DHET (2013: 3)

There are different NEET populations in different Provinces in South Africa because of different socio-economic conditions in the various Provinces of the country. Table 5 shows that the highest NEET population was in KwaZulu Natal (693 000) whilst the lowest NEET population was found in Limpopo (26, 8%) during 2011 Census. The Eastern Cape Province had 426 000 NEETs during the same period.

Table 5: NEETs per Province, 2011

Province	Total number of persons aged 15-24 in Thousands(000')	Number of persons who are NEET in Thousands (000')	NEET Rate
Eastern Cape	1 349	426	31.6%
Free State	545	181	33.2%
Gauteng	2 299	683	29.7%
KwaZulu-Natal	2 222	693	31.2%
Limpopo	1 175	315	26.8%
Mpumalanga	852	267	31.3%
North-West	660	240	36.4%
Northern Cape	212	75	35.4%
Western Cape	1 064	319	30.0%
Total	10 378	3 199	30.8%

Source: Statistics SA, census 2011 in DHET (2013: 5)

Youth unemployment is a demand-side and supply side problem (Altman and Marock, 2008 in Cloete and Butler-Adam, 2012: 2; Butler and Adam, 2012 in DHET, 2013: 2). It is a demand-side problem in that the jobs in the market are not adequate for all the young people who need jobs in a particular country. Mlatsheni (2012: 31) sees that the availability of jobs is a greater constraint to unemployment than the type of jobs available in the job market. Unemployment is also a supply-side problem because the youth do not possess the appropriate skills and higher education qualifications that are required in the job market. The two-prong nature of the youth unemployment problem requires an approach that will strike a balance between the two.

The South African government has implemented various programmes in the country in order to deal with the challenges affecting young people. Examples of the interventions implemented by government include i) "improving young people's access to higher education and vocational education" (DHET, 2013: 7) ii) signing of the Youth Employment Accord (YEA) in 2013 iii) prioritizing youth employment in the country's Vision 2030 and iii) strengthening of support programmes for youth enterprises and youth coops.

The high NEET population in South Africa indicates that the demand for sustainable youth development interventions in the country outweighs the supply of those services. The DHET (2013: 4) calls for "high level interventions and monitoring of NEET rates in order to provide

evidence on whether interventions to improve education, training and work opportunities for young people in South Africa are bearing fruit”.

The high rate of youth unemployment has dire effects on young people such as a wide range of social ills such as crime, poverty, low self-esteem, marginalisation (UN, 2000: 19; Morrow et al., 2005: 10). Unemployed young people become frustrated and particularly susceptible to the damaging effects of unemployment. The effects of youth unemployment do not affect only the future of young people as individuals but the future of their families, societies, their countries and the world, become threatened.

Box 4: Conditions hampering youth development in countries

- a. Claims on the physical and financial resources of States, which have reduced the resources available for youth programmes and activities, particularly in heavily indebted countries;
- b. Inequities in social, economic and political conditions, including racism and xenophobia, which lead to increasing hunger, deterioration in living conditions and poverty among youth and to their marginalization as refugees, displaced persons and migrants;
- c. Increasing difficulty for young people returning from armed conflict and confrontation in integrating into the community and gaining access to education and employment;
- d. Continuing discrimination against young women and insufficient access for young women to equal opportunities in employment and education;
- e. High levels of youth unemployment, including long term unemployment;
- f. Continuing deterioration of the global environment resulting from unsustainable patterns of consumption and production, particularly in industrialized countries, which is a matter of grave concern, aggravating poverty and imbalances;
- g. Increasing incidence of diseases, such as malaria, the human immunodeficiency virus and the acquired immunodeficiency syndrome (HIV/AIDS), and other threats to health, such as substance abuse and psychotropic substance addiction, smoking and alcoholism;
- h. Inadequate opportunities for vocational education and training, especially for persons with disabilities;
- i. Changes in the role of the family as a vehicle for shared responsibility and socialization of youth;
- j. Lack of opportunity for young people to participate in the life of society and contribute to its development and well-being;
- k. Prevalence of debilitating disease, hunger and malnutrition that engulfs the life of many young people;

- I. Increasing difficulty for young people to receive family life education as a basis for forming healthy families that foster sharing of responsibilities.

Adapted from UN (2000: 6-7)

2.8.3. Youth and Poverty

Poverty is one of the major challenges that affect young people throughout the world. Low and unstable income are seen as the major contributors to youth poverty (France, 2008: 495). The high rate of youth unemployment therefore has dire effects on the youth poverty. The elements of poverty as noted by Verner and Alda, 2004, cited in France, 2008: 496) are “hunger, early pregnancy and fatherhood, violence, crime, drug use, low education attainment, low levels of social capital and the intergenerational transfer of each of these risks, and their causes and effects”.

According to Lipton and Ravallion 1995; Sen 1999 in France (2008: 496) poverty is characterized by deprivation, vulnerability (low capacity to cope with risks), and powerlessness which in turn impair people’s sense of well-being. Young people in South Africa and in the world are found in situations or surroundings that make them vulnerable to poverty. Life – course events such as leaving school, starting work and having children play a significant role in shaping the vulnerability of young people to poverty.

Furlong and Cartmel (2007) in France (2008: 496) assert that “the movement into independence is an added expense that requires additional resources and support”. If young people do not have such resources as education, skills, income and family support they will face difficulties in their transition to adulthood. Young people with low levels of education and skills experience more difficulties in finding employment which in turn will lower their income base.

The low incomes increase the risks of poverty among the youth as noted by France (2008: 497). The social and economic conditions experienced by the youth will therefore determine the rate of their transition to adulthood. The youth from poor background will face difficulties to become responsible adults. The youth with a low or no income base will not be able pay for basic needs such as food, shelter, education and health care that are key to sustainable poverty reduction at the household level.

According to Moore (2005: 4) “poverty experienced by youth is often linked to childhood deprivation and parental poverty”. Young people who grow up in households where the parents are unable to provide them with adequate resources for their transition, will not be able to meet the challenges that they will encounter later in life as compared to young people who come from rich backgrounds. Youth from wealthy families have better chances of getting better educational qualifications and employment opportunities. Additionally to the advantages that these youth have in education and employment, they also receive more support from their families.

Youth poverty also increases if young people leave home to be independent at an early age or without employment or the required education and skills to find employment. According to Aassve et al (2006) quoted in France (2008: 497) “those young people who stay at home can be protected from the harshness of poverty by family circumstances, although, if young people live in workless households, this protection will be limited.

Young females experience more poverty than the young males. Fahmy (2006) in France (2008: 496) says that many young women are below lower income than men. If young girls leave school early due to such factors as pregnancy, they are not likely to have a smooth transition to adulthood. Moore (2005: 4) asserts that “children born to youth in poverty may be especially susceptible to persistent poverty”. The children born in poverty will also continue the poverty cycle until the cycle is broken.

It is important that youth poverty is tackled by breaking the poverty cycle that confronts young people. France (2008: 502) emphasizes that the “one of the most effective ways of tackling youth poverty is to break the cycle of poverty early”. The poverty needs to be broken before poverty becomes chronic amongst the youth. Table 6 shows the key maintainers of chronic poverty and the implications for young people.

Table 6: Key maintainers and drivers of chronic poverty, with examples of implications for youth

KEY MAINTAINERS OF CHRONIC POVERTY	EXAMPLES OF IMPLICATIONS FOR YOUTH
<p><i>No, low or narrowly-based economic growth</i> means that there are few opportunities for poor people to raise their incomes and accumulate assets.</p>	<p>○ The employment effects of no, low or narrow-based growth appear to be most extreme for youth. In most countries, young people are between two and four times as likely to be unemployed as those over 25</p>

KEY MAINTAINERS OF CHRONIC POVERTY	EXAMPLES OF IMPLICATIONS FOR YOUTH
	<p>(ILO 2004). This may reflect real or perceived lower skills levels among disadvantaged youth, and more limited social capital networks (CHIP 2004).</p> <ul style="list-style-type: none"> ○ Disillusionment, disappointment and desperation can affect young people who are unable to find or keep decent or productive work despite education and skills, undermining their sense of well-being, and increasing the likelihood of recruitment into militant groups³ or organised crime.
<p>Social exclusion and adverse incorporation interact so that people experiencing discrimination and stigma are forced to engage in economic activities and social relations that keep them poor –poorly paid, insecure work; low and declining assets; minimal access to social protection and basic services; and dependence on a patron.</p>	<ul style="list-style-type: none"> ○ In many contexts, being young increases one's chances of facing discrimination, particularly in the labour market. As is generally the case, youth who also face another form of discrimination – i.e. based on gender, impairment, ethnic status etc. – will be particularly badly off. ○ If they have not had the opportunity to build their own networks, young people will be solely dependent on the social and political capital of their households and communities. Where these are weak or destructive (e.g. a member of a marginalized ethnic minority or client-household), the young person's capacity to build her own positive socio-political relationships may be limited.
<p>In disadvantaged geographical and agro-ecological regions, poor natural resources, infrastructure and basic services; weak economic integration; and social exclusion and political marginality create 'logjams of disadvantage'.</p>	<ul style="list-style-type: none"> ○ Youth are often particularly determined to escape remote, marginal or stagnant areas, and some are able to build better lives as urban migrants. However, limited skills and social networks, membership of an ethnic or linguistic minority, and a lack of access to information undermine many young people's urban livelihoods. <p>Disappointment and desperation can affect young people who are unable to out-migrate, because of gender, illness or impairment, family responsibilities and/or extreme deprivation, further undermining their sense of well-being and increasing the likelihood of</p>

KEY MAINTAINERS OF CHRONIC POVERTY	EXAMPLES OF IMPLICATIONS FOR YOUTH
	recruitment into militant groups or organised crime.
<p>High and persistent capability deprivation, especially during childhood – poor nutrition, untreated illness, lack of access to education – diminishes human development in ways that are often irreversible.</p>	<ul style="list-style-type: none"> ○ Poor health and nutrition during their own childhood and adolescence means that pregnant women have higher risks of maternal and child mortality and morbidity. This is compounded by early childbearing. It has been estimated that in 2004, 17% of babies in developing countries were born to women between the ages of 15 and 19, and are at greater risk of ill-health. ○ Unhealthy, poorly educated children can grow into young people with more limited capacity for learning and working. However, adolescence and young adulthood – i.e. when ‘adult functionings’ are being developed – may also act as a ‘window of opportunity’. Skills, education, and health and nutrition status acquired during these periods may ‘override’ earlier disadvantages.
<p>In weak, failing or failed states, economic opportunities are few; a lack of basic services and social protection means that people can easily fall into desperate poverty after an illness, and that children are uneducated; violence destroys assets and discourages investment; and poor people have few means of asserting their rights.</p>	<ul style="list-style-type: none"> ○ No specific implications for youth, other than an intensification of the processes detailed above.
<p>Weak and failed international cooperation over the 1980s and 1990s has deepened poverty through structural adjustment and over rapid economic liberalisation, allocated aid away from countries with large numbers of chronically poor people, and blocked off trade opportunities for poor countries.</p>	<ul style="list-style-type: none"> ○ No specific implications for youth, other than an intensification of the processes detailed above.

Source: Moore (2005: 5-6)

2.8.4. Youth and Participation

“young people should be at the forefront of global change and innovation. Empowered, they can be key agents for development and peace. If, however, they are left on society’s margins, all of us will be impoverished. Let us ensure that all young people have every opportunity to participate fully in the lives of their societies” (Kofi Annan cited in Roodt and Stuurman, 2011: 1)

The word participation has different meanings to different people (Roodt, 2001: 470). Words like consultation, involvement are used synonymously with participation in many instances. The meaning of participation in this study refers to human growth centered on people taking charge of their own lives. UNICEF (2004) in UN (2010: 26) asserts that “genuine participation gives young people the power to shape both the process and the outcome”.

Participation of young people in their own development is a prerequisite for the development programmes targeting the youth to achieve the intended objectives and for that development to be sustainable. According to Williams, 2004 quoted in Leal, 2000 “if development is indeed ‘anti-politics machine’ [. . .] participation provides a remarkably efficient means of greasing its wheels”. It is therefore not possible for sustained development to be achieved without the participation of the target group (Roodt, 2001: 469)

Rahnema (1997) in Peteru (2008: 24) and Leal (2007: 539) trace the origins of participation to the development initiatives that failed to address the social and economic development needs in the developing countries. The top-down approach to development was seen as the cause of the failures for development to achieve its intended objectives. Participation was therefore a “redeeming saint” (Rahnema, 1990 in Leal, 2007: 540). The bottom up approach to development replaced the top down approach that was in existence.

The bottom up approach to development advocates for active participation of the intended beneficiaries of the programmes or projects. If the beneficiaries participate fully in the programmes and projects, those programmes will be successful and sustainable. Participation of the intended beneficiaries in their development and the sustainability of development are therefore inseparable. Different countries of the world realized the important link between

participation and development and as such policies have been enacted and agreements entered into so as to maximize benefits from the two processes.

The policies, agreements, seminars, conferences, discussion papers on youth development emphasize the fact that young people must be at the centre of their own development. Kofi Annan in the above quote emphasises on the participation of the youth in their development and the society at large. According to Mokwena (2007: 8) “there is a symbiosis between the goals of youth participation and those of fostering development in young people and in society in general”.

The investment in the process of young people’s development and their society is important for youth and society’s development. If young people are given an opportunity to participate in development processes affecting them, positive spinoffs emerge from that process. It is through participation that young people can be enabled to partner with adults in making the world a better world (Mokwena, 2007: 28). Young people are empowered when they participate in their development process. Leal (2007: 545) argues that “genuine empowerment is about poor people seizing and constructing popular power through their own praxis”. Young people will not be empowered if adults impose development to the youth.

Empowered youth will contribute meaningfully to the decision making processes that affect their lives. When young people are able to take charge of their lives, they will contribute positively to the sustainable development of their communities and the nation at large. Youth participation in their development process contributes positively towards sustainable and equitable development of societies. Equitable development process will allow for the participation of disadvantaged members of society such as children, youth, women and people with special abilities. The disadvantaged groups in societies need to be empowered so as to increase their level of knowledge, influence and control over their own livelihoods, including development initiatives affecting them.

Research conducted by Scales et al. (2000); Blum (2003); Roth & Brooks-Gunn (2003) in Lerner (2005: 24) identified participation in youth programmes as the key asset linked to exemplary positive development, or thriving, among the youth. Participation in such programmes is likely to result in competent, confident, and caring youth, who have character and positive social connections that will enable young people to make valuable contributions to

self, family, community, and civil society. A young person who participates in self and community development will therefore show negligible or low levels of risk behaviours, as well as internalizing problems (Lerner, 2005: 24)

There is very little progress on youth development that has been recorded in respect of youth development at the present time. The challenges affecting young people in the 21st Century is a clear indication of this fact. The development of the youth is a challenge for all societies both developed and developing countries. Young people in different societies are usually placed at the margins of the societies in which they live.

The marginalization of the youth in societies means that young people are not active participants in the development process but passive recipients. The results of this non participation of youth are not only detrimental to young people themselves but to everyone as Kofi Annan in the above quotation observed. Adults in many communities are often at the top of decision making processes and they do not trust young people as decision makers in their societies. Mokwena (2008: 36) noted that “most organizations and social institutions work on the unfounded assumption that young people are still in the process of ‘growing up’. To them, young people are vulnerable, and in need of adult supervision and control”.

Young people are a barometer through which we can measure the level of social cohesion and democracy – or the lack of it. “Young people in all parts of the world, living in countries at different stages of development and in different socio-economic settings, aspire to full participation in the life of society” (UN, 2000: 1). According to Mokwena (2007: 28) “mainstreaming youth in society is about ensuring that young people are a full part of all organisations and all social institutions that make up our societies. Like gender mainstreaming, youth mainstreaming seeks to ensure the full citizenship of people, enabling an excluded sector of society to become integral to shaping the nature of that society through its social formations, organisations and institutions.

Mokwena (2007: 30) says that promoting the recognition of youth rights in society is no less urgent than facilitating the economic integration of unemployed young people in the economy. Young people therefore form an integral part of the design and implementation of youth programmes. The role of the youth in youth development programmes therefore extends beyond young people as beneficiaries of programmes. The UN (2010: 5) proposes a 3 lens

approach to youth participation in development that sees young people as 'beneficiaries', 'partners' and 'leaders'. In many cases young people are seen as beneficiaries of programmes than partners and leaders of their own development. In these cases, adults make decisions and control resources on behalf of the youth.

However, young people have skills and capacities that adults do not have, whilst adults also have experiences and certain skills that youth do not have. For example, young people are creative, innovative, energetic and strong as the positive youth development view proposes. A partnership between adults and the youth is therefore necessary in institutions like families, business, churches, government for those institutions to achieve their intended outcomes. Organizations with young people who are partners and leaders have a brighter future than those that focus on youth as recipients of development.

2.8.5. Youth and Social Capital

Young people play an important role in the development of their communities, their country and globally. It is not possible that one young person can develop the community alone or without getting other young people and other members (adults) of the community involved in those efforts. Young people belonging to a community have to work together to mobilize and organize resources that will lead to the development of their community.

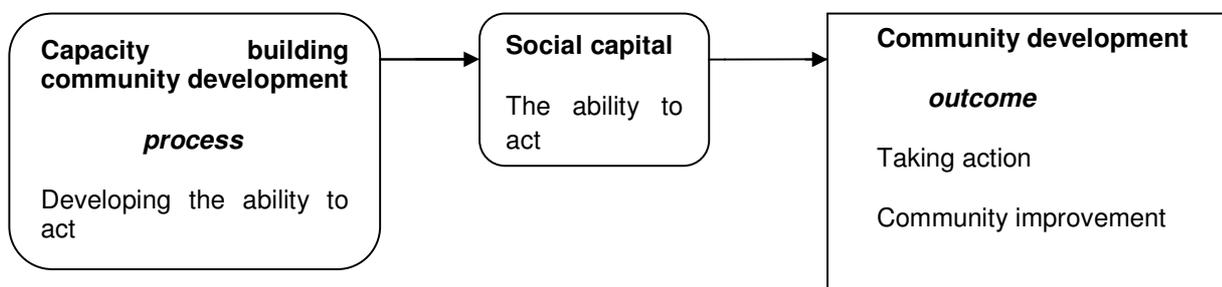
It is important that for members of the community (youth and adults) to be able to work together, they must develop relationships among themselves. The extent to which members of a community can work together effectively to develop and sustain strong relationships; solve problems and make group decisions; and collaborate effectively to plan, set goals and get things done is referred to as social capital (Phillips and Pittman, 2009: 6).

Simply put, social capital is seen (Boeck, 2010: 91) as the "glue of society" for, it holds community members together towards the attainment of their goals. The social capital existing among young people in a community can therefore be used as a tool through which young people can develop their communities. The strength of the social capital existing among the youth will therefore carry them forward towards the achievement of their community development goal. A stronger social capital within a community is also seen (Phillips and

Pittman, 2009: 6) to enable the youth to adapt to and work in around deficiencies in other community capitals (human, physical, financial, environmental).

As young people engage in the process of developing their community, the social capital between them is also enhanced as shown in Figure 3 below. According to Phillips and Pittman (2009: 6) “the *process* of community development is social capital/capacity building which in turn leads to the *outcome* of community development.

Figure 3: Community development chain (Source: Phillips and Pittman, 2009: 7)



As young people engage in the process of community development, they also develop the skills or and their capacity to develop their communities. In the bid to develop their communities, young people establish different types of networks that will assist them in the process. According to Weller, 2007 in Boeck (2009: 97) “... the set of relationships and interactions have the potential to be transformative”.

Young people establish relationships with their peers and family members. The type of social capital that emanates from these relationships is what is referred to (Boeck, 2009: 98) as “bonding”. According to Boeck (2009: 97) when young people bond with their peers, friends and family members they develop a sense of belonging, safety and security. Holland et al quoted in Boeck (2009: 98) noted that “young people value bonding social capital during their transition phases as an important mechanism to bridge across into new networks and opportunities”.

Young people also establish relationships with people outside their immediate areas of residence. The social capital that develops from the links with people outside the immediate circles is referred to (Boeck, 2009: 97) as the “bridging” capital. Today, young people develop their bridging capital through use of social networks such as Facebook, Twitter etc. It is through

these network opportunities that young people access information that they use to develop themselves and their communities. Young people also use these networks to deal with the constraints or challenges that they are faced with in their daily living.

It is therefore crucial that the capacities of young people to develop their social capital be strengthened. The development of young people's social capital will enable them to seize opportunities for self and community development. Boeck (2009: 98) asserts that "empowerment in the form of added social capital becomes a central theme within progressive youth work". According to Thomas (2003) quoted in Boeck (2009: 98) "youth work is a strong force for the formation of social capital among marginalised young people and can overcome some of the problems brought about by the conditions of space and place in communities".

It is important that young people play a central role in ameliorating the challenges affecting their communities and the world at large. In the opening address during the 2013 One Young World Conference, Kofi Annan said that "it will be the generation of young people and their children who will pay the price if we continue to plunder our natural resources, pollute the environment and fail to eradicate poverty and hunger". The section below outlines the role of young people in the sustainable development agenda.

2.9. Other important concepts

2.9.1. Patriotism

The term 'patriotism' means different things to different people (Kahne and Middaugh, 2006: 2; Schatz, Staub and Lavine, 1999: 152). The term 'patriotism' is linked to identification and love of the country by the citizens. Love of the country is shown through actions that celebrate and defend the country. Patriotic people have different values and behaviours whilst they also share the same interests and actions towards their country. Kahne and Middaugh (2006: 2) mention 3 dimensions of patriotism: "commitment to country, attitudes toward critique of the country and active involvement".

Commitment to the country is displayed through actions that show love of the country. According to Nathanson (1989) in Kahne and Middaugh (2006: 602) "more specifically, patriotic commitments may lead individuals to better balance their own interests with those of the

broader society by helping them integrate societal interests into their own sense of what's important". Patriotic individuals display commitment to their country through actions that prioritize societal interests rather than own interests. These patriotic individuals will therefore contribute to the development initiatives taking place in one's country.

A distinction in patriotism literature is made between two forms of patriotism: blind and constructive patriotism (Kahne and Middaugh, 2006: 602). Blind patriotism is associated with unrealistic behaviours that are done in the name of patriotism. Schatz, Staub and Lavine (1999: 151) define blind patriotism as "an attachment to country characterized by unquestioning positive evaluation, staunch allegiance, and intolerance of criticism". Blind patriots defend their country all the time without engaging in critical debates that may assist in improving the way things are done in the country". The blind patriots believe that criticism of the country is unpatriotic. According to Kahne and Middaugh (2006: 602) the blind patriots use phrases such as "my country- love or leave it".

On the other hand, constructive patriots applaud good efforts of the state and also criticize the bad ones. According to Schatz, Staub and Lavine (1999: 157) "constructive patriotism is defined as an attachment to country characterized by support for questioning and criticism of current group practices that are intended to result in positive change. Criticism of the state actions is done in a constructive way with a view to improve the way things are done in that country. Constructive patriotism therefore entrenches democracy in a country as the citizens exercise their right to speak freely on issues of the country.

2.9.2. Nation-building

The term nation-building is a widely used term in South Africa following the birth of democracy in the country. According to Stinson (2009: 12) "nation-building can be understood as a state-led process of evoking national identity to promote unity and social cohesion within the state". The term nation-building is sometimes used synonymously with "state-building" but the two terms have different meanings.

State-building as the name implies, concerns the strengthening of state institutions and political systems while nation-building emphasizes the role of communities within that process (Fritz and Menocal, 2007 in Stinson, 2009: 12). Bloom (1990) in Stinson (2009: 12) simplifies nation-

building as “the process whereby the inhabitants of a state’s territory came to be loyal citizens of that state”.

Following the divisions caused by apartheid ruling in South Africa, nation-building is pursued to build unity and cohesion among the citizens of different races and cultures. Social cohesion and unity among citizens are important ingredients for strengthening democracy and facilitating sustainable development in South Africa. United and cohesive citizens engage in collective actions or efforts for the good of the nation. According to Stinson (2009: 12) “highly diverse societies may problematize democratic state functioning due to the acceptance of different value systems, conflict over the legitimacy of political authority, and feelings of mistrust or inequality between members of different groups”.

Nation building programmes are therefore designed so as to bridge the cultural and racial gaps existing among citizens in a country. These nation-building programmes suppress cultural diversity in favour of cultural assimilation and integration. The nation-building programmes also instil a sense of belonging to a local community and national community among the citizens of different races and cultures. Horowitz in Stinson (2009: 12) argues that “a sense of national consciousness within plural societies would be better achieved by accommodating rather than neglecting or excluding various minority groups”. Nation building programmes are therefore important and relevant in the promotion of social cohesion and unity in South Africa.

2.9.3. Social cohesion

There is a growing interest in the field of social cohesion among psychologists and sociologists. Friedkin (2004: 409) says that “the literature on social cohesion has become increasingly confused as the number of investigators who research it has increased”. There is no standard definition of social cohesion which results in the confusion seen in the field of social cohesion. The confusion is also linked to the absence of standard indicators that measure social cohesion. According to Friedkin (2004: 410) “the definitional confusion in the social cohesion literature is symptomatic of the complexity involved in reciprocally linked individual-level and group-level phenomena”.

Different authors in the field of social cohesion define social cohesion in different ways. Moreno and Jennings (1937) in Friedkin (2004: 411) defined cohesion as “the forces holding the

individuals within the groupings in which they are". According to Chan et al (2006) quoted in Acket, Borsenberger, Dickes, Sarracino (2011: 4) "social cohesion is a state of affairs concerning both the vertical and the horizontal interactions among members of a society, as characterized by a set of attitudes and norms that include trust, a sense of belonging, and the willingness to participate and help, as well as their behavioural manifestations".

On the other hand, Festinger (1950) in Friedkin (2004: 11) describes cohesion as "the resultant forces which are acting on the members to stay in a group or the attraction of membership in a group for its members". Libo (1950) in Friedkin (2004: 11) modified the definition provided by Festinger and defined social cohesion as "the resultant of forces acting on each member to remain in the group". According to Gross and Martin (1952) in Friedkin (2004: 11) social cohesion refers to "the resultant forces acting on each member to remain in or depart from the group.

In this study the definition of social cohesion provided by Chan et al (2006) will be used. The definition of social cohesion provided by Chan et al (2006) is based on the assertion by Bernard (1999) in Acket et al., (2011: 4) that "social cohesion is an intersection between activity spheres and social relations". Bernard's definition of social cohesion identified six components as shown in Table 7. These six components are: 1) insertion/exclusion; 2) legitimacy/illegitimacy; 3) recognition/ rejection 4) equality/inequality; 5) participation/passivity 6) affiliation/isolation. The six components identified by Bernard are defined in Table 7.

The following conclusion can be made from the conceptions on social cohesion made by Bernard (1999) and Chan et al (2006) in Acket et al., (2011: 5): "i) social cohesion is an attribute of a group or society, not of individuals ii) social cohesion is defined by multiple facets ie different spheres of human life and different types of social relations defined by many groups (such as relations among individuals, individuals and groups and relations between individuals and society) iii) social cohesion is multidimensional and cannot be measured by any single composite indicator.

A research conducted by Acket et. al., (2011: 25) made the following observations regarding social cohesion in countries:

1. "Countries with higher social cohesion show lower levels of unemployment and higher levels of other forms of employment such as part-time job. Similarly, these countries are characterized by higher levels of people investing in education over the life course.
2. More cohesive societies are also reporting better economic performances in terms of higher GDP, higher employment and social expenditures, lower levels of inflation, less unequal societies and lower risk of poverty;
3. Those societies are not only richer, but also safer: countries with higher levels of social cohesion correlate with lower levels of mortality due to car accidents and lower rates of suicides and of infant mortality. On the contrary, these countries are characterized by higher fertility rates and life expectancy when 65
4. Higher social cohesion is positively correlated with a higher participation of women and young people due to the political and working life of their countries, more intense social participation and confidence in new technologies".

Table 7: Bernard's typology of social cohesion

Domains	Nature of relations	
	Fomal/attitudinal	Substantial/behavioural
Economic	Insertion/exclusion: a shared market capacity, particularly regarding the labour market	Equality or inequality: equality in chances and equality in conditions
Political	Legitimacy/illegitimacy: Maintenance of public and private institutions which act as mediators	Participation/passivity: Involvement in management of public affairs, third sector (in opposition to political disenchantment)
Sociocultural	Acceptance or rejection: Pluralism in facts and also as a virtue i.e. tolerance in differences	Affiliation/isolation Share of common values, feeling of belonging to the same community.

Source: Bernard (1999) in Acket et al (2011: 5)

2.10. Evaluation

“ evaluation is to help projects become even better than they planned to be.... First and foremost, evaluation should support the project.... (W.K. Kellogg Foundation, 1997)

The term ‘evaluation’ is used by many, interchangeably with ‘monitoring’ as if these two terms mean one and the same thing. Although monitoring and evaluation “help improve performance and achieve results” (UNDP, 2002: 5), the two terms are different. Monitoring assesses whether we are doing things right, whilst the main purpose for an evaluation is to see if we are doing the right thing. Again, the two processes are done in different time periods, monitoring is a continuous process during project implementation whilst evaluation is done periodically.

According to Worthen, Sanders and Fitzpatrick (1997: 5) there is no agreed upon definition of evaluation among professional evaluators. Evaluation is defined (Sabatelli and Anderson, 2005: 1) as “the process of determining whether a programme is producing desired results”. Evaluation as seen by Kussek and Rist (2004: 14) is a systematic and objective assessment of a planned, ongoing or completed policy, programme or project. Mark, Greene and Shaw (2006) in Rabie and Cloete (2009: 76) assert that “evaluation literally means ‘to work out the value (of something)’ in its Latin root ‘valére’”. This definition is consistent with that provided by Scriven (1967) in Worthen et al. (1997: 5) that defined evaluation as “judging the worth or merit of something”.

The value or worth of something encourages comparison between alternatives and thereby influences decision making. Evaluation is therefore an important step in the project management process since it forms the basis on which projects, programmes and policies are either continued or discontinued. Chelimsky (2006) in Rabie and Cloete (2009: 76) confirms that the main aim of evaluation efforts was to rationalize resource allocation and the management of programmes. In other words, the evaluation process provides information that is used to make decisions about the future of the policy, programme or project. Information gathered through an evaluation process also assists in planning about that policy, programme or project.

Kusek and Rist (2004: 12-14) goes further than evaluation as a process of value determination and state that “evaluation analyses why the intended results were or not achieved; assesses specific causal contributions of activities; examines implementation process; explores

unintended results; provides lessons, highlights significant accomplishment or programme potential; and offers recommendations for improvement". In summary, "evaluation enables managers to develop the best programmes possible, to learn from mistakes, to make changes as needed, to monitor progress toward goals and objectives, and to judge a programme's outcome" (Thompson & McClintock, 2000 in Sabatelli and Anderson, 2005: 3).

2.10.1. History of Evaluation

The field of evaluation has a recent history in the social science field. The emergence of evaluation profession is traced (Rabie and Cloete, 2009: 76) as far back as the 1960's in the 20th century". According to Worthen et al., (1997: 6) "if one focuses on the aspect of examining and judging to determine value, then the practice of evaluation doubtless long preceded the existence of its definition, tracing its roots back to the beginning of human history".

Rabie and Cloete (2009: 77) say that the evaluation field was largely influenced by two social science fields: "public policy analysis and general social research approaches and methods". On the other hand Shadish, Cook and Leviton (1991) in Rabie and Cloete (2009: 76) state that "cost constraints and a concern about the success of social programmes in achieving outcomes fuelled the evaluation profession".

2.10.2. Purpose of Evaluation

Evaluations as mentioned before are undertaken for different reasons. Babbie and Mouton (2001: 337) asserts that "evaluations have been commissioned for purposes of programme management, improvement and refinement, financial accountability, on public demand, to meet accreditation requirements, for purposes of quality assurance and control, and various other reasons". In summary, Patton (1997) in Babbie and Mouton (2001: 331) assert that evaluations are conducted for the following 3 reasons:

- to make judgments of "merit or worth"
- to improve programmes
- to generate knowledge.

The purpose for which evaluation is undertaken determines the type of evaluation to be pursued. Therefore, the 3 different purposes of evaluation will require different approaches to evaluation. The examples of the evaluation approaches undertaken for the 3 purposes of evaluation are shown in the table 8 below.

Table 8: Three primary uses/purposes of evaluation studies

Uses or purposes	Examples
Judge merit or worth	Summative evaluation Accountability Audits Quality control Cost-benefit decisions Deciding a programme's future Accreditation/ licensing
Improve programmes	Formative evaluation Identifying strengths and weaknesses Quality enhancement Managing more effectively Adopting a model locally
Generate knowledge	Generalisation about effectiveness Extrapolating principles about what works Building new theories and models Informing policy

Source: Patton (1997) in Babbie and Mouton (2001: 338)

An underlying factor about evaluation exercises is that they should “inform and improve the operations of the social system with timeous feedback (not necessarily perfect information)” (Rossi *et al.* 2004) in Rabie and Cloete (2009: 91).

The evaluations undertaken can either be in a formative or summative form although Scriven (1991, in Worthen *et al.*, 1997: 16) maintains that “formative and summative evaluations are always intertwined in practice”. The major differences between the two forms relate to i) the

purpose of the evaluation ii) the stage at which the evaluation is done iii) the questions asked during the evaluation process.

2.10.2.1. Formative Evaluation

Formative evaluations as indicated in Table 8 above, are undertaken for the purpose of improving the implemented programmes. Formative evaluation was popularized by the philosopher Michael Scriven in 1980 (Babbie and Mouton, 2001: 345; Mouton, 2001a: 576). It was conceptualized as a way of establishing whether the implemented programmes are bearing the desired fruits. The formative assessments are sometimes called 'programme monitoring'.

Formative assessments are undertaken at early stages of the programme's development. The main purpose of conducting the formative evaluations is to improve the performance of the programme. During formative evaluation, the responsible managers collect data that will be used to improve the way the programme is being implemented. The data about the performance of the programme is collected as implementation of the programme progresses. The collected data is then analyzed in order to "improve the programme, solve unanticipated problems and to make sure that the participants are making the required progress towards the desired outcomes" (Babbie and Mouton, 2001: 339).

The formative form of evaluation therefore enables programme managers to get regular feedback on how the programme progresses so as to improve on the implementation of the programme. According to Babbie and Mouton (2001: 339) in a formative assessment, the type of questions that are addressed include the following:

- i) what are the programme's strengths and weaknesses?
- ii) has the programme been properly implemented?
- iii) what constraints are there on proper implementation?
- iv) are the programme recipients responding positively to the intervention?

Formative evaluation is used to improve the programme whilst summative evaluation helps to make decisions about the programme's future.

2.10.2.2. Summative Evaluation

In contrast to formative evaluation, summative evaluation is undertaken with the purpose of making overall judgments about the implementation of a programme, project or policy. In other words, summative evaluations are done so as to decide on the future of the implemented programme, project or policy.

Summative evaluation or ex-post evaluation helps to determine the extent to which anticipated outcomes were produced. In other words, summative evaluation is intended to provide information about the worth of the programme.

Babbie and Mouton (2001: 337) suggests the following questions that need to be addressed in a summative evaluation:

- i) was the programme successful?
- ii) did it achieve its objectives?
- iii) was it effective?
- iv) did the programme attain its goals?
- v) was the intended beneficiaries receive the intervention in the most effective and efficient manner?.

Evaluation research as seen by Babbie and Mouton (2001: 334) and Mouton (2001b: 160) assess whether an intervention has been successful or not. The evaluation of the MYPP that will be done in Mhlontlo Local Municipality is intended to establish whether the MYPP achieved its intended outcomes. The purpose of the study of the MYPP is aligned to the characteristics of the summative studies mentioned above. Since the study of the MYPP is an evaluation of a programme, evaluation research or programme evaluation is the most appropriate design for the evaluation study to be undertaken in Mhlontlo Local Municipality.

2.10.3. Evaluation Research / Programme Evaluation

Evaluation research is regarded as one of the fastest growing “industries” in social research (Mouton, 2001a: 569). The expansion of programme evaluation in South Africa is in line with the growing interest in values such as accountability, participation and consultation. The term ‘evaluation research’ is defined in different ways by different authors in the field.

Rossi et al. (2004) in Rabie and Cloete (2009: 84) define programme evaluation as “the use of social research methods to investigate effectiveness of social intervention programmes /projects in ways that are adapted to their political and organizational environments to inform social actions that may improve social conditions”. According to Wholey, Hatry and Newcomer (2004) in Rabie and Cloete (2009: 84) “programme evaluation assesses the programme results and the extent to which the programme caused those results”. Adding to this definition, Mouton (2001a: 569) sees programme evaluation research as “a specialized method of research which assesses the conceptualization, implementation, and impact of development programmes and projects”. However, Babbie and Mouton (2001: 334) maintain that “evaluation research refers to a research purpose than a research method”.

The definition of programme evaluation in this research study will be aligned to the definition provided by provided by Wholey et. al. above. The above definitions of evaluation research/programme evaluation show that there are different types of evaluation research. The different types of evaluation research are discussed below

2.10.3.1. Types of Programme Evaluation

The definition of programme evaluation cited by Rossi and Freeman above, identifies four aspects that are assessed through programme evaluation or research evaluation: “the conceptualization, design, implementation and utility of programmes”. The purpose of conducting programme evaluation determines the type of evaluation to be pursued. According to Sabatelli and Anderson, (2005: 5) and Rossi and Freeman, 1993 in Babbie and Mouton (2001: 339) the 3 types of programme evaluation are: i) process evaluation ii) outcome evaluation iii) impact evaluation.

However, Rossi and Freeman (1993) in Mouton (2001a: 571) emphasize on two other forms of evaluation namely i) evaluation of need ii) evaluation of efficiency. The evaluation of need focuses on the design and objectives of the programme to see if that design and objectives address the identified needs adequately. The evaluation of the design and objectives of a programme precedes the process of implementing the programme and the evaluation of that implementation process. The evaluation of efficiency focuses on the funds spent or the cost of the programme. The assessment of need, process and efficiency will not be discussed in this study.

The study on the evaluation of the MYPP focuses on the change or outcomes brought by the programme to the participants of the programme. Outcome evaluation is therefore the type of evaluation that is discussed in the section below.

2.10.3.2. Outcome Evaluation

Outcome evaluation is a type of evaluation that focuses on the results of the implemented programme. An outcome evaluation focuses on the results achieved by the programme. Outcome evaluation studies establish whether the intended (or unintended) outcomes of the programme have materialized (Mouton, 2001: 160). According to Mouton (2001: 160) and Babbie and Mouton (2001: 334) outcome evaluation research aims to answer the question of whether an intervention (programme, therapy, policy or strategy) has been successful or effective.

Again, outcome evaluations determine the immediate changes (positive or negative) that the participants experienced after participating in the programme. The outcomes in this case may be short - term or medium – term outcomes (Sabatelli and Anderson, 2005: 7; Mouton, 2001b: 160). The short term changes can refer to knowledge, attitudes, beliefs and behaviour among individuals participating in the programme. Therefore, outcome evaluation allows programmes to increase their effectiveness, focus their goals, and strengthen their services (Klein et al., 2005: 253)

Weiss 1998 in Rabie and Cloete (2009: 85) assert that an outcome evaluation exercise does not only focus on the intended positive results, but also “neutral or negative intermediate sectoral results or consequences of a project/programme (i.e. progress made towards achieving the strategic goals)”. The evaluation exercise should therefore record the change caused by the programme on individuals participating in the programme. The observed change can be intended and unintended, positive and negative. The long-term changes in the participants lead to the attainment of bigger goals or social changes known as the impact.

In this study, outcome evaluation is regarded as referring to “a stage of programme evaluation research which investigates the extent to which a programme has caused change in the desired direction (Mouton, 2001a: 571).

2.10.3.3. Logic of Outcome Evaluations

Outcome evaluations as indicated above are undertaken in order to establish whether the implemented programmes are producing the desired results. Mouton (2001b: 160) asserts that “outcome evaluation research aims to answer the question of whether an intervention (programme, therapy, policy or strategy) has been successful or effective”. An outcome evaluation process should therefore show that the programme has caused change among the participating individuals.

Babbie and Mouton (2001: 348) and Mouton (2001a: 579) state that “in order to establish with some degree of plausibility that a particular intervention has made a positive change, or has had positive effects, one has to show two things: Firstly, that there has been positive change over time; secondly that such a change is in fact due to the intervention and not other extraneous factors”. This is the basis of the logic of outcome evaluations – “the cause and effect” logic.

The ‘cause’ in the outcome evaluation logic refers to the intervention or programme that was implemented. An evaluation study has to prove that the implemented programme (cause) has resulted in positive changes over time, as mentioned above. The ‘effect’ refers to the results or benefits that are produced by the intervention or programme. According to Kettner, Moroney and Martin, 1999 quoted in Sabatelli and Anderson (2005: 8) in the process of measuring changes (immediate or long term) it is important to demonstrate that the changes came as a result of participation in the programme.

The logic of evaluation introduces two important questions that must be answered during outcome evaluation: *i) did the programme participants change ii) did the programme participants change as a result of participation in the intervention or programme.* An outcome evaluation must therefore answer the two questions.

According to Babbie and Mouton (2001: 348) and Mouton (2001a: 580) the first condition of the logic of outcome evaluation or the first question of an outcome evaluation is met through the use of pre-and post- measures ie through collecting some baseline data which is followed with similar measures later on in the project” whilst the second condition or question is met through “the introduction of experimental and comparison (control) groups”.

There are two variations of pre-test-post design that are possible in the process of determining change among programme participants: “*the post-test only design and pre-test-post-test design*” (Babbie and Mouton, 2001: 348). However, the post-test-only designs cannot answer the question on ‘effect’. It is only through the pre-test-post-test design that it can be proved that participants have changed during the programme.

However, in cases where the baseline data is not available, Babbie and Mouton (2001: 349) and Mouton (2001a: 581) say that the researcher asks the participants questions that will indicate change. Examples of questions asked in post-test only designs as Mouton (2001a: 581) suggests are questions such as:

- Have you improved your skills over the duration of the programme?
- Have you changed your attitude towards X during (or because of) the intervention
- Have you benefited from the programme in any way and if so, how?

The information that will be gathered through asking questions that indicate change is not as reliable as independent observations. Babbie and Mouton (2001: 349) and Mouton (2001a: 581) associate these questions with following risks:

- Social desirability response sets – respondents provide the researcher with responses they deem desirable
- Selective memory – respondents recall only certain aspects. Respondents may also forget some of the relevant detail (memory decay).
- Interpretation bias – the interviewer might distort response, deliberately or unintentionally

Babbie and Mouton (2001: 349) and Mouton (2001a: 581) agree that the information gathered from a programme and its outcomes result in a weak design because one cannot be certain about the cause of the observed change.

2.10.3.4. Programme Evaluation Approaches

According to Rabie and Cloete (2009: 91) and Babbie and Mouton (2001: 369) evaluation research studies may adopt one of the 3 paradigms in evaluation research. The 3 paradigms of

evaluation research are: “the experimental, qualitative/naturalistic, and participatory / empowerment approaches. The main focus in this study is on the experimental paradigm.

Babbie and Mouton (2001: 369) assert that the experimental tradition is the oldest of the three paradigms in the evaluation research field. Again, the experimental paradigm is the one that is mostly associated with outcome evaluations (Babbie and Mouton, 2001: 369). The experimental paradigm incorporates experimental and quasi-experimental designs. The experimental design, as the name implies, uses experiments and comparison (control) to track changes that have occurred among the research participants. Quantitative evaluation approaches are mainly experimental in nature.

Qualitative evaluation approaches that are not experimental in nature assume a quasi-experimental approach. According to Babbie and Mouton (2001: 351) “quasi-experiments are distinguished from true experiments primarily by a lack of random assignment of subjects to an experimental and a control group”. The term ‘quasi-experimental’ refers to “approximations of randomised experiments and while their control of internal validity is not as reliable as true experimental design, they nevertheless provide valuable answers to cause-and-effect questions” (Campbell in Shadish, Cook and Leviton 1991: 120; Mark and Henry 2006: 323).

Quasi experimental designs include pretest-post test non-equivalent comparison group design, pretest-posttest no comparison group design, interrupted time series designs, comparison group designs, and regression-discontinuity design where the conditions for being part of the experimental group is known and therefore ‘controllable’ (see Reichardt and Mark 2004).

The different types of quasi-experimental designs include “time-series designs, non equivalent control groups and multiple time-series designs. The discussion of these designs is beyond the scope of this study.

2.10.3.5. Programme Evaluation Principles

Programme evaluation or evaluation research has certain methodological principles that must be respected by researchers conducting evaluation research. Babbie and Mouton (2001: 365) provide the following evaluation research principles:

i) The timing and time frame of an evaluation: It is recommended that an evaluator is involved in a programme from its design or conceptualization. In order for evaluation to produce valuable and credible results, evaluation must start prior to the programme implementation and come to an end after the programme has been terminated. The involvement of an evaluation team later during programme implementation results in weak evaluation designs.

ii) Unit of evaluation: During programme evaluation, the evaluator needs to provide clarity on the scope, the level and the object of evaluation is. The evaluator must be clear on issues like : time frame of evaluation; relevant actors; programme components to be evaluated; specific outcomes to be evaluated; participation of programme administrators; whether the programme management system is to be evaluated

iii) Necessity for conceptual clarity: A programme must have clear goals and objectives for an evaluation to be possible. It is a requirement that the programme goals must be based on a strong theoretical framework to produce the desired outcomes. The goals also need to be translated into concrete objectives that refer to measurable objectives.

iv) Value of analytical framework: During an evaluation of an intervention the evaluator must know what to look for, how the data will be analyzed and interpreted. If there is no clarity on the analytical framework for the study to be conducted then the study will be ad hoc and undirected.

v) A focus on design rather than method: It is important that a programme evaluation study reflects on the research design that will be guide the evaluation process. The evaluator needs to choose a design that will i) show whether an intervention has been properly implemented, ii) show that an intervention has caused change in the desired direction, iii) show that the intervention has reached proper and acceptable levels of delivery, iv) show the required evidence to indicate the success of the programme. Once an appropriate research design has been chosen, the methodology to collect and analyze data must be stipulated. In a programme evaluation study, the design must therefore precede the choice of methodology.

vi) Standardizing data collection procedures: A programme evaluator must develop data collection norms that are applicable to the evaluation study. In a case where there are many field workers with no standard data collection procedures, it would be impossible to compare

data afterwards. It is important to standardize instrumentation, data –collection instructions, data-capturing and data editing

vii) Integrating qualitative and quantitative methods: It is often required that in an evaluation study combines qualitative and quantitative methods to collect and analyze data. Qualitative methods of collecting data in an evaluation study will allow for more probing and exploration of a particular view. Properly designed quantitative methods can control for certain kinds of error more effectively. If the quantitative and qualitative methods are combined the study will capitalize on the advantages of the two methods and thereby improve quality of the study.

2.11. Conclusion

Chapter 2 provides an overview of the youth definition within the context of the developed and the developing countries. In developed countries the youth definition is limited to those aged 15 to 24 while the in the developing countries the definition is extended to include those who are aged 35. The youth definition in the developed and developing countries is largely influenced by the political and socioeconomic conditions prevalent in a particular country. Thus, in South Africa the youth definition is a broad definition that includes those who are aged 14 to 35 years of age.

Again, this chapter highlights two approaches to youth development that are adopted with a view to address the challenges confronting young people around the world. One approach is based on a deficit view that addresses the negative or anti-social behaviours among the youth. On the other hand the positive youth development approach sees young people as an asset and an important resource for the sustainable future of any country. The positive approach to youth development influenced policy development on youth around the world. The youth development policies enacted in South Africa after democracy, are discussed in chapter 3 below.

CHAPTER 3: LEGISLATIVE FRAMEWORK FOR YOUTH DEVELOPMENT

3.1. Introduction

“the ways in which the challenges and potentials of young people are addressed by policy will influence current social and economic conditions and the well-being and livelihood of future generations” (UN, 2000: 10).

This chapter outlines the youth development policy context in South Africa following the birth of democracy. There is an array of policies that were developed in the country pre and post 1994. The main focus of this chapter is on the youth development policies that were developed in South Africa after 2005. The policies that were developed during this period have a great influence on the youth development approaches and programmes implemented in the country, today.

The first section of the chapter looks at the policy context in South Africa before 2005. Following the analysis of the youth development policy context pre 2005, the chapter discusses the prescripts of The Constitution of The Republic of South Africa in relation to youth development; the National Youth Development Agency Act, 2008 and the National Youth Policy, 2009. The chapter also looks at the implications of the recently signed Youth Employment Accord for the youth of South Africa.

3.2. Youth Development Policy Context in South Africa

The apartheid government did not have policies or programmes that were aimed at addressing the plight of young people in the country at the time. The National Youth Development Framework (RSA, 2002: 3) asserts that ‘prior to democratization of South African society in the 1990s, youth development occurred within a context of political, social, economic and cultural oppression. The apartheid government did not address the development needs of South Africa’s young men and women as a specific category.

During apartheid the institutional arrangements that address the developmental objectives of young people in the country were not there. For example, there were no Ministries dedicated to

priority groups such as youth, women, children and people with disabilities as we observe today. In South Africa today, there is an agency that reports to the Presidency on youth issues and a Ministry responsible for Women and People with Disabilities.

The challenges faced by the priority groups in South Africa were either ignored or they were not seen as important. Therefore, the priority groups were not given an opportunity to participate in the issues affecting them. The government during the apartheid era did not include the youth, children, women and people with disabilities in the process of finding a solution to the political and socio-economic problems that prevailed in the country at the time.

Young people in South Africa were identified with such words as “a threat to peace and stability, villains, violent, unruly, tsotsis, undisciplined and / or underdeveloped” (Yates, 2010: 170; Hine, 2009: 29; Perkins, 2009: 104; RSA, 2002: 6; Seekings, 1996: 103). The way in which young people were seen in South Africa contributed immensely to the current dilemmas young women and men face in South Africa, today. The NYDPF (RSA, 2002: 12) observes that:

“the legacy of apartheid has resulted in a large proportion of young people being subjected to poor-socio-economic conditions characterized by poverty, poor living conditions, abuse, unemployment and a lack of access to education and recreational facilities. The prevalent poor socio-economic conditions severely impinged on young people’s holistic well-being and further exacerbated their vulnerability to peer pressure, substance abuse, crime and ill-health”

Following the birth of democracy in South Africa, policies were developed and institutional arrangements were put in place for the development of the special or priority groups (youth, women, people with disabilities) in the country. For example, in South Africa today there is a Ministry responsible for the development of women and people with disabilities headed by Minister Lulu Xingwana. The policies discussed below indicate that there is an agency that was developed in 2008 to deal with youth development in the country, the National Youth Development Agency (NYDA).

The development of policies to guide youth development in the country after the birth of democracy was an important step for young people in the country. Internationally, the African Youth Charter which South Africa is also part of, mandates all countries to develop youth policies that will guide youth development in the various countries as indicated in Box 6 (UN, 2006: 7). The *UNFPA Nepal (2011: 18)* asserts that:

“policy gives direction to a country to provide the things they want for their young people: education at a level that matches their aspirations; employment opportunities; food and nutrition; good health and protection from disease, addiction and violence; human rights and equal opportunities; participation in decision-making processes; and places for culture, recreation and sport”.

The first policy on youth development in SA was developed in 1997, the National Youth Policy. In this policy, The Government of National Unity acknowledged the important role played by the youth in the country’s liberation. The Government at the time also recognised the importance of the participation of the youth in the development of South Africa. The Preamble of the NYP (RSA, 1997) emphasises that national youth policy aim at “redressing the legacies of the past, deal with the challenges of the present, and focus on achieving a brighter, fuller future for all”.

The first National Youth Policy that was developed in South Africa in 1997 was never adopted by Cabinet but the sentiments of this policy formed the basis of the other youth development policies that were developed in the country afterwards. Following the NYP, 1997, the youth development policies that were formulated in the country include the NYP, 2000; National Youth Development Policy Framework (NYDPF), 2002; the National Youth Development Agency (NYDA) Act, 2008 and the National Youth Policy (NYP), 2009. The National Youth Commission that was established in South Africa in 1996 developed all the youth policies in the country before the establishment of the NYDA in 2008.

In 2008, the NYC was merged with Umsobomvu Youth Fund to form the NYDA. The second section of this chapter discusses how youth development in South Africa is implicated by The Constitution (1996), the NYDA Act (2008), the NYP (2009-2014) and government development strategies that impact on youth development in South Africa such as the National Development Plan, the Growth Path and the National Evaluation Policy Framework.

Box 5: National Youth Policy

Article 12: National Youth Policy

1. Every State Parties shall develop a comprehensive and coherent national youth policy.
 - a) The policy shall be cross-sectoral in nature considering the interrelatedness of the challenges facing young people;
 - b) The development of a national youth policy shall be informed by extensive consultation with young people and cater for their active participation in decision-making at all levels of governance in issues concerning youth and society as a whole;
 - c) A youth perspective shall be integrated and mainstreamed into all planning and decision-making as well as programme development. The appointment of youth focal points in government structures shall enable this process;
 - d) Mechanisms to address these youth challenges shall be framed within the national development framework of the country;
 - e) The policy shall provide guidelines on the definition of youth adopted and specify subgroups that shall be targeted for development;
 - f) The policy shall advocate equal opportunities for young men and for young women;
 - g) A baseline evaluation or situation analysis shall inform the policy on the priority issues for youth development;
 - h) The policy shall be adopted by parliament and enacted into law;
 - i) A national youth coordinating mechanism shall be set up and shall provide a platform as well as serve as a linking agent for youth organizations to participate in youth policy development

Source : AU (2006: 64)

3.3. The Constitution

The Constitution (1996) is a supreme law of the country that entrenches rights and responsibilities of all the citizens in South Africa. Chapter two of The Constitution, the Bill of Rights outlines rights and responsibilities of every citizen of the country. The Bill of Rights is a cornerstone of democracy, enshrining the rights of all people in the country and affirming the democratic values of human dignity, equality and freedom.

According to the Bill of Rights (RSA, 1996: 5) young people enjoy “the full and equal enjoyment of all rights and freedoms” as adults in South Africa. The Bill of Rights therefore protects citizens from being discriminated directly or indirectly on the basis of grounds such as sex, gender, age, language and birth. The implications of this right are that young people deserve to be treated in the same way as adults in the courts of law in South Africa. Again, the Bill emphasises that

young people enjoy the same rights to human dignity as adults in the country. Therefore, the voice of the youth must be heard and respected in their communities, like the views of adults.

The Bill of Rights also emphasizes on the right to education (basic education, adult basic education and further education). The state therefore has a responsibility to ensure that education is “progressively available and accessible” (RSA, 1996: 11). In the process of ensuring the availability and accessibility of education, the Bill of Rights further emphasises that state must take into account i) equity ii) practicability and iii) the need to redress the results and past racially discriminatory laws and practices. The Bill of Rights further emphasises on the right to access information held by the state.

The Bill of Rights provides a solid foundation for youth development in South Africa. The human rights enshrined in the Bill of Rights are applicable to young people as citizens of the country. The Bill of Rights emphasizes on the equal rights, responsibilities and obligations of youth and adults in the country. Therefore, young people also have the responsibility to promote and advance their responsibilities to other young people and fellow South Africans. The responsibilities of young people extend beyond their communities and the country but to the continent at large.

The Constitution and the Bill of Rights laid the foundation for the development of the policies with a specific focus to youth development. The section below focuses on the policies developed in South Africa to deal specifically with the development of the youth.

3.4. National Youth Development Agency Act, 2008

The Ten Year Review Report of Government that was released by government in 2006 indicated the need for a new youth development agency in South Africa. In this report, the NYC highlighted lack of implementation of policy and the lack of provision for the NYC to take action in the case that agencies failed to comply with the NYP. The NYDA was therefore proposed as a replacement of the NYC and to be a “one-stop-shop” so as to improve the implementation of the NYP in the country.

In 2008, the South African government passed a new policy on youth development, the National Youth Development Agency (NYDA) Act. The NYDA Act (RSA, 2009:2) was developed so as to

replace the NYC Act of 1996. The enactment of this policy resulted in the merger of NYC and UYF established in 1996 and 2000 respectively. The merger of these two institutions resulted in the formation of a new institution, the NYDA in 2008.

The NYDA is required by law to be structured in accordance to its functional areas as indicated in the NYDA Act (RSA, 2008: 8). These are : (i) National Youth Service and Social Cohesion; (ii) Economic Participation; (iii) Policy, Research and Development; (iv) Governance, Training and Development; (v) Youth Advisory and Information Services; and (vi) National Youth Fund

The NYDA was established with a different mandate from the NYC. The NYDA was established as an implementing body rather than a policy making institution. In terms of the NYDA Act, the NYDA is required to establish offices in all the 9 Provinces and local municipalities in the country. In 2013, 5 years after the NYDA was established, the NYDA has not yet been able to deliver on this requirement.

3.5. The National Youth Policy (2009-2014)

Following the array of youth development policies that were developed after the birth of democracy in South Africa, the National Youth Policy (NYP) was enacted in 2009. The enactment of this policy came fifteen years after democracy. The former President Thabo Mbeki, in his 2007 State of the Nation address identified the need for the integration of efforts by all role players in the field of youth development. In this speech, the former President urged all key role players to “intensify efforts to integrate youth development into the mainstream of government work” (RSA, 2007).

The aim of the NYP (RSA, 2009: 5) was “to close the identified gaps, addressing the challenges and recommending new measures to improve and accelerate implementation thereby making major strides in the development of young people by ensuring that they assume their rightful place in building a non-racial, non-sexist, prosperous and democratic South Africa”. The vision of the National Youth Policy (RSA, 2009: 7) is “an 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 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". The objectives of the NYP (RSA, 2009: 7) are:

"(1) to instil in all young women and men an awareness of, respect for and active commitment to the principles and values enshrined in the Bill of Rights and as well as a sense of national identity. (2) Enable young men and women to initiate actions that promote their own development and that of their communities and broader society. (3) Develop and effective, co-ordinated and holistic response to the issues facing young women and men. (4) Create enabling and supportive environments and communities for young women and men, presenting them with positive role model and ensuring not only organisational capacity but also personal/ individual development".

The desired outcome of the NYP is the empowerment of young people such that they are able to realise their full potential and understand their roles and responsibilities in making meaningful contribution to the development of a non-racial prosperous South Africa" (RSA, 2009: 8).

The NYP (RSA, 2009: 37) mandates government departments to establish youth development units which will advance and coordinate youth development in the country. The Government's Social Cluster Programme of Action for 2007 and 2008 directed the cluster to strategically locate the Youth Units/ Directorates in such a manner that Directors-General, Heads of Departments and Municipal Managers take direct responsibility. The policy requires government departments to work in collaboration with NYDA, NGO's and the private sector in the implementation of youth development in the country.

The NYP (RSA, 2009: 38) sees monitoring and evaluation (M&E) as an integral part of ensuring that progress in youth development is tracked. It also emphasizes on the importance of policy evaluation in the country. The policy sees M&E as crucial in tracking progress in the achievement of the set targets for youth development and also in ensuring that there is accountability among the key role players in youth development.

According to the NYP (RSA, 2009: 38) the major focus areas for M&E are “assessing relevance, performance, challenges, successes, and impact of various recommended policy interventions in developing young people, particularly those targeted by this policy”. Success in the measurement of these major areas for M&E will therefore determine whether youth development on the ground is being achieved or not.

In 2014, the NYP will be reviewed as it was established as a five year policy effective from 2009 until 2014.

3.6. Growth and Development Plans in South Africa

Youth development is one of the priorities of the government of South Africa. During the apartheid regime, young people in South Africa suffered a great deal because of the political, social, political and economic situation that prevailed in the country at the time. The policies that were driving development in South Africa at the time did not favour the development of young people in the country. Policies that were implemented in the country before the birth of democracy resulted in the youth uprisings that took place in 1976.

Following the birth of democracy in the country, government acknowledged the important role of young people in the future of South Africa and the development needs of the youth to fulfil their role in the country. This section of the study looks at how the National Development Plan (Vision 2030) and the New Growth Path intend to impact youth development in South Africa

3.6.1. The National Development Plan

The National Development Plan (NDP) outlines government’s vision for the country to be achieved by the year 2030. This NDP acknowledges the challenges South Africans experienced during the apartheid era but despite the legacies of apartheid it sees the potential for sustainable development in South Africa. The plan “envisions a South Africa where everyone feels free yet bounded to others; where everyone embraces their full potential, a country where opportunity is determined not by birth, but by ability, education and hard work” (RSA, 2011a: 24). The approach of the plan revolves around citizens being active in development, a capable and developmental state able to intervene to correct our historical inequities, and strong leadership throughout society working together to solve our problems (RSA, 2011a: 1).

Despite the smooth transition from apartheid to democracy that the country experienced, the NDP acknowledges the fact that there are still challenges in the country that make it difficult for the country to achieve its vision. The NDP identifies three major challenges facing South Africa in the post-apartheid regime namely, poverty, inequality and unemployment.

The plan acknowledges the fact that the three challenges affect mostly, the youth. In the foreword of the NDP (RSA, 2011a: 1) Chairperson of the National Planning Commission (NPC) says that “in particular, young people and women are denied the opportunities to lead the lives that they desire. The NPC says that “a large proportion of young people feel that the odds are stacked against them”. The plan identifies youth unemployment as a major problem affecting young people in South Africa during the post-apartheid era. The NDP emphasizes that the country needs to provide young people with broader opportunities to reduce the high levels of youth unemployment ravaging the country, today (RSA, 2011a: 26).

The NDP recognizes that South Africa has a large population of young people in the labour force (RSA, 2011a: 30). According to the NDP (RSA, 2011a: 28) young people constitute the largest proportion of the 64 per cent of the labour force in the country ie it has a ‘demographic dividend’. “Internationally, demographic profiles such as these are often associated with rising incomes, faster productivity growth, higher savings and rising living standards”. Alternatively, the ‘demographic dividend’ can also be lead to high youth unemployment that results in crime, violence, substance abuse and other anti-social behaviours seen among the South African youth, today.

The NDP proposes that South Africa should take advantage of the demographic dividend by investing in young people as they form the biggest proportion of its active labour force. The plan advocates for quality education and skills development for the youth in schools and school leavers so that these young people can be able to fulfil their aspirations. Comprehensively, the NDP advises that “to maximize the benefits of this “demographic dividend” the country requires better nutrition and health care, improved educational standards, increased access to further and higher education, easier entry into the labour market and greater labour mobility (the ability to move to where jobs are on offer)”.

Raising living standards to the minimum level proposed in the plan will involve a combination of increasing employment, higher incomes through productivity growth, a social wage and good-quality public services. (25)

Box 6: National Planning Commission proposals to youth unemployment

- A nutrition intervention for pregnant women and young children.
- Universal access to two years of early childhood development.
- Improve the school system, including increasing the number of students achieving above 50 percent in literacy and mathematics, increasing learner retention rates to 90 percent 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 FET colleges to increase the participation rate to 25 percent.
- Increase the graduation rate of FET colleges to 75 percent.
- Provide full funding assistance covering tuition, books, accommodation and living allowance to students from poor families.
- Develop community safety centres to prevent crime and include youth in these initiatives.
- A tax incentive to employers to reduce the initial cost of hiring young labour-market entrants.
- A subsidy to the placement sector to identify, prepare and place matric graduates into work. The subsidy will be paid upon successful placement.
- Expand learnerships and make training vouchers directly available to job seekers.
- A formalized graduate recruitment scheme for the public service to attract highly skilled people.
- Expand the role of state-owned enterprises in training artisans and technical professionals.

Source: RSA (2011a)

3.6.2. The New Growth Path: *The Youth Employment Accord*

On 18 April 2013, the representatives of South African government and its social partners (organised labour, business, NEDLAC, youth organisations) signed the Youth Employment Accord (YEA) that prioritizes youth employment and skills development. The Accord is one of

the social accords that are intended to help achieve the New Growth Path goal of five million new jobs by 2020.

Other social accords that were concluded in 2011 and 2012 targeting youth employment are: i) The Basic Education Accord which seeks to strengthen performance of the schools in the country ii) The National Skills Accord which focuses on the skilling of school-leavers with apprenticeship and work placement opportunities iii) The Local Procurement Accord which aims to support reindustrialization efforts- creation of jobs for young people in the manufacturing sector iii) The Green Economy Accord focuses on the creation of 'green' jobs as an entry point for young people iv) The October 2012 Accord which seeks to support youth unemployment through measures that will stabilise the industrial relations.

The Accords stated above are targeted towards building partnerships that will increase employment opportunities and economic empowerment of young people in the country. The efforts of the Accords indicated above will be integrated to achieve the goals of the 6th Accord, the YEA. The YEA sets out six areas of focus or commitments for the Youth Employment Strategy that will be developed in 2013. The six areas or commitments of the YEA are:

- Commitment 1: *Education and training* which seeks to improve education and training opportunities for the gap grouping between school-leaving and first employment;
- Commitment 2: *Work exposure* which focuses on connecting young people with employment opportunities, through support for job placement schemes for work experience and work readiness promotion programmes for young school leavers;
- Commitment 3: *Public sector measures* seeking to increase the number of young people employed in the public sector through the National Youth Service Programme;
- Commitment 4: *Youth target set- asides* in particular industries where young people should be drawn in numbers.
- Commitment 5: *Youth entrepreneurship and youth cooperatives* which seeks to promote entrepreneurs and youth cooperatives
- Commitment 6: *Private sector measures* seeking to expand the intake of young people with targeted youth support and incentives.

The signing of the YEA commits all the stakeholders involved (government, business, NEDLAC, youth organizations and organised labour) to the achievement of its commitments. It is therefore

important that the youth development programmes implemented to curb youth unemployment in the country must be aligned to the Commitments set out in the YEA.

3.7. National Evaluation Policy Framework

The National Evaluation Policy Framework (NEPF) is one of the elements of the Government-Wide Monitoring and Evaluation System (GWMES) in South Africa. The GWMES was approved by Cabinet in South Africa in 2005 (RSA, 2011b: iii). The NEPF is an effort by government to promote quality evaluations in the public sector. The main purpose of the NEPF is “to promote quality evaluations which can be used for learning to improve the effectiveness and impact of government, by reflecting on what is working and what is not working and revising interventions accordingly (RSA, 2011b: iii).

The NEPF defines evaluation as “the systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organizations to assess issues such as relevance, performance (effectiveness and efficiency), value for money, impact and sustainability and recommend ways forward” (RSA, 2011b: 3). The definition of evaluation provided by the NEPF also highlights the purposes for which evaluation should be conducted in South Africa. Summarily the NEPF (RSA, 2011b: vi) provides four primary purposes for which evaluations should be conducted in the public sphere:

- Improving performance (evaluation for learning)
- Evaluation for improving accountability;
- Evaluation for generating knowledge (for research) about what works and what does not;
- Improving decision-making.

The NEPF (RSA, 2011b: 3) emphasizes that evaluation should be pursued prior to an intervention, during implementation and after implementation. The NEPF also mandates Departments to budget for evaluations in all programmes implemented by the Departments (RSA, 2011b: vii). Therefore, evaluation plans must form an integral part of the programmes implementation plan. The NEPF also emphasizes that there should be specific people assigned to do evaluations and the results of evaluations should be used to inform planning and budget decisions in the Departments (RSA, 2011b: viii). The NEPF proposes the following evaluation principles that must be adhered to when evaluations are conducted.

Box 7: Guiding Principles for monitoring and evaluation in South Africa

1. Evaluation should be development-oriented and should address key development priorities of government and of citizens.
2. Evaluation should be undertaken ethically and with integrity.
3. Evaluation should be utilization-oriented.
4. Evaluation methods should be sound.
5. Evaluation should advance government's transparency and accountability.
6. Evaluation must be undertaken in a way which is inclusive and participatory.
7. Evaluation must promote learning.

Source: RSA (2011b: 3)

3.8. Conclusion

The youth development policies that were developed in South Africa after the birth of democracy envisioned young people who are at the centre of their own development. The policies mentioned above also acknowledge the importance of youth participation in the development of their communities whilst also acknowledging that young people require support of their families, peers and society to fulfil their aspirations. The fact that young people are still experiencing extreme challenges, almost twenty years after democracy requires a new approach to the implementation of youth development in the country. Evaluation of the policies and programmes remains very important for learning purposes and also to ascertain whether the programmes and policies are producing the desired results.

CHAPTER 4: RESEARCH DESIGN AND METHODOLOGY

4.1. Introduction

This chapter provides an overview of the research design and methodology utilized during the evaluation of the Masupa-Tsela Youth Pioneers Programme in Mhlontlo Local Municipality. However, it is also important to describe the context in which the research design and methodology were applied. The section on the research design and methodology will therefore be preceded by an overview of the MYPP and the description of the location in which the study takes place.

4.2. Masupa-Tsela Youth Pioneers Programme (MYPP)

4.2.1. The Conceptualization of the MYPP in South Africa

The Masupa-Tsela Youth Pioneers Programme (MYPP) Programme got its name from a Sotho word, Masupa-Tsela meaning “paving the way” or “amavula-ndlela” in Xhosa. The MYPP was named after a “pioneer organization that started in Sophiatown, pre-1994, then known as the Masupatsela (guides), which was initiated by Duma Nokwe and later organized by Kate Molale” (DSD, undated: 7). According to the DSD (undated: 7) “the Masupatsela played an important role in engaging children and youth in various developmental activities including teaching them history of South Africa and prepare them for future leadership”. The Masupatsela also played a big part in the Bantu Education boycott in Sophiatown.

The MYPP was conceptualized by the National Department of Social Development (NDSD) through its Youth Development Forum meetings that are held quarterly in the NDSD offices in Pretoria. The National Youth Development Forum is constituted by the Directors heading the Youth Development Directorates or Sustainable Livelihoods in all nine Provinces in the country and in the National DSD Office.

The MYPP was designed as “a multi-sectoral initiative based on the Cuban Social Work Programme led by the Department of Social Development (DSD), which will ultimately become government-wide programme that will engage youth to become pioneers and social activists for change” (DSD, undated: 2). The MYP in the DSD was designed to “improve youth

consciousness, ensure maximum participation of youth to serve their country and engender patriotism.

The MYPP came as a result of collaboration between the Republic of Cuba and the Republic of South Africa that happened following a State visit by the Cubans in the country in 1998. South Africa's visit to Cuba happened in 2001 after which a Joint Bilateral Commission (JBC) agreement was concluded in 2001. Subsequent to the signing of the JBC, the former Minister of DSD, Zola Skweyiya with the South African delegation visited Cuba in 2007. The Director responsible for Youth Development in the Eastern Cape Province was also among the delegates who visited Cuba in 2007.

On 29 November 2007, the forum of Ministers and MEC's called MINMEC approved an implementation plan of the SA/Cuba cooperation tabled by the Department of Social Development (DSD). The implementation plan proposed as one of its components - "the training of 9 360 Masupa - Tsela Youth Pioneer Programme". The DSD planned to recruit the 9360 youth pioneers through the implementation of the MYPP in all the nine Provinces of the Country.

According to the Business Plan of the MYPP (DSD, undated: 8), the aims of the MYPP were:

- to engage all youth to make meaningful contribution to the development of South Africa, the Continent and the Globe;
- to ensure that all youth serve;
- to promote social consciousness among the youth
- to improve service delivery
- to build a new cadre with new values of caring and compassion
- to promote solidarity.

The pillars of the MYPP as outlined in the Business Plan (DSD, undated: 8-9) were:

- *Development* - where the skills and capacities of young people can be employed on projects & activities which promote development
- *Skills Training* - increase possibility of accessing opportunities, gain new experiences & develop new skills which will benefit them later in life
- *National unity* - where young women & men from all walks of life are given the opportunity to

- work together with a spirit of reconciliation and national unity
- *Service* - where young people volunteer their services for the benefit of the broader community.
- *Obligations* - young people enjoy all the rights as normal citizens of South Africa as contained in the Bill of Rights and The Constitution.

According to the Business Plan (DSD, undated: 9) the MYPP target group was out of school and unemployed youth between the ages of 18-35; with/ without matric; unemployed graduates, young women (50% participation), rural youth and young people with disabilities (10% participation).

In the DSD, the programme was meant to be implemented by the Youth Development Directorates (YDD) within the Development and Research Unit commonly known as Community Development in all Provinces. In some Provinces, like Gauteng, the MYPP was implemented through the Sustainable Livelihoods Directorates as there were no independent YDD.

The MYPP was planned to be piloted as from 2007/08 financial year until 2009/10 after which it was going to be evaluated for full implementation by the NDSD. The implementation of the MYPP in the different Provinces could not start at the intended time period due to challenges relating to availability of resources (human, financial).

4.2.2. MYPP Implementation in the Eastern Cape

The Eastern Cape Province was among the Provinces which implemented the MYPP. The Department of Social Development & Special Programmes (DSD&SP) (as the DSD is now called in the E.Cape) recruited out of school and unemployed of the Province aged between 18-35 years.

The recruitment process in the Province targeted young people with a Matric or Senior Certificate with a more bias towards youth from the rural areas. The recruitment of young people into the MYPP in the Province started with the recruitment of 70 youth in the 2007/08 financial year. This recruitment was followed with a second phase of recruitment which took place in the 2008/2009 financial year.

The group of young people who were recruited in 2007 could not be contracted due to financial constraints and so, all the youth pioneers were contracted by the Department at the beginning of the 2009/10 financial year. The implementation of the programme was therefore initiated with 420 young people participating in the programme.

The core components of the programme included:

1) Training - the National Youth Development Forum, University of Venda and the University of Fort Hare developed a special curriculum for the MYPP participants. The curriculum, although it was never accredited, had the following modules: South Africa & Social Transformation, Masupa-Tsela Principles and Values, Elements of Masupa-Tsela praxis (Communication, Cycles of Human Development, Working with individuals, Families, Groups and Communities, Leadership, Engagement skills); Participatory Action Research; Masupa-Tsela and Sustainable Development; Project Management Processes and Skills.

The participants also got exposure to the services rendered by the DSD&SP and other government departments in the Province through attending workshops and summits. The youth pioneers in the Eastern Cape were trained at the University of Fort Hare during 2010.

2) Service – MYPP participants were expected to provide a service to their communities. The duties of the Masupa-Tsela Youth Pioneers (MYPs) after they were contracted by the DSD&SP were:

- i) to conduct household and community profiling
- ii) to alert communities on services provided by government departments
- iii) to assist community members to access services from various government
Departments
- iv) to collect service delivery information to and from their communities
- v) to assist community members to deal with their stresses through referrals,
- vi) to disseminate government and other information to community members in a timely and equitable manner;
- vii) to assist communities in developing and submitting Business Plans to municipalities and
- viii) other spheres of government or donors,
- ix) to maintain ongoing liaison and collaboration with various community-based organizations and other cadres of community-based workers

The MYPP participants were employed as contract workers in the Eastern Cape DSD&SP in April 2009. All the youth pioneers signed a one year contract which ended in March 2010. At the time of expiry of the contracts, the DSD&SP extended the contracts for another year (April 2010 until March 2011).

In terms of these contracts, the young people were required to provide a service to their communities whilst getting a monthly stipend of R1 500.00. The youth pioneers were required to work in their communities for at least 4 days in a week so as to minimize transport costs to the Departmental Offices. On the 5th day of the week, the youth pioneers had to meet with their Supervisors (Community Development Practitioners) in the Service Offices of the Department so as to submit their weekly reports and weekly plans. It was through these weekly reports that the work of the youth pioneers was monitored by their Supervisors.

According to the MYPP Business plan (DSD, undated: 27) after young people have served as Masupa -Tsela Youth Pioneers (MYPs) they have to be exited into employment opportunities. In 2011, 371 young people out of the initial 420 were employed permanently as Auxiliary Community Development Practitioners (ACDPs) in the Department. The permanent employment of this group of young people was followed by another recruitment of 659 youth into the MYPP at stipend level.

The first phase of the MYPP was regarded as a pilot phase in which lessons were to be extracted in order to inform further implementation of the programme. At the end of this phase the MYPP was evaluated by the National DSD and a group of young people from the Eastern Cape (Amathole District) was interviewed. This study focuses on the first phase of the implementation of the MYPP.

The MYPP has been implemented in the Province since the 2009/10 financial year. The National Department conducted an evaluation exercise in 2010 as per the Business Plan of the MYPP. This evaluation exercise interviewed a small group of participants from Amathole District of the Eastern Cape. The DSD&SP in the Eastern Cape never evaluated the programme in the Province although the need was reflected in the 2011/12 Annual Performance Plan of this Department.

The non-evaluation of the MYPP in the DSD&SP in the Province created an information gap on whether the programme achieved its intended objectives in the Province. The implementation of the MYPP has ceased in the Province; however, the decision to stop the implementation of the programme in the Province was not informed by evidence of non-achievement by the programme. The Department has no evidence to guide discussion on the future implementation of the MYPP in the Province. For example, the second intake of the MYPs that was done in 2011/12 financial year was not informed by any recorded lessons from the previous implementation.

It is against this information gap that a decision was taken to undertake this research on the evaluation of the MYPP as implemented by the Eastern Cape DSD with a special focus in Mhlontlo Local Municipality. This study is undertaken with the view to determine whether the MYPP achieved its intended outcomes. This research study will also ascertain the unintended outcomes of the MYPP in the Province. Information gathered from this study will be useful to the Department in the following ways:

- it will provide researched information on the outcomes (intended and unintended) of the MYPP in the Province
- it will determine what worked and what did not work during the implementation of the MYPP in the Province
- it will provide information that will assist in the future implementation of youth development programmes in the Department

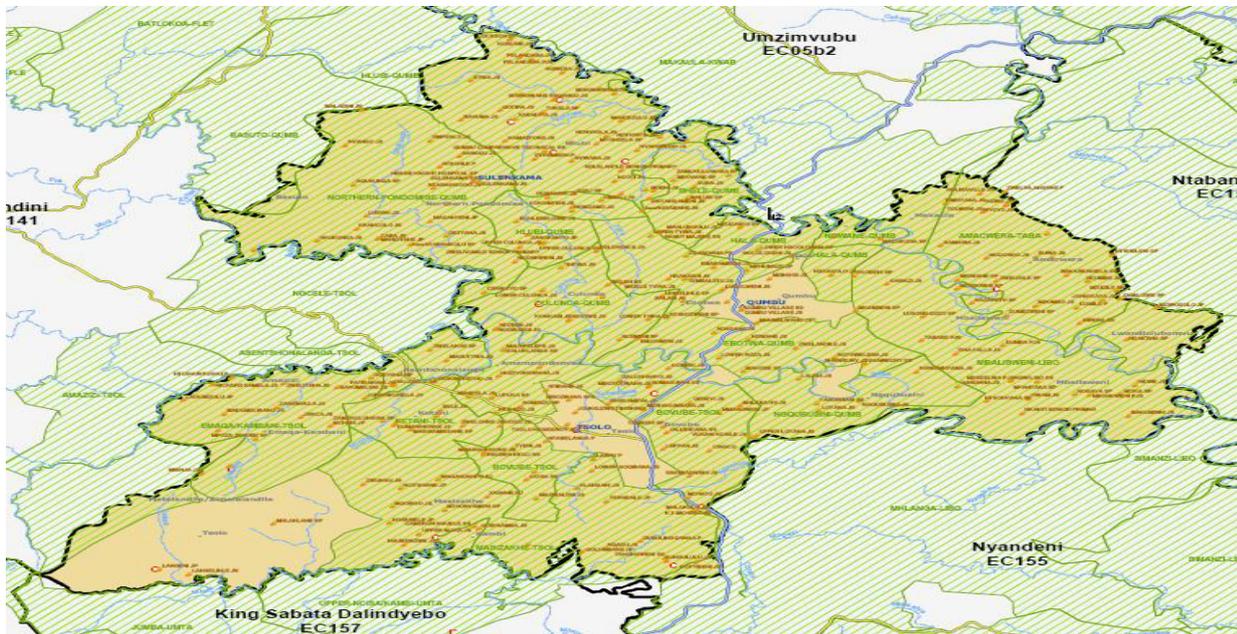
4.3. Location and Background of Study

4.3.1. Location

Mhlontlo Local Municipality (MLM) is a B4 rural municipality located within O.R. Tambo District Municipality in the Eastern Cape Province. The Municipal Structures Act (RSA, 1998: 20) defines a B4 Municipality as “a municipality with a mayoral executive system combined with a ward participatory system”. MLM was established in terms of section 12 of the Municipal Structures Act (Act, 117 of 1998).

The municipality came as a result of the merger between two Transitional Local Councils (TLC), Qumbu TLC and Tsolo TLC. The municipality incorporates two rural towns, Qumbu and Tsolo. It lies on the north east side of the Eastern Cape Provincial border alongside the N2 route between Mthatha and Mt. Frere and R396 route between Tsolo and Maclear. MLM is bordered by King Sabata Dalindyebo Local Municipality to the South, Nyandeni Local Municipality to the East, Umzimvubu Local Municipality to the North – all within OR Tambo District Municipality and Elundini to the West – which is part of Joe Gqabi District Municipality as shown in the map below.

Fig. 4: Map of Mhlontlo Local Municipality



Source: MLMIDP, 2012-2017

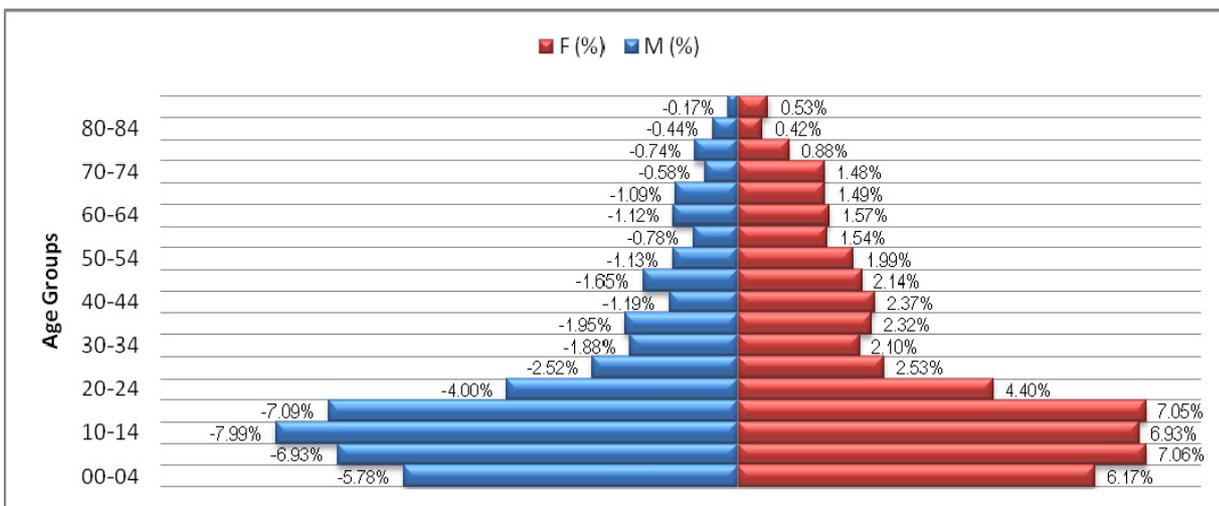
4.3.2. Population and Demography

“The municipal area covers 282 614 km² and has a population density of 73,3 people per square km” (MLM, 2012: 24). In 2007, there were 237 136 (MLM, 2012: 25) inhabitants within Mhlontlo Local Municipality. The vast majority (96%) of the inhabitants of this municipality live in the rural areas whilst the other 4% lives in the urban areas (MLM, 2012: 24). The total number of households was estimated at 44 455 in 2008 (MLM, 2012: 25).

The population in Mhlontlo Local Municipality is constituted mainly by women and youth as shown in figure 6.below. The Community Survey (SSA, 2007) undertaken in 2007 indicated that 52, 98% of the population in the area are women. Figure 6 below indicates that 40,85% of the population is below age 14; about 23,16% are between 15 and 34 years of age, while those aged between 35 and 64 years constitute 19,76% of the population. Children and youth in MLM constitute 64, 02% of the population.

The population in MLM was observed (MLM, 2012: 25) to be increasing at a rate of 20,5% (40 333 people) since 2001, at an annual rate of 2,84%. “The Mhlontlo population growth is comparatively higher than the Eastern Cape Provincial Population which between 2001 and 2007 grew by 11, 1%.

Fig.5 : MLM Population by Age and Gender



Source: MLM IDP (2012: 27)

The Census conducted in South Africa in 2011 shows that the majority of the households in MLM are headed by young people between the ages of 10 and 35. MLM has a high percentage of child headed households. In this municipal area there are children between the ages of 10 and 35 who head households. This situation could be caused by death of parents or migration of the parents to cities like Johannesburg to work or to search for work.

4.3.3. Education

Information gathered by Eastern Cape Socio-Economic Consultative Council (ECSECC) in MLM in 2008 showed that “65% (134 000) of the population in MLM had not gone beyond grade 12 or matriculation, whilst only 21% of the adult population had formal education” (MLM, 2012: 28). The low levels of formal education in this area are attributed to “high drop-out rate which is a result of mainly a combination of: poor access to schools: the number of schools, their location and quality of infrastructure & social factors: high rates of income poverty, teenage pregnancy and HIV/Aids prevalence” (MLM, 2012: 28).

The low levels of education in turn result in high levels of functional literacy in the population. The IDP (MLM, 2012: 28) indicates that the literacy rate in MLM is 51%. This shows that a slightly more than half of the population in MLM can read or write.

4.3.4. Socio economic Conditions

Mhlontlo Local Municipality was identified as one of the 11 poorest municipalities of the Eastern Cape Province. According to the IDP compiled by MLM (MLM, 2012: 28) one of the challenges facing the municipality is “the ability to create sufficient opportunities to fully absorb the throughput from the schooling system within the local municipality”. The low levels of education among the inhabitants of MLM and high illiteracy levels among adults results in a high rate of unemployment and low income levels for those who are employed.

The research conducted by ECSECC in 2008 revealed that “49% of the population earns between R1,001 and R3,500.00 compared to 17% who were earning less than R1,001 during the same period (MLM, 2012: 29). The low levels of income, low economic activity and the resultant high levels of poverty in MLM lead to a dependency on social grants for a living. Social grants are therefore the main source of income in MLM. The social grants received by households include old age, foster care, child support and disability grants. Community members who receive these social grants are usually economically inactive.

According to ECSECC in MLM (2012: 35) the size of the municipal GDP has grown by 66% since 1995 from R898 million to R1,4 billion at basic 2000 prices”. The municipal GDP accounts for “0,1% of the national GDP; 0,7% of the Eastern Cape and 7,7% of O.R. Tambo GDP. The

major economic contributors to the economy of MLM are agriculture, forestry, fishing, trading including informal trading. The municipality economy has a comparative advantage in agriculture and forestry. The high rate of informal trading in the area is visible as one passes through Qumbu town on the N2 from Mthatha to Durban.

The latest Census statistics indicates that 62,4 % of the population in MLM is not economically active, whilst the employed and unemployed population is 19% and 10,4% respectively. The Census statistics also shows that MLM has 7,1 % of discouraged work-seekers. This statistics on labour force participation reveals that employment is not the main source of income in MLM.

4.3.5. Health Issues

Young people in Mhlontlo Local Municipality are affected by such diseases as HIV and AIDS. The information received from ECSECC, 2008 in IDP (MLM, 2012: 27) reflects that 18,550 (9%) of the population in MLM lives with HIV and AIDS. According to this information from ECSECC, 4.8% of those who live with HIV and AIDS are the youth.

4.3.6. Access to Basic Services

The majority of the population in MLM lives in the rural areas, as indicated above. The main sources of water in this area are therefore natural sources such as rivers, dams and water harvesting (water tanks). According to census, 2001 quoted in IDP (2012: 46) 67.8% of households within Mhlontlo obtained water from natural sources and six years on, approximately 60.8% of households still rely on water from natural sources. According to MLM IDP (MLM, 2012: 46) "in 2007 only about 7% of the total number of households had access to clean water from within either the yard or dwelling while roughly 30.6% sourced its clean water from communal taps".

The Community Survey, 2007 as quoted in the Municipal IDP (MLM, 2012: 47) reflects that "only 1.9% of the total number of households has access to flush toilets connected to the main sewer". Most of the households in the rural MLM have access to pit latrine toilets. The IDP (MLM, 2012: 47) also indicates that in 2007, 1,7% of Mhlontlo households were using the bucket system compared to the 2,5% in 2001. The removal of the bucket system has therefore improved in MLM over the period of 5 years.

When the Minister of Sport and Recreation, Fikile Mbalula visited Mhlontlo Local Municipality in March 2012 he said the following, regarding the socio-economic conditions of Mhlontlo Local Municipality:

“it is true that Mhlontlo Municipality is overwhelmingly rural with pockets of peri-urban areas with a total number of the households of about fifty one thousands (51 000) as compared to the 44 500 in 2008. The majority of these people are said to be unemployed and lack sufficient formal education as a result they fall prey to social exclusion and income inequality. The majority of these socially excluded inhabitants are young people under the age of 35; of which the sizeable number being women” (www.srsa.gov.za).

The rural nature of the municipality and the high population of young people with low levels of quality education and high rate of unemployment require interventions from the public, private and the civil society. It is in this context that the MYPP was also implemented in this area. However, the programme has to be evaluated so as to establish whether it did make a difference to the lives of those it was intended for.

The evaluation of the programme will also help decision makers to decide whether the programme should be implemented again in the area and the Province at large. It will also assist those who were implementing the programme, identify areas of improvement for future implementation of the programme. Hence, this evaluation study is determined to achieve the following objectives:

- To investigate the planned outcomes of the MYPP in the Eastern Cape
- To investigate the achieved (intended and unintended) outcomes of the MYPP in Mhlontlo Local Municipality.
- To provide an analysis on whether the planned outcomes were achieved
- To discover what did not work during the implementation of the MYPP

The above mentioned objectives of this evaluation study will be attained through the application of the research design and methodology stipulated below.

4.4. Research Design

This section of the study outlines the research design that will be used during the research study. According to Babbie and Mouton (2001: 105) “a research design is a plan or structured framework of how you intend conducting the research process in order to solve the research problem”. Simply, Brunner (2010: 3) defines an evaluation design as “a way of helping think about and structure an evaluation”. The research design that will be utilised in this study is evaluation research or programme evaluation as discussed below.

4.4.1. Evaluation Research / Programme Evaluation

The most appropriate design for the evaluation study of the Masupa-Tsela Youth Pioneers Programme (MYPP) implemented by the Department of Social Development and Special Programmes (DSD&SP) in the Eastern Cape Province is the evaluation research also called programme evaluation (Babbie and Mouton, 2001: 334).

In Chapter 2 of this study, the details of evaluation research or programme evaluation are discussed. This section outlines the different ways in which evaluation research is defined by different authors. However, this study is aligned to the definition provided by Wholey et al. (2004) in Rabie and Cloete (2009: 84) which states that “programme evaluation assesses the programme results and the extent to which the programme caused those results”.

Purposes of evaluation research

The purpose or aim of evaluation research as seen by Babbie and Mouton (2001: 334) and Mouton (2001b: 160) is to assess whether an intervention has been successful. The evaluation of the MYPP that will be done in Mhlontlo Local Municipality has a similar purpose to the purpose of the evaluation research.

There are various reasons for the evaluation of a programme or intervention. According to Babbie and Mouton (2001: 337) the purposes of commissioning evaluation studies are: “programme management, improvement and refinement, financial accountability, on public demand, to meet accreditation requirements, for purposes of quality assurance and control, and various other reasons”. Patton in Babbie and Mouton (2001: 337) summarised the purposes of

evaluation into 3 main reasons: “to make judgements of merit or worth, to improve programmes, and to generate knowledge” as stipulated in Table 8.

The evaluation of the MYPP is a ‘judgement oriented evaluation’ although it also shares some elements of the other two purposes of evaluation research. According to Babbie and Mouton (2001: 337) “judgement –oriented evaluations are aimed at establishing the intrinsic value, merit or worth of a programme”. The research questions that should be answered in this study correlate with the typical questions that Babbie and Mouton (2001: 337) propose for a ‘judgement oriented evaluation’ which are:

- Did it achieve its objectives?
- Was it effective?
- Did the programme attain its goals?
- Was the intended target group reached?
- Did the intended beneficiaries receive the intervention in the most effective and efficient way?

In a judgement oriented evaluation, descriptive and evaluative questions need to be asked as shown in Table 8 above. The main research question for the evaluation study of the MYPP as mentioned in Chapter 1 is ‘whether the MYPP achieved its intended goals’. In order for this main research question to be answered, there are also sub-questions that will be posed. These are:

- What were the planned outcomes of the MYPP?
- What were the achieved outcomes of the MYPP?
- Has the MYPP achieved its intended objectives?
- What needs to be improved in the future implementation of other similar programmes?

Answers to the main research question will determine whether the implementation of the MYPP in the Eastern Cape was a success or not. The main research question and the sub questions mentioned above are linked to the judgement-oriented evaluation. The research questions that will be answered in this study are descriptive and evaluative questions

Types of evaluation research

The 3 purposes of evaluation studies mentioned above culminated into 3 types of evaluation research or programme evaluation. According to Rossi and Freeman (1993) in Babbie and

Mouton (2001: 339) the 3 types of an evaluation are: “i) analysis related to the conceptualisation and design of interventions ii) monitoring of programme implementation iii) assessment of programme effectiveness and efficiency”. Sabatelli and Anderson (2005: 5) simplifies the evaluation types as follows: i) process evaluation ii) outcome evaluation and iii) impact evaluation.

The type of an evaluation study that one chooses depends on the purpose for carrying out the evaluation research. The evaluation study on MYPP will be an outcome evaluation study. Sabatelli and Anderson (2005: 7) says that outcome evaluations focus on the immediate effects of the programme on the individuals participating in the programme. The immediate changes could be “knowledge, attitudes, beliefs, or actual behaviour” (Babbie and Mouton, 2001: 341; Sabatelli and Anderson, 2005: 7).

The immediate changes among individuals participating in a programme will at the end lead to the attainment of the strategic goals (impact) that the programme is aimed at. The strategic goals of the programme will then be evaluated through an impact evaluation study. The immediate changes will be followed upon so as to see if they have led to the attainment of bigger goals. This study is an outcome evaluation study as mentioned earlier.

According to Chen 2005: 35; Weiss 1998 in Rabie and Cloete (2009: 85) assert that an outcome evaluation exercise does not only focus on the intended positive results, but also “neutral or negative intermediate sectoral results or consequences of a project/programme (i.e. progress made towards achieving the strategic goals)”. The evaluation exercise should therefore record the change caused by the programme on individuals participating in the programme. The observed change can be intended and unintended, positive and negative.

The research questions that will be posed in the evaluation study of the MYPP are intended to unearth the change that has been brought any the MYPP to the lives of the youth of the Province, if there any. As mentioned earlier, the change could intended or unintended, positive or negative. Answers to the questions posed will therefore determine whether the implementation of the MYPP in the Eastern Cape was a success or not.

The success of the MYPP will be determined by checking whether there changes in the MYPP participants and whether the observed changes were caused by the programme and no other

factors. In a view to determine the success of the MYPP in Mhlontlo Local Municipality, the study will also adopt the post-test design mentioned below.

4.4.2. Post- test Design

The logic of an outcome evaluation is the logic of cause and effect as explained in Chapter 2 of this study. For alignment with this logic, an outcome evaluation is expected to conduct pre-test and post-tests assessment. As explained in Chapter 2 of this study, the pre-test-post-test assessments help to determine the change among participants of a programme and also the cause of that change.

In the evaluation study of the MYPP, there is no pre-test assessment that was done to determine the status of the Masupa-Tsela Youth Pioneers (MYPs) before they participated in the programme. The study will therefore use a post-test design in answering the research question: did the MYPP achieve its intended outcomes in the Eastern Cape?

The post-test only design is an acceptable design in evaluation research although there are risks associated with it. According to Babbie and Mouton (2001: 348) a post –test only study is not reliable in the determination of the causal relationship. The main reason for the unreliability of this design is attributed to the fact that the researcher will depend on evidence that will be collected retrospectively and will not have evidence that the change has not been caused by other factors other than MYPP. This in turn weakens the evaluation research design.

Although the evaluation study of the MYPP will adopt an unreliable ‘post-test only’ design, the study will still answer the two important questions of an outcome evaluation study. The questions are:

- i) whether there were changes in the MYPP participants in the direction that the programme planned?
- ii) whether such a change is due to the MYPP and not the other factors.

The change can be in terms of “knowledge, attitudes, beliefs or actual behaviour” as noted earlier. In an attempt to answer the two above mentioned evaluation questions and the research questions for this research study, certain methods will be applied so as to collect the required

evidence. The section below stipulates the population to be studied, the sampling methods and the data collection methods adopted in this evaluation study of the MYPP.

4.5. Study population

Babbie and Mouton (2001: 174) refers to a study population as “that aggregation of elements from which the sample is actually selected”. It is useful therefore that before the study population is articulated, the researcher specifies the ‘population’ involved in the study. The population is important here because the study population is derived from limiting the population.

In the evaluation of the MYPP, the population are the people who are involved in the MYPP, the Masupa-Tsela Youth Pioneers (MYPs). The DSD&SP contracted 420 MYPs as mentioned in par 4.2 above, however not all the MYPs who participated in the MYPP were chosen to participate in the study. According to Babbie and Mouton (2001: 174) “as a practical matter, you are seldom in a position to guarantee that every element meeting the theoretical definitions laid down actually has a chance of being selected in the sample. The evaluation study was therefore limited to MYPs from Qumbu Service Office in Mhlontlo Local Municipality.

The MYPs from Qumbu Service office are therefore the study population in the evaluation study of the MYPP. The MYPs from Qumbu Service Office ie the study population is therefore a sample during the study. Sampling techniques adopted in this study are indicated below.

4.6. Sampling

Babbie and Mouton (2001: 164) define sampling as “the process of selecting observations”. A sample is described (Babbie and Mouton, 2001: 202) as “a special subset of a population observed in order to make inferences about the nature of the population itself”. The sampling process determines what to observe and not to observe during a research study. It is important to specify how a particular sample was selected from the population of study.

The study population is a sample that will be studied in the evaluation of the MYPP in the Eastern Cape. The chosen sample of MYPs must have similar characteristics to the population of MYPs in the Eastern Cape Province. A sample is representative of the population from which

it is selected if it has closely related characteristics to the population from which it is selected. However, it must be expected as well that the chosen sample might not perfectly represent all the characteristics of a bigger population.

There are two forms of sampling: probability/ random sampling and non-probability sampling. Probability samples are seen (Babbie and Mouton, 2001: 173) as more representative of the samples from which they are drawn than non-probability samples. Conclusions drawn from probability samples are likely to be the same for other samples that were not selected. This is a basic principle of probability sampling. The second principle of probability sampling is that “the probability sampling theory permits us to estimate the accuracy or representativeness of the sample”. The theory of probability sampling will then be applied to the method of probability sampling selected.

Both sampling approaches have various methods, for example probability sampling methods are: simple random sampling; systematic sampling, stratified random sampling and cluster random sampling (Babbie and Mouton, 2001: 202). The methods of non-probabilistic sampling are: reliance on available subjects, purposive or judgemental sampling, snowball sampling and quota sampling (Babbie and Mouton, 2001: 166)

The evaluation study of the MYPP used the non-probabilistic method of sampling called purposive sampling. Purposive sampling is defined (Babbie and Mouton, 2001: 202) as “a type of non-probability sampling method in which the researcher uses his or her own judgement in the selection of sample members. The researcher observed that the youth pioneers in Mhlontlo Local Municipality (MLM) were among the best performers in the Province. One of the youth pioneers in this Local Municipality was awarded by the Department as the best performing Masupa-Tsela Youth Pioneer in 2011. The youth pioneer who got an award is one of the participants in the research study. Again, the awarded youth pioneer also represented the youth pioneers of the Province in an event held in Pretoria in 2009.

The information that will be gathered from the youth pioneers from MLM will be sufficient for the research study. The information gathered from the Community Development Practitioner (the supervisor of the youth pioneers) and the Director of Youth Development in the Province will also be used during the research study. Once the sampling has been done, the next step is to

choose the sampling instruments that will be utilised in the research study. The section below stipulates the instruments that will be utilised to collect the required data.

Unit of analysis: the unit of analysis or an observation unit is one of the important elements of sampling. The unit of analysis is an element from which the required information is collected (Babbie and Mouton, 2001: 174). The unit of analysis depends on the research being undertaken. In some research studies the unit of analysis is an individual while in some studies, it is a group.

In this study, the unit of analysis or observation unit are individual Masupa-Tsela Youth Pioneers in Mhlontlo Local Municipality. Information gathered from these units will be generalized to all the young people in the Eastern Cape who participated in the MYPP.

4.7. Data Collection Methods

The information that was required in this evaluation study was collected through gathering and analysis of primary and secondary data. Babbie and Mouton (2001: 76) refers to primary data as the data that will be collected by the researcher and secondary data as the data that already existed when the research began. During the collection of data, the researcher had a degree of control over primary data whilst s/he has no control over secondary data (Babbie and Mouton, 2001: 76). In this evaluation both primary and secondary data were used. The methods used to collect the required primary and secondary data are stipulated below.

4.7.1. Primary Data

Primary data as mentioned above refers to the data that is collected by the researcher. In this evaluation study, primary data was collected through the use of the following instruments: focus group interviews, questionnaires and story - telling.

a) Focus group interviews

The focus group interviews were held with 5 youth pioneers located within Qumbu Service Office in Mhlontlo Local Municipality. In preparation for the focus group interviews, the researcher designed a questionnaire/ interview schedule to guide the discussions. In preparation for the focus group discussion, the researcher prepared consent forms that were

emailed to the participants together with the information sheet. Through a tele-conference the researcher explained the contents of the information sheet and the consent forms to the participants. The contents of the information sheet and the purpose of the discussion were also outlined by the researcher before the discussion commenced.

The researcher prepared open ended questions to guide the discussions in the focus group. The questions posed were open ended to allow maximum participation from the participant and gathering as much information as possible. The researcher also requested permission from the participants to record the discussion for later reference. The research participants agreed that the discussion may be recorded and responses were therefore recorded in a note book through the consent of the participants. The focus group interviews were held in the Departmental Service Office in Qumbu.

b) Questionnaire

The researcher also designed a questionnaire that was used to collect primary data from the Community Development Practitioner (CDP) and the Director for Youth Development in the Department. The questionnaire was distributed to these participants by email. The questions posed in the questionnaire also assisted in acquiring the required information on the achieved results of the programme. A copy of the questionnaire is attached as Annexure A.

c) MYP Stories

At the end of their employment contracts, the Masupa-Tsela Youth Pioneers (MYPs) were requested by the YDD to write stories on their journey in the Masupa-Tsela Youth Pioneers Programme (MYPP). In the stories, the youth pioneers were requested to reflect on their status before and after they were involved in the programme. The MYPs were requested to write as much information as possible and they were given guidelines on the aspects that should be included in the stories. The description of the condition of the MYPs before and after the programme will help to determine the difference made by the MYPP in their lives. The researcher analysed the stories that were written by the MYPs in Mhlontlo Local Municipality to extract useful information for this research.

4.7.2.Secondary Data

Secondary data as mentioned above is data that was readily available before the research commenced. In this evaluation research, secondary data was gathered from the following data sources:

a) MYPP Business Plan

The goal of the research, the main research question, the objectives of the research, the questions and sub-questions posed in this research study require that the intended outcomes of the MYPP must be unearthed. The MYPP Business Plan was developed before the commencement of the MYPP so as to guide the implementation of the MYPP by the different Provinces.

The Business Plan was developed by the national team from the Department of Social Development together with representatives from the Youth Development Directorates of different Provinces. The Business Plan of the MYPP was developed after the National Minister of Social Development of the time, Former DSD Minister, Zola Skweyiya and Departmental officials from National and Provincial Offices visited Cuba for learning networks on MYPP.

The MYPP Business Plan was studied so as to discover the intended outcomes of the MYPP and the indicators of the success of MYPP.

b) Strategic Plans of Eastern Cape DSD&SP

The MYPP Business Plan mentioned above is a National document that contains information on the National targets of the MYPP. Provinces were expected to develop their own plans on how the MYPP would be implemented in the different Provinces in order to achieve the National targets.

The Department adopts a 3-year Strategic Plan at the beginning of each planning cycle. The 3-year Plan contains the Departmental targets for that planning period. The targets set in the 5-year plan are then broken down into annual targets that are contained in the Annual Performance Plan (APP) of the Department. The Annual Performance Plan (APP) is followed by an Operational Plan that indicates the activities that will be pursued in order to achieve the targets set in the APP. The 3-Year Plan of the period in review (2009– 2012), the APPs (2009/10, 2010/11, 2011/12) and the Operational Plans (2009/10, 2010/11, 2011/12) were

studied in order to find information on the implementation plans of the Department during the period under review.

c) Portfolio of Evidence (POE) of the MYPs

During the term of their contracts, the MYPs were required to compile a Portfolio of Evidence (POE) to indicate the activities they were pursuing in the MYPP. The POE of the MYPs included weekly activity plans, weekly and monthly reports, photos and copies of correspondence written and referrals made.

The POE of the MYPs was studied as part of this study to establish the activities undertaken by the MYPs, the achievements of the MYPP and the challenges encountered in the implementation of the MYPP.

4.8. Conclusion

The use of the design, the methodology and methods mentioned above enabled the researcher to discover whether the MYPP achieved its intended outcomes. The information sources mentioned above helped to collect the primary and secondary data that was required in the research. Once the data has been gathered through the use of these instruments, it needed to be analysed in order for the research questions to be answered. The next chapter indicates how the collected data was processed and analysed into useful information that can provide the relevant answers.

CHAPTER 5: PRESENTATION AND ANALYSIS OF RESULTS

5.1. Introduction

This chapter is dedicated to the presentation of the results obtained from using the research methods mentioned in Chapter 4 of this study and the analysis of those results. The first section of this chapter presents the findings of the research according to the research questions stated in Chapter 1 of this study. The research questions are:

- What are the intended outcomes of the MYPP?
- What were the achieved outcomes of the MYPP in Mhlontlo Local Municipality?
- Has the MYPP achieved its intended outcomes in Mhlontlo Local Municipality?
- What needs to be improved in the future implementation of similar programmes?

Following the presentation of the data collected during the research, the data is analysed in the second section of the chapter. Data presented and analysed in this chapter reveals that the MYPP achieved its outcomes however, the implementation of the programme also encountered challenges relating to the design, planning, monitoring and evaluation of the programme.

5.2. MYPP intended outcomes

In Chapter 4 it is mentioned that the MYPP Business plan will be studied in order to discover the intended outcomes of the MYPP. Following the study of the MYPP Business Plan, the researcher discovered the following National outcomes that were set for the programme:

- 9360 young people be engaged in the programme
- youth linked to work and education opportunities
- new cadre with high sense of patriotism
- increasing numbers of youth willing to serve their country.

The MYPP Business Plan indicates that the aims of the MYPP mentioned above will be achieved through:

- i) development – where the skills and capacities of young people can be employed on projects

- and activities which promote development
- ii) skills training – young people’s possibility of accessing opportunities, gain new experiences and develop new skills which will benefit them later in life, are enhanced
 - iii) National unity – where young women and men from all walks of life are given an opportunity to work together with a spirit of reconciliation and National unity.

The outcomes mentioned above are national outcomes applying to all provinces in the country. In relation to the first outcome, each province was expected to recruit 1040 young people to participate in the MYPP during the 3 years period.

The researcher also consulted provincial strategic documents as indicated in Chapter 4 of this study to see if there were provincial outcomes developed for the MYPP. The studied documents are the 3-Year Plan, the Annual Performance Plans (APPs) and the Operational Plans of the 3 years (2009/10, 2010/11, 2011/12) under review. All the consulted strategic documents of DSD&SP emphasize on the following two outcomes of the MYPP:

- o nation building
- o social cohesion

5.3. MYPP Achievements in the Eastern Cape

The achievements of the MYPP in the Eastern Cape Province were discussed with the research participants with the view to see if there are links between the achievements of the programme as seen by the participants and the intended outcomes of the MYPP. In Chapter 4 of this study it is mentioned that the achieved outcomes of the MYPP will be derived from the Departmental Annual Reports, the stories written by the Masupa-Tsela Youth Pioneers (MYPs), Focus Group discussions, the Questionnaires, and the Portfolio of Evidence (POE) of the Youth Pioneers. The information gathered from all the research methods used in this study is reflected below.

5.3.1. Annual Reports

The achievements indicated in the Annual Reports of the DSD&SP for the 3 years under review are recorded in the table below.

Table 9: Achievements in Annual Reports

YEAR	ACHIEVEMENTS
2009/10	- 420 recruited Youth Pioneers are trained in social Services -640 Youth Pioneers were recruited to participate in the MYPP
2010/11	- no report on the MYPP
2011/12	-341 Masupa-Tsela Youth Pioneers were exited from the MYPP to be Auxiliary Community Development Practitioners -improved income for 341 youth pioneers (from the stipend of R1500.00 to salary level 5) -341 young people were empowered with skills: community profiling, community development facilitation -659 young people contracted as Masupa-Tsela Youth Pioneers

5.3.2. MYP Stories

The stories written by the 5 MYPs participating in this research study highlighted the following achievements of the MYPP:

Table 10: MYP Stories

Respondent 1	Respondent 2	Respondent 3	Respondent 4	Respondent 5
-knowledge about the Department -communication skills -trust from the community -Problem solving skills -more opportunities for the youth - created strong communities -networking opportunities with youth in	-Training: Computer, Family Preservation: (values and principles); Abuse; Project management -people management skills -Linkages between Departments - Improved accessibility of government services by community members	-community capacitation -organised communities -information to communities on available services -problem solving on service delivery issues -improved access to government services by community members e.g. IDs, birth certificates, Social grant	-presentation skills -self confidence -improved communication skills -learning skills, reading skills, presentation skills, facilitation skills, listening skills, filling -customer care -telephone communication -events management skills -household	-community facilitation skills -working with communities -training in a university - problem solving skills - public speaking skills -conflict resolution skills -youth mobilization events organization skills

Respondent 1	Respondent 2	Respondent 3	Respondent 4	Respondent 5
other communities -disciplined youth -activism among youth -linkages between the community and government	- report writing skills -communication skills - empathy - improved relations between the community and the Local Municipality	-Organised sport activities for the youth - Information to communities on government services -communication skills -improved relations with the community -community engagement skills -computer skills -project monitoring skills -providing information to the community -skills training -customer care - employment	profiling skills -providing information to communities on government services -culture tolerance -Ubuntu -community development skills -empathy -problem solving -organizing skills -conflict resolution -peer motivation -youth mobilization -organizing events (Sports, HIV/AIDS) for the youth -mentorship training -facilitation skills -mentoring, coaching, -working independently	

5.3.3. Focus Group Interviews

In an effort to gather as much information on the achievements of the MYPP, the researcher also organized a focus group discussion with the 5 Masupa-Tsela Youth Pioneers (MYPs) in Qumbu Service Office. The MYPs identified the following achievements:

Table 11: MYP achievements

ACHIEVEMENT	EXAMPLE
Acquisition of skills:	-community development facilitation, computer, household profiling, project management, communication, project monitoring, report writing, work ethics, Batho-Pele Principles, customer care, coaching and mentoring, leadership, peer assessment, negotiation, mediation, problem solving
Community involvement	Youth Pioneers got an opportunity to : - assist community members to access government services such as Identity Documents, birth certificates, social grants, funding support. - advocate on behalf of community members - organize sports activities for the youth - organize awareness campaigns in the communities - assist community members in need of support
Networking opportunities	- during training, young people got networking opportunities with youth of the Province - young people got an opportunity to meet other youth from other villages in the Programme - Pioneers got opportunities to meet Professionals working in the various Departments
Employment opportunities	- Youth Pioneers were unemployed for years before engaging in the Programme. - Youth Pioneers got a stipend of R1500.00 which later became a salary
Self confidence	- Public speaking during community meetings (Imbizos) and training boosted self confidence. - Youth Pioneers made presentations on their weekly reports in the meetings held with supervisors - Community members regarded the youth pioneers as government employees and so they were regarded as reliable sources of government information
Community mobilization	- Youth Pioneers were able to organize information sessions for community members; organize sporting activities for the youth of their communities
Sense of responsibility	- Youth Pioneers got an opportunity to work in their communities and assist members of their own communities. - Youth Pioneers were proud to provide solutions to their communities - Youth Pioneers managed to work independently of supervision as they were spending most of their time in the communities.

ACHIEVEMENT	EXAMPLE
Love of community work	<ul style="list-style-type: none"> - Youth Pioneers never got exposure in doing community work before. - Youth Pioneers were pleased with their role in the communities. - Youth Pioneers want to do more to assist their communities.
Trust from community	<ul style="list-style-type: none"> - Community members entrusted youth pioneers with confidential matters as they regarded them as government employees. - Community regarded the youth pioneers as reliable sources of government information.
Improved way of life in the community	<ul style="list-style-type: none"> - Service delivery blockages confronting community members were attended to. - Youth Pioneers intervened in cases where there were conflicts in the communities.

5.3.4. Portfolio of Evidence

The files that the Youth Pioneers kept as their POE could not be found during the time of the research. However, the Youth Pioneers were able to retrieve progress reports that were written in their office when the Provincial Office requested a report on the MYPP in 2011. The reports highlighted the following achievements:

- the Youth Pioneers were a link between government and the communities
- Youth Pioneers were trained by the University of Fort Hare on community facilitation and communication skills
- Youth Pioneers attend community meetings to identify community needs to be attended to by Departments
- Youth Pioneers embarked on door to door campaigns, community and household profiling and Participatory Rural Appraisals
- Youth Pioneers were able to work as a team
- Improvement of the way of life in communities
- Advocacy by the youth on behalf communities
- Accelerated service delivery through the intervention of the Youth Pioneers
- Resources mobilization for the communities
- Community mobilization for economic activities
- Youth Pioneers were sources of information for community members both adults and the youth
- Youth Pioneers acted as mediators in cases of conflict in the community.
- Youth Pioneers organized sporting activities for the youth.

5.3.5. Questionnaires

In addition to the above stated research methods used in this research study, the researcher also prepared questionnaires to request more information on the achievements of the MYPP in the Province. The questionnaires were forwarded via email to the Community Development Practitioner (CDP) who was the Supervisor of the MYPs in Mhlontlo Local Municipality (Qumbu Service Office) and the Director responsible for Youth Development in the Provincial Office. The responses received from the CDP and the Director for Youth Development indicated the following achievements in respect of the MYPP:

- improved communication and facilitation skills among the Youth Pioneers.
- improved behaviour among the Pioneers.
- improved problem solving skills.
- improved access to information by community members.
- increased awareness among community members on government programmes
- more attention to community problems.

5.3.6. Achieved Outcomes

The information presented in the above section indicates the general achievements of the MYPP, not necessarily the achieved outcomes of the MYPP in the Province. The outcomes of the MYPP are the immediate or short term changes that are observed among the participants in the programme. For the researcher to be able to answer the second research question on the achieved outcomes of the MYPP in MLM, the general information on the achievements of the MYPP must be summarized to reflect the outcomes or changes that took place among the MYPP participants. The achieved outcomes of the MYPP according to each data collection method used are summarized as follows:

Table 12: Achieved Outcomes of the MYPP

METHOD	ACHIEVED OUTCOME
Desk top review	<ul style="list-style-type: none"> ○ skills development on community development facilitation, community based research ○ improved income levels for 1060 youth.
MYPP stories	<ul style="list-style-type: none"> ○ increased knowledge on government services ○ skills development ○ networking opportunities ○ improved discipline among youth ○ activism among youth ○ social cohesion/social capital (community trust, strong communities) ○ increased linkages between Departments and communities ○ improved accessibility of government services ○ empathetic youth ○ confident youth ○ culture tolerant youth ○ increased Ubuntu values ○ motivated youth ○ independent youth ○ responsible youth.
Focus groups	<ul style="list-style-type: none"> ○ skills development ○ active youth ○ networking opportunities ○ employment opportunities ○ self confident youth ○ informed communities ○ responsible youth ○ passionate youth ○ improved way of life in the community.
Portfolio of evidence	<ul style="list-style-type: none"> ○ skills development ○ social cohesion ○ improved way of life in the community ○ advocacy for the communities ○ accelerated service delivery ○ active youth

Questionnaires	<ul style="list-style-type: none"> ○ skills development ○ improved behaviour among youth ○ improved service delivery ○ improved access to information by communities.
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5.4. Areas of improvement

One of the purposes of conducting the evaluation study of the MYPP is to learn from the implementation of the programme in the DSD&SP. Lessons learnt from the implementation of the MYPP will assist the Youth Development Directorate, the DSD&SP and other Departments and agencies in the implementation of similar programmes.

The research participants were requested to reflect on the challenges experienced in the programme. The required information on the areas of improvement was requested from the participants during the focus group discussions and in the questionnaires. The researcher also consulted the progress reports submitted in respect of the programme. The following table indicates the challenges that were identified from the research methods used:

Table 13: Challenges experienced in the MYPP

FOCUS GROUPS	STORIES	QUESTIONNAIRES	REPORTS
<p>Inadequate resources for the programme</p> <ul style="list-style-type: none"> - There was no transport allocated for the Pioneers to provides services to all the villages in the ward -there were no name tags for identification purposes. - There were no computers allocated to MYPs although they were expected to submit typed weekly plans and reports. 	<p>Lack of resources</p> <ul style="list-style-type: none"> -No resources were allocated for the Youth Pioneers: no working tools such as cameras to collect evidence, no offices and computers to do reports, no transport to visit the different villages. - Youth Pioneers had to use own money to move from one village to the next. There was no uniform or form of identification. 	<p>No budget for implementation</p> <ul style="list-style-type: none"> - The programme was a competency of the National Department but it had no budget. 	<p>Limited resources</p> <ul style="list-style-type: none"> - No resources were allocated for the pioneers to do their work and prepare their reports. - Pioneers do not have transport to do project monitoring.

FOCUS GROUPS	STORIES	QUESTIONNAIRES	REPORTS
<p>Duplication of roles between MYPs, CDWs and Ward Committees in the respective Wards</p> <ul style="list-style-type: none"> - There was no clarification of roles between the work done by the CDWs and Ward Committees in the wards. - MYPs were not formally introduced to all the stakeholders they were expected to work with. 	<p>The Youth Pioneers were not given certificates as promised</p> <ul style="list-style-type: none"> - Youth Pioneers were promised that they will get certificates after the training, but no certificates were issued after they were trained. 	<p>MYPP curriculum was not accredited</p> <ul style="list-style-type: none"> - The National Department failed to ensure the accreditation of the curriculum for the programme. - Training certificates were not issued to the Youth Pioneers as promised. - The Provinces had to be accountable for the non-accreditation of the training. 	<p>No follow up on referrals made</p> <ul style="list-style-type: none"> -The Youth Pioneers make referrals to social workers but in most cases they do not get feedback.
<p>Limited integration within the Department</p> <ul style="list-style-type: none"> -The Youth Pioneers experienced problems on following up on cases referred to the Social Workers. - Youth Pioneers were not accepted by other Departmental officials as they were not formally introduced to the Departmental staff. - Youth Pioneers were not receiving responses to the recommendations made on their reports. -There was limited understanding of the role 	<p>Inadequate remuneration (R1 500.00 per month)</p> <ul style="list-style-type: none"> - Some of the Youth Pioneers were breadwinners. - Pioneers had to use own money for transport purposes whilst on duty. -Youth Pioneers also had to use their money to help in destitute households. 	<p>No clear exit strategy from the National Department</p> <ul style="list-style-type: none"> - The National Department did not assist in ensuring that the Youth Pioneers are exited to employment opportunities as required by the design of the programme. - Many Youth Pioneers left the programme for better opportunities since there was no clear exit strategy. 	<p>Limited cooperation from other Departments</p> <ul style="list-style-type: none"> - Youth pioneers were not introduced formally to other Departments.

FOCUS GROUPS	STORIES	QUESTIONNAIRES	REPORTS
<p>of the Youth Pioneers among other staff members which in turn negatively affected relations between the Youth Pioneers and Departmental staff.</p>			
<p>Limited communication between the Department and the Youth Pioneers - Youth Pioneers did not get the accredited certificates after the training.</p>	<p>Flawed recruitment of participants - Some of the Youth Pioneers did not come from needy families.</p>	<p>No participation of the youth in the design of the programme - The design and implementation of the programme did not include the views of the youth.</p>	<p>No clear exit strategy - Youth pioneers were not certain about their future in the MYPP. - Many Youth Pioneers left the program for other employment opportunities.</p>
	<p>More emphasis on skills than education</p> <p>Limited information about the MYPP among Departmental officials and officials from other Departments</p> <p>Lack of communication between the Department and the Youth Pioneers - Pioneers were not informed in good time about the workshops they had to attend.</p>		

5.5. Analysis of the research findings

The research question of this research study is to discover whether the MYPP achieved its intended outcomes in the Eastern Cape Province. The researcher formulated sub-questions to assist in answering the research question. The sub-questions of the study are:

- What were the planned outcomes of the MYPP?
- What were the achieved outcomes of the MYPP?
- Has the MYPP achieved its intended objectives?
- What needs to be improved in the future implementation of the MYPP and other similar programmes?

The researcher collected the information required to answer the sub-questions mentioned above using the methods indicated above. However, the data presented in Sections 5.2, 5.3 and 5.4 above does not include sub-question 3 because the question will be the area of focus in the analysis section.

Has the MYPP Achieved the Intended Outcomes?

The third sub-question of this research study asks whether the intended outcomes of the MYPP were achieved. The intended outcomes of the MYPP as reflected in the MYPP Business Plan are:

- 9360 young people are engaged in the programme
- youth linked to work and education opportunities
- new cadre with high sense of patriotism
- increasing numbers of youth willing to serve their country.

The researcher also looked for Provincial outcomes from the Provincial documents that were aligned to the National outcomes set in the MYPP Business Plan. The Provincial documents that were consulted were the 3 year Plans of the Department, the Annual Performance Plans and the Operational Plan; the 3 year Report and the Annual Reports of the Department for these years: 2009/10, 2010/11, 2011/12. There are two outcomes that were discovered in the Department's Provincial documents are:

- nation building
- social cohesion

In this section, the achieved outcomes of the MYPP are compared with the intended outcomes of the programme. The comparison of the intended and achieved outcomes will help in establishing whether indeed the intended outcomes were achieved. The achievement or non-achievement of an outcome will be substantiated using the results findings indicated in section 5.2. above.

Outcome 1: 9360 young people are engaged in the programme

The target of 9360 that is indicated in the MYPP Business Plan was a target set for all the 9 Provinces. Each Province had to recruit 1040 participants for the MYPP. The first outcome reflected in the MYPP therefore reads as follows: 1040 young people are engaged in the programme. Information gathered from the Annual Report (2009/10) shows that the DSD&SP in the Eastern Cape recruited 1060 participants for participation in the MYPP. The Province therefore experienced over-performance of 102% on this first outcome.

Outcome 2: youth linked to work and education opportunities

The expectations in this outcome was that young people who are participating in the MYPP will be exited to work or education opportunities after those young people have been engaged in the MYPP for a period not less than a year. According to the MYPP Business Plan, young people must be linked to sustainable employment opportunities. In addition to the work opportunities the MYPP Business Plan proposes that those young people who want to further their studies must be assisted to do so through opportunities like bursaries.

The information gathered from the Departmental Reports, the MYPs stories, the focus group discussion, the questionnaires and the Reports of the MYPs (POE) indicated that the Department in the Province provided work opportunities to the participants of the MYPP. During the period under review (2009-2012) the Department managed to employ 341 MYPs as permanent Auxiliary Community Development Practitioners (ACDPs) in the Department at level 5 from the initial stipend of R1 500.00. Adding to this, the Department also contracted 640 young people from the Province at a stipend level of R1 500.00 per month. The exiting of the 640 young people extends beyond the review period of this research study.

Besides the work opportunities provided to the MYPP participants, outcome 2 of the MYPP Business Plan also emphasizes that young people must be linked to educational opportunities like bursaries. The methods used in the research study did not show any youth linked to educational opportunities. The Department therefore underperformed in providing young people with educational opportunities.

The reason for the non-achievement is that young people who participated in the MYPP were more interested in the employment opportunities than education opportunities. The Youth Development Directorate once conducted an interest survey to establish the areas young people were most interested in. The results of the survey indicated that the youth were more interested in the employment opportunities than education opportunities.

In summary, on the second outcome indicated in the MYPP Business Plan, the Department achieved 100% in relation to the provision of work opportunities of which 32% of the candidates got permanent employment opportunities from the Department.

Outcome 3: new cadre with high sense of patriotism

Patriotism is seen by Schatz, Staub and Lavine (1999:1) as “one of the most important forms of group attachment in the modern world”. The term is used to describe citizens that show connectedness, love and commitment to serve in their country. Chapter 4 of this study mentions that this outcome will be traced from the tone of the responses of the participants. Schatz et al. (1999: 1) say that “though divergent definitions have been proposed, treatments of patriotism by social scientists and in patriotic prose converge on a central meaning: a sense of positive identification with and feelings of affective attachment to one’s country. Patriotism among the participants of the MYPP was noted from the terms that the youth pioneers used during the research. The section below indicates the strength of the phrases or texts indicating patriotism.

In analysing the level of patriotism among MYPs, the researcher identified activities that were done by the MYPs that show patriotism and also the terms that they used in their responses that indicate patriotism. It was also important to see if the officials of the Department could identify patriotism amongst the MYPs. The required information was sourced from the stories of the MYPs, the focus group discussions, the Portfolio of evidence and the questionnaires

The achievements indicated from the methods used to gather information during the research show that the Youth Pioneers displayed the following characteristics that are linked to patriotism:

- Love of the community
- Activism
- Sense of responsibility
- Advocacy on behalf of communities
- Commitment to the community
- Mediating in the communities
- Protecting the community
- Passionate citizens
- Willingness to serve
- Solving problems in the country/community

Outcome 4: increasing numbers of youth willing to serve their country.

The stories and the report (POE) written by the MYPs indicate that the MYPs assisted vulnerable and needy members of their communities. For example, they were able to assist community members to access grant from SASSA. The youth pioneers sometimes used their own limited money to provide services to the community members. One of the outstanding activities undertaken by young people from Mhlontlo Local Municipality (MLM) is that they were able to assist an old sick woman with one grandchild who was staying in appalling conditions.

The youth pioneers inspired other members of the community when they announced their intention to clean the house of the old lady. Following the cleaning of the household they then organized that a house be built for the frail woman. Indeed the house was built for her. The photos of the house were attached as an Annexure in the stories of the MYPs.

In another instance, the youth pioneers in MLM organized sports activities for the youth of the wards where they are residing. In these sport activities, youth pioneers succeeded in mobilizing other young people to participate in the activities. The youth pioneers also organised sponsorships for catering and gifts that were issued to the winners.

Again, the youth pioneers recognised the need for harmony among the community leaders for the success of development facilitation in the communities. The stories written by the youth pioneers and the focus group discussions held, reveal instances where the youth pioneers intervened to resolve conflicts between the councillors and community members and/or traditional leaders and the community members as well.

Outcome 5: Social cohesion

The methods used during the research indicate achievements that are related to social cohesion. The achievements identified by the research participants in section 5.2. that are linked to social cohesion, are the following:

- strong communities
- trust from the community
- networking
- improved relations between the youth and adults.

Outcome 6: nation-building

The research methods mentioned in section 5.2 indicate the following achievements that are linked to nation building:

- culture tolerance
- willingness to serve
- problem solving
- conflict resolution
- Ubuntu values and principles.

5.6. Summary of the Research Findings

The research has managed to provide answers to the research question and the sub-questions posed in this study. In addition to the research question and the sub-questions of this evaluation study, the objective of an outcome evaluation has been achieved. The objective of an outcome evaluation or research evaluation mentioned in Chapter 4 is: to discover whether the intended outcomes of a programme were achieved.

The findings of the evaluation study of the MYPP can therefore be summarized as follows:

5.6.1. Intended Outcomes

The research discovered that there are National and Provincial outcomes that were set before the implementation of the MYPP. The Provincial outcomes were linked to the National outcomes. The achievement of the National outcomes was dependent on the achievements of the Provinces on those outcomes.

During the research study of the evaluation of the MYPP the researcher looked for achievements in the National and Provincial outcomes. The intended outcomes of the MYPP were therefore the following:

- Outcome 1: 1040 young people engaged in the MYPP.
- Outcome 2: youth linked to work and education opportunities.
- Outcome 3: new cadre with high sense of patriotism.
- Outcome 4: increasing numbers of youth willing to serve their country.
- Outcome 5: social cohesion.
- Outcome 6: nation building.

The documents studied by the researcher did not provide credible indicators for the outcomes mentioned above. It was therefore difficult to measure accurately the achievements against the indicators set for the outcomes mentioned. During the analysis of the data, the researcher looked for relationships or linkages between the collected data and the intended outcomes of the MYPP.

5.6.2. Achieved Outcomes

Following the discovery of the intended outcomes of the MYPP, the researcher looked for the achievements of the programme from the MYPs and the officials of the Department. The research participants provided a shopping list of the achievements of the Programme. The researcher then organized the achievements into specific themes. The achievements mentioned by the MYPs were related to the achievements noted by the officials of the Department. The researcher also noted that more information on the achievements of the MYPP was gathered from the MYP stories, focus groups, questionnaires and POE than the Annual Reports of the Department although the performance of the Department is generally judged from the latter.

5.6.3. Achievement of Intended and Unintended Outcomes

The researcher discovered that there were no indicators for the intended outcomes of the MYPP at National and Provincial level. The indicators that were formulated at National level were not linked to the outcomes stipulated in the MYPP Business Plan. It was therefore difficult to compare the achieved outcomes of the MYPP to the intended outcomes using the indicators. The indicators are important in this regard since they would validate the achievements against the targets. The indicators would make it possible to determine how far the programme has gone towards achieving the intended outcomes. Again, the indicators would make it possible for the researcher to quantify the achievements of the programme.

The researcher therefore closed the gap of the indicators by establishing relationships or linkages between the noted achievements of the programme and the intended outcomes of the MYPP. The researcher discovered that the achievements of the MYPP that were indicated by the MYPs and the officials were indeed related to the intended outcomes of the MYPP.

5.6.4. Unintended Outcomes

The data collected on the implementation of the MYPP in the Eastern Cape indicates that there were also unintended outcomes that were achieved. The data shows that the programme contributed to the achievement of the 5 outcomes (5C's) of positive youth development indicated in Table 3. Examples of the findings that indicate the 5C's are listed below.

a) Competence

Youth Pioneers showed signs of competence in pursuit of community work. They successfully mobilized different stakeholders to build a house for a 90 years old granny in the community. In mobilizing stakeholders for this purpose youth pioneers started by consulting the family so that the project can be owned by the family as well. The family participated in the process of relieving themselves from their predicament through the efforts of the youth pioneers. One of youth pioneers said the following in her story.

"I as a Pioneer I already had a plan of action but I needed the old mother and her children to identify and come with a solution. They didn't have a solution. I suggested that we must try to build a two roomed flat for their mother I will ask for donations for roofing".

The youth pioneers also showed competence in resolving conflicts that were in their communities between the community leaders and the community members. The youth pioneers also managed to organize community members for community development initiatives such as sports activities for the youth and community projects for the elderly. The youth pioneers requested donations from external stakeholders for such things as trophies, sports kit and catering during the sports day. The sports activities were organised to intervene in conflicts taking place in communities, and to help address the high prevalence of HIV/AIDS and substance abuse among young people in the communities. The youth pioneers hosted these activities with great success. Two youth pioneers made the following remarks in their stories.

Participant 1:

“these communities are in conflict because of stock theft, as a Masupatsela youth pioneer I thought about something that will bring these communities together because when they are called by a headman they refuse to come as they are afraid of being killed. I thought about soccer, soccer is a sport that unite people or build friendship. People that are causing this conflict are the youth”.

Participant 2:

“On the day of the match they played very well but in the afternoon there was a big fight. The fight was between two different communities. The other ones are saying they have been called X others have been called Y. It is an old norm that the two communities have never been friends before. I decided to refer the case to the probation officers. Meetings were organized to all communities in ward 13. Committees were elected. Qumbu village association was involved. Several culprits were identified and invited to attend classes. A big tournament was organized by Sport against Crime (Dept of Social development). SAPS were invited to attend this tournament. Eleven teams participated in that tournament. All the locations in ward 13 attended. Three soccer teams won kits and one netball team. Nine trophies were won by local clubs. The communities now are able to visit each other to play soccer. This year we are looking forward to form ward 13 Association”.

The youth pioneers also assisted community members to establish community projects and to access funding from the Departments including DSD&SP.

b) Confidence

All the youth pioneers who participated in this study indicated that the MYPP helped them to gain self confidence. During the focus group interviews the youth emphasized that before they participated in the programme they were not attending community meetings and they were unable to speak publicly. The youth pioneers regarded themselves as disadvantaged since they come from the rural areas. In their stories one of the youth pioneers made the following remarks regarding her self confidence:

“On the first day of the training, there was a speech made by Mr M, we were asked to summarize what was said by Mr M. I couldn’t raise my hand I have never been in a situation to present for more than ten people. I was looking down for the facilitators not to see me. The other pioneers summarized and explained everything clearly and I was like Wow these people are from better townships, above all I was having the language barrier. We were separated according to our Districts. We were standing in front of all people I was unable to finish the first sentence to introduce myself. I was shivering. “THAT WAS THE BEST TRAINING EVER” I was told that ‘I AM A SOLDIER FOR SOCIAL CHANGE; I AM THE BEST ACTIVIST CHOSEN’. On the 3rd day I was able to introduce myself properly and say something in a group discussion”.

c) Connection

The participation of the youth in the MYPP enhanced partnerships between the youth and their communities. The focus group interviews held and the stories written by the youth pioneers indicated that youth pioneers managed to gain trust from the community despite the negative perceptions that exist in the communities about youth. The youth gained trust from community members through making efforts to solve community member’s problems. The efforts made by the youth pioneers included resolving community conflicts; accessing government services such as social grants, identity documents and birth certificates.

d) Character

Many young people who participated in the MYPP were residing and working in the rural communities. In the process of working in the communities youth pioneers learnt special skills such as communicating with adults. The youth also understood issues relating to dress code when attending community meetings. For example, the youth understood that they cannot wear

mini-skirts or pants when they attend community meetings. Therefore, the participation of the youth in the MYPP made them to respect cultural values in the rural areas. This, together with the patriotism, nation building and compassion displayed by them, are important elements of character.

e) Compassion (Empathy)

In dealing with the communities, the youth pioneers displayed sympathy and empathy to the different social conditions that they confronted in the communities. The youth pioneers came across very appalling situations in some households during the household profiling process. Upon observation of those conditions, the youth pioneers learnt to treat adults and fellow young people in their communities with respect.

5.6.5 Areas of Improvement

The research participants (MYPs and officials) indicated areas that future implementation of the MYPP must improve on. In summary, the challenges of the MYPP that were identified by the research participants were the following:

- i) inadequate resources for MYPP implementation
- ii) limited integration of the MYPP with other stakeholders
- iii) non-participation on the design and implementation of the programme
- iv) poor planning and coordination of the MYPP at National and Provincial levels
- v) lack of communication between the designers, implementers and participants of the MYPP.

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1. Conclusion

The data collected, presented and analysed in the previous chapter indicated that the MYPP in the Eastern Cape mostly achieved the intended outcomes despite the challenges that were experienced in the implementation of the programme in the Province. Again the programme also achieved certain unintended, positive outcomes. The collected data also identified areas that require improvement in the future implementation of the MYPP in the Province. In summary, the following conclusions can be made regarding the implementation of the MYPP in the Eastern Cape.

- The MYPP achieved most of its intended outcomes in the Eastern Cape, although some outcomes and goals could not be measured due to the lack of indicators for the programme. Indicators for the MYPP would assist in the monitoring and evaluation of the programme.
- Despite the fact that the MYPs were mere recipients in the MYPP, the MYPP is a positive youth development programme as it focuses on developing the potential of the youth rather than attempting to address a youth problem. Data collected on the MYPP shows that the programme managed to contribute to the achievement of the 5 outcomes of positive development (5Cs) namely competence, character, connection, contributions, and confidence.
- The MYPP qualifies to be a youth serving programme. According to Klein et al. (2005: 253) a youth serving programme fosters mental, physical and emotional development of the youth. Data collected during this research shows that youth engaged in MYPP possessed the physical and personal assets mentioned in Box 3.
- MYPP fostered community youth development as the programme promoted partnerships between the youth and adults in the communities. Adults in the communities trusted the youth with confidential information as the youth pioneers were regarded as partners in the process of resolving challenges confronting adults in the communities. This enhanced the self-confidence

and love of community development among the youth pioneers. The MYPP therefore gave young people an opportunity to play a role in the development of their communities whilst the community development process in turn fostered youth development.

- The MYPP was not properly planned in the Department both at Provincial and National levels. The programme had no chain of logic that links inputs, activities, outputs, outcomes and the desired impact of the programme. Thus, there were no indicators linked to each of the stages of the chain of logic in the MYPP chain. The implementation of the MYPP therefore suffered several setbacks due to inadequate resources. Again, the MYPP lacked integration with other programmes such as Community Works Programme.
- The MYPP made a change in the lives of those who participated in the programme and the observed change is in the direction of the intended outcomes. However, in the context of the size of the youth development and NEET challenge, as set out in chapters 1, 3 and 4, it is questioned whether the programme goals and outcomes are adequate to address the youth challenges in the Province and the country.
- The successes and failures of the MYPP were not recorded adequately in the Departmental documents. There is therefore limited information to assess the value of the programme in the Department, the communities and the target beneficiaries, the youth. The limited information on the MYPP also contributed to the negative attitude on the programme in the Department at in the Province.
- The MYPP curriculum targeted sustainable development as one of the areas for training but the youth pioneers were not trained on sustainable development. An opportunity existed for the empowerment of the youth on areas such as environmental protection, renewable energy, green economy, sustainable livelihoods and research and development on indigenous methods of living. The youth pioneers could therefore utilise the knowledge gained on sustainable development to promote sustainable means of living in their communities.

6.2. Recommendations

The evaluation study of the MYPP in the Eastern Cape led to the following recommendations:

1. The Department must facilitate training of its employees on sustainable development for the integration of sustainable development in community development programmes such as Sustainable Livelihoods, Youth Development, Women Development and Institutional Capacity Building and Support. The Department can explore options such as creating green jobs, support waste management initiatives eg recycling, promote organic food production etc. In this way the Department will ensure that there is a balance between its development initiatives and environmental protection.
2. Programme planning must be strengthened in the Department both at Provincial and National levels. The Department should adopt an outcomes based approach that will assist to clarify the outputs expected, activities to be pursued, resources (human, financial) required, and stakeholders to be involved. If the plans do not clearly stipulate the expected results and how the results will be measured, evaluation is not possible. The outcomes based approach will therefore make monitoring and evaluation of the designed programmes easier and possible.
3. The participation of all participants (designers, implementers, beneficiaries) in all the stages of programme or project management must be prioritized in all development initiatives facilitated by the Department. The Department especially the Youth Development Directorate must adopt the 3 lens approach to youth development that sees young people as 'participants' 'partners' and 'leaders' in development.
4. The Department (Provincial and National) must emphasize on programme evaluation before, during and after the implementation stage of the programme as the NEPF (RSA, 2011: 3) mandates. The evaluation of the programmes before, during and after programme implementation will assist to improve efficiency, effectiveness and sustainability of programmes implemented by the Department. The Department must adopt the evaluation principles outlined in Box 7 of this document.
5. Up-scaling of the MYPP in the DSD&SP is needed so as to address the challenges confronting the youth in the Eastern Cape and the country at large. The skills gained by the

youth in the Programme can assist the Department to deliver on its mandate both in Programme 2 (Social Welfare Services) and Programme 3 (Development and Research). The MYPP also presents an opportunity for integration between the two programmes of the Department.

6. The Department must make a special effort to improve the capacity of the ACDPs who participated in the MYPP, to deliver on the mandate of the Department. This can be done through bursaries and specialised training opportunities on Social Work and Community Development fields.

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ANNEXURE A: QUESTIONNAIRE (FOCUS GROUPS)

TOPIC: An evaluation of the Masupa-Tsela Youth Pioneer Programme (MYPP) implemented by the Eastern Cape Department of Social Development and Special Programmes within Mhlontlo Local Municipality

Instruction: Please answer all questions on the MYPP written below

1. In your view, was the MYPP a relevant programme to the youth of the Province? Please support your view.

2. What did you like the most about the MYPP?

3. What is it that you did not like about the programme? Mention 2 or more issues.

4. Would you recommend the programme to your friends? Why?

5. Any suggestions to improve the programme?

ANNEXURE B: QUESTIONNAIRE (OFFICIALS)

TOPIC: An evaluation of the Masupa-Tsela Youth Pioneer Programme (MYPP) as implemented by the Eastern Cape Department of Social Development and Special Programmes: Mhlontlo Local Municipality

Instruction : Please answer all questions on the MYPP written below

1. In your view, was the MYPP a relevant programme to the youth of the Eastern Cape Province? Please support your view.

2. What in your view were the achievements of the MYPP in the Eastern Cape Province?

3. What challenges were experienced during the implementation of the MYPP in the Eastern Cape Province?

4. How did the experienced challenges affect the implementation of the MYPP in the Province?

5. What needs to be done to improve future implementation of the MYPP or other similar youth programmes in the Eastern Cape Province?

NB. Your answers should take into consideration the Departmental environment, community, Masupa- Tsela Youth Pioneers and young people in general.