

**YOUTH DEVELOPMENT IN THE PUBLIC SERVICE**

**A CONSULTATION DOCUMENT**

**NOVEMBER 2009**

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## FORMAT OF THIS DOCUMENT

**Title of this document:** The Framework for Youth Development in the Public Service: Consultation Document.

**Audience:** All National Departments, Provincial Administrations, Public Sector Education and Training Authority, Public Service Chamber and other relevant government entities.

**Overview:** Mainstreaming of youth development has borne the need for government to institutionalise youth development. Youth development is therefore to be integrated in all policy planning, programme design and implementation at all spheres of government. In December 2006 Cabinet approved a recommendation that all departments and public institutions should intensify their efforts to integrate youth development into their programmes through establishing youth directorates strategically located within the offices of respective Departmental Directors-General. This decision is linked to the Minister of Public Service and Administration. Outlined in the framework is a strategy for mainstreaming youth development through which youth empowerment can be achieved. The overall strategic approach targets the development of young people in the Public Service for increased recognition of the youth and the potential they bring in the workplace. The framework further aims to improve service delivery through the utilisation of high level energies brought by the youth in the workplace. This Consultation Document will produce such a strategy.

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## SECTION 1: INTRODUCTION

### 1.1 BACKGROUND

The draft framework on youth development in the Public Service aims to achieve development and empowerment of young people in the Public service workplace. It further aims to highlight the role of the youth as the cornerstone for the transformation envisaged by the state. **The framework takes into consideration strides taken by young people of this country in the realisation of the liberty currently enjoyed by all living in South Africa and strongly emphasizes the advancement of the youth. The premise is, “Nourish your youth and flourish your country”.**

The main aim of the framework on youth development is to ensure that the youth, as a previously disadvantaged group, is accorded all the rights, freedoms and equality brought about by the democratic government. It is based on the promotion and protection of the dignity of young people including the rights of young people with disabilities and young women. It takes into account, the role of institutions in promoting inclusivity in the workplace, particularly issues pertaining to change in advancing young people and how this change is managed within the context of a transforming and developing State.

It is within this context of transformation and development that the Draft Framework projects an enhanced energy of achieving the goal of youth development and empowerment on account of the construction of “a better life for all” South Africans.

In addition to the core element of empowering the youth in the public service workplace, the draft also seeks to call for action by the youth to grab with both hands the plentiful opportunities presented to them by the democratic state. The Framework seeks to create an environment that is enabling to the youth, to unleash their energies and perform to the maximum of their abilities for the betterment of the South African nation.

The development of this Framework document coincides with the Integrated Youth Development Strategy (IYDS) produced by the National Youth Commission (NYC). The approach taken towards the integration of youth development into the day-to-day work of the Public Service is based on South Africa's National Youth Policy (NYP) Framework, the Human Resource Development Strategy (HRDS) of the dpsa and government's priority areas.

Government has identified the following priority areas with the central theme of accelerating change to improve the quality of life of the people both in rural and urban areas:

- Reduce poverty and unemployment by half by 2014;
- Provide the skills required by the economy;
- Consolidate democracy and build a caring and responsive state;
- Combat crime and corruption;
- A better national health profile; and
- Play a progressive role in Africa and the world.

The priority focus of advancing the youth to even higher levels of ranks, and the adamant call for action by young people, are built into this framework. This translates into a concerted effort needed across all public service, in taking forward youth development and leadership.

A paradigm shift is therefore recommended in this framework, to move away from treating the youth as a naïve and unresourceful group of people, to seriously considering their abilities and potential and the outcomes thereof, and thus affording them the opportunity to harmoniously contribute to the growth of the economy. Achieving the goal of youth development in the Public Service is therefore grounded on the fundamental integration of youth issues within all structures, institutions, policies, procedures, practices, programmes and projects of government.

## 1.2 OBJECTIVES

The Framework on youth development aims to facilitate the development of strategies and interventions by the total public service for the creation of a workplace environment that is empowering and developmental to the youth and one that is free from all kinds of barriers to accomplish true transformation. Taking into consideration the absence of a Cabinet decision on the target for the youth in SMS, and recognising the need for such a target to be set, this document proposes that a 30% target for Youth be set which will provide direction for government departments in their goals to develop the youth. The table below is a representation of the youth population in the Public Service. The youth comprises about 349618 of the total 1 260 630 Public Service. The youth makes up 27% of total Public Service in percentage terms. The 30% target proposal for the youth in the Public Service is derived from this number.

**THE YOUTH IN THE PUBLIC SERVICE AS AT SEPTEMBER 2009**

Age	Female									Male									Grand Total														
	African			Asian			Colrd			White			Total			Afrc				Asian			Colrd			White			Total				
10-19	1020			44 102			4 86			3.7 97			4 1305			57 594			26 139			6 77			3 156 6			966			43 2271		
20-24	21636			40 1771			3 2596			4 2725			5 28728			53 20504			37 1343			2 2149			3 1318 2			25314			47 54042		
25-29	56071			42 2575			1 6206			4 6056			4 70908			53 51692			38 1764			1 5310			4 2985 2			61751			47 132659		
30-34	73871			45 2935			1 6541			4 6106			3 89453			55 58846			36 2397			1 5619			3 4331 2			71193			45 160646		
	152598			7383			15429			14984			190394			131636			5643			13155			8946			159224			349618		

**Table 1: Representation of youth in the Public Service**

### 1.3 SITUATIONAL ANALYSIS

Since the advent of democracy in 1994, a considerable progress has been made in terms of the transformation process put in place. This includes the inclusion of the previously disadvantaged groups into the mainstream economy. Although some of the youth benefited from this transition, there are still many others who remain outside the mainstream and even those who benefitted are mainly found at the very bottom of the economic ladder. This suggests more than enough evidence that there are challenges to be addressed in our proverbial journey for transformation if a sustainable development is to be maintained. Some of the challenges include:

- a) **Education:** Post 1994, the democratically elected government inherited an education system plagued with challenges stemming from a segregated education system, inequality in terms of budgetary allocations as well as quality of the education provided to the different racial groups in the country. As a result, the majority of young people in the country are found mostly without the necessary skills and knowledge to enable them cope and participate effectively with the profusely demanding economy of this age. It is the intention of the transformation process to mitigate the effect of this through the implementation of various educational interventions for young people.
  
- b) **Effective Economic Participation:** The fruitful participation of the South African Youth in the economic affairs of the country is extensively hampered by lack of basic life skills knowledge and well grounded education by the majority of young people. It is the aim of this framework to ensure the maximum involvement of young people in the economy by creating an environment open for more learning. Young people should be afforded opportunities to explore the market, unleash their potential and play active roles in advancing the economy. It is therefore paramount that programmes and interventions be put in place, which will reinforce the participation of young people in the economy.

- c) **HIV and AIDS:** This affects young people disproportionately to other groups of the population. The youth is set to be at the very sexually active phase of their lives where-in, the need to explore and experiment is not only a natural call but as well a kind of pressure exerted on them by various factors including economic conditions and peers. Consequently young people particularly the female youth, tend to be vulnerable to ailments such as HIV and AIDS and other sexually transmitted diseases. More often these young people find themselves caught up between being patients themselves and having to take care of infected loved ones. This therefore results in them having to pay a high price in lost opportunities; their caring role and/or their state of health means that they should leave or regularly stay away from the workplace and many of their income generating activities suffer. Their meaningful participation in workplace activities or their chances for upward mobility are thus compromised. Effective programs are required which will not only educate the youth on leading responsible lives but which will make them see and understand the need to do so. Programmes such as Khomanani need to be enhanced and be made easily accessible to young people and all kinds of preventative measures such as abstinence should be emphasised to encourage young people to lead responsible lives.
- d) **Pregnancy:** The high incidence of pregnancy among young women particularly young black women is yet another serious concern. Young women continue to fall victims of circumstances they find themselves in. Rape cases, lack of sense of responsibility particularly on the part of men, young women's inability to negotiate safer sex, peer pressure as well as other forms of physical and psychological abuse bear evidence of this. It remains a challenge requiring the concerted effort of all young people to work together in all attempts to mitigate this condition. It is also critical that the existing programs such as love life and initiatives for addressing this should be enhanced and be made even more readily available especially in the rural parts of the country. More developmental activities such as the skills development and life orientation programmes should be made available for the sake of the youth.

- e) **Unemployment:** Unemployment is one of the greatest setbacks facing the youth in the country. Although the advent of democracy has brought about a progressive change in opening the workplace to young people, a majority of the youth still remains outside the mainstream and differential access to employment opportunities continue to exist as well. While some members of the youth were well positioned to receive some level of education to enable them to enter the market place, several others are found to have fallen off the cracks (dropped out) or simply did not go far in their education, this exacerbates the situation of unemployment among the youth. It is therefore critical that programs be put in place which aim to bring the youth outside the mainstream in. Educational training and skills development interventions are imperative for more inclusion of the youth into the economic affairs of the country. The challenge is to ensure that South Africa's macro economic strategy promotes economic growth and that it sufficiently addresses the differential impact of macroeconomic policy on various groups of people depending on class, race, age, gender, location and disability.
- f) **Lack of confidence and self assertion:** Whilst young people theoretically have access to a broader scope of employment opportunities in the labour market, these new opportunities are accessible to a narrow pool who have had access to skills development, education and training. In large measure, young people remain either within the traditional low paying bracket, all too often as casual workers. They are concentrated within positions that are low paying and which have high rates of turnover. This is not so helpful in building up the confidence of young people and making them believe in themselves and what they can achieve. Employing a young person as a cleaner to enable them to enter the marketplace is a good initiative, however it must be guarded against that such an initiative does not become a long-term solution for the young person. Programs should be put in place, which will open doors for such young people to develop themselves further and seize promotion opportunities.

- g) **Access to information:** Government, through its various agencies has put in place a number of interventions and programs in the interest of advancing the young people in the country. An important challenge continues to be in making this valuable information accessible to all who must benefit from it especially young women and young people with disabilities. As the cornerstone of the nation's future, young people should be on top of issues by acquiring knowledge so as to make contributions in societies. It is of paramount importance to consider young people in the deep rural areas and particularly young people with disabilities for accessing information. Programmes should be facilitated to ensure that all youth reach information they need to develop and make a difference.
- h) **Upward mobility in the workplace:** The youth faces many barriers with regard to moving up the ranks in the workplace. Lack of self confidence, the oppressive and stereotypical attitudes of those in leadership positions and little or no education and skills are some of the factors contributing to the challenge of upward mobility for the youth. It is important therefore that these and other challenges be closely examined in terms of how they could be addressed.
- i) **Experience Vs Potential**
- With the evolution of the knowledge based workplace, the 21 century workplace is operating differently from centuries before. The total economic system has changed substantially. This is a factor to be taken into consideration by employers particularly with the influx of young people into the workplace. The new economy is instructive of the workplace to respond in certain ways in order to cope with its demands. This forces organisations to abandon old ways of doing things and adopt new ways. While the old economy workplace emphasised on experience upon appointment, the new economy workplace gives recognition to the potential within people and thus emphasises the need to create an enabling environment for people to unleash their potential. Young people are often among those employees with no or insufficient experience but with enormous potential that can work to the advantage of the employer. The

Public Service as an employer should take these trends into serious consideration and remove all barriers to include young employees in high positions.

j) **General Empowerment of Young Women**

Young women often fall victim of various atrocities as a result of lack of knowledge. It becomes a vital call to action, to take up the responsibility of educating young women on factors relating to their well-being. Young women should be made aware on issues pertinent to social grants for example. This is so because of the growing tendency among young women particularly in rural areas to fall pregnant merely on the basis of obtaining grants. It becomes fundamental that general life skills programmes for young women be put in place by government departments through the various channels to reach out to young women, to empower them with knowledge and provide platforms of growth for them. Programmes such as learnerships, traineeships and mentorships should be enhanced and implemented to empower young women.

#### 1.4 YOUTH DEVELOPMENT AND THE PUBLIC SERVICE

- a) **Youth in leadership positions:** Young people, particularly here in South Africa have a proven track record of excellent performance. The 1976 group of young people made a remarkable mark in taking the initiative to lead the South African nation into a country free from all kinds of unfair discrimination. They prominently highlighted the potential and capacities of young people in issues pertinent to leadership. That is evident enough to accord young people positions of power and let them play active roles in leading the transformation process in the workplace. It is equally important however to provide an understanding among young people that being an effective leader requires a number of qualities such as; in-depth knowledge, extensive experience, tenacity and a high level of maturity. Such qualities are often acquired over a fair period of time and require a person to be open to learning and guidance.

- b) **Enabling environment:** An enabling and conducive environment for advancing the youth in the workplace is a “must do”. As the future leaders of the nation, the youth need to be channelled to do things the leadership way. This can only be achieved through the creation of an environment that is permissive of such a conduct. It is therefore critical to continually strive to eliminate all kinds of inequities and barriers in the place of employment. Age-based stereotypes and cultural attitudes are some barriers to an enabling environment, that should be eliminated at all cost and have mechanisms adopted to bridge such gaps for youth development.

## SECTION 2: OUTLINE OF THE CONCEPTUAL FRAMEWORK

### 2.1 STRUCTURE OF THE FRAMEWORK

The draft *Strategic Framework for Youth Development* is the fourth pillar of the Strategic Framework for diversity management *which* outlines the mainstreaming of youth development within the Public Service. It is represented in a form of the “*Parthenon House*” which is founded on the legislative and policy framework. There are three critical components of the strategy:

- a) The **vision** of achieving a developmental non-racial, non-sexist, inclusive Public Service
- b) The **four key or functional pillars** for achieving the vision, which are built by the **four process pillars** for implementation:
- c) The **ten core principles** upon which the Youth Development Framework rests.

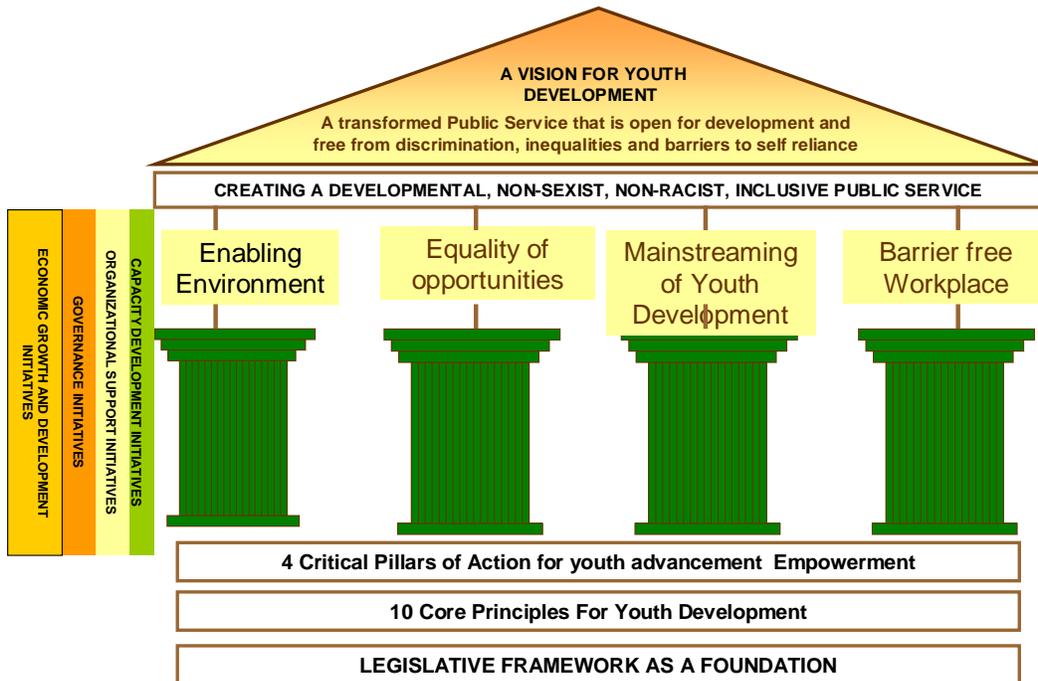
The **four functional** pillars or strategic programmes of action comprise:

- An enabling environment
- Equality of opportunities
- Mainstreaming of youth development
- A barrier-free workplace

Cutting transversally across these four functional pillars are the four **process** pillars which drive the implementation of the *Framework*:

- Capacity development initiatives
- Organisational support initiatives
- Governance initiatives
- Economic growth and development initiatives

## STRUCTURE AND CONCEPTUAL FRAMEWORK YOUTH DEVELOPMENT IN THE PUBLIC SERVICE



**Figure 1: Composite Elements of the Framework**

The ten core principles underlying the *Framework* are:

- Focus on all levels of employment
- Responding to the needs of the youth
- Representation of the youth
- Equality and non-discrimination
- Healthy integration and embracing change
- Building government capacity
- Addressing diversity of needs
- Human dignity, autonomy, development and empowerment
- Barrier-free Public Service
- Collaborative partnerships.

These principles underpin Public Service compliance to the imperatives contained in the South African National Youth Policy. In addition, they are premised on the

compliance to agreements contained in sub-regional, regional and international youth development instruments to which South Africa is a party, including the World Programme of Action on Youth (WPAY, 2000) and African Youth Charter (AYC, 2006).

## 2.2 VISION

The framework for Youth Development envision a transformed, inclusive Public Service that is open to development and that is free of discrimination, inequalities and barriers to self-reliance, and where ***the capabilities and potential of young people in leadership are reassured***. It is premised on the advancement and development of the youth as not only equal citizens but also the profitable contributors in the economy. It is about creating a workplace environment that has a special regard for young people as the value adds to the wealth of the country. It further intends to promote the youth's increased participation in leadership echelons.

The crux is to find sustainable solutions to the challenges faced by the youth, thereby bringing to a halt the vicious cycle of the general low morale, lack of recognition and low social status among young people.

## 2.3 MISSION

The mission of this strategic framework is to ensure value adding contributions of young people in the public service workplace by adopting initiatives and interventions that are geared towards sustainable development and empowerment in so doing creating an inclusive and open public service.

This therefore calls for the mainstreaming of Youth Development in such a way that youth development is not an add-on in the department's programmes and policies but a key aspect that demands first attention. This framework proposes a well defined, clear numeric target to be set by Cabinet which will state the representation of the youth particularly at senior management level. It further intends to urge government departments to strategically locate the Youth unit in such a way that the Head of Departments will have a direct bearing on youth

development. This will provide clear direction for the growth and development of the youth both in qualitative and quantitative terms.

## 2.4 LEGAL AND POLICY FRAMEWORK

In his 2007 State of the Nation Address, President Thabo Mbeki urged all key role players to, “intensify efforts to integrate youth development into the mainstream of government work”.

This political commitment to equality as a right for the youth is enshrined in the South African Constitution, Act 108 of 1996 and its Bill of Rights and expressed as, “The State may not unfairly discriminate directly or indirectly against anyone on one or more grounds including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, **age**, disability, religion, conscience, belief, culture, language and birth.”

Although no special mention of the youth as a group that was previously disadvantaged has been made in the Employment Equity Act of 1996, it stands unquestionable that the youth of this country, especially blacks, have endured the plight of inequality from the past regime such that no mention of the previously disadvantaged can be made without reference to the youth. The White Paper on Reconstruction and Development (WPRD 1994) was a plan for the newly elected democratic government as an effort to redress social and economic challenges faced by the country as a result of the discriminatory policies of the past government. Among other categories of the previously disadvantaged, the RDP had special consideration for the youth. This programme ensures that suitable interventions aimed at young people are established to redress backlogs on education, training, job creation and recreation.

Table 2 presents an outline of the legal and policy framework for promoting Youth Development in the Public Service, including the mandates derived from global instruments that the country is signatory to.

INTERNATIONAL INSTRUMENTS UNDERPINNING YOUTH DEVELOPMENT FRAMEWORK					
<ul style="list-style-type: none"> <li> <b>World Programme of Action on Youth (2000)</b>            This is an initiative by the United Nations Minister responsible for the youth in the world. The programme was adopted in 2000 and beyond, working at a 10 year plan aimed at addressing challenges faced by young people and to introduce opportunities that would enhance the youth's participation in the society.         </li> <li> <b>African Youth Charter (2006)</b>            The African Youth Charter is a political and legal document which serves as a strategic framework that gives direction for youth empowerment and development at continental, regional and national levels. The Charter is in line with the efforts of the African Union that seek to provide an avenue for effective youth development. The Charter was adopted in May 2006, and then endorsed by African Union Heads of States in July 2006. South Africa is in the process of ratifying and signing the Charter. The African Youth Charter is consistent with the South African Constitution and virtually, all its provisions are in line with the socio-economic programmes being implemented, or envisaged.         </li> <li> <b>United Nations Millennium Declaration and its Development Goals (MDGs), (2000)</b>            The MDG make special reference to the advancement and development of the girl child and young women as groups to be given peculiar attention on matters pertinent to the empowerment of the previously disadvantaged.         </li> <li> <b>The International Convention on Population Development, (1994)</b>            The International Conference on Population and Development (ICPD) of 1994 was the first major international conference in which South Africa participated as a free, democratic country. The Programme of Action (PoA) that emanated from the conference was among the first of the major international programmes that the young democracy endorsed. In the same year, the Reconstruction and Development Programme (RDP) became national government policy. The ICPD PoA and the RDP were the foundations on which South Africa's Population Policy (1998) was based.         </li> </ul>					
LEGAL FRAMEWORK					
Constitution of the RSA, Act 108 of 1996	National Youth Commission Act, 1996	National Youth Policy, 2000	Promotion of Equality and Prevention of Unfair Discrimination Act, 4 of 2000	Public Service Act, 1994 as amended & Regulations	National Youth Development Policy Framework, 2002 - 2007
STRATEGIC FRAMEWORKS FOR YOUTH DEVELOPMENT WITHIN THE PUBLIC SERVICE					
White Paper on the Transformation of the Public Service, 1995	White Paper on Affirmative Action in the Public Service, 1998	White Paper on Reconstruction and Development, 1994	White Paper on Social Welfare, 1997		
ECONOMIC AND SOCIAL POLICY FRAMEWORK AND SPECIAL PROGRAMMES					
Presidential Pronouncements and Budget Speech	ASGISA, JIPSA, EPWP	Medium Term Strategy Framework	National Spatial Development Strategies	Premier's State of the Province Address, Provincial Growth and Development Strategies	

**Table 2: The Legal and Policy Framework governing mainstreaming of Youth Development in the Public Service**

The Strategic Framework for Youth Development within the Public Service must be aligned with Government's priority areas and national action plan for the various government clusters. The key priority areas are summarised in Table 3 below:

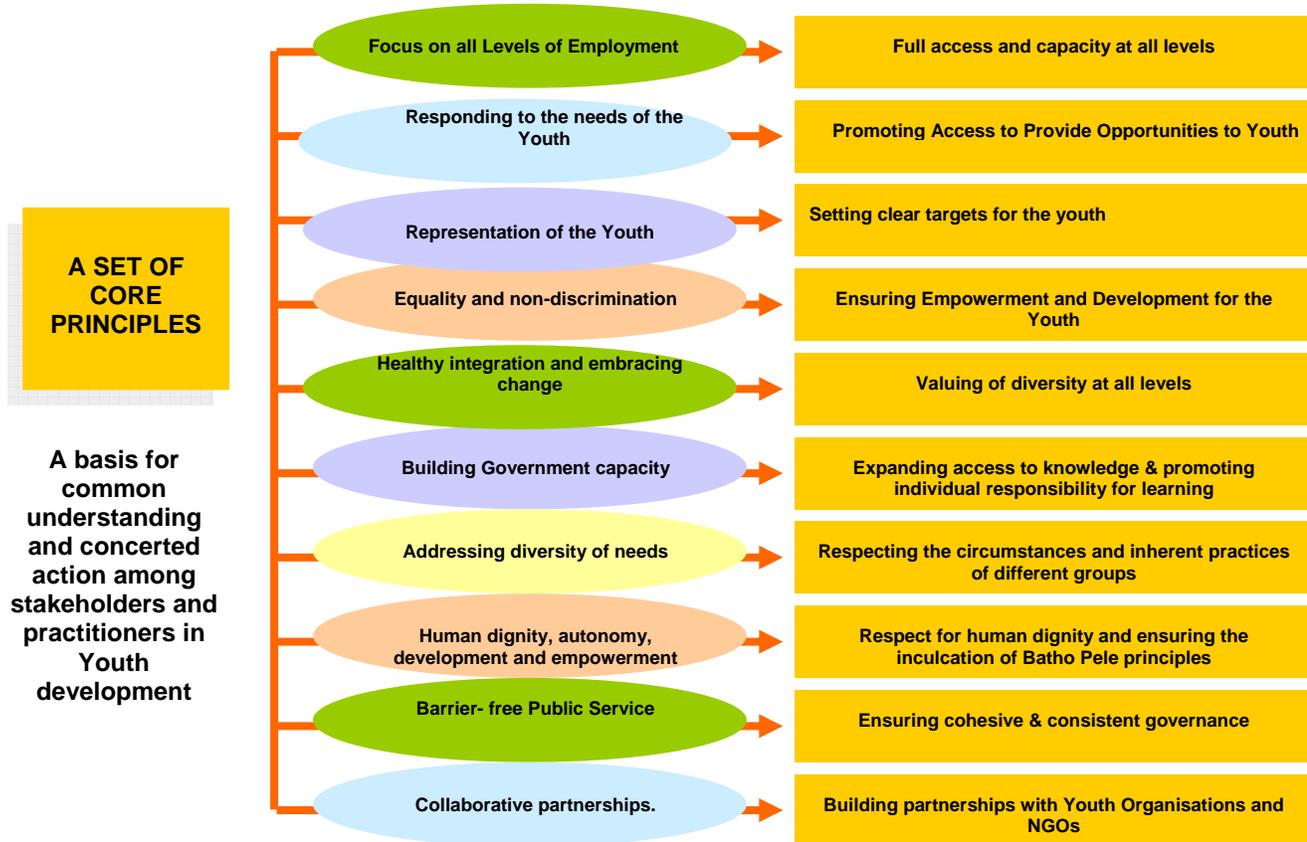
1. Transforming the country into a genuinely non-sexist society
2. Eradicating poverty and underdevelopment, within the context of a thriving and growing first economy and the successful transformation of the second economy
3. Securing the safety and security of our people
4. The further entrenchment of democracy in our country
5. Building a strong and efficient democratic state that truly serves the interests of the people
6. Transforming our country into a genuinely non-racial society
7. Opening the vistas towards the spiritual and material fulfillment of each and every South African
8. Contributing to the victory of the African renaissance and the achievement of the goal of a better life for the people of Africa and the rest of the world

***Table 3: Government's Key Priority Areas***

## **2.5 CORE PRINCIPLES**

This set of core principles has been derived through the review of available documents and international instruments pertaining to youth development, and the challenges faced by the youth. The policy priorities of government were always the focus point in the process as they provided the key strategic point of reference.

The set of ten core principles identified in Figure 2 underpin the vision for the *Framework*. Figure 2 provides an elaboration of the core principles as these relate to the Framework on Youth Development:



**Figure 2: The Ten Core Principle**

These core principles are a set of value-based understandings which guide our behaviour and interactions, and are geared towards an understanding of the achievement of a transformed Public Service. They seek to establish a common set of beliefs and understanding among practitioners and stakeholders, so that programme interventions are not based on different stakeholder assumptions. Realising the established vision and ensuring that all will act to ensure progress is predicated on this common set of principles. The most highly prioritized principles which affect the application of the strategic framework are presented and explained below. These principles are by no means exhaustive. They may, however, represent the foundation of a process through which consensus is derived about

additional principles that may be appropriate and relevant for promoting implementation success.

**The core principles indicated in Figure 2 are detailed below:**

- a) **Focus on all Levels of employment:** Any organization has to operate at maximum performance and fulfil demands that are spread across a wide spectrum of complex levels. The *Framework* must be inclusive of all employees in the Public Sector, in this respect, it must focus on senior and executive management, middle managers, operational and technical staff as well as staff at the lowest level of the occupational ladder. While the inclusion of young people is critical at all levels of the organisational ladder, their visibility at decision making positions is paramount. Each employee with the inclusion of the youth, has a role to play in enhancing performance and service delivery in their respective departments, and each has a right to opportunities for development. Consideration of the needs of young people particularly young people with disabilities at different levels and in occupational categories has to be emphasized.
  
- b) **Responding to the needs of the youth:** This is primarily a social-economic imperative to normalise society and achieve sustainable and embedded transformation. To effectively implement this it takes some introspection with regard to one's values, beliefs and behaviours related to how one perceives the youth as a previously disadvantaged, more so the youth suffering under different forms of plight such as HIV and AIDS. This awareness is crucial to the manner in which a Public Service official responds to young people's needs particularly young people with disabilities and young women. Stereotyping, ill-conceived perceptions and negative attitudes become emphatic barriers to the advancement and development of the designated groups such as the youth, as Public Service employees or as the clients to such services. The Public Service must endeavour to address disparities in respect of age, race, gender and background, promote equal opportunity and create a culture that embraces diversity as constitutionally outlined.

- c) **Representation of young people:** Fundamental to the creation of a developmental non-sexist, non-racist and fully inclusive Public Service is the process of achieving equity, parity, representation and participation of the designated groups in the employ of the Public Service. It is imperative that any strategy that aims to promote and protect human rights and human dignity of all people, must ensure that it first gets the “numbers game” right. Thus, it is paramount that numeric targets be officially set by Cabinet for the advancement of the youth in the Public Service workplace. Concomitantly, affirmative action measures and special measures to empower the youth are critical in order to increase their participation in all occupational categories and levels. Furthermore it is essential to ensure that processes of policy and programme generation that are aimed at advancing designated groups include participation by members belonging to such groups. Participation in key decision-making that concerns the youth cannot take place without the youth that it seeks to address.
- d) **Equality and non-discrimination:** The principles of equality and non-discrimination are the cornerstones of democracy upon which the South African constitution is based. Any discrimination based on any grounds such as age, sex, race, ethnicity, language, religion or belief, political or any other opinion, disability, or sexual orientation contravenes such constitutional imperatives. Pivotal to the transformation of the Public Service is the principle of non-discrimination and upholding the value that discrimination on any unfair grounds should be eliminated. While this is the case, it should be remembered that a core principle adopted by government in the promotion of the interests of, and access to opportunities, by designated groups of which the youth technically forms part of, is constituted as “fair discrimination”. The Public Service upholds, promotes and disseminates the values and practices underlying the fight against discrimination, including through the use of awareness-raising campaigns and diversity management interventions.

- e) **Healthy integration and embracing change:** In order to successfully facilitate a healthy integration among employees, the organizational culture needs to be built on honest feedback and should be supported by a system where change is embraced at all levels. Such an approach needs to be supported by means of open and transparent performance and feedback within the context of non-discrimination. Cultural phenomena and traditional value systems, including issues such as race, age, language, ethnicity and religion, need to be addressed in order to achieve progressive integration that is free of prejudice. Culture change therefore requires a paradigm shift. If the organizational ethos, culture, beliefs and values do not incorporate flexibility and innovation, then it is critical to ensure that it strives to become flexible and innovative in order to survive the challenges of an ever-evolving workplace and competitive global markets. In a highly evolving Public Service, the manner in which organizations are able to adopt change, and adapt to it effectively, will impact on their ability to become high performing learning organizations.
- f) **Building Government capacity:** An effective and efficient Public Service is central to South Africa as a developing State, and therefore the issue of development is always core to its agenda. These developmental imperatives are pressing and demand urgent redress, particularly for those issues that impact directly on the lives and welfare of young people in South Africa. It is therefore always a “call to action” in and for the Public Service. This context therefore merits comprehensive and multi-sectoral approaches and responses that combine both the capacity and unique strengths of all sectors of the Public Service. Any agenda for transformation in the Public Service must, therefore, always take cognizance of the developmental need for the young people and therefore be responsive to their capacity development and empowerment.
- g) **Addressing diversity of needs:** A thorough understanding of the ways in which environmental pressures impact on organizational life is essential to the effective management of diversity. In order to improve the organization’s overall

effectiveness, it is essential to recognize and acknowledge the different needs of all youth such as young women, youth with disabilities and black youth.

- h) **Human dignity, autonomy, development and empowerment:** The implication of human dignity is that every employee should be acknowledged as an inherently valuable member of the Public Service who brings a unique contribution to the workplace. The potential and energy brought in the workplace by the youth should be harnessed through proper channels of empowerment. The youth needs to be provided with space for mutual respect and esteem in order for them to release their maximum potential.
  
- i) **Barrier-free Public Service:** There is a need to maintain an inclusive, barrier-free work environment that is accessible to all including young people with disabilities. Respect for an individual's right to privacy and confidentiality should be maintained at all times. The Public Service is mindful of these factors in terms of the planning and design of work-related events so that events and opportunities are accessible to all employees. Professional barriers (e.g. lack of advancement, mentoring, and training opportunities) and psychological barriers (e.g. issues related to balancing family/work expectations and sexual discrimination/ harassment) that usually affect the progress and well-being of young people in the workplace need to be eliminated. The removal of these barriers will, ultimately, result in departments improving their service delivery levels.
  
- j) **Collaborative Partnerships:** The need for partnerships between the Public Service and organisations like Youth Development Organisations Disabled People's Organisation of South Africa, and other Non-Governmental Organisations is becoming increasingly important as needs, trends, and issues are identified. The essential elements that are associated with successful collaborative partnerships are those of networking and visioning. The establishment and sustainability of these collaborative partnerships should

ideally be built on mutual strengths and help create innovative services and processes for the Public Service and communities.

## **2.6 CRITICAL FOUR PILLARS OF ACTION**

This component of the strategy comprises a set of key pillars to be undertaken in implementing the Framework. They can essentially be described as the strategic pillars of the Framework and therefore form the centre or kernel of the strategy. It embodies 4 pillars or strategic initiatives and a number of actions for implementation. The four strategic pillars are:

### **2.6.1 AN ENABLING ENVIRONMENT**

Creating an **enabling environment** that is conducive for advancing young people. This includes among others establishing appropriate institutional mechanisms, creating an enabling organisational culture, ensuring knowledge of the legal framework by the youth. Figure 3 provides a schematic representation of this functional pillar with its activities, including the transversal process pillars or initiatives.

### **2.6.2 EQUALITY OF OPPORTUNITIES**

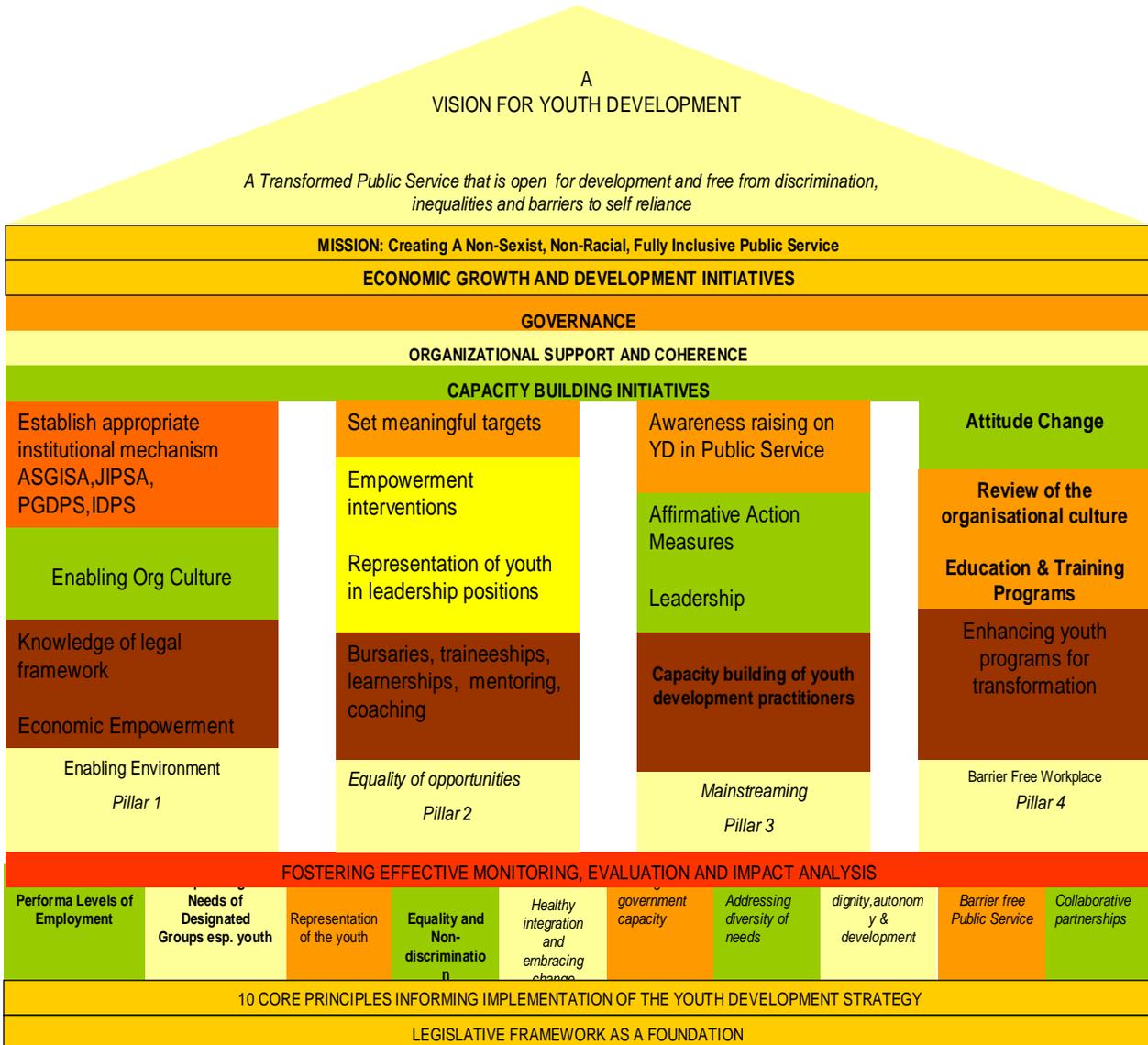
This is about ensuring the achievement of **equity** in the Public Service through the equalization of opportunities and treatment. It incorporates aspects of setting meaningful targets, putting in place empowerment interventions, giving prior focus on the youth in leadership and making available resources such as bursary facilities to advance the youth. Figure 3 provides a schematic representation of this functional pillar with its activities, including the transversal process pillars or initiatives.

### 2.6.3 MAINSTREAMING YOUTH DEVELOPMENT

This is about incorporating youth issues into all policies, projects, programmes and day to day work of government. It takes into consideration such factors as raising awareness on youth development in the public service, utilising affirmative action measures to advance the previously disadvantaged youth and ensuring that the youth development practitioners are well capacitated to deliver services. Figure 3 provides a schematic representation of this functional pillar with its activities, including the transversal process pillars or initiatives.

### 2.6.4 BARRIER-FREE WORKPLACE

Creating a **barrier-free workplace** to ensure that young people are provided with equal chances for empowerment and they develop both as employees of the State and as users of government's services through the removal of physical, attitudinal, social, economic and psychological barriers. Figure 3 provides a schematic representation of this functional pillar with its activities, including the transversal process pillars or initiatives.



**Figure 3: A Conceptual Framework for Youth Development in the Public Service**

## 2.7 PROCESS PILLARS TO ENSURE IMPLEMENTATION

The process (operational) pillars of the Framework for promoting youth development cut across all functional pillars. It is the basis on which the implementation of the framework is premised. These four key initiatives are the defining pillars on which the Public Service Human Resource Development Strategy and to which the *Framework* has been linked. They serve as the

underlying basis on which the emancipation, empowerment, development and advancement of young people, must be founded. Each of the four key initiatives is briefly described below:

### **2.7.1 CAPACITY DEVELOPMENT INITIATIVES**

Capacity development initiatives are represented in those activities which add value in strengthening our ability to build human capital. Human capital must be built efficiently and effectively, with the infrastructure put in place to promote ease of access. Interventions such as the learnerships, internships, mentorship programs, traineeships are to be given primary consideration in order to advance the youth development agenda. These capacity development initiatives are implementable in order to promote the advancement and empowerment of the youth.

### **2.7.2 ORGANISATIONAL SUPPORT INITIATIVES**

The success of the strategy for promoting youth development in the Public Service depends on the extent to which pertinent organizational support structures and systems in place are properly utilised. The strategy cannot function effectively without proper structures and processes for allocating and managing assigned responsibilities and resources, and without proper operational systems for promoting effectiveness and efficiency. Government departments must ensure that proper structures are put in place for the advancement of young people. This organisational support is essential to the success of this strategy.

### **2.7.3 GOVERNANCE AND INSTITUTIONAL DEVELOPMENT INITIATIVES**

Governance and Institutional Development Initiatives refer to the manner in which youth development will be promoted, governed and supported in the Public Service. Governance here refers to the manner in which strategic leadership will be provided in order to ensure successful implementation of the

Framework. It also entails the interventions that will be made to track progress, promote quality and integrity and impact assessment. Governance is about establishing a policy environment where the full implementation of national policies is given prior attention. Young people in the traditionally labouring jobs such as cleaning are to be offered opportunities to advance their development and seize promotional opportunities.

#### **2.7.4 ECONOMIC GROWTH AND DEVELOPMENT INITIATIVES**

In its overall agenda government seeks to build an economically vibrant state and simultaneously address the many challenges which affect the welfare of its people, in particular, designated groups. These include: poverty and its consequences; unemployment (especially among young people); lack of housing; the impact of HIV and AIDS on individuals, households, communities and the society at large; crime and corruption. Many government programmes and initiatives are undertaken in skills development in response to driving the development agenda forward, to increase employability and, in turn, increase the chances of economic growth of the country. Government also fosters and forges effective partnerships with the aim of empowering such organizations and providing them with information on services and opportunities that are available. This is critical in the development and advancement of youth issues. These economic growth and development measures and strategic activities are implementable for the development of youth.

#### **2.8 BUILDING BLOCKS OF THE FOUR PILLARS**

There are specific areas of focus that have been identified within the strategic approach to promoting youth development in the Public Service. These focus areas form the key components of the Framework and are set in a framework that gives them meaning, relevance and strategic focus. The conceptual

approach to youth development is represented by Figure 3, the purpose of which is to provide a graphic representation of the Framework as a whole.

Figure 3 highlights the key elements, initiatives and priorities of the Youth Development Framework for the Public Service. The representation again utilises the form of a “Parthenon House” with four pillars, where each pillar is one functional area in the overall process of advancing the youth. A transverse pillar of key government initiatives cuts across all four pillars. In effect it represents a holistic approach to empowering and advancing young people in the Public Service.

## **SECTION 3: STRATEGIC APPROACH TO MAINSTREAMING YOUTH DEVELOPMENT**

The following four process pillars transversally cuts across the four functional pillars which drive implementation of the Youth Development Framework. These implementation initiatives are substantive programme interventions that are intended to provide the institutional, human and economic resource foundation for the achievement of youth development. The initiatives are as follows:

- Capacity development initiatives;
- Organisational support initiatives;
- Governance initiatives;
- Economic growth and development initiatives.

### **3.1 CAPACITY DEVELOPMENT INITIATIVES**

Capacity development initiatives are represented in those activities which add value in strengthening Government's ability to build human capital. Human capital must be built efficiently and effectively, with the infrastructure put in place to promote ease of access. Strengthening capacity of young people including young people with disabilities and young women in order to render them employable, skilled and able to take up positions in decision-making levels effectively, is one of the core objectives of this framework. Capacity development should be seen in its variety of forms so that the right set of training options or responses to challenges can be explored in response to the unique circumstances of each setting. Figure 4 provides a framework for the capacity development initiatives that are seen as critical in promoting youth development. The rationale and intended outcomes of each element are outlined in Table 4. Following this is the table outlining the content structure of the capacity development initiatives that government departments should undertake in promoting youth development.

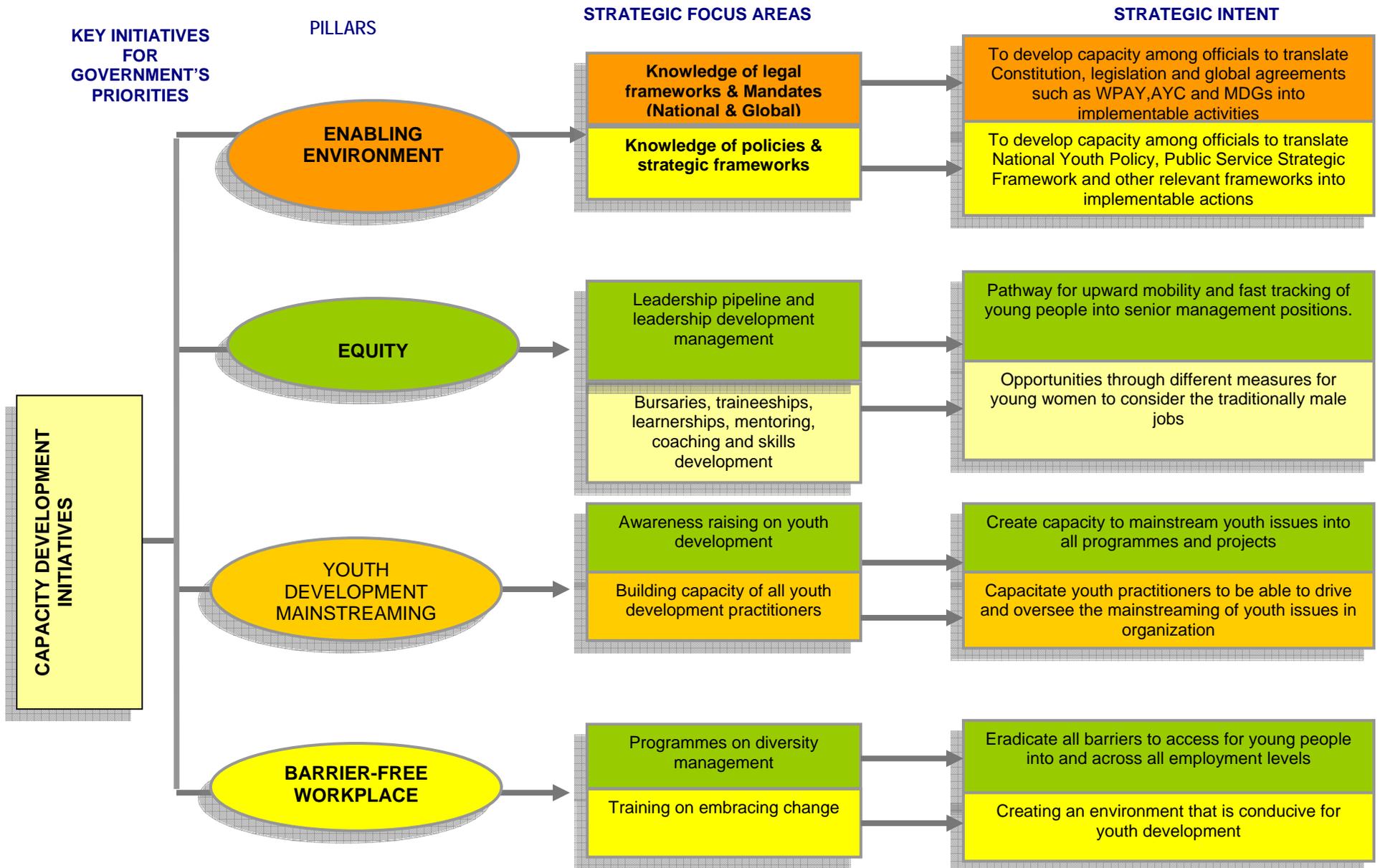


Figure 4: Strategic Framework for Capacity Development Initiatives for Youth Development

AREAS OF FOCUS FOR CAPACITY DEVELOPMENT	SUMMARY OF RATIONALE	INTENDED OUTCOMES
Knowledge of youth-related legal frameworks & Mandates (National & Global)	<p>The rationale for capacity development for the youth is the need for a multi-faceted approach. Building capacity of young people including young people with disabilities and young women in order to render them employable, skilled and able to take up positions in decision-making levels effectively, is one of the core objectives of this framework. It is also critical to create knowledge of youth imperatives at the line function level among officials who have to integrate youth issues in their day to day work. Equally critical is the need to build leadership within the Public Service to ensure that young officials are able to discharge their responsibilities effectively and efficiently towards growth, reconstruction and development with an over-arching transformational perspective.</p>	To develop capacity among officials to translate Constitution, legislation and global agreements such as WPAY, AYC and MDGs, into implementable youth development-related activities
Knowledge of youth-related policies & strategic frameworks		To develop capacity among officials to translate National Youth Policy, Public Service Strategic Framework and other relevant frameworks into implementable actions
Leadership pipeline and leadership development management for young people		Pathway for upward mobility and fast tracking of young people into senior management positions.
Bursaries, traineeships, learnerships, mentoring, coaching and skills development for young people		Opportunities through different measures for building skills and capacity in young people for different levels in the Public Service
Training on youth development mainstreaming for all officials		Create capacity to mainstream youth issues into all programmes and projects
Building capacity of all youth development practitioners		Capacitate youth development practitioners to be able to drive and oversee the mainstreaming of youth development in organization
Programmes on diversity management		Eradicate all barriers to access for youth into and across all employment levels
Training on advancing the youth		Creating an environment that is conducive for youth development

**Table 4: Prioritized Focus Areas for Capacity Development for Youth Development**

### **3.2 ORGANISATIONAL SUPPORT INITIATIVES**

The success of this framework for the Public Service depends on the extent to which pertinent organisational support structures and systems that are in place are properly utilised. The strategy cannot function effectively without proper structures and processes for allocating and managing assigned responsibilities, and without proper operational systems for promoting effectiveness and efficiency. Organisational support is therefore essential for the success of this strategy. Figure 5 provides a framework for the organisational support initiatives that are critical in promoting youth development. Table 5 provides an outline of the rationale and intended outcomes

AREAS OF FOCUS FOR ORGANISATIONAL SUPPORT SUMMARY OF RATIONALE AND OUTCOMES		
AREAS OF FOCUS FOR ORGANISATIONAL SUPPORT	SUMMARY OF RATIONALE	INTENDED OUTCOMES
Conducive organizational culture, attitude change & mind-shifts	The strategy requires appropriate and effective structures and processes for allocating and managing assigned responsibilities. The strategy takes as its premise the understanding that appropriate and efficient operational systems will promote effectiveness and efficiency in achieving the goal for youth development.	Creating a climate of appropriate attitudes and sensitivities for youth's advancement in the workplace
Adequate resources (human capital and financial)		MTEF and other planning to provide adequate financial and human resources for the achievement of youth development in the organization. Adequate budgeting for youth development to occur.
Programmes for upward mobility of young people into management		Set up targets for youth representation in decision-making positions.
Workplace conducive for young people with disabilities		Accessibility into employment and upward mobility especially increasing representation in SMS levels through removal of all forms of barriers in the workplace and skills development for young people, bursaries and other measures
Integration of youth programmes into all policies and projects		To ensure that youth issues are taken into consideration in all work of the department to ensure a better life for young people.
Integration of youth development in strategic plans, MTEF, cluster and sector plans		Provision of adequate resources for driving the youth development agenda in departments
Organizational culture and workplace attitudes conducive to achieving gender equality		Addressing issues that obstruct or hinder youth's advancement in the workplace

**Table 5: Prioritized Focus Areas for Organizational Support for Youth Development**

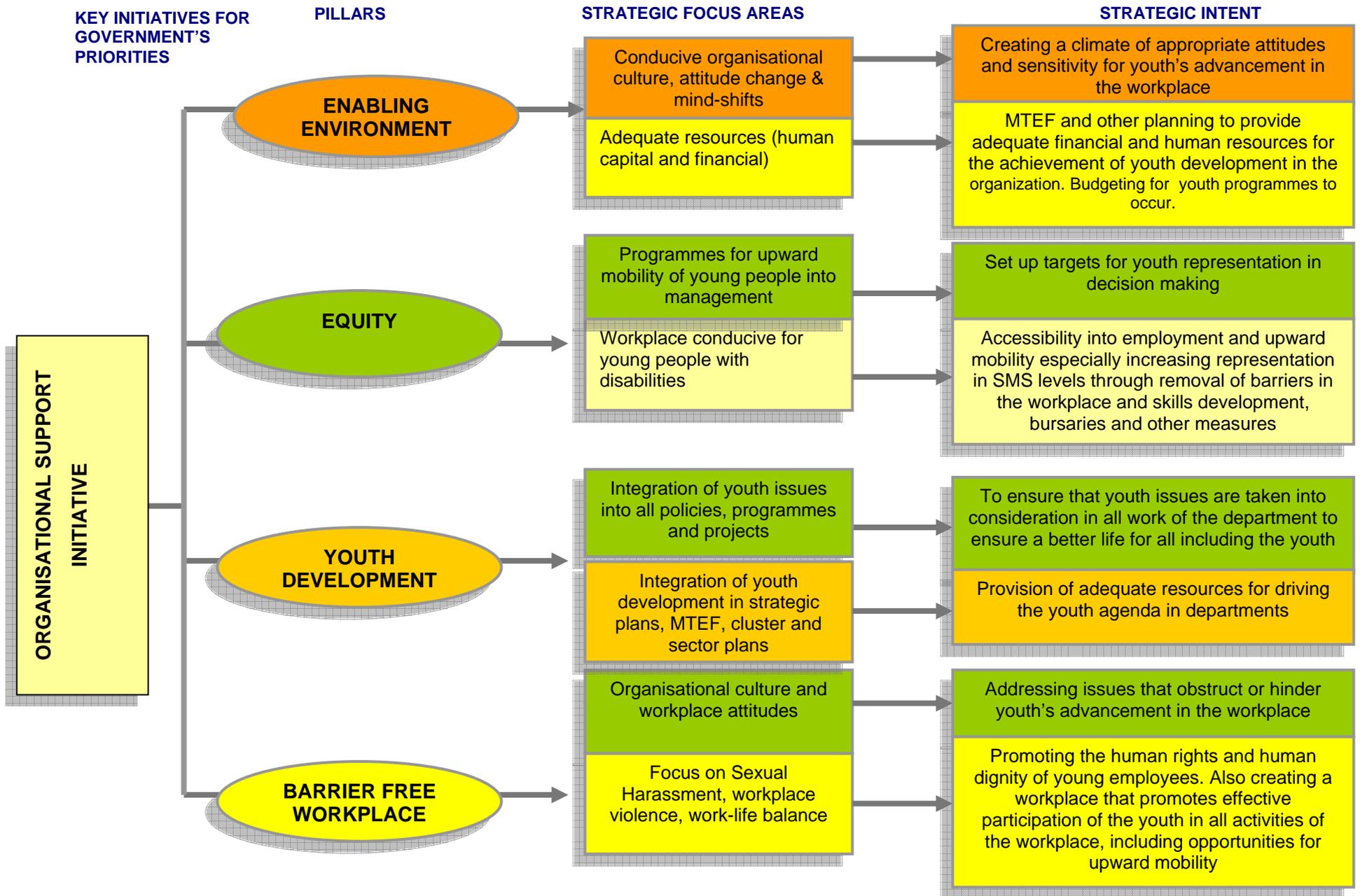


Figure 5: Strategic Framework for Organisational Support Initiatives for Youth Development

### **3.3 GOVERNANCE AND INSTITUTIONAL DEVELOPMENT INITIATIVES**

The areas of strategic focus within this pillar are key to “driving” the strategy through effective and committed leadership and good governance. These areas of focus are important in that they will provide support and build strength in areas of weakness related to the mainstreaming of youth development. Figure 6 provides a framework for the youth development related governance and institutional development initiatives that are critical in promoting youth development. The rationale and intended outcomes of each element are outlined in Table 6.

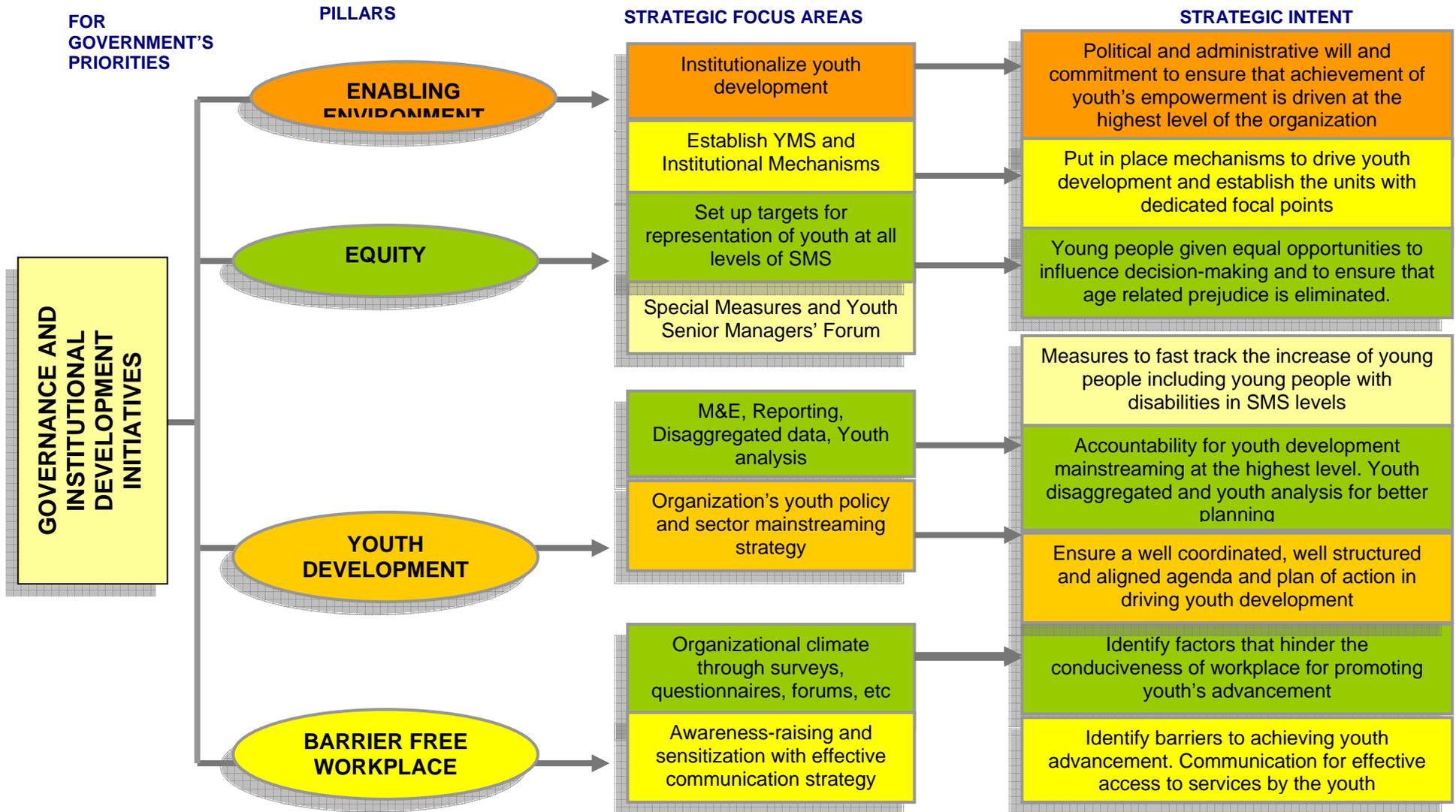


Figure 6: Strategic Framework for Governance and Institutional Development Initiatives for Youth Development

AREAS OF FOCUS FOR GOVERNANCE	SUMMARY OF RATIONALE	INTENDED OUTCOMES
Institutionalize Youth Development	Effective and committed leadership and good governance are critical drivers for advancing youth development. These areas of focus are important in that they will provide support and build strength in areas of weakness related to the effective mainstreaming of youth development.	Political and administrative will and commitment to ensure that achievement of youth's empowerment and advancement is driven at the highest level of the organization
Establish Youth Development Management Systems		Put in place mechanisms to drive youth development units with dedicated focal points
Set up targets for representation of youth at all levels		Young people given equal opportunities to influence decision-making and to ensure that the youth is not discriminated against on the grounds of their age
AA, Special Measures and Young Senior Managers Forum		Measures to fast track the increase of the youth in SMS levels with particular interest to young people with disabilities and young women
M&E, Reporting, Disaggregated data, youth analysis		Accountability for youth development at the highest level. Youth disaggregated and youth analysis for better planning.
Organization's youth policy and sector mainstreaming strategy		Ensure a well coordinated, well structured and aligned agenda and plan of action in driving youth development.
Organizational climate through surveys, questionnaires, forums, etc		Identify factors that hinder the conduciveness of workplace for promoting the advancement of the youth
Awareness-raising and sensitization with effective communication strategy		Identify barriers to achieving youth advancement. Communication for effective access by the youth particularly the youth in rural areas.

**Table 6: Priorities Focus Areas for Good Governance for Youth Development**

### 3.4 ECONOMIC GROWTH AND DEVELOPMENT INITIATIVES

In its overall development agenda the Government seeks to build an economically vibrant state and simultaneously address the many challenges which affect the welfare of the people of South Africa, and in particular the designated groups such as the youth. As noted earlier South Africa faces a range of critical socio-economic challenges, including poverty and the impact of underdevelopment on the lives of people; unemployment and under-employment, particularly among young women, young people with disabilities and African youth, the lack of housing, the economic impact of HIV and AIDS on young people, households, communities and the society at large, and the economic consequences of crime and corruption.

Government's efforts to address these issues are frustrated by the low skills base in key sectors within the labour market. Many Government programmes and initiatives in skills enhancement and capacity development, specifically under the ASGISA and JIPSA initiatives, should be undertaken in response to the general absence of young people with the appropriate skills, especially among young women, young people with disabilities and the black youth for driving the development agenda forward. Such increased skills development exercises by Government increases the opportunities for economic empowerment of the youth of South Africa which in turn increases the chances of economic growth to the country.

Figure 7 provides a framework for the economic growth and development initiatives that are critical for promoting youth development. The rationale and intended outcomes of each element are outlined in Table 7.

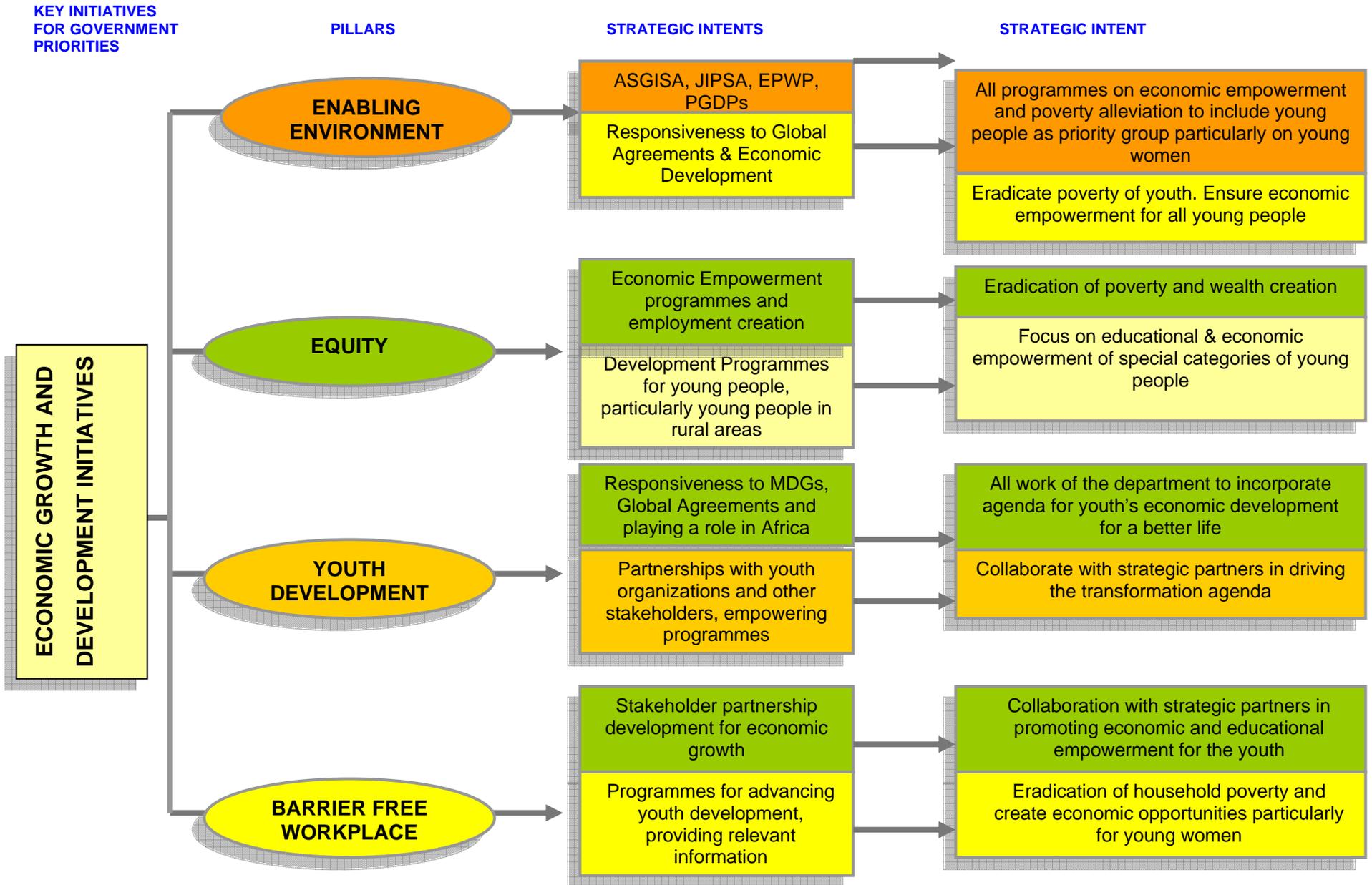


Figure 7: Strategic Framework for Economic Growth and Development Initiatives for Youth Development

AREAS OF FOCUS FOR ECONOMIC GROWTH AND DEVELOPMENT SUMMARY OF RATIONALE AND OUTCOMES		
AREAS OF FOCUS FOR ECONOMIC GROWTH AND DEVELOPMENT	SUMMARY OF RATIONALE	INTENDED OUTCOMES
ASGISA, JIPSA, EPWP, PGDPs	<p>South Africa faces a range of critical economic developmental challenges. Government's efforts to address these issues are weakened by the low skills base in key sectors within the labour market such as the youth sector. Many Government programmes and initiatives in skills enhancement and capacity development, under the ASGISA, JIPSA and EPWP initiatives, are undertaken in response to the general shortage of appropriate skills, especially among young people for driving the development agenda forward. Government-driven skills development programmes are aimed at increasing opportunities for economic empowerment of young people which in turn increases the chances of economic growth for the country.</p>	All programmes on economic empowerment and poverty alleviation to include the youth as priority group. Eliminate feminization of poverty among young women
Responsiveness to Global Agreements & Economic Development		Eradicate poverty of the youth. Ensure economic empowerment for all young people
Economic Empowerment programmes and employment creation		Eradication of poverty and wealth creation
Programmes for young people and rural youth		Focus on educational & economic empowerment of special categories of the youth
Responsiveness to MDGs, Global Agreements and playing a role in Africa		All work of the department to incorporate agenda for youth development for a better life for all young people, including for young people in Africa
Partnerships and empowerment		Collaborate with strategic partners in driving the agenda
Stakeholder partnership development for economic growth		Collaboration with strategic partners in promoting economic and educational empowerment for the youth
Programmes for poverty alleviation for the youth, especially youth in rural areas and young women		Eradication of household poverty and create economic opportunities particularly for young women

**Table 7: Prioritised Focus Areas for Economic Growth and Development**

## **SECTION 4: KEY INITIATIVES TO ENSURE IMPLEMENTATION OF THE FRAMEWORK**

### **4.1 SHORT- MEDIUM- AND LONG-TERM OBJECTIVES**

The strategic approach adopted in this framework, combines key elements that are required for the overall success of this initiative, which is required for the short, medium and long-term. Table 8 indicates what goals should be achieved over the short, medium and long term.

	Short-Term Objectives	Medium-Term Objectives	Long-Term Objectives
<b>Strategic approach</b>	<ul style="list-style-type: none"> <li>• Targets to be set for Increased representation of and participation by the youth in key decision making levels within the Public Service</li> <li>• Improved service delivery to improve the quality of life for all youth</li> <li>• Established partnerships with youth focused organizations</li> <li>• Work place conducive to well-being of the youth</li> </ul>	<ul style="list-style-type: none"> <li>• Policy development and Implementation Phase</li> <li>• Training and development phase</li> <li>• Impact Evaluation of Interventions</li> </ul>	<ul style="list-style-type: none"> <li>• Youth Mainstreaming Strategy for youth empowerment</li> <li>• Transformation for genuine equality</li> </ul>
<b>Target Date</b>	•	•	•
<b>Macro-Indicator/s</b>	<ul style="list-style-type: none"> <li>• Programs and interventions in place to achieve the set target.</li> <li>• A clear target for young people with disabilities employed.</li> <li>• Increased access by young people to basic services, health care, education, skills development, housing, economic opportunities, finance, information technologies and micro-credit.</li> <li>• HR and other relevant policies reviewed for alignment of the youth development agenda, and where necessary, new policies</li> </ul>	<ul style="list-style-type: none"> <li>• Recruitment and other HR policies reviewed from a youth development perspective, and where necessary, new policies formulated.</li> <li>• Youth Development guidelines and standard operating procedures developed for implementation of policies and strategies</li> <li>• Full roll-out of training manual on youth development mainstreaming in the Public Service</li> <li>• Development of leadership pipeline for the youth into Senior Management levels</li> </ul>	<ul style="list-style-type: none"> <li>• Sectoral and cluster youth development mainstreaming strategy in place</li> <li>• Youth development considerations integrated into all programmes, policies and projects</li> <li>• Impact evaluation reports reflect youth development mainstreaming success</li> <li>• Equitable access for young people, including, young women, rural youth young people with disabilities to all resources and opportunities.</li> </ul>

	<p>formulated.</p> <ul style="list-style-type: none"> <li>• A cadre of capacitated and skilled youth created through learnerships and other development measures.</li> <li>• Utilisation of youth organisations and other networks for establishment of databases with age and disability disaggregated data.</li> </ul>		<ul style="list-style-type: none"> <li>• Non-discriminatory recruitment practices that seek to advance young people.</li> </ul>
<b>Micro-indicators</b>	<ul style="list-style-type: none"> <li>• Information freely available to young people</li> <li>• Physical infrastructure accessible for young people with disabilities</li> <li>• Number of youth interns and trainees employed.</li> </ul>	<ul style="list-style-type: none"> <li>• A culture of accessibility for the youth, both to information and to the built-environment, cultivated in the Public Service.</li> </ul>	<ul style="list-style-type: none"> <li>• A barrier-free Public Service that attracts young people and is accessible to, and accommodative of them.</li> </ul>

**Table 8: Strategic Approach for Promoting Youth Development in the Short, Medium and Long Term**

## SECTION 5: MONITORING AND EVALUATION

An effective, efficient and implementable monitoring and evaluation system is required if this Public Service Strategy is to be successful in achieving national priority of youth development. Such a system can be developed for both, the individual department level, and for the Public Service as a whole. At the departmental level, the monitoring and evaluation system should be aligned to the Government-wide Monitoring and Evaluation Framework. Departments would be expected to develop appropriate micro-indicators. At the Public Service level, the **dpsa** is proposing a Monitoring and Evaluation system comprising various Steering Committees for the Human Resource Management and Development components.

These Steering Committees will communicate and inform policy amendment and development, other interventions as well as provide a reporting platform for the achievement of the set goals. The steering committee for youth development will be constituted of 9 Provincial representatives (from the Office of the Premier) and at national level, representatives from departments responsible for mainstreaming of youth development.

The Steering Committee will be coordinated through the DDG-HRM&D within the **dpsa** and will meet on a quarterly basis, culminating in an annual forum. A report from these monitoring meetings will be forwarded to the DG: **dpsa** on a biannual basis.

The Persal system will also be of assistance as a monitoring and evaluation tool as it will be able to indicate the increase or decrease in the number of young people and their positioning within the Public Service.

The periodic reports of the Public Service Commission, with their own indicators will provide an overall picture of the performance of the Public Service with regard to the implementation of the Youth Development Framework.

Departments are responsible for developing their own specific outcome indicators to which they must aspire and against which they must measure their progress. Each department's monitoring and evaluation system of the framework will have to incorporate indicators on youth development.

In essence, the main features of the implementation of the Youth Development Framework are as follows:-

- A Generic Implementation Plan
- Quarterly Monitoring and Evaluation meetings to provide public service organizations with the opportunity to report on progress in implementation at the Steering Committee meeting.
- Biannual reporting to the DG: DPSA on progress made
- An annual Steering Committee meeting to track progress on Implementation.
- An annual Performance Progress Report

## **SECTION 6: SUMMARY STATEMENT**

The intended Youth Development Framework as outlined herein is presented as the basis upon which all initiatives to advance the youth can promote a common vision and strategic thrust. It is presented here as a platform for a cohesive and concerted effort, and as a call to action for all whose role may contribute to the transformation of the Public Service through building capacity and capabilities.

Without a strong commitment to and investment in addressing youth development, the goal of eliminating discriminatory practices and attitudes against young people in the workplace will remain elusive. The approach taken in this framework, therefore, is that youth development is not only a youth issue, but should concern and fully engage a government that can and do contribute to advancing young people, as individuals, within the workplace and in all spheres of society. The developmental approach in the advancement of young people that is followed in the document also acknowledge that discriminatory barriers and practices are challenges not only facing the youth and do need to be addressed.

We believe that the framework is responsive to the current circumstances of the youth as it was formulated based on latest research. We are looking forward to inputs and comments from the Public Service in order to develop a Strategic Framework reflective of young people's concerns.