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A Dissertation

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with the provisional title:

An Assessment of Government's National Youth Policies' impact on Entrepreneurship
Development of Unemployed Youths at Grassroots Level in Empangeni.

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DEDICATION

To God Almighty, for His goodness and mercy; To all African youths in general – it is high time we expand our socioeconomic horizon for the best; To my son, Abraham Nkemjika Ede and his nannies, Juliette and Rebecca who inspired and supported me during those terrible times. God will place them high above their enemies.

ABSTRACT

All over the world, public and private sectors of the economy have made ample effort in the formulation and implementation of development policies to alleviate the problem of youth unemployment in their society. Post-Apartheid governments in South Africa have not been different in their determination to improve on the lives of the youth through salient policies and programmes. Despite numerous efforts by government through voluminous legislative policies, little has been chronicled in terms of their efficacy and effectiveness due to the dearth of scholarly examination, especially at grassroots level. This is coupled with the fact that the few existing pieces of literature in the field have not reflected the plight of young people aged 15-34, which is in line with the latest definition of 'youth' in South Africa. The study, therefore, intends to establish that, since 1994, the nation's policy formulation and implementation mechanisms have made some impact (positive and negative alike) on the lives of its young populace, and the most prominent of its strategic policy – the Integrated Youth Development Strategy – has also impacted on both small and medium scale business sectors, as well as of large-scale enterprise development in the country.

A sample size of over 185 respondents whose opinion was solicited by means of questionnaire and interview schedules formed the primary data source, and the evaluation of globally renowned youth development programmes like 'Women's Income Generating Support' (WINGS), 'Youth Opportunity Programme' (YOP) and 'Start and Improve Your Business' (SIYB) in Uganda, formed the source of the secondary data of the study. The implication of this research is, if such result-oriented programmes can be replicated fully at the grassroots level in South Africa, young men and women will have new hopes for better economic engagement, in a country with one of the world's highest unemployment rates. The uniqueness of this study is consistent with overall national concern to the deteriorating situation of unemployed youths in South Africa, whose protracted state of redundancy in a supposed leading economy on the continent can no longer be condoned.

Keywords: Youth unemployment; entrepreneurship; national youth policy, grassroots level.

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CHAPTER ONE

INTRODUCTION

“Money won’t create success, the freedom to make it will.”

– Nelson Mandela (cited in Ofoche, 2012: 1)

1.1 INTRODUCTION

Unemployment has become a socio-economic phenomenon which has negative effects on both local and national economies globally. Developing economies in sub-Saharan Africa have a rather worse share of the problem, rendering their enormous human and capital resources futile, and resulting in a deteriorating socio-economic situation that gives rise to crime and other social problems. South Africa, like its counterparts in Africa, shares similar experiences of unemployment implications in its society and the economy. Before the dawn of democracy in 1994, the nation’s human resources had struggled through a system that wrought the most inhuman and discriminatory treatment to the bulk of the populace. Though efforts by the nation’s two-decade old democratic governments in reversing the trend and restoring balance within the polity have recorded varied achievements, the negative implications of the socio-economic marginalisation on the majority are still too obvious to be denied.

The current government of President Jacob Zuma, like his predecessors, has formulated national youth policies since its inception in May, 2009, as strategies aimed at ameliorating the problem of unemployment in South Africa. One of such recent policy strategies is the ‘Integrated Youth Development Strategy which was meant to specifically benefit the youth within its legislative span of 2012-2016, with achievements and memories that were expected to last for many ages. The policy’s significance rose from its legislative focus – the youth, being the most economically active segment of the population. This segment of the population also represents the hope of the nation as both present and future leaders who are expected to be mentally and socio-economically capable of maintaining the legacy of the nation’s young democracy, as well as steering its ship to political and socio-economic success.

This study was, therefore conducted to assess the unemployment situation of youths in Empangeni, government’s policy strategies in tackling the problem, and some viable

entrepreneurial interventions aimed at providing a lasting solution to youth unemployment in Empangeni and, by extension, the nation at large.

1.2 BACKGROUND OF THE STUDY

The problem of youth unemployment has transcended the geopolitical and economic capacities of nations globally and South Africa is not exempted. In October, 2014, Lloyd Ramutloa of South Africa's Department of Labour, confirmed that youth unemployment had been the greatest problem facing the country, having increased from 3 million in 2009 to 3.4 million in 2013 and 2014, thus creating a continuous surge of unemployed young people each year. As an endemic problem, successive governments since the 1990s have tackled youth unemployment from different approaches amid assorted strategies, and with limited successes.

The present regime of President Jacob Zuma has, since its first tenure, made a number of national youth policies and programmes to tackle youth unemployment in South Africa. In his 2014 *State of the Nation Address*, the President remarked that the nation's economy had maintained an average growth rate of 3.2 percent annually from 1994 to 2012, and "this is still not good enough [as] unemployment rate still remains high, [thus] youth unemployment in South Africa continues to be of concern, as it is throughout the world". In his opinion, President Zuma suggested that the country could not afford a further slow pace of economic growth; consequently, there was a need for a vibrant economic strategy as a way forward for national development. The dawn of 2012 heralded the birth of a special national youth policy strategy, *The Integrated Youth Development Strategy*, after concerted legislative efforts at both provincial and national levels. This was brought about by the enactment of a dynamic policy framework, the *National Youth Development Agency (NYDA)* by *Act No. 54* of 2008 which was intended to "develop an *Integrated Youth Development Strategy and Plan* for South Africa" (NYDA, 2011: 9). According to the proviso to the original draft document and Plan,

"The strategic interventions contained in this Strategy have been developed by the NYDA in consultation with relevant South African stakeholders, including [the] general public. Youth in particular, were consulted through various platforms across the country; they discussed extensively and endorsed the Strategy. During the National Youth Convention which was held in Sol Plaatje Municipality (Kimberly) between 5th and 7th of August 2011, South African youth developed a declaration

supporting the [Integrated Youth Development] Strategy which was adopted by the convention” (NYDA, 2011: 2).

Essentially, the IYDS policy was proposed as a stratagem for collective development of South African youths irrespective of their political, socio-economic and cultural differences. Hence, it was supposed to be a national policy of the youth, by the youth and for the youth; and not the sole invention of the NYDA, hence the policy’s background stipulated thus:

“It is therefore important to note that the Integrated Youth Development Strategy and Plan *will not* and *should not* be an NYDA plan but an integrated strategy and plan of South Africa which seeks to advance youth development. The concept of an Integrated Youth Development Strategy, the goals of the strategy and the role[s] of [the] private, civic and public sector[s] [are] informed and guided by the above mentioned act and related youth development policy confines” (NYDA, 2011: 10).

In view of the foregoing, this study aims to assess the national youth policies in post-Apartheid South Africa with particular reference to the NYDS policy, with their focus on youth entrepreneurship development in the country. Particular emphasis is placed on their impact on young people aged 15-34 at grassroots level in Empangeni.

1.3 STATEMENT OF THE PROBLEM

There is no gainsaying the fact that unemployment poses a greater challenge to, not only the nation in general, but the youths in particular. According to Baker (cited in Cloete 2015: 514), three-quarters of all unemployed persons in South Africa are younger than 35 years of age, and 65% of all the unemployed have never had a job. With a high unemployment rate of 67.7% among the age group of 15-34 years (Cloete, 2015: 514), the nation's acute youth unemployment problem was rather cumulative than subsiding.

Researchers in the fields of social and behavioural sciences have made various intellectual contributions towards understanding and solving of the youth unemployment problem. For instance, Roberts (2015), while examining the relationship between age and 'state dependence' in unemployment among young South Africans, revealed that there has been significant 'state dependence' in both short-term and long-term unemployment among males and females aged 19 to 39 in Johannesburg, Polokwane and Durban. His delineation of youth however excluded young persons aged between 15 and 18, and extended to include adults in their late 30s. Moreover, he did not emphasise youth entrepreneurship and his research was only on youth unemployment in relation to gender, age and 'state dependence'. Mncayi (2016) identified that the duration of study, qualification specialisation and socio-economic factors determined the employment status of young graduates from North-West University, and also came up with the findings that gender, race, marital status and field of study affected the employment status of young graduates from South African universities. Unfortunately, the majority of youth affected by unemployment have not reached that educational level. This study will, therefore add value to others such as Mncayi (2016), by looking at the employment status of those without university qualifications. In his Cape Area Panel Survey which analysed the 'school-to-work transition' of 1 282 youths aged 16 to 22 in Cape Town (from 2002 to 2006), Mlatsheni (2014) established that race, gender and level of education were factors that determined how soon a young school-leaver could secure employment. He however excluded many 'older' youths as he focused particularly on young people in their lowest age category. Archer & Chetty (2013) conducted a graduate exit employability survey in 2011 focussing on the employability of 'older' youths (2009 graduates) from the University of South Africa, and appraised the institution's capacity for producing job-seekers who secured employment within their shortest possible search period. Although they discovered that the unsuccessful graduates from the institution were unemployed mainly due to a lack of "previous employment

experience”, they however did not buttress ‘entrepreneurship’ as meaningful economic leeway for these young people to survive in their societies.

These and many other research contributions have attempted to define, delimitate and proffer solutions to youth unemployment but they provided little or no focus on the generally affected youths aged 15-34 in line with Statistics SA’s definition (see subchapter 1.9.1). For instance, while Roberts’ (2015) study focused on young people aged 19-39, excluding those aged 15-18 and including those far above 34 years, Mncayi’s (2016) research, like Archer & Chetty (2013), focused on “(young) graduates” (although there is no fixed age for graduation from university or college) probably older than 21 years; hence young people who are 15 years and above but who have not graduated were not included despite being termed “youth”. Mlatsheni’s (2014) study, on the other hand, limited its research focus to young people aged 16-22, leaving the bulk who are 15 years old and those above 22 years old.

In addition to this age-based limitations, the above research contributions also provided little or no focus on government’s roles towards tackling the problem of youth unemployment through policy making and implementation as they affect young people at large. In other words, they did not explore any institutional effort by government or the organised private sector in alleviating the plight of young people who are unemployed. The only mention of an institutional mechanism for the employment of young people was in Archer & Chetty’s (2013) study which explored the role of University of South Africa as an institution in ensuring the employability of young people (through quality academic and skills development). Ultimately, the mechanism of entrepreneurship was neither buttressed as a solution to youth unemployment, nor emphasized by any of the above studies. They were limited to the influence of gender, marital status, age, etc on the employability or otherwise of the youths within their research focus (see Roberts (2015) and Mlatsheni (2014), while the rest explored the relationship between educational and socioeconomic factors, like duration of study, institutional capacity and work experience, and (un)employment as they affect young people.

In view of the foregoing research limitations, therefore, there is a need for an all-inclusive study which will focus on the unemployment situation of youths in general (aged 15-34), assess government’s policy strategies in solving it as well as sustainable entrepreneurial interventions capable of making these youths economically engaged in the face of dwindling opportunities

in their communities. The rationale for exploring government's role is based on the fact that it is the custodian of national resources and the principal role-player in the economy.

1.4 AIMS AND OBJECTIVES OF THE STUDY

The aim of this study is to assess the impact of government's national youth policies in solving youth unemployment at grassroots level, with particular reference to Empangeni CBD and environs. The objectives of the study, therefore are:

1. Assessing the situation of youth unemployment in Empangeni, with particular reference to Empangeni CBD and suburban Kuleka area;
2. Assessing the impact of government's efforts in solving youth unemployment through national youth policies; and
3. Assessing the viability of entrepreneurship interventions as lasting solution to youth unemployment at grassroots level with reference to Empangeni.

1.5 RESEARCH QUESTIONS

The following research questions formed the focus of the study:

1. What are the situation and effect of unemployment among youth in Empangeni?
2. What is the impact of government's policy strategies in tackling youth unemployment in Empangeni?
3. What is the prospect of entrepreneurship (self-employment) as a lasting solution to youth unemployment in Empangeni?

1.6 THEORETICAL FRAMEWORK

Theories, according to Hans & Wolfgang (2009: 8), are "generalizations that may be tested against reality, and are thus falsifiable". The subject of entrepreneurship and youth development are replete with numerous assumptions which provide some insight to the subject matter. Hannah Bula, for instance, developed an extensive theoretical analogy on the concept of entrepreneurship, ranging from antediluvian schools of thought like the Cantillon's theory (1755), Knight's approach (1971), Marshall's approach (1949), the Social Enterprise school and Schultz approach (1975), to contemporary schools of thought like Kirzner's 'alert' theory (1997), Schumpeter theory (1999), as well as the Biological and Sociological theories of entrepreneurship (Bula, 2012: 81-96). Like all national youth policies in democratic South

Africa, the Integrated Youth Development Strategy was also formulated with structures that support youth enterprise development. These structures were derived from the priorities of government's new growth path (NGP) strategy's 'opportunities for youth economic participation' "aimed at introducing a 'business ... agenda'" as solution for youth economic poverty" (NYDA, 2011: 98). Accordingly, the policy's entrepreneurship features included funding programmes for youth businesses, industrial development programme, high-order skills development programme, youth-based organisations like brigades, National Youth Service and youth information services, and creating an enabling environment for youth entrepreneurship development through policy. Bula's theoretical analyses enhance the understanding of the impact of IYDS and other national youth policies through the abovementioned entrepreneurship features. The following, therefore, form the theoretical framework of this study.

- A) Modern theories of entrepreneurship,
- B) Economic management theories, and
- C) The entrepreneur in economic modelling.

1.7.1 Modern Theories of Entrepreneurship

According to Bula (2012: 81-96) the modern theories of entrepreneurship consider that new classical growth models do not produce growth and, as such, do not succeed in bringing population and households into limelight. Therefore, to break through the development trap, a mathematical set, "open set" is used, which unleashes the power for unlimited growth. These theories render descriptive analogies for both the 'productive' and 'unproductive' entrepreneurs who, according to Choi (in Bula, 2012: 81-96), are "responsible for many financial crises, including the ... mortgage-back crisis." Their emphasis on individual and collective "growth" as a distinguishing factor for entrepreneurial productivity buttresses IYDS' principle of youth economic participation, borne out of the observed systematic and sociocultural challenges faced by young people in South Africa due to their lack of high-value skills and low incidence of entrepreneurship in an economy with relatively low macroeconomic growth rates (NYDA, 2011: 81). One way the government hoped to achieve this growth was through the funding programme for youth businesses. According to NYDA (2011: 97), this funding could be profitable over time by virtue of the calibre of youth entrepreneurs and the growing potential businesses they started, as they will have light conditions to abide by.

1.7.2 The Economic Management Theory

The economic management theory believes that an enterprise's management practices balance on a range of highly entrepreneurial to highly administrative, and therefore top management in large-scale enterprises has the capacity to design various aspects of the firm in more or less entrepreneurial ways. For instance, a framework developed to address the degree of entrepreneurship in a firm's management practices along several dimensions, could discover that a "promoter" characterises the entrepreneurial side of the spectrum while a "trustee" characterises the administrative side, but both work together to enhance the realisation of organisational goals through effective management skills. Accordingly, the promoter's sole intent is to pursue and exploit opportunities regardless of resources currently controlled, while the trustee aims to use efficiently the resources currently controlled, all of which play synchronised role in ensuring the ultimate success of the business (Bula, 2012: 81-96). This explains why the Women Income Generating Support programme (WINGS), one of the entrepreneurial interventions identified by this study, involved similar range of management practice for the two-phased randomly assigned target groups of 120 villagers, half of which were involved as functional and well-organised self-help band responsible for the management of the groups (IPA, 2012: 2a). The high-order skills development programme of the IYDS also aimed at inculcating such 'generic skills' – including organisational and business management skills, cooperative learning, self-management and creative thinking – into young people in order to make them self-reliant and 'work-ready', to enhance their managerial ability as own resources (as sole proprietors) or group resources (as partners or workers in medium and larger-scale enterprises) (Barac & du Plessis, 2014: 54).

1.7.3 The Entrepreneur in Economic Modelling

The entrepreneur in economic modelling, on the other hand, focuses on the Knightian ideas of risk bearing because it is assumed that individuals have identical abilities but differ in their perception of the risk involved in owning a business. (Bula, 2012: 81-96). It postulates that individuals are "modelled as heterogeneous" when it comes to dodging of risk which makes overly optimistic individuals become entrepreneurs (Meza and Southey, 1996) cited in Bula (2012: 89). While describing entrepreneurial skills as human capital which can be acquired through practices such as education, it followed many other general theories to focus on the role of the entrepreneur that goes beyond business ownership or production function (Bula,

2012: 89). According to NYDA (2011: 97), the IYDS has made necessary arrangements through its High Risk units of the funding programme for youth businesses by providing special tutelage on risks bearing through the Higher Intensity Entrepreneurship Development Programs (HIEDP). In addition to this special education on risks bearing, the policy also made arrangement to support youth who completed the training programs with equity and debt finance, since insolvency risk constitutes the major risk faced by young entrepreneurs in South Africa. By implication, the IYDS also fulfilled its aspect of creating enabling environment through industrial policy because it also recommended purposeful review of the national minimum wage to enable companies engage more youth as interns, since it acknowledged that gaining work experience will help prospective entrepreneurs acquire financial and productive capacity they need to start and manage their businesses.

1.7.4 The Discovery and the Creative Theories

Alvarez (2005: 4) supplied two modern theories of entrepreneurship – *the Discovery theory* and *the Creative theory*. The justification for her apt intervention in this study is probably as a result of the continuous search, by scholars, for an adequate theoretical explanation of the subject matter, hence “the field of entrepreneurship continues to struggle with the development of a modern theory of entrepreneurship” (Alvarez, 2005: 4). According to her, “the theoretical work in the discovery theory, which is typically called Individual/Opportunity Nexus view, has focused on the existence, discovery and exploration of opportunities and the influence of individuals and opportunities” since “opportunities are objective, individuals are unique and entrepreneurs are risk bearing.” The creative theory, however, “focused on the entrepreneur and the creation of the firm”, maintaining that “opportunities are subjective, individuals are ordinary and entrepreneurs are uncertainty bearing” (Alvarez, 2005: 7). This continues to explain IYDS’ strategic role through its high-order skills development programme, funding programme for youth businesses and creating enabling environment through industrial policy by, not only providing special education on risks bearing to young people, but also backing them up with equity and debt finance, in order to boost their entrepreneurial aptitude.

1.7.4.1 The Individual/Opportunity Nexus Perspective

According to Eckhardt and Shane (2005: 161-187), the Individual-Opportunity Nexus perspective came into place following the inadequacy of the Equilibrium theories of entrepreneurship. “This new focus”, according to them, was “prompted by the need for scholars

to explain the existence, identification and exploration of opportunities”. The following aspects, therefore, are fundamentally applicable to the Individual-Opportunity theory of entrepreneurship.

- i. Entrepreneurship is considered as a relationship between a prepared youth and opportunities. The youth, in this case, should be any young member of the society within employment age who exercises his full potential and available resources in his disposal to take advantage of decent business opportunities in order to establish his product in the common market to make profits.
- ii. Entrepreneurship is also a directional process of sequence. The theory posits that opportunities exist before they are discovered and opportunities are discovered before they are exploited. Therefore, the opposite direction is not possible because opportunities cannot be exploited before they exist.
- iii. Finally, entrepreneurship does not necessarily mean the creation of new business organizations, although it involves it. The theory, however, believes that there are many opportunities existing in and among functioning business organisations which can be explored and exploited through marketing. For instance, the thriving business of installing digital satellite (TV) systems was not a creation on its own but a primary opportunity existing between different parties, which was explored by young people.

According to NYDA (2011: 81), the IYDS was essentially conceived on the growing concern that South African youth are facing endemic challenges which affect their chances of economic participation and survival, and these challenges resulted from lack of ‘high-value skills’ and low entrepreneurial aptitude among youths, leading to a reduction of new economic opportunities for the swelling number of unemployed youths. The policy therefore considers that with a disobliging and inhibited private sector, there was need for the public sector to explore more areas for the youth in order to create more opportunities for their economic participation and survival. This led to IYDS’ ‘scarce skills’ development plan in areas such as sports and recreational development, as well as in other classified areas by the government. This ‘diversification’ for new opportunities was also spurred by the New Growth Path (NGP) strategy of the government which identified more opportunity for young people’s economic participation and survival (NYDA, 2011: 98).

1.8 Limitations and Delimitations

The focus of this study is to assess government's policy strategies of promoting entrepreneurship as a lasting solution for youth unemployment at the nation's grassroots level. As a necessity, this requires an evaluation of government's efforts at solving youth unemployment using national youth policies. Like most sub-Saharan nations in the continent, South Africa has a proficient policy making aptitude but with questionable implementation. The two-decade democratic dispensation in the country is replete with policies and programmes whose frames of reference are mainly young people, but their unemployment situation has not been improving. As a result, the study focuses on six National Youth Policies in the country from the government of the late former President Nelson Mandela (NYP 1997), through those of former President Thabo Mbeki (NYP 2000 and NYDF 2002-2007) to those of the present regime of President Jacob Zuma (NYP 2009-2014 and NYP 2014-2019), with a view to analysing their background, principles, successes and failures. The Integrated Youth Development Strategy (IYDS 2012-2016), which was formulated by the incumbent President Jacob Zuma, shares exceptional attributes which qualified it to becoming the study's point of reference.

1.9 DEFINITION OF TERMS

Although the definition of youth is contested based on particular political, socio-economic and cultural contexts, "youth" in this research are young persons whose age falls within 15-34 years. The focus of this sub-chapter is the definition of the research keywords, including "youth", "youth unemployment", "entrepreneurship" and "grassroots level".

1.9.1 Who are "Youth"?

Despite growing arguments on the definition of "youth" based on age, the study defines it as young people whose biological age is higher than early pubescent but lower than grand (or late) parenthood. Contributing to this confusion of "age definition" which has resulted in sundry variations of "age-based definitions" based on regional and national discrepancies, Nandigiri (2012: 114) clarifies that there is no agreed universal concept of who exactly are the youth and why. She stated that the United Nations defines "the youth" as those between 15 and 24 years of age; the African Youth Charter states that the youth are those aged 15-35; the National Youth Policy in South Africa, according to her, defines the youth as those between 14 and 35 years

of age; the Kenyan National Youth Policy uses 15-30 as a marker; and in Nigeria youth are defined as those between 18 and 35.

In South Africa, however, there is an observed incongruence in the definition of youth based on age group specifications, leading to minor oscillations between the age groups 14-35 years (NYP, 1997), 15-28 years (NYDF, 2002) and 15-34 years (Graham & Mlatsheni, 2015: 51). Though the group of 14-35 was theoretically acknowledged in the Integrated Youth Development Strategy (IYDS 2012-2016), the National Youth Policy (2015-2020) and other policy instruments, the socio-economic analysis reflected the group of 15-34 years (see NYDA, 2011: 19; 2015: 10). Statistics SA (2015: 2) then intervened and resolved the argument by confirming that the youth are “persons aged 15-34 years” while “adults are aged 35-64 years”. This study, therefore, bases its research on young people of this age group in Empangeni CBD and Kuleka suburban area in Empangeni.

1.9.2 “Youth Unemployment”:

“Youth unemployment” in this study is a socio-economic designation that refers to the state of joblessness or economic inactivity among young people aged 15-34 as a result of their incapability and/or meagre economic opportunity in the society. ‘Incapability’ in this context can mean lack of formal qualifications, psychophysical or occupational constraints or simply a lack of “skills or experience needed” for employment (National Treasury, 2011: 5). Understanding the meaning of “unemployment” might provide more insight into “youth unemployment”. According to du Toit (2003: 6), ‘unemployment’ has two definitions in South Africa. Although both definitions cover young people who are not employed but available for work, the ‘official’ or ‘strict’ definition relates to those of any age who “have taken steps to find employment ... to a given point”, while the ‘expanded’ definition “includes the discouraged (despairing) individuals who have not taken active steps to find work”. Out of these, NYDA estimates that a large 60 percent of youth aged below 35 years have never worked (NYDA, 2015: 12). Therefore, for any young person to be considered as ‘unemployed’

“based on the official definition, three criteria must be met simultaneously: a person must be completely without work, currently available to work, and taking active steps to find work. The expanded definition excludes the requirement to have taken steps to find work” (Stats SA, 2015: 2).

1.9.3 Entrepreneurship:

Entrepreneurship has different meaning to different people. For example, Ncube (2005: 2) argues that entrepreneurship has been associated with the capacity of individuals to create new businesses and to innovate. He brings the Global Entrepreneurship Monitor (GEM)'s definition of 'entrepreneur' to the fore, as

“anyone who is either starting a business that he or she will wholly own or is someone who is managing a business that he or she wholly owns that is less than three and a half years old. The business can be in any economic sector, can be any size and can be formal or informal” (Ncube, 2005: 6).

The US National Association for Community College Entrepreneurship (NACCE, 2010: 7), however disagrees that self-employed individuals or owners of small businesses are essentially 'entrepreneurs':

“they are rather “replicative” entrepreneurs, ‘those producing or selling a good or service already available through other sources’... [thus] they do bear the financial risk for their enterprise which sets them apart from an “intrapreneur” or someone acting in an entrepreneurial way inside a corporation.”

NACCE maintains that 'entrepreneurship' “involves consistently thinking and acting in ways designed to uncover new opportunities that are then applied to provide value” (NACCE, 2010: 7). SAB and AGO Foundations (2017: 32) offer their multi-level insights which attempt to stretch the entrepreneurship perspective from the individual to national scale, one of which is “country-level entrepreneurship”. According to them, entrepreneurship is “a systemic phenomenon, which is determined by the interaction between individual-level capabilities and initiations and country-level possibilities measured by institutional framework conditions”. This gives more insight into entrepreneurship as another aspect of growing the economy and also improving the livelihood of the youth in South Africa (NYDA, 2012: 20).

Based on the foregoing, this study defines entrepreneurship as a form of economic engagement that entails individual or corporate ownership and management of business ventures whose primary aim is to maximise profits through the provision of original products and/or services to clients. It also defined as the socio-economic interaction that exists between organised individual(s) and the target public where the former's resources aim to satisfy the identified

needs of the latter. For entrepreneurship to be effective this study emphasizes that the individual(s) must be organised by having an accessible locality, unique marketable identity and product and/or service, which can be easily identified and procured by the clients (target public), whose need should be satisfied by the interplay of the former's resources (including the four M's: money, manpower, material(s) and machineries) in compliance with legit terms governing the area. Entrepreneurship is, therefore seen as a viable approach to solving youth unemployment in South Africa based on its capacity to:

- Turn the economic status of young people from 'unemployed' to 'self-employed', and
- Transform the 'self-employed' into becoming employers of labour.

1.9.4 “Grassroots”:

According to Pospisilova (2011: 5), the term 'grassroots' has several interconnected meaning which does not represent a specific topic but rather describes local activities, and comes across as a synonym for local districts or neighbourhood. It connotes geographic settings which are evolving from rural to urban due to the provision of essential structures and services that make urbanisation possible, leading to high influx of both human and commercial activities. As an evolving town in uThungulu district, Empangeni has witnessed such indices of development and urbanization since its establishment in 1931 (SACN, 2014: 10). It boasts of ultramodern business and residential areas, central business district at the centre and the surrounding areas, hosts of high schools and colleges, as well as a comprehensive university, the University of Zululand at KwaDlangezwa near the city centre.

1.10 Summary

From the foregoing, the outline of this study is established because fundamental meaning has been accorded certain concepts and terminologies in the research. With the deteriorating problem of youth unemployment in Empangeni and an increasing surge of young men and women who are in continuous search for jobs, this study was conceived to create a reminder that youth unemployment does more harm than good to both the affected (the youth) and the infected (the nation, economy, society). With a brief reflection of government's policy initiatives since the democratic dispensation in 1994 to date, this study reiterates that South Africa has made good policies targeted at solving youth unemployment. This chapter also gave specific

meaning to the concepts of 'the youth', 'unemployment', 'entrepreneurship' and 'grassroots level' while also entertaining the opinion of other scholars and institutions in the field.

Numerous theories were examined and their relevance was related to the focus of the study. They included the Modern Theories of Entrepreneurship, the Economic Management Theories, and the Entrepreneur in Economic Modelling. Others are the Discovery Theory and the Creative theory, from where the Individual/Opportunity Nexus Perspective emerged. The sum of these theoretical analogies was that entrepreneurship involves risk bearing and innovation, as entrepreneurs are discoverers of opportunities to maximise profits. Questions from the research questionnaire reflected the study's research questions with the hope that responses from the target population will justify or dispute the hypotheses.

CHAPTER TWO

THE LITERATURE REVIEW

2.1 INTRODUCTION

This chapter focuses on the review of scholarly contributions based on the role of government in solving youth unemployment through the instrumentality of national youth policies (NYPs). It begins by proffering an exclusive delineation of the patterns and causes of youth unemployment in the country into three categories or groups: the uneducated unemployed (UU), the educated unemployed (EU) as well as the underemployed and unemployable (UaU). The entrepreneurship interventions studied by Kluge (cited in Goldin & Hobson, 2015: 70-75) have also been reviewed in this study. This review shall, therefore, focus on the following:

1. Patterns and causes of youth unemployment in South Africa,
2. Government's strategies in solving youth unemployment through national youth policies, as well as
3. Entrepreneurial interventions for solving unemployment among youths in Empangeni, and South Africa in general.

2.2 PATTERNS AND CAUSES OF YOUTH UNEMPLOYMENT IN SOUTH AFRICA

Youth unemployment in South Africa is as historic as the problem is complicated, leading to its manifestation in different forms. The nature and cases of youth unemployment during the apartheid era, for instance, are different from this democratic era, and each administration has had diverse experiences of the problem and tackled them accordingly. Cautious exploration of this problem, however, reveals that 'youth unemployment' in South Africa can be identified and dissected into diverse forms. In his attempt to dissect youth unemployment as a major social problem in South Africa, Mlatsheni (2014: 27) identified that the main causes of youth unemployment "have been widely studied in the economic literature and can be classified as either macroeconomic or microeconomic in origin". While listing aggregate demand, youth wages, size of youth labour force and lack of skills among youth as common macroeconomic determinants of youth unemployment, he attributes differences in schooling and training investment of young people, imperfect information about the labour market, job search, youth preferences and constraints as well as job shopping to the microeconomic causes of youth

unemployment in South Africa (Mlatsheni, 2014: 27-28). Undoubtedly, most youth at grassroots level will grope to find the meaning and application of these terminologies in their local townships where most of them can barely boast of having a National School certificate.

Roberts (2015), on the other hand, argued that age-related controversy associated with the definition of 'youth' has resulted in the difficulty of classifying youth unemployment due to variations in "entry level" among different economies even within Africa. He moreover focused on the effects of unemployment on young people in general and thus came up with two distinguishing forms of unemployment, namely "short term unemployment of less than a year, and unemployment for more than a year" (Roberts, 2015: 29). But, in addition to being too simplistic and too difficult for general application especially at grassroots level, Roberts' analysis on the effects of duration dependence on youth unemployment encountered problem where he was "unable to demonstrate the longer term effects of unemployment at a particular" (Roberts, 2015: 29). This also exposes the futility of investigating 'quantity determinants' of unemployment among youths (based on numbers, e.g. age, duration of unemployment, etc), thereby emphasizing the need for a paradigm shift to quality-based investigation (based on the nature or 'make-up' of young people, e.g. educational profile and/or psycho-physical nature of young people) who are affected by the problem of youth unemployment in South Africa.

Archer and Chetty's (2013) 'Graduate Employability' study enjoyed the footing of above limitations to come to this study's limelight due to their belief that the central stimulus for "students of all ages to enter ... education is to improve their access to the job market" and therefore succeed in their career (Archer & Chetty, 2013: 134). Though they did not classify unemployment as it generally affects young people in South Africa, they rather attempted to typify "employment" based on students' work exposure during studies, leading to the three classifications or 'types of employment', namely "employment arranged by Unisa (WIL), employment related to field of study and employment not related to field of study" (Archer & Chetty, 2013: 146). Their exclusion of young people in other institutions or who could not attain tertiary education abridged their study to an underwritten appraisal of an (academic) institution's graduates' employability, making it difficult to generalise on all youth who are affected by unemployment in South Africa. Perhaps this burden of generalisation came upon Mncayi (2016) as she reiterated the conventional types of unemployment to include "seasonal unemployment, frictional unemployment, cyclical unemployment and structural unemployment" (Mncayi, 2016: 14). Like Mncayi, the above studies' focus on just economic conditions or/and 'quantity

determinants' resulted in the need for a more empirical investigation into the nature and/or profile (in terms of educational, socioeconomic and educational) of the affected youth, and how these determine their economic status in the society. Moreover, the above topologies came in more technical terms which make little or no meaningful application to young people at grassroots level in South Africa, majority of whom have not attained basic education.

In view of these limitations, this study therefore delineated the patterns and causes of youth unemployment in South Africa along the following lines:

1. The uneducated unemployed (UU),
2. The educated unemployed (EU), and
3. The underemployed and unemployable (UaU).

As simple and locally obtainable as they are exclusive, the above delineation aims to divulge the effect of young people's profile or make-up/nature (including educational, socioeconomic and physiological) on their economic status at grassroots level, as against the backdrop of importing typologies with foreign context and whose general application is too expansive and abstract for young people at grassroots level. The idea of focusing on the affected youth is important because it provides more clues on how unemployment affects them, and what have been done or can be done to turn the problem into possibilities by making the unemployed youth to become self-employed and employers of labour through the entrepreneurial interventions identified by this study.

2.2.1 The Uneducated Unemployed (UU):

The uneducated unemployed (UU) group comprises of young men and women within employment age who are willing and able to work, and are looking for work but cannot find any job. This is the dominant group with the highest number of unemployed individuals in any nation. The youth who fall into this group have failed to attain any form of basic education, and where they did, they failed to graduate. They do exist in the society and are counted during national censuses; they also exercise their civic responsibilities like voting during elections, but they do not contribute to the economic growth of the society. Isakova & Nazarbeova (2011: 1) observe that the condition of young people in this category makes it "hard or even impossible for them to get highly-paid work".

2.2.1.1 Causes of Unemployment for the Uneducated Unemployed (UU):

For youths who fell under the group of “UU”, the major cause of their unemployment is obviously the lack of educational skills that will make them employable in the society. Additionally, failure on the part of both public and private sectors to recognise the reality of young people in this category and the attendant negligence, make their situation more dismal. This is owing to the fact that without entrepreneurial skill or educational qualification (and as such, without any licit business or job), young people in “UU” category cannot fit in or survive in their communities, and the tendency is that other members of their community will regard them as hooligans (Priks, 2011: 1).

2.2.2 The Educated Unemployed (EU):

Young people in this group have attained certain levels of education with qualifications, and are ready, willing and searching for jobs without success. They are also subjected to the trouble of dashed hopes of employment, especially after using up scarce financial resources to acquire necessary skills and qualifications without commensurate employment, thus making them more discouraged. “This category of discouraged work seekers is an important indicator of the effects of unemployment on unemployed workers [whose] effect is to render the 3.8 million discouraged work seekers [in South Africa] neither unemployed, but certainly not employed, in other words, they are officially erased” (Frye, 2006: 10). The gravity of the situation of “EU” youth in South Africa is worsened by the fact that training centres and institutions of higher learning continue to produce more graduates into the country’s already sagging labour market where they scramble for few or non-existent jobs.

2.2.2.1 Causes of Unemployment for the “EU”:

Failure by both public and private sectors to create more employment opportunities for EU youth, is the main cause of their unemployment. Ghafar (2016: 5) shares a similar opinion: according to him, the “decreasing employment in the public sector” is one of the several factors that explain the higher unemployment rate for the educated. The theoretic nature of most educational systems of learning in schools as well as lack of entrepreneurial passion among school leavers to practice their profession as entrepreneurs, also contribute to the unemployment of the EU (Ghafar, 2016: 2).

2.2.3 The Underemployed and ‘Unemployable’ (UaU):

This is the group of young people who are either not in their right job or not getting enough remuneration from their job, owing to circumstances beyond their control. Additionally, there are youths in this category who cannot fit into (formal) employment due to certain legal, psychological or physiological constraints which prevent them from being formally employed. The former group is defined by Feldman cited in Adeleke (2013: 14) as those “working in inferior, lesser, or lower quality jobs relative to some defined standard”. The term “unemployable” is used in this study to denote the latter category of youths who cannot fit into any (formal) employment. They include the felons, people with severe psychological and physiological disabilities which rendered them partially or totally unfit for any formal or informal work, hence unemployable, as well as the underage.

Miller and Kregel (2015: 5), however, claim that the question of ‘individual unemployability’ can be subject to their “Total Disability Ratings” which may be used to assign certain cases to “less than 100 percent – the usual standard for total disability.” According to them, ‘individual unemployability’ can occur in either of the following circumstances:

- i. If there is only one disability and this disability is rated at 60 percent or more; or
- ii. If there are two or more disabilities, there must be at least one disability rateable (sic) at 40 percent or more and sufficient additional disability to bring the combined rating to 70 percent or more (Miller & Kregel, 2015: 5).

They maintain that for anyone to be described as having permanent total disability leading to his/her designation as ‘unemployable’, the judgement of the rating remains that the individual must be “unable to secure or follow a ‘substantially gainful occupation’ ... [due to] the permanent loss of use of hands or feet, loss of vision, permanently bedridden, or longstanding disease or injury” (Miller & Kregel, 2015: 5).

2.2.3.1 Causes of Unemployment for the UaU:

Generally, the situation of “UaU” youths, excepting the felons, exonerates them from sharing much responsibility for their economic inactivity in their environment. But efforts can still be made by the government in creating good avenues for them to be useful in the society. This can save them from any stigmatization or prejudice capable of deterring their economic survival in the communities where they reside.

2.3 GOVERNMENT'S STRATEGIES OF SOLVING YOUTH UNEMPLOYMENT THROUGH NATIONAL YOUTH POLICIES

South Africa abounds with of good policies aimed at tackling unemployment, but the challenge remains implementation. Audenhove (2004: 47) contested the veracity of this disconnect in his lecture, "The Policy Cycle and Its Practical Application", where he asserted that policy making and implementation cannot be separated, although the latter is the seventh of the eight stages in the policy-making process. Kampala (2011: 9) observed that since the advent of democracy in 1994, different policy instruments have been developed in South Africa to guide the mainstreaming of youth development. This chapter focuses on the assessment of government policies for youth development in post-Apartheid South Africa. The aim of this assessment is to establish government's efforts in solving youth unemployment through the instrumentality of National Youth Policies – with particular reference to the Integrated Youth Development Strategy – and to find out how the aspects of these policies have impacted (or not impacted) on the socioeconomic lives of young people at grassroots level.

While recapping the views of Forstater (2004) and Freeman (1979), Mncayi (2016) concurs that policy makers truly agree that unemployment is one of the main obstacles related to the negative social and economic losses for the society at large, since it should remain "an imperative aspect of the national policy" (Mncayi, 2016: 11). She blamed the failure of government's programmes, like the Black Economic Empowerment (BEE), Growth Employment and Redistribution (GEAR) and Aggregate and Shared Economic Initiative for South Africa (ASGISA), to solve youth unemployment due to the rising unemployment in post-Apartheid South Africa (Mncayi, 2016: 38), but she did not to acknowledge the achievement of any major government policy in South Africa. Mlatsheni (2014: 10, 12, 19, 26, 33, 52, and 54), on the other hand, charged the government over the non-performance of its labour/job entry policies to facilitate graduates' "transition from school to work", but also with no mention of any major government policy on youth development in South Africa. Gratefully, Roberts (2015: 10), while citing Bernstein (2008) and Zuze (2012), was at hand to acknowledge that South African policy-makers "have ... tried to address unemployment among young people ... through direct employment creation programmes (e.g. public works), which account for more than a third of its youth employment interventions." He, however, did not specify what these "interventions" are nor did he focus on the success of any major youth policy in South Africa (see Roberts, 2015: 11). This rationalises the basis for the proposal of good entrepreneurship interventions

as a leeway for young people in deplorable situation caused by unemployment, in a bid to not only identify the problem but also proffer solutions for it; hence, the proposed interventions are both suitable and commendable. Archer and Chetty's (2013) graduate employability study, regrettably, did not attempt on any (institutional or government) policy.

These gaping kerbs in research prompted this study to showcase the policy efforts of South African government towards solving youth unemployment in post-Apartheid era. Due emphasis is accorded on evaluating the impact of IYDS' entrepreneurship features on youth unemployment at grassroots level. Subsequently, the review of some proven entrepreneurship interventions, including the Women Income Generating Support (WINGS), Youth Opportunity Programme (YOP) and the Start and Improve Your Business (SIYB) covered the remaining part of this chapter.

2.3.1 NATIONAL YOUTH POLICY (1997): Background, Principles and Success.

The foremost national youth policy in post-Apartheid South Africa was launched on December 16, 1997 by the Chairperson of the National Youth Commission, Mahlengi Bhengu. Its advent was hailed with "celebration, because for the first time in the history of South Africa the aspirations, needs and conditions of young women and men have been (sic) formally recognised and articulated through a major policy initiative" (NYC, 1997: 4). It was therefore observed as a landmark achievement by the young democratic government, as a right step in the right direction.

Prior to that historical moment, the South African youth had gained little or no policy attention from the previous Apartheid systems, largely because the

"Apartheid Government did not address the development needs of young men and women as a specific category. The particular needs, challenges or opportunities faced by young people were either ignored, or not considered important enough to warrant more focussed policy or programme interventions" (NYC, 1997: 16).

The NYP'97 therefore became a 'milestone' achievement of the newly inaugurated National Youth Commission of South Africa "by President Mandela ... through the National Youth Commission Act [section 3(a) of] (1996)" (NYC, 1997: 5), and this historic date was acknowledged in the interest of youth development in the country as National 'Youth Day':

“This is a day when the contributions of young people to the struggle for freedom are acknowledged and the loss of many young lives commemorated. It is also a day when the key challenges and struggles of young women and men today can be given greater public profile. Youth Day is a day of national importance. Not only because it commemorates the past, but because it allows all South Africans to look to the future and the role young men and women play in the reconstruction and development of the country (NYC, 1997: 16).”

According to the draft Principles and Values of NYP'97 (NYC, 1997: 19-20), the Policy is based on essential principles and values as enshrined in the Constitution of the Republic of South Africa. They include:

- i. Redressing historical imbalances through more equitable policies, programmes and the allocation of resources;
- ii. Gender inclusiveness and promotion of equal opportunity to develop young women and men, where socialising influences of gender, sexism and the particular circumstances of young women are recognised, and
- iii. Youth participation in democratic processes, community and civic decision-making and development.

Others are promotion of rural emphasis and enhancing sustainable development, mainstreaming youth issues, institutional responsiveness, cultural and spiritual diversity, and transparency and accessibility of Institutions and organisations involved in youth development.

These principles and values paved the way for youth participatory development in South Africa. The NYP'97 also succeeded in laying the foundation for other national youth policies and programmes in the country, as subsequent policies drew from its principles, values and achievements. It recognized young people's role in national development, identifying them as an indispensable segment of the population whose sense and need of belongingness were mollified as present and future leaders of the nation. It also provided the mechanism for the newly established NYC to achieve its objectives as enshrined in section 3 (a-i) of the establishing Act (Presidency, 1996[no.633]: 1-9). Lundy (2012: 23) affirms that NYC's creation represented “the first official step the post-apartheid government made towards trying (sic) to enhance the lives of ... youth ... who were deprived of [the] opportunity to develop the skills and competencies necessary for a successful transition into adulthood as well as future

generations to come". The policy also ordered good grounds for multi-sectorial involvement in youth development in South Africa by prompting the establishment of agencies, such as South African Youth Council (SAYC), whose role was to represent "the non-governmental youth sector in the country", thus recognising the role of the organised private sector in national youth development (NYC, 1997: 65). Furthermore, NYP'97 created favourable structures, with the establishment of the National Youth Service (NYS), to support young people with structured skills development programme where they provide beneficial services to their immediate communities while receiving "life changing capacity" and some financial rewards (Thwala, 2015: 1), resulting in the coverage of over 13,000 youths through the scheme by 2007 (see Jobson, 2011: 8). Kampala (2011: 34) confirms that the scheme incorporated a wide range of accredited projects and activities aimed at benefiting the communities.

Moreover, the policy's entrepreneurship aspect endorsed a national framework for youth enterprises development through the National Small Business Strategy, to promote and develop the small, medium and micro-enterprise (SMME) sector, on the notion that it has the highest growth potential with the singular capacity of generating "44 per cent of employment" in the country (DTI, 1997: 6). The government then mobilised for this advancement by setting up agencies like the Ntsika Enterprise Promotion Agency (NEPA) which "supports ... programmes [that] focus on young entrepreneurs", and the creation of Youth Entrepreneurs Network (YEN) "with the aim of bringing together young entrepreneurs and youth enterprise development practitioners to share information, promote best practice approaches, identify needs and design new support programmes" (NYC, 1997: 37-40). The DTI (2004: 8) affirmed in an extensive "Review of Ten Years of Small Business Support in South Africa (1994-2004)" that there has "has been ... systematic and profound expansion of small business support services through both private and public service suppliers", while attributing a "certain range of [small business] financing and non-financial support programmes" to NEPA's direct involvement. The NYP'97, no doubt, has succeeded in laying good foundation for youth development and advancing the course of youth entrepreneurship generally; hence,

"the success of the National Youth Policy is the responsibility of the whole society. As ... the first of its kind for South Africa, it represents a launching point for a holistic, integrated and coordinated approach to youth development. Whilst the target of the National Youth Policy is young women and men, the beneficiaries are the whole society" (NYC, 1997: 67).

2.3.1.1 Failure of NYP (1997)

Despite these resounding praise reports, the NYP'97 also recorded traces of policy shortcomings. The major causes of failure was political instability at metropolitan level. According to Buntu & Lehmann (2015: 14), “the political instability of the metro affected the diligent management of the youth council and a formal agreement with SAYC is (sic) no longer in place, [with] a risk ... that politicised ward-based youth participation may carry the danger of becoming exclusive clubs, if not vehicles for driving partisan objectives.” Another failure accrued to the challenges encountered by the implementation agencies of NYP'97. The proliferation of these institutions and agencies (NYC, 1997: 55-63) brought about the travails of “Implementation Mechanisms” (NYC, 1997: 64-66) which contributed to the bureaucratic challenges they faced in the policy’s implementation – including their attendant functions overlapping and administrative lethargy – as they “only cover a limited range of support and a limited number of clients.” Additionally, the “mushrooming of bodies and support programmes ... also had its shortcomings (which) related to the lack of cooperation, the duplication of services, insufficient depth and professionalism among the staff of support agencies, and an almost erratic spatial coverage of needs” (DTI, 2004: 8). Buntu & Lehmann (2015: 15) identified leadership breakdown as a major reason for the failure of NYP'97. According to them, “... some youth council members lacked leadership skills and became inward looking and many lacked the capacity to mobilise funds from other stakeholders.” This was worsened by the lack of expertise by the officials responsible for the implementation of the policy’s projects and programmes, since they “feel that they exist as a structure for compliance and [so] cannot directly engage in strategic processes” (Buntu & Lehmann, 2015: 15).

2.3.2 NATIONAL YOUTH POLICY (2000): Background, Principles and Success.

The NYP'2000 was the brainchild of late President Nelson Mandela as a ‘transitional’ mechanism for furthering the democratic foundation laid by his government. It was formulated with “the overall mandate of the National Youth Service” (Bhengu, 1998) and its implementation emphasized the need for youth development as an intrinsic component of national development strategies in education and training, health, economic participation, safety and justice, welfare and community development, sport and recreation, arts and culture, environment, and science and technology; thus, “under the strategy for education and training, the creation of a framework for the National Youth Service was mandated” (Bhengu, 1998). Consequently, the NYS scheme

was made to have far reaching implications for curriculum transformation, design of funding formula for education, sustainable provision of opportunities for youth service activities, and re-establishment of social cohesion through community support and participation, since it was directed by principles of service learning, sustainable development, incentives for participating youth, accredited learning, community sites for service, and a culture of self-reliance (Bhengu, 1998).

Judging from the mandate of NYP'2000, it behoves that any review of NYS scheme reveals the overall performance of the policy. The scheme was essentially responsible for providing financial support, capacity building, administrative and coordinative support to meet the identified development needs of young people, their disadvantaged communities, and the economy and labour market, which were meant to benefit from the skills, responsibility and civic values developed in the course of well-structured national youth service programmes Bhengu (1998). Through the scheme, the Department of Trade and Industry also launched multi-sectorial initiatives and programmes – including infrastructural programmes like electrification, provision of telephones, transport and housing, and special employment programmes – “undertaken by government ... [to] provide opportunities for service by young people” (Bhengu, 1998). Other departments, including Welfare, Health, Education and Justice, developed and launched youth-centred “programmes, [in which] youth are ... specific target group, [as] the National Youth Service [was] the mechanisms through which [their] programmes objectives [were] met” (Bhengu, 1998). The policy also succeeded in establishing youth brigades and student service for unemployed and out-of-school youths, as part of ‘Public Sector measures’ contained in the “Youth Employment Accord”, designed to “increase the number of young people employed in the public sector through coordinating (sic) and scaling up existing programmes under a ‘youth brigade’ programme ... with the National Youth Service Programme” (NYDA, 2013: 10-11). The “Green brigade”, for instance, focused on Water, Energy, Fire and other environmental programmes, the “Health brigade” focused on expanding home-based care as well as health and wellness education for the National Health Insurance (NHI) services, while the “Literacy brigade” utilised young people to expand the literacy training of adults (NYDA, 2013: 10). Others were “Maintenance Brigade”, for regular maintenance of assets and premises, and the “National Human Settlement Youth Brigade”, to support the government in accelerating housing delivery, participating in key catalyst projects of the Department, and contributing to sustainable development at all levels (NYDA, 2013: 11). Their

success in recruiting and training about 10 000 youth who were “able to build their own houses ... according to their wishes” contributed to the achievements of the brigades in the ‘spirit’ of “Youth at Work” (Midvaal, 2014: 1).

The entrepreneurship aspect of NYP’2000 succeeded through the efforts of corporate organisations and implementation agencies of NYS scheme. It galvanised the non-government sectorial commitment to national youth development and charged them to develop programmes that engage young people as a method of providing youth development opportunities under numerous service arrangements, including entrepreneurship, where they support entrepreneurs by funding the youth (Bhengu, 1998). DTI (2013: 28) attributed this success to the policy’s detailed proposals which enriched the life prospects of young people, thereby improving their

“...economic participation in the economy through enterprise development, recognising pre-employment training of youth in the formal education sector, formulating school curricula in this regard, emphasising self-employment as a career choice, and identifying business skills and tender procedures training, ... as well as a comprehensive entrepreneurial support strategy to assist youth in starting and managing their own business enterprises.”

These points are articulated in DTI’s “Youth Enterprise Development Strategy (2013-2023)” to provide the framework for South Africa’s ten-year master plan on Youth Enterprise Development (see DTI, 2013).

2.3.2.1 Failure of NYP’2000

NYP’2000 experienced fundamental failure due to implementation challenges. This was worsened by the prevalent political discord by members of the opposition who downgraded the policy as mere replica of NYP’97 and misconstrued it as both improvident and superfluous, leading to its formal dismissal or non-implementation (NYC, 2009: 4-5, 9). A major cause of the non-implementation was administrative setbacks which encumbered the embattled government of former President Mbeki, resulting in occasional economic instability that left many South Africans – especially young people – “without adequate jobs, education, housing or health services” (Williams, 2010: 3), ultimately leading to the regime’s scrappy end in September, 2008. Therefore, the NYP’2000,

“although it was never adopted, it remained a guiding policy for the youth sector and ... largely informed the Cabinet’s decision to endorse and adopt the National Youth Development Policy Framework (NYDPF) in 2002 ... (which) gave direction on action steps that need to be undertaken by the state and society at large to meet the challenges faced by the country’s youth” (NYC, 2009: 4, 9).

2.3.3 NATIONAL YOUTH DEVELOPMENT POLICY FRAMEWORK (2002-2007): Background, Principles and Success.

The Mbeki-led government later come up with a national policy framework for youth development in place of the defunct NYP’2000. This led to the conception of the National Youth Development Policy as “a critical document that sets out in comprehensive form a plan for youth achievement and development” (NYC, 2002: 2). The plan outlined an approach of prioritising youth development in the context of creating appropriate mechanisms and allocation of resources, as well as sensitising government institutions and civil society organisations about the initiatives of young men and women, who are

“...united in action – young and old, government and community, business and youth development organisations – [to] redress the legacies of the past, deal with the challenges of the present, and focus on achieving a brighter, fuller future for all” (NYC, 2002: 3).

Following the Municipal Structures Act of 1998 and the Municipal Systems Act of 2000, the NYPDF promulgated the ‘Local Youth Policy’ for the newly established municipalities to adopt “as a statement of commitment ... [in] youth development”, thus implementing a “developmental municipality (system) whose role is direct provision of basic and developmental services to its area of jurisdiction” as enshrined in the Constitution (Joburg, 2007: 6). This triggered mass youth mobilisation at all levels by the framework aimed at accelerating the mainstreaming of youth development as an integral part of the transformation agenda for the successfully transitioned democratic government in the country (DTI, 2013: 28) since many of these “local communities ... have inadequate facilities in which youth development programmes, services and activities can be located” (NYC, 2002: 15). Notwithstanding its emphasis on grassroots resources mobilisation and development,

“... the (NYDPF) establishes national goals and central objectives... [though] not prescriptive, it does establish principles for youth development and identify strategic intervention areas” (NYC, 2002: 6).

According to NYC (2002: 12), the following principles were central to the NYDPF:

- i. Locating youth development in a holistic strategy that encompasses political economic and social dimensions;
- ii. Building an integrated and sustainable approach to youth development and youth development initiatives based on multi-sectoral interventions and creating enabling environments;
- iii. Clarifying roles and responsibilities of the stakeholders in youth development [young people, government, civil society and independent institutions].

The NYDPF’s proposed strategic areas for intervention incorporated projects that created or complemented young peoples’ incomes in areas of “health, education, social welfare, housing, infrastructure development and institutional development” which focused on prevention, promotion and development (NYC. 2002: 13). It reviewed the age of young people to between 15 and 28 (NYC, 2002: 7-8) with the aim of segmenting certain categories: from a 15-19 range with a focus on education and training, a 20-24 range with a focus on transiting from school to work, to a 25-28 range with a focus on training, learnership and self or direct employment creation, in order to “enhance and focus interventions in addressing particular issues and concerns related to age groups” (NYC, 2002: 8). “The rationale provided for this [age] change was twofold, firstly to ensure that the definition is in line with the upper end of the compulsory schooling and, secondly, it is in line with the minimum age for recruitment into the armed forces” (DTI, 2013: 28). The learnership programme for young people aged 25-28 promoted self and direct employment by increasing the success rate of new SMMEs and young people’s chances of employment (NYC, 2002: 8, 18-19) through Sector Education and Training Authority’s (SETA) and the National Skills Development Strategy’s (NSDS) mandate of implementing the programme in three criteria of applied competence, integrated assessment and qualification, as host companies provided support to the trainees financially throughout the annual training period (Mbonambi, 2009: 20). As a result, there were

“88 410 Learnerships amongst unemployed workers in the four year period of the First Phase of the NSDS [which surpassed] the target set of 80 000, and counted

together with the indentured Apprenticeship enrolments of 21 237 during the same four year period, gives a grand total of 109 647 learners at the intermediate skill level” (Kraak 2008, cited in Mbonambi (2009: 30).

In the long run,

“... [by] the middle of NSDS Phase II at the end of May 2007, an impressive total of 243 729 South Africans registered for learnership programmes ... 51% of those enrolled were women, 81% of the total were black learners, 71% were youth between the ages of 15 and 34” (HRSC Review, 2008 cited in Mbonambi, 2009: 31).

The “call on [government] departments to establish youth desks [in order to] drive the mainstreaming of youth in ... departments and sectors” (DTI, 2013: 28), ensured “the implementation of youth development programmes ... [as] the responsibility of all the institutions of government ... at national, provincial and local spheres” (NYC, 2002: 6). The NYDPF also promoted the utilisation of public-private partnerships (PPP) to drive procurement in favour of youth enterprises (DTI, 2013: 28) through clear and transparent framework for government and private sector partners to enter mutually beneficial commercial transactions for the public good. “By 2007, there were 20 PPP projects in active implementation with no fewer than six projects reaching financial close during 2006/07” covering a wide range of sectors, including transport, office accommodation, healthcare, eco-tourism, social development and correctional services (National Treasury, 2007: 1). Moreover, the entrepreneurship aspect of NYDPF exploited the instrumentality of SETA’s comprehensive economic empowerment strategy to provide young people with entrepreneurial and business skills, through the institutionalisation of the Umsobomvu Youth Fund (UYF) to broaden the possible funding and grant making avenues to boost their business development (NYC, 2002: 19). DTI’s (2009: 31-41) “Operational Review” of UYF (2008/09) revealed that the Fund improved the livelihood of young people through products and services delivery, with “over R100 million worth of business opportunities ... leveraged ... for young entrepreneurs and 1 065 young entrepreneurs (accessing) business development and technical assistance ...” (Labour, 2009: 34).

2.3.3.1 Failure of NYDPF'2002-07

One of the strategies of NYDPF'2002-7 that attracted much public criticism was the learnership programme. According to Mbonambi (2009: 28-29), the learnership programmes were time consuming and were not easy to administer since most organisations did not have the right materials and mentorship, leading to gross neglect of most workplace learning components. DTI (2013: 28) also identified that the Umsobomvu Youth Fund and the NYC were ineffective in promoting coordination and effective services delivery to youth beneficiaries, resulting in corruption and institutional decadence, since the huge amount of funds expended to support young entrepreneur's business development did not reflect on their overall success. Furthermore, the policy's public-private partnership (PPP) initiative experienced some setbacks where inherent financial risks concomitant to gigantic projects were involved:

“Sometimes, the private party's pricing structures in a PPP [become] more expensive than traditional procurement ... In some traditional procurement, not all the risks and their associated cost are reflected in a contractor/service provider's upfront pricing. Rather, the procurement institution will be responsible for any unforeseen delays or hindrance and for any failure on its part to deliver the anticipated services, and it will be penalised accordingly” (National Treasury, 2007: 11).

2.3.4 NATIONAL YOUTH POLICY (2009-2014): Background, Principles and Success.

The NYC launched NYP 2009-14 in March 2009 as another “essential planning tool [to guide] the country on its approach to youth development” (NYC, 2009: 1) with a focus on the needs of specific young South Africans and priority target groups like women, youth with disability, unemployed youth, school age-out-of-school youth, youth in rural areas and youth at risk, to improve their living standards and realise the goals of youth development in South Africa (NYC, 2009). It came into existence owing to “the challenges and gaps identified in the review of the NYDPF 2002-2007” (DTI, 2013: 28), with key proposal for a ‘four pillar program of action’ in “education, health and wellbeing, economic participation and social cohesion” (NYC, 2009: 1).

The context and rationale for the policy was

“informed by the fact that, like in many African countries, a significant component of the South African population is characterised by people under the age of 35. This

presents ample opportunity for the youth to contribute towards the growth and development of the country” (NYC, 2009: 1).

The NYP’2009-14 also provided “a relatively new concept and perspectives on how delivery of services for young people was to occur, with their involvement and participation” (NYC, 2009: 3) which distinguished it from becoming a mere reproduction of previous policies in the country. It was underpinned by the principles of accessibility, responsiveness, holistic integration, diversity, non-discriminatory, sustainable development, transparency, participation and inclusion, social cohesion, social protection and youth service (NYC, 2009: 10-11), with a view to

- i. Identify gaps in the current policy and propose strategic policy interventions designed to fill them, thus speeding up further development of youth in the country;
- ii. Define the targets of the new interventions; and
- iii. Address the continuous needs of the youth by focusing on areas where supplementary action was required.

Others include: ensuring the mainstreaming of youth development in programmes run by different key role players, positioning policy implementation in the context of institutional organisations and processes, mapping the process through which progress on policy implementation will be assessed; and specifying the monitoring and evaluation mechanism for the purpose of accountability and continuous improvement of interventions (NYC, 2009: 6).

One of the major achievements of NYP’2009-14 was in identifying the development gaps among different youth segments in the country. It focused on young people with historic social disadvantage, prominently young women, who faced specific challenges and difficulties that predisposed them as victims of gender stereotypes, violence and abuse, disease and few occupational opportunities, which made them vulnerable in the society (NYC, 2009: 14). By prescribing “specific gender focused interventions ... and taking into consideration the gender imbalances and thus promoting gender parity” (NYC, 2009: 14), the policy’s consideration warranted the establishment of a Ministry of Women, Children and People with Disabilities (MWCPD) in 2009, the promulgation of Women Empowerment and Gender Equality Act in January 2014 (Sadie, 2014: 116, 121), and the Employment Equity Regulations Act of August 2014 (Labour, 2014) as amended, with the revitalisation of the Commission for Gender Equality (CGE) leading to its extraordinary performance between 2011-2013 (see Sadie, 2014: 118-20).

The NYP'2009-14 also addressed the needs of young people with disability by recognizing and supporting them with respect to their cultural and linguistic identity, including the South African Sign Language, to ensure they “participate equally in the society alongside their ‘able-bodied’ peers” (SASL) (NYC, 2009: 14-15), thereby promoting SASL as a means of communication in prominent government institutions like the Parliament and most news broadcasting organisations in South Africa (Selzer, 2010). Government’s plan to exploit the policy’s interventions in providing school-age-dropouts with another opportunity through rehabilitation and reintegration with their families and mainstream culture, is attributed to the policy’s concern that it adds to the general problem of the uneducated unemployed (UU) in the society (NYC, 2009: 16). The stable enrolment proportion of young people aged 15-34 in educational institutions up to 2016 is due to its programmes like Child Support Grant, No-Fees Schools, School Nutrition Programmes and Scholar Transport programme (Stats SA, 2017: 64).

Moreover, with the establishment of National Youth Development Agency (NYDA) from the merger of Umsobomvu Youth Fund and National Youth Commission (DTI, 2013: 29), the NYP'2009-14 realized the mainstreaming of youth economic development, as NYDA seized its role in providing business development support (financial and non-financial) and partnering with all the organs of the state in dealing with youth development issues (DTI, 2013: 29), resulting in the timely success of the policy’s entrepreneurship aspect.

2.3.4.1 Failure of NYP'2009-14

Notwithstanding the good performance of this policy, there were some lapses observed in its implementation. According to Mtswesi (2014: 38), the success of NYP'2009-14 in closing identified gaps, addressing challenges and recommending new measures to improve and accelerate its implementation under the four pillars of education, health and wellbeing, economic participation and social cohesion, was however flawed by “non-delivery on the part of government departments and youth institutions with regard to their mandate on youth programmes”, leading to a “lost opportunity and ... failure to fully comprehend the role youth play in society.” Notwithstanding its success in gender parity, the policy also failed to maintain copious expectations of many women’s groups, as women’s representation dropped from 41% to 37% at the provincial legislatures, and the proportion of women premiers also dropped from 5 in 2009 to 2 in 2014, with the situation at both national and local government levels remaining indifferent (Sadie, 2014: 114).

“[This] reluctance to put women forward ... at national, regional and local level [reveals] the President’s unwillingness to an equal representation in parliament, ... [which further] sends out the sad message that patriarchy is still alive and well” (Sadie, 2014: 114).

While acknowledging the policy’s success in promoting women’s economic and social rights through good legislative frameworks, Sadie (2014: 115) is at hand to challenge their actual implementation that women still comprise the majority of the poorest and most marginalised victims of economic and social injustices. The newly established Ministry of Women, Children and People with Disability was also not very successful due to ‘marginalisation’ and exclusion from key economic discussions (Sadie, 2014: 112), since “lumping together women, children and disabled people as ‘vulnerable’ groups in one ministry means that the focus on women is lost” (Sadie, 2014: 120). Same goes for the Commission for Gender Equality (CGE) which was astounded with numerous challenges: “first [due to] its relatively small budget ... secondly, most commissioners do not have any gender training [and] lastly, the majority of the commissioners are political appointments, and reluctance to challenge the government persists” (Sadie, 2014: 18-19).

2.3.5 NATIONAL YOUTH POLICY (2014-2019): Background, Principles and Success.

The NYP’14-19 was announced by the Department of Planning, Monitoring and Evaluation’s Notice No. 15 of 12th January 2015 (RSA, 2015: iii) with a focus on improving the previous policy in speaking to new and continuing challenges South Africa’s youth face (RSA, 2015: 2). While acknowledging the impact of global economic challenges on the nation and also identifying interventions which are likely to unclog critical blockages that act as catalysts in unleashing youth potential (RSA, 2015: 2), the policy identifies young people as champions of their own development who need adequate space to actively participate in their own growth and in the development of other members of the society, based upon global recognition that youths are human resources for development and key agents of social change, economic expansion and innovation (RSA, 2015: 2-3).

The policy was formulated on grounds that South African youth are surreptitiously relegated in politics and economy, as evident in high rate of criminality by young people in the society, hence it identified “economic marginalisation” as the primary factor that disables the nation’s enormous human resources from realising the vision of the country’s development plans (RSA,

2015: 3). With 52.9% global youth unemployment rate, it was feared that “this global trend applies ... in South Africa too” since over 36% of young people aged 15-35 are “unemployed or are discouraged work-seekers and are not in an educational institution furthering their studies” (RSA, 2015: 3). This is worsened by the observed high number of uneducated unemployed – “about 60% ...” – who “possess no professional or technical skills and who exited the educational system prematurely” and so “have never worked”, hence government also feared their exclusion from the economy if there is no “targeted intervention” (RSA, 2015: 21). Consequently,

“a dual, multi-faceted approach is needed, to simultaneously strengthen basic education and reduce drop-out rates for current students ..., create viable pathways for school leavers into post-school learning opportunities, while directly addressing the lack of skills and work experience amongst out-of-school youth” (RSA, 2015: 21).

While identifying young women as a group that needs more policy focus since “they face even higher levels of unemployment” at 34.5% compared to 29.9% of young men, (RSA, 2015: 4), the policy aims to advance youth development into the mainstream of government programmes, strengthen the capacity of key youth development institutions, strengthen a culture of patriotic citizenship among young people, and inculcate the spirit of patriotism through active participation in youth projects and nation-building (RSA, 2015: 8). It therefore plans to promote the provision of services to support young people in unleashing their strength and potential, as well as youth empowerment interventions to raise the confidence of young people to contribute meaningfully in their own development, and also moral and spiritual regeneration in line with the vision of “Ubuntu”.

IJR (2017: 1) confirmed that one of the legacies sustained in recent political and socio-cultural dispensation “is the paradoxical perception of youth in South Africa”, as NYP’14-19 provides good platform for the rebranding of South African youths as potential revolutionaries of sustainable political and socio-economic change and ‘primary catalyst(s) of activism’. The policy’s emphasis on ‘pre-employment’ services through public internship programmes is lessening the number of unemployed youth, minimising ‘transaction costs’ for firms and preparing potential employees for the workplace as measures to support work exposure for the youth, and also boosting ‘Youth Employment Strategies’ of creating 60 000 internship opportunities for the youth, since municipalities, state-owned companies, private sector

agencies, the Departments of Labour and Economic Development, and large (multinational) companies intensify their commitment to the Youth Accord and National Skills Accord (RSA, 2015: 31-33). Mchiza (2015: 15) valued the internship programme for improving employment opportunities, reducing value conflicts and helping young people crystallise vocational abilities and interests, with the assertion that interns have higher skills level, attitudes and confidence compared to non-interns (Mchiza, 2015: 4-5).

Moreover, the policy's entrepreneurship aspect ensures that youth enterprises and cooperatives are developed, since the Departments of Small Business Development and Economic Development are currently embarking on a "mass youth enterprise creation programme" aimed at "connecting young entrepreneurs to funding opportunities provided by the state and private sector" (RSA, 2015: 34). The recent review of the registration process of cooperatives and youth enterprises to link them to the target markets is hoped to promote demand for the products of these young entrepreneurs. Thaba and Mbohwa (2015: 1a-b) acknowledged the increasing number of cooperatives in South Africa with a record high of about 22 030 registered with the Companies and Intellectual Property Commission (CIPC) – which is fifteen times higher than the number of cooperatives registered from 1922 to 1994 – some of which gradually develop into powerful business ventures marketing and processing agricultural products in rural areas.

2.3.5.1 Failure of NYP'14-19

Though still being implemented, the NYP'14-19 has been the subject of many discourses and reviews. The Human Science Research Institute & University of Cape Town (2015: 5-10), for instance, argued that it has not sufficiently engaged the business sector of the economy in consultations aimed at promoting youth economic engagement in South Africa. According to them,

“The policy mentions that business should be consulted on the characteristics required of youth job seekers - but the policy should also recommend that trade unions be consulted on this topic, along with input on the nature, extent and feasibility of apprenticeships and learnerships.”

Another concern has been the liquidation of cooperatives in the country. Thaba and Mbohwa (2015: 1a) observe that the rate at which these cooperatives were closing is probably more

than the rate at which they are formed. According to them, “out of the 22 030 cooperatives that were registered, only 2,644 are still running, [which] indicates that 88% of the cooperatives failed.” They attributed this failure to government’s dominance in the formation and administration of cooperatives in South Africa. In their words, “other than allowing the cooperatives to emerge naturally, government and [its] agencies assume that the members can be educated and adopt what is being proposed by government” (Thaba & Mbohwa, 2015: 1a). In addition, there is also an observed decline in the growth rate of youth enterprises, which is having a dwindling effect on the number of both young entrepreneurs and the increasing youth population who are economically engaged through the sector. Crampton (2016) estimates that the past five years have witnessed a consistent decline in small businesses, resulting in overall drop in entrepreneurial activities “equal to 2.3 million possible job opportunities lost” (Crampton, 2016).

These assessments reveal that South Africa’s national youth policies have made various impact on the overall wellbeing of young people in South Africa, though much is still desired; hence, the quest by the Zuma-led administration for an integrated policy framework as pragmatic measure to tackle youth unemployment and promote entrepreneurship development in the country, leading to the formulation of the Integrated Youth Development Strategy (IYDS).

2.3.6 INTEGRATED YOUTH DEVELOPMENT STRATEGY (2012-2016): Context, Principles and Entrepreneurship Aspect.

By mid-2011, NYDA launched IYDS to complement government’s effort on national youth entrepreneurial development. It was borne on the need for synergy by government at all levels to combat youth unemployment and underdevelopment, with “the structure and focus ... guided by the following broad thematic areas: economic participation, education and skills development, health and wellbeing, social cohesion, and sports and recreation, ... built upon various domestic and international policy frameworks which have resonance on youth interest [including] national statutes, policies, international charters and protocols as well as social contract to which NYDA subscribe” (NYDA, 2011: 8). The IYDS earmarked some groups of young people – including youth in rural areas, unemployed youth, young women, youth in institutions of learning, out-of-school youth, and the youth with disabilities, – as needing special attention (representing this study’s delineation of “UU”, “EU” and “UaU”), so as to curb the deficiencies experienced in previous policy initiatives (NYDA, 2011: 81).

The Strategy took into cognisance the overall situation that encumbered all post-Apartheid policy formulation and administration, in an attempt to critically evaluate the situation of young people in South Africa, while acknowledging that the nation's youth development sector has undergone major restructuring since 1994 aimed at eliminating historically engineered inequalities across all racial, ethnic and gender divides (NYDA, 2011: 9). From the Growth, Employment and Redistribution (GEAR), Accelerated and Shared Growth Initiative-South Africa (ASGISA), and Joint Initiative for Priority Skills Acquisition (JIPSA), which give birth to NYP'97, the sector-specific frameworks including the National Industrial Policy Framework (NIPF), Industrial Policy Action Plan (IPAP), and the Integrated Strategy on Promotion of Entrepreneurship and Small Enterprises (SPESE), which brought about NYP'2000 and NYDPF'2002-7 (NYDA, 2011: 9), to the New Growth Path (NGP) which led to the birth of NYP'2009-14, IYDS and the current NYP'2014-19 (NYDA, 2011: 9). But,

“unlike its predecessors which were somewhat non-dimensional, the NGP provides an integrated framework for macroeconomic, microeconomic measures and social partners into one developmental policy. All the three developmental elements have a package of interventions that links (sic) to one another to ensure that development focuses on addressing job creation, economic growth, reducing inequalities and poverty and support[ing] positive environmental outcomes” (NYDA, 2011: 9).

Prominent among the guiding principles of IYDS was economic participation, owing to observed systematic and socio-cultural challenges young people face due to their high entry rate into a predominantly “supply-driven” labour market with poor quality education, low levels of high-value skills and a low incidence of entrepreneurship, in an economy with relatively low macroeconomic growth rates resulting in the dwarfing of new economic opportunities by an increasing number of educated unemployed (EU) (NYDA, 2011: 81). It was also guided by the principle of education and skills development, to support government's progress towards meeting the Millennium Development Goal (MDG) of attaining free quality education for all, thereby advancing the gains and overall performance of the sector, with the establishment of two education departments for both basic education and skills development, a Pro-Poor Education policy for poor youth to access education, student loan system (NASFAS) for post-school education of students, as well as consultative protocols and policy guidelines with various stakeholders (NYDA, 2011: 84). Other principles of the policy included health and wellbeing – to implement a behavioural change programme through teaching of healthy

lifestyles in schools; social cohesion – by promoting existing positive bonds to nurture individuals as citizens and key stakeholders in their communities; and sports and recreation – through scarce skills development for sports administrators in priority sports, and by supporting school sports through coaching and sponsored tournaments in order to enhance youth economic participation in the sport value-chain and ownership of sports clubs, brands and rights (NYDA, 2011: 96).

The entrepreneurship aspect of IYDS included funding programme for youth businesses, industrial development programme, high-order skills development programme, youth brigades, NYS and youth information service, as well as creating enabling environment through policy (NYDA, 2011: 98). They were formulated to support national youth enterprises development in line with the priorities of the NGP strategy “aimed at introducing a ‘business unusual agenda’” (NYDA, 2011: 98).

2.3.6.1 Funding Programme for Youth Businesses

The IYDS has good structures designated for the business funding needs of young people in South Africa. These structures have High Risk units which provide both equity and debt finance to youth who have completed the approved Higher Intensity Entrepreneurship Development Programs (HIEDP), as financed by both public and private sector through the Enterprise Development funds (NYDA, 2011: 97). With the National Treasury’s annual R2 billion support to complement private sector funding, NYDA – in partnership with National Empowerment Fund and retail banks – ensured that these funds are mobilised and used for youth enterprise development. The benefiting youths have certain conditions to abide by, including a “Pay It Forward” system, to support other disadvantaged entrepreneurs, and giving back to the Fund once their own businesses are profit-generating (NYDA, 2011: 97).

2.3.6.2 Industrial Development Programme

The IYDS also launched programmes that advanced industrialisation, including manufacturing aspects of enterprises in agro-processing and mineral beneficiation, Information and Communication Technology, electronics and various engineering related businesses, in order to inculcate industrial development in young people and encourage them to develop and own various value chains in manufacturing, marketing and distribution (NYDA, 2011: 100).

2.3.6.3 High-Order Skills Development Programme

The policy's high-order skills development programme ranged from leadership, entrepreneurship, management and innovative skills, to intensive programmes that combine 50% practical and 50% theory at NQF levels 6-8. These programmes linked specific industry sectors like the Provincial Growth and Development Strategies and key national economic growth projects, as catalysts for their actualisation, with partnership of local and international universities and research institutes to keep young person under development and mentorship for at least five years. The implication is that a populous province like Gauteng could have 1 000 to 3 000 candidates from key areas annually, and a less populous province like Northern Cape could have an estimated 50-150 candidates (NYDA, 2011: 100).

2.3.6.4 Youth Brigades, NYS and Youth Information Service

The IYDS reinforced the NYS and youth brigades to absorb youths of working age who are neither schooling nor working, to train and deploy them into major projects such as building and maintaining dams and municipal infrastructure, environmental rehabilitation, agricultural and food security projects, disaster management schemes, and other multi-disciplinary public programmes (NYDA, 2011: 101). It also developed the capacity of schools of all grades, including FET colleges and universities, to disseminate information about various socioeconomic opportunities regarding careers, and entrepreneurial services and opportunities (NYDA, 2011: 102).

2.3.6.5 Creating Enabling Environment through Industrial Policy

The IYDS recognised industrial policy and labour laws as paramount with (or without) any wage regime, hence it established certain interventions aimed at creating the needed conducive environment to match the concerns of employers with potential employees. These include relaxing Labour Laws in the SMME sector in order to encourage opportunities for young people to gain work experience, reviewing the minimum wage regime for entrance of young people into the market, devolving industrial policy to provinces and municipalities where high potential lies, and providing incentives to the private sector to support the creation and funding of enterprises developed by youths (NYDA, 2011: 103). All these comprised IYDS' entrepreneurship aspect which represented government's absolute commitment towards national youth enterprise development in South Africa, as their success transcends the overall performance of known policy in the country.

2.3.6.6 THE IMPACT OF IYDS' ENTREPRENEURSHIP ASPECT

The success of IYDS' entrepreneurship aspects was based upon the masterwork that gave rise to other strategic plans, like the Youth Enterprise Development Strategy (2013-2023) (see DTI, 2013). The funding programme for youth enterprises development – encompassing the National Empowerment Fund (NEP), Industrial Development Corporation (IDC), Small Enterprise Finance Agency (SEFA), the Isivande Women's Fund (IWF), and Khula SME Fund – led to the proliferation of funding and grants interventions which support hitherto disadvantaged youth with capital investment to advance 'black economic development' Crampton (2016). Others, like the Black Business Supplier Development Programme (BBSDP), Incubation Support Programme (ISP) and the National Youth Development Agency, awarded soft grants of between R1 000 and R100 000 to individuals in both formal and informal businesses in start-up or developmental phase of their business Crampton (2016), thus attesting to the fact that South Africa has one of the best support mechanisms for youth enterprise development on the continent.

The IYDS, under its industrial development programme, proposed the promotion of Industrial Development Zones (IDZs) in South Africa. It observed that until then, the nation's industrial strategy has failed to promote employment for the past 30-40 years, which brought about the need for economists to recommend it as the central thrust of the Zuma-led government's NGP (NYDA, 2011: 17). To this end, the South African Revenue Services (SARS) acknowledged the IDZs or Export Promotion Zones (EPZs) in Coega, East London and Richards Bay, as well as OR Tambo (Johannesburg) and Mafikeng. In its 2015/16 Performance Analysis of IDZs (also referred to SEZs – Special Economic Zones), the DTI (2015: 7-8) confirmed that there had been a notable increase in the number and the investment base of IDZs by over 100%. There were over 10 new IDZs and SEZs in all provinces, with "a total investment value of more than R21.1 billion" and "about 73 000 jobs" for previously unemployed South Africans (DTI, 2015: 1). It also noted that when the SEZ legislation is fully processed beyond its "advanced stage", the programme would boost the economy "with an investment value of more than R100 000 billion" (DTI, 2015: 1).

Another remarkable success of the Strategy's entrepreneurship aspect was in the area of developing the high-order skills of young people in South Africa. Barac & du Plessis (2014: 54) (citing Barrie, 2004 and Kavanagh et al. 2010) designated them as 'pervasive skills'. According

to them, “pervasive skills, also referred to as generic skills, are developed regardless of the field of study or domain of knowledge, and their development ... forms part of the broader discussion of whether ... graduates produced by universities are (or even should be) ‘work ready’ and ... able to meet employer’s expectations.” In other words, they are “professional qualities and skills that ... [they] are expected to bring to all tasks – the ‘how’ of a ... work ..., falling into three categories, namely, ethical behaviour and professionalism, personal attributes, and professional skills” (SAICA, 2008b cited in Barac & du Plessis, 2014: 58). These “higher-order” skills are self-management, conflict resolution, lifelong learning, ethics, organisational awareness (business knowledge), business management and creative thinking (Barac & du Plessis, 2014: 57). They maintained that over the past years, the need to develop generic skills among undergraduate students in order to prepare them for the workplace, had gained prominence in the curricula, as

“educators have developed and implemented a number of pedagogies aimed to develop students’ generic skills during their university education, [as demonstrated in] problem-based learning, case studies, work shadowing, business simulation, cooperative learning, project work, group work, and a variety of other activities (where the learner is directly in touch with the realities being studied) which are collectively defined as experiential learning” (Barac & du Plessis, 2014: 59).

The success of youth brigades, NYS and the youth information service has been accorded due treatment in the previous review of national youth policies, especially the NYP’2009-14 and the current NYP’14-19. These frameworks experienced tremendous success though with accustomed challenges.

2.3.6.5 Challenges of IYDS’12-16:

Despite its proactive and holistic nature, the IYDS suffered some lapses as a result of inadequate commitment from the role-players. For instance, the industrial development programme of IYDS experienced major failure since “government investment into the IDZs has not been matched by a corresponding inflow of private investment” (DTI, 2015: 6). Even with the few investors that arrived, government has still not streamlined IDZs’ regulation especially as it affects the processing of investment into the zones to accelerate the operation of their projects. The effect was that there were about 42 secured investors who were not operational in the zones by 2015. They include 5 in East London IDZ “with an estimated investment value

of R141 million ... in ... renewable energy, aquaculture, and logistics and automotive” [sectors]; 22 in Coega IDZ “with an investment value of more than R8.1 billion in ... energy, chemicals and steel to agriculture and food, pyrolysis and cement plants” [sectors]; 6 in Richards Bay IDZ “with an estimated investment value of R7.8 billion ... in ... refinery, aluminium and titanium to cement and pulp manufacturing” [sectors]; and 9 in Dube Trade Port IDZ “with an estimated investment value of R540 million ... in the IDZ-designated areas” (DTI, 2015: 3).

Although the inclusion of ‘high-order skills’ into the curricula has gained prominence over the years, “educators do not share a common understanding of either the nature of the outcomes from the teaching of generic skills, or of the teaching and learning processes that are best suited to facilitate the development of these outcomes” (Barrie, 2004, cited in Barac & du Plessis, 2014: 58). There is also a need for the creation of more special skills development institutes and for the support of existing public and private agencies responsible for skills development, to ease the load of higher educational institutions as they occasionally incur extra financial cost while attempting to fully implement experiential learning. This is because “even though universities have responded by designing and delivering various teaching and learning initiatives that address skills development, they should not be regarded as surrogate employment and training agencies, and higher education can therefore not carry the onus of skills development alone” (Jackson et al. 2006 and Gammie et al. 2002, cited in Barac & du Plessis, 2014: 60).

2.4 ENTREPRENEURIAL INTERVENTIONS TO SOLVING YOUTH UNEMPLOYMENT IN SOUTH AFRICA

This study emphasizes on entrepreneurship as being able to make the ‘unemployed’ to become ‘self-employed’ and eventually employer of labour, is guaranteed through the provision of entrepreneurial skills and the facilitation of access to capital, the shortage of which has been a major constraint for smallest enterprises in developing countries like South Africa (Goldin & Hobson, 2015: 70). Kluge (cited in Goldin & Hobson, 2015: 70) reviewed 15 entrepreneurship interventions which were set in low and middle-income economies like Uganda and Liberia, and Peru, Columbia, Tunisia, Bosnia and Herzegovina, 10 of which were evaluated between 2012 and 2014 in Uganda and some other African countries. This chapter identifies 3 of these interventions, namely, the Women’s Income Generation Support (WINGS), Youth Opportunity Programme (YOP) and Start and Improve Your Business (SIYB) programmes, as the

secondary data sources. They are evaluated with hope that interested role-players in youth development in South Africa would find ways to replicate their impact for an inclusive youth entrepreneurship development in South Africa.

2.4.1 WOMEN'S INCOME GENERATION SUPPORT (WINGS)

WINGS was aimed at improving the socio-economic wellbeing of young women mostly affected by the protracted civil conflict in Uganda (Blattman et al. 2013: 8a). As major research outcomes of AVSI Uganda, an Italian non-governmental organisation (see <https://www.avsi.org/en/country/uganda/25/>), the intervention targeted the most vulnerable members of rural communities “who lost nearly everything after 20 years of war” (IPA, 2012: 1a). The 2007 survey by AVSI and Innovations for Poverty Action (IPA) on 1 300 young women and men aged 14 to 35 in the impoverished northern region, evaluated the negative impact of civil unrest on youths to find ways of salvage their situation, resulted in the 2009 study that identified 1 800 young women in 120 small villages who were in dire need of rehabilitation. They were helped to raise their income through business skills training and mentorship, with most of the economic activities of the two-phased programme ranging from farming to casual labour, as they worked about 15 hours per week for a few dollars' income (IPA, 2012: 1a-b).

2.4.1.1 Entrepreneurship Components of WINGS

According to Annan et al. (2013: 2), WINGS has three core components:

- i. Four days of business skills training (BST)
- ii. An individual start-up grants of roughly US\$150 (one hundred and fifty US dollars), and
- iii. Regular follow-up by trained community workers.

According to Blattman et al. (2013a: 8b), the “few days of business training (BST)” was followed by an individual start-up grant of roughly US\$150 with regular follow-up by trained community workers, and additional (optional) components like group formation training and self-support, and spouse inclusion training and support.” It involved AVSI's basic business skills course necessary for the planning, starting, and managing of simple business activities (Blattman et al. 2013a: 8b), as indispensable in enhancing individual participant's managerial proficiency to determine their overall success in the programme. The curriculum was adapted for illiterate users (Annan et al. 2013: 1) to which AVSI's experienced training staff were accustomed (Blattman et al. 2013a: 8b), and it covered business skills, group dynamics and problem solving

within the world of business, upon which a proposal submission was made on a business plan whose approval is subject to logical review by AVSI staff, for an entitled start-up grant (Blattman et al. 2013a: 8b).

At the Start-up/follow-up stage, all participants received a start-up grant of approximately US\$150, worth \$375 in exchange market rates IPA (2012: 2), “for the implementation of [their] proposed business plans” (Blattman et al, 2013a: 8b). This was equivalent to “\$1,950 per person in local purchasing power parity terms... about 2.5 times the market exchange rates” IPA (2012: 2), which “all 1 800 program participants were guaranteed to receive, not ... once [but] in several tranches” (Blattman et al. 2013a: 8b). They were to begin with retail trading on goods while continuing their farming and other miscellaneous activities (Blattman et al. 2013a: 3a), while receiving at least three follow-up visits from AVSI staff for close supervision of the business activities on meeting market challenges and implementing sound business practice for the first few business cycles. Group formation training was to help individual entrepreneurs in the same community form business support networks, while spousal inclusion and training were to enable AVSI prioritise working with households and families rather than individuals whenever possible (Blattman et al. 2013a: 9a – 9b).

2.4.1.2 WINGS’ Implementation and Impact:

The WINGS programme, which began in January 2009 and concluded in August 2012 (Blattman et al. 2013a: 9b), was implemented in two phases – the first phase in mid-2009 and the second phase in 2011 following a final evaluation. AVSI and IPA researchers earlier conducted random public pools by assigning the 120 villagers to either phase 1 or 2, resulting in a 60-member control group for each of the phases (IPA, 2012: 2a). AVSI encouraged the participants in half of the 60 in Phase 1 to form self-help groups, leading to well-organised and functional self-help groups in 30 villages where they were offered training on how to run effective group management and start rotating savings and credit associations (IPA, 2012: 2b), which is a striking resemblance of South Africa’s initiative of using cooperatives to promote youth self-employment and enterprise development, currently implemented by NYP’14-19. Comparing Phase 1 to Phase 2 participants 16 months after the former’s grants (before Phase 2 began), IPA researchers started reckoning the programme’s impact: “cash earnings went from \$19 in the control group to \$31 with the standard WINGS program, [and then] to \$48 when participants received group encouragement” (IPA, 2012: 2a).

“A year after the intervention, monthly cash earnings doubled from 16 000 Ugandan Shillings to 31 300 ..., cash savings tripled, and short-term expenditures and durable assets increased 30 to 50% relative to the control group” (Blattman et al. 2013a: 3a – 3b).

These figures represented a drastic increase in business and a reduction in poverty, and huge gains for the participants when comparing where these women started from (Blattman et al. 2013a: 3a – 3b), with potential microeconomic benefits for the local communities or villages in particular, and the national economy in general:

“We see large spillover (sic) effects into these small village economies. With most women becoming traders, imports from major trading centers (sic) increase, and the price of consumer goods fall. This raises the spending power of all households and so real earnings rise. Since they spend some of the grants domestically, demand for locally-produced goods also rises, increasing income as well” (Blattman et al. 2013a: 4a-4b).

The ILO-sponsored “Interventions to Improve the Labour Market Outcomes of Youth: A Systematic Review of Training, Entrepreneurship Promotion, Employment Services and Subsidised Employment Interventions”, discovered that WINGS intervention in Uganda excelled in providing young people with ample support for their entrepreneurial development (Kluve et al, 2016), based on their findings that it achieved the largest employment outcomes across all evaluated interventions under review, as the “main driver of the overall positive impact of entrepreneurship interventions” (Kluve et al. 2016: 163 – 164).

2.4.1.3 Challenges facing WINGS

IPA (2012: 1) contends that “in spite of these economic gains, WINGS had little effect on social integration, health, or empowerment after 16 months” of operation, as rivalry and tediousness trailed the participants who struggled to meet up with personal or group targets by working extra hours at the expense of their health and household. The effect of irregular market forces would have also resulted in many “[trading] households [experiencing] more competition and falling profits ... [due to] a reduction in market power [which made] ... net consumers to benefit from the intervention ... and net producers (or traders) tend to lose out” Blattman et’al. (2013a: 4b). The high cost of the programme also did not translate into any personal and social welfare for

the participants since “not all components are (sic) necessarily cost-effective [and] one of the most expensive components of WINGS, the follow up, struggled to pass simple cost-benefit tests” (IPA, 2012: 1, 4). The lone emphasis on economic wellbeing of beneficiaries led to little or no emphasis on the social and general implications of the programme, thereby casting doubt on its proactive nature since “higher income alone may not address women’s social and personal challenges” (IPA, 2012: 1). Blattman et al. (2013a: 3b) argued that despite the relative increase in income and wealth, there was little or no effect on women’s independence, status in the community, psychological or social well-being, or freedom from intimate partner violence, because “there was little short-term connection between poverty relief and either social support or symptoms of distress”.

Other factors that inhibited the success of WINGS were low education, high levels of emotional distress and poor health (Blattman et al. 2013a: 3b), as nearly two-thirds of the participants were unable to read and write with enormous challenge on communication and interaction; most of the women were also prone to emotional distress due to traumatic horrors of the 20 years’ civil war that left them bereaved, with other challenges of poor health in their war-torn villages.

2.4.2 YOUTH OPPORTUNITY PROGRAMME (YOP)

YOP was launched in 2005 after the country’s decades of civil war through Northern Uganda Social Action Fund (NUSAF) as the government’s initiative for “poor and unemployed young adults (Kluve et al. 2016: 238), to provide them with new lease of life in the war-torn northern region where one-third of the country’s 30 million people live. It came as government’s ‘arms-for-cash’ development and security strategy aimed at transferring cash to young people in exchange for their arms used during the war (Blattman et al. 2013b: 7). The beneficiaries of the programme were to embark on any meaningful business project other than agricultural for purpose of diversification (Kluve et al. 2016: 238), with an average size of 22 individuals per group solely recognized in groups of 10 to 40 headed by a five-member management committee (Blattman et al. (2013b: 7). They were to submit their business proposal to the central government through their local government authorities, specifying the amount they needed for their business, names of group members, the management committee, skills they proposed to trade in (usually one or two) and a budget of how the transferred amount would be spent (Blattman et al. (2013b: 7). Upon selection, the group would receive a lump sum

averaging US\$7 497 or US\$382 per member, transferred to designated bank account in the names of the management committee, each of whom was responsible for both the disbursement of funds and accountable to one another since there was no central monitoring or enforcement once the transfer was made.

2.4.2.1 YOP Implementation Evaluation and Effectiveness

YOP intervention was implemented by Uganda's central and local government for the benefit of all the youths. The 2007 debut evaluation of the programme's 265 groups (5 460 youths) out of the 535 groups in 13 of the 18 districts, following "the first end-line survey [of] August 2010 and March 2011 [and] a second '4-year' endline (sic) survey [of] April and June 2012, [after] 44-47 months", found that the hitherto agro-based northern region has "8% [of the participants]... in vocation at baseline ("existing entrepreneurs") and 21% ... in either vocation or small business such as running a kiosk" (Blattman et al. 2013b: 8, 14). These groups were randomly assigned to treatment while the remaining 270 groups (5 828 individuals) were the control (Blattman et al. 2013b: 9), with more findings of unlikely spill-over effects as "there is modest imbalance on baseline wealth and savings variables, with treatment group members slightly wealthier" (Blattman et al. 2013: 9). Kluge et al. (2016: 163) indicated that the intervention addressed specific constraints, with "grants for non-agricultural vocational training and business start-up [having] substantial economic impact on earning for young people in the capital-constrained environment" (Kluge et al. 2016: 163). More findings include "positive business performance outcome (e.g. an increase in profits)" by group members thus "mitigating capital constraints for poor and vulnerable young people" (Kluge et al. 2016: 164), entrepreneurship promotion leading to positive effects on employment outcomes, overall growth and the expansion of businesses owned by young people leading to youth enterprises development, and an improvement in the participant's self-confidence (see Kluge et al. 2016: 162-165), with an overall improvement in the living standard and socioeconomic wellbeing of young people (Kluge et al. 2016: 238).

With a one-off grant of around US\$382 for each group member – equivalent of today's 1.4 million Ugandan shillings – and no formal monitoring, the programme undoubtedly promoted social confidence (Kluge et al. 2016: 238), making these hitherto destitute youths abrupt millionaires while inculcating a sense of responsibility in them as responsible citizens capable

of transforming their own economic destiny. The World Bank's 'randomised evaluation' of YOP's results in July 2011 attested to its incontrovertible success of having

“a largely positive impact, improving levels of employment and skilled labour, reported profits and market activities – 99% increase in skilled labour activity among those treated. Beneficiaries saw a 42% increase in savings over the control group, increase in gross savings by nearly a third [and] a positive and significant increase in incomes for men and women; 30% decrease in aggressive behaviour amongst the most aggressive males, 18% decrease in reported disputes overall, decrease in disputes with community leaders, 25% decrease in reported aggressive behaviour of friends, [and] reduced feelings of redundancy” (World Bank, 2011: 2-4).

2.4.2.2 Challenges facing YOP:

Since YOP was a disarmament strategy, there was no record of government's commitment beyond arms recovery from the people with no formal monitoring or supervision of the programme, leaving the people to their own fate with grants, hence its relegation as mere 'arms-for-cash' agenda. The challenge of corruption and institutional decadence which resulted from YOP's non-supervision and a lack of group accountability (to government) also smeared its effectiveness, leading to misappropriation of funds by group members, and culminating in gross financial irresponsibility on the part of the government. The World Bank (2011: 4) joined popular media to report that there was “some degree of leakage of YOP funds” with evidence of significant misuse of funds within the groups and some group members reporting that funds were stolen before reaching them (World Bank, 2011: 4). “YOP [also] resulted in increased measures of aggression amongst female participants” with a report of a 48% increase in their behaviour, [like] ‘threatening to hurt others’ as seen through the participants (World Bank, 2011: 4).

2.4.3 START AND IMPROVE YOUR BUSINESS (SIYB)

According to Majurin (2014: 2), SIYB originated from “Look after your firm”, a management training package developed in late '70s by Swedish Employers' Federation as a system of inter-related training packages and supporting materials for local and small-scale entrepreneurs to start and grow their businesses. The Swedish International Development Agency (Sida) funded the project for the International Labour Organisation (ILO) which adapted the materials

“Improve Your Business” (IYB) to reflect the needs and situations of entrepreneurs in developing countries, thus developing the “Start Your Business” (SYB) training package in early ‘90s in order to address potential start-ups globally. With the development of “Generate Your Business Idea” (GYB) which used “SIYB Business Game” as business stimulation and motivational tool, the ILO decided to group GYB, SYB and IYB training packages and management tools into a common framework – the “Start and Improve Your Business” (SIYB) programme, with EYB (Expand Your Business) became part of SIYB programme in the millennium (Majurin, 2014: 2). See also Kluge et al. (2016: 35) and ILO (2003: 5-13).

2.4.3.1 Entrepreneurship Components of SIYB:

SIYB programme was structured into four separate training packages designed to respond to the progressive stages of business development (Majurin, 2014: 2). They include Generate Your Business Idea (GYB), Start Your Business (SYB), Improve Your Business (IYB), and Expand Your Business (EYB). While GYB was for people who like to start a business and, in the 2-3 days training course, develop a concrete business idea ready for implementation (Majurin, 2014: 2), SYB was for potential entrepreneurs with concrete business idea whose business readiness and plan’s viability were assessed within 5 days training, field work and after-training support (Majurin, 2014: 3). IYB, on the other hand, introduced practicing entrepreneurs to good business management principles through six modules (marketing, costing, buying and stock control, record keeping, planning for your business, and people and productivity) which were taught separately or combined within 7 days (Majurin, 2014: 3), while EYB’s 1-2 weeks training gives growth-oriented SMEs the practical tools for business growth to assist them with training and non-training interventions and a focus on business strategy to expand their business (Majurin, 2014: 3). They were available in English and in 40 other languages, and adapted to specific sectors like agriculture, construction, tourism and geographical settings (e.g. specific countries) as well as specific target groups like youth, low literacy populations and rural workers (Majurin, 2014: 3).

2.4.3.2 SIYB Implementation Evaluation and Effectiveness:

SYB was introduced at ILO’s July 1996 – December 1997 ‘Pilot Phase’ on Zambia, Zimbabwe and Uganda to measure the effectiveness of the programme in order to manage the huge demand for it and ensure its accessibility (Musabayana, 1998: 4). Twelve years later, the Danish government – through Africa Commission (AC) Secretariat – requested ILO and YEN

to design and implement the Young Entrepreneurs Initiative of AC's Report of May 2009, leading to the conduct of SIYB's 'Unleashing African Entrepreneurship/ Youth Entrepreneurship Facility (YEF) (2010-2014)' in Uganda, Kenya and Tanzania, with Phase 1 in 2010-2011 and Phase 2 in 2012-2014 (Uganda, 2013: 4a). Since inception in April 2010, the Facility has become a key intervention to promote entrepreneurship culture, integrate entrepreneurship education for in-school youth and facilitate access to business development services (BDS) for out-of-school youth (Uganda, 2013: 4a –b), making AC's Initiative visible at national level in all three countries (Uganda, 2013: 4b), and thereby giving SIYB

“[an] entrepreneur facelift with a focus on supporting green and social enterprises in all the three countries [as] master trainers and BDS providers have been capacitated to deliver the programme” (Uganda, 2013: 4b).

SIYB, therefore, became a widely used entrepreneurship training package not only in Uganda and 'Tanzambia', but in over 100 countries – including 20 African countries (ILO, 2014: 2-3), with an outreach of 6 million trainees (Kluve et al. 2016: 32, 35). The 2011 SIYB Global Tracer Study in Uganda found an average of three new jobs in every new business started after the training, this followed 'a randomized control trial' to provide young business owners with cash grants and SIYB training module, with reports of 54 per cent greater profit by young entrepreneurs who accessed the loan and business skills training within six to nine months (Kluve e 'al. 2016: 35). More than 1 300 youth organisations and representatives from selected organisations also applied for funds in addition to over 10 000 young men and women who received training, with about 1 million youths reached through the entrepreneurship culture information campaign of the programme (Uganda, 2013: 4c). There was also over 76 BDS providers who delivered training to existing and potential young entrepreneurs with 35 youth organisations receiving grants to implement entrepreneurship development projects, thus raising additional financial resources from international partners to support the initiative (Uganda, 2013: 4c).

SIYB's 2013 impact survey in Uganda reckoned that 49% of young entrepreneurs who received the training started a new business (Uganda, 2013: 8b, a) with an average of 2.4 additional jobs created from the newly started businesses (Uganda, 2013: 8a), which is a big change from 286 jobs to 486 within ten months of training among the 149 youth entrepreneurs surveyed (Uganda, 2013: 8b). Access to finance also registered highly positive change of 64% – from 70

million Ugandan shillings to 115 million (Uganda, 2013: 8b). A previous survey conducted in 10 out of the 15 districts where the training was piloted showed that the average sales turnover of the beneficiaries had increased by 72 percent, from 1.1 billion Ugandan shillings to over 2 billion by August 2013 (Uganda, 2013: 8b), contributing to a 27% tax increase [to the national economy] – “from 6 million to over 24 million Ugandan shillings during the same period” (Uganda, 2013: 8b). In his vote of thanks, the Regional Director of ILO, Alexio Musindo, said:

“[These] successes are real and youth economic empowerment is being made visible. I ... thank the Government of Uganda for the good will it continues to accord the project, [and] all our partners in Uganda for working with us to unleash the potential of young Ugandan men and women” (Uganda, 2013: 8c).

2.4.3.1 Challenges facing Start and Improve Your Business (SIYB):

The challenges facing the SIYB program in Uganda include “limited resources for expansion, lack of computers for skills development, unreliable power supply and limited machines” (Uganda, 2013: 20c). These affected the country’s overall development due to weak infrastructural foundation for sustainable growth. Musabayana (1998: 4) stated that the national policy implementation structure did not work well due to weakness of the institutions, financial non-viability and monopolistic nature of the Focal Point concept.

2.5 Conclusion

Notwithstanding the attendant challenges, these interventions have made their mark as global formula for youth entrepreneurship development, although South Africa has not fully benefited from them. It is therefore high time all role-players should embrace this tridactyle (three-pronged) approach to combat youth unemployment in South Africa. The prospect and viability of this approach in this country is the submission of this study.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter focuses on the procedures of collecting and analysing the data, as well as the relationship between the theoretical framework and the research methodology. A survey on the situation and effect of unemployment among youths in Empangeni and the impact of government policies on young people at grassroots level, was conducted specifically for those aged 15-34 years in Empangeni. The choice of Empangeni was based on proximity (to the researcher) and being the second “most significant economic centre” at local and district municipality levels, after Richards Bay (uMhlathuze: 2).

3.2 HISTORICAL OVERVIEW OF EMPANGENI

Empangeni is a major town in uMhlathuze municipality of uThungulu district. The district is reckoned as the third most populous and important in the provincial economy with Ethekewini (Durban) and Umgungundhlovu (Pietermaritzburg) assuming the first and second positions respectively (see SACN, 2014: 1). According to SACN’s historical perspective (SACN, 2014: 8-15), the earliest account of the town dated far back when the Norwegian Missionary Society founded their mission station in 1851 at the eMpangeni river (named after ‘Mpange’ tree) during the reign of kaSenzangakhona, half-brother of King Shaka and Dingane. By 1856, his choice of successor, Mbuyazi (younger brother of Cetshwayo), was defeated by the latter, who eventually established Ulundi as the new seat for the royal Zulu kingdom, from where he waged battles against the invading forces of the British Colonial Government. Prominent among these was the celebrated Battle of Isandlwana on 22nd January 1879 during which the Colonial forces lost over 1 500 soldiers. But with the reinforcement of Sir Frederick Richards who later founded Richards Bay as his command centre, “it was a matter of time before Ulundi was sacked and Cetshwayo exiled to the Cape and to London” (SACN, 2014: 9). These events culminated in the subjugation of the Zulu kingdom leading to the establishment of colonial rule throughout the already conquered territories (SACN, 2014: 10).

The Colonial Government succeeded in establishing agriculture and forestry leading to large scale plantations, with the eucalyptus tree planting campaign in 1905, and rapid expansion following the erection of Huletts’ sugar mill at Felixton in 1911. These came after the

establishment of the Zululand Railway which linked the village with Durban in 1903. From then, more growth started trickling in the evolving village and its environs as “sugar cane farming, sugar mills, forest and saw mills, and then paper pulp mills together with intensive dairy and beef production (in the main for the growing Durban demand), drove development” (SACN, 2014: 10). As the area continued to grow to service the social and commercial needs of both the Government and the Christian missionary community along the coastal belt, the town was officially proclaimed ‘Empangeni Township’ on 15 January 1931 (SACN, 2014: 10). Between 1910 when South Africa became a self-governing nation-state under the British Empire and 1961 when it eventually acquired its political independence status from Britain, there were many political, social and economic upheavals that transpired in the area. By 1969 ‘Richards Bay’ was acknowledged and proclaimed a town developed “in terms of the Group Area Act of 1959” (Madumo, 2015: 155) as town for Whites, Indians and Coloured, alongside ‘eSikhawini’ as “a dedicated Black township” (SACN, 2014: 12). The advent of Richards Bay town as a developing harbour also triggered visible changes in the area with Empangeni retaining its residential status for both the construction and project teams of government and a few foreign investment companies, as well as a small percentage of rural households whose agro-processing and commercial agricultural ventures were carried out in the communal lands up to Felixton sugar mill (SACN, 2014: 12).

But rapid physical and economic development witnessed in the area did not correspond with the rampant political and social mayhem that attended the oppressive regime of Apartheid government which had aroused global discontent, as there was more “international isolation of South Africa through economic sanctions” (SACN, 2014: 12). Political struggle between the pressure groups like the African National Congress (ANC), the Inkatha, and the government, continued to the detriment of many rural inhabitants in northern KZN, resulting “in bloodshed and murder”, although “northern KZN was however uncontested Inkatha territory” (SACN, 2014: 12).

“The years after the unbanning of the ANC by then President FW de Klerk on 2 February 1990 until 1994 general elections saw an upsurge in international interest in South Africa, enterprises and business opportunities [as well as] ... globalisation opportunities that came to the fore after the unbanning of the ANC ... brought opportunities, but also exposed Richards Bay–Empangeni to competitive world

markets. There is an ongoing movement of people from the rural areas to settle on the outskirts of Richards Bay and Empangeni” (SACN, 2014: 12, 15).

3.2.2 Demographic Perspective of Empangeni CBD and Kuleka Suburban Area

Following the demarcation process that culminated in the local government election of 5th December 2005, the municipal administration of ‘uMhlathuze’ was inaugurated. Its name was derived from the communal river that linked its constituent towns, a coinage from ‘Mhlathi’ – “Jaw”, and ‘Mthuze’ – “does not chew” to describe the strong-current, crocodile-infested River as “a jaw that could not chew”. Prominent towns like Empangeni, Richards Bay, eSikhaleni and Felixton, as well as Ngwelezane, eNseleni and Vulindlela were merged (uMhlathuze, 2008: 2) as under one municipal authority. This was in accordance with the South African Local Government Municipal Structures Act 117 of 1998 which established “developmental local government in which municipalities fulfil their constitutional obligations to ensure sustainable, effective and efficient municipal services, promote social and economic development, [and] encourage a safe and healthy environment by working with communities in creating environments and human settlements ...” (Koma, 2010: 114). The internal systems of administration of these municipalities were also effected through the Municipal Systems Act of 2000 to empower them secure good “mechanism[s] to obtain appropriate municipal administration guaranteeing efficiency and effectiveness in the delivery of services” (Madumo, 2015: 161-162). This enabled municipality like ‘uMhlathuze’ to have up to “60 Councillors of whom 10 are full-time and serve on the Council’s Executive System of Ward Committee, [with] “almost 1,900 full-time staff members led by the City Manager and his team of professionals, with offices in Richards Bay, Empangeni, eSikhaleni, Ngwelezane and Vulindlela” (uMhlathuze, 2008: 2).

Table 3.2: Population profile of Empangeni and Kuleka:

Name of locality	Population	Area (km²)
Empangeni CBD	3 819	1.86
Kuleka	188	1.83
Total	4 007	3.69

Source: Adrian Frith (2011) <https://census2011.adrianfrith.com/place/538015>

3.3 THE SAMPLE SIZE

According to Stats SA (2012: 1), South Africa's third and latest population census since 1994 was conducted from 9th to 31st October 2011. Frith (2011) recorded that the 2011 national census accorded Empangeni 'main place' with a total of 110 340 individuals (in an estimated area of 154.47 km²), which is 33 percent of the entire population in uMhlathuze municipality. Out of the 29 'sub places' that make up the Empangeni 'main place', Empangeni central (CBD) and Kuleka 'sub places' with a total of 3 819 and 188 individuals respectively (from the 2011 census), represented the eventful and urbanised areas with the highest influx of human and commercial activities in the 'main place'. Between 2001 and 2011, the population growth rate of Empangeni remained at 1.4 percent per annum (uThungulu, 2016: 133), which reflected in the current estimate of 4 287 individuals for Empangeni CBD and Kuleka suburb as at 2016 (see Figure 4). Therefore, the total number of young people in Empangeni CBD and suburban Kuleka – estimating from Stats SA (2016: viii) 36% youth population – was 1 537 individuals aged 15-34 years. Out of this figure, 157 respondents were randomly reached through simple random selection (SRS) by means of physical (person-to-person) contact and administered the research questionnaire as the first batch of the sample target for this study, with an additional 30 respondents (10 participants for each of the study's delineated groups) for the interview as the second batch of sample target. Overall, the study's sample target of 187 respondents represented 12 percent of the total youth population of the CBD and Kuleka.

The rationale for SRS was due to the erratic movement of young people within the CBD and Kuleka, majority of whom are on transit to meet some socioeconomic needs, making it practically impossible to reach them through any other organised means. Research stations or data collection unit (DCU), were also established at selected crowding points, resulting in the establishment of five DCUs within the CBD and two at Kuleka, in addition to a major itinerate DCU manned by the researcher, all with the aim of randomly reaching these youths in order to solicit their opinion on the situation and effect of unemployment on them, their opinion on government policy strategies to solving it or the impact of such policies on them, as well as their perception about "self-employment" as a lasting solution to youth unemployment.

Table 3.3: Population of Empangeni CBD showing the racial composition.

Population group	People	Percentage
Black African	2913	76.28%
White	389	10.19%
Indian	358	9.37%
Coloured	137	3.59%
Other	22	0.58%
Total:	3819	100%

Source: Adrian Frith (2011) <https://census2011.adrianfrith.com/place/538015002>

Table 3.4: Youth population of Empangeni CBD and Kuleka

Name of locality	Population	No of Youth (2011)	No of Youth (2016) 1.4%*
Empangeni CBD	3 819	1 375	1 490
Kuleka	188	68	74
Total	4 007	1 443	1 537

*Municipal population growth rate (see uThungulu, 2016: 133).

3.4 RESEARCH METHODOLOGY

The research methodology consisted of data collection and analysis from both primary and secondary sources based on qualitative and quantitative methods. The primary sources comprised the respondents from the sample target above whose opinion was solicited by means of the questionnaire and the interview schedules. The questionnaire was made up of five open-ended questions with response options arranged on a 5-point scale of “Very good”, “Good”, “Not bad”, “Bad” and “Very bad”, describing the reactions from the respondents. The interview, on the other hand, consisted of similar questions but aimed at soliciting in-depth reactions from the respondents. Frith’s (2011) estimation that about 57 percent of people in

Empangeni CBD and 75 percent in Kuleka use IsiZulu as their “first language” was reflected in the research instruments production mainly in the local language, while the residue was in the English language. Questions in the research instruments were the following:

1. How would you describe the situation of unemployment among youth in Empangeni?
2. What is the effect of unemployment on you as youth?
3. How would you assess government’s policy strategies to solving youth unemployment in Empangeni?
4. What is your opinion about self-employment as a lasting solution to youth unemployment in Empangeni?
5. How do you see the idea of helping you to start/manage your own business?

3.4.1 Validity and Reliability

According to Golafshani (2003: 599), the principle of validity “determines whether the research truly measures that which it was intended to measure or how truthful the research results are”. Reliability, on the other hand, refers to “the extent to which results are consistent over time and an accurate representation of the total population under study ... and if the results of a study can be reproduced under a similar methodology” (Joppe, 2000, cited in Golafshani 2003: 589). As previously stated, the study aims at assessing the impact of government’s national youth policies on youth unemployment at grassroots level in South African townships, with particular reference to the impact of the entrepreneurship aspects of IYDS (2012-16) on young people in Empangeni town. To ensure the validity and reliability of the research methodology,

- i. The study maintained the sample size which covers young people aged 15 to 34 years according to the latest paradigm of Statistics SA (2015a: 1, 2), having them exclusively into 15-18, 19-22, 23-26, 27-30 and 31-34 years groups for the purpose of this research.
- ii. Random distribution of research instruments was strictly observed to ensure that proper sample of youths in the CBD and Kuleka was maintained, and effort was made by the researcher to inculcate brief sessions during which the respondents were refreshed with government’s national youth policies – their features and entrepreneurship aspects – to enhance their understanding and ensure well-informed contribution in the research.
- iii. Protégés aged 15 to 18 years were administered with specially formulated participant’s informed consent form to enable their parents or guardians to officially indemnify them.

- iv. Also, the study's exclusive delineation of unemployed youth into 'UU', 'EU' and 'UaU' groups represent its simplified effort to identify and cover all young people who are affected by unemployment in South Africa. This is essential since a study like this cannot cover all unemployed young people without successfully identifying and classifying them.
- v. The study also identified IYDS as prominent government policy strategy the post-Apartheid South Africa can boast of, with its entrepreneurship aspects dully emphasized for the purpose of this study. The salient features of all national youth policies from 1994 to date were also brought into the study.
- vi. The study's emphasis on entrepreneurship atypically disposed it as beating the prevalent socio-economic plight of many young people at grassroots level, whose dwindling hope of meaningful economic engagement could not be secured due to the lacklustre public sector or its apathetic private sector counterpart.
- vii. Efforts were made in processing the data collected using computerised statistical tools to ensure that the findings of the study remained accurate, in order for the study to present true results of the analysed data for statisticians and academic bodies to reliably replicate the results.

3.5 Data Collection

The study relies on the research questionnaire and interview schedules for soliciting the required opinions from the respondents. Each instrument is made up of five open ended and closed questions aimed at deducing accurate responses. As stated above, the researcher established seven research boots in Empangeni CBD and in suburbia Kuleka, to enhance the efficacy of the data collection process and to ensure that the target population was permeated at random and their opinions obtained efficiently. Each research boot or data collection unit was administered by a provisional Data Collection Officer (DCO), as the researcher coordinated the itinerant research boot to reach those who for any reason did not show up at the gathering points, as well as to equitably distribute research materials and logistics to these units, and collect successfully completed research instruments for analysis. This was the first phase of the data collection process.

The final phase of data collection centred on organised discussion forums in arranged venues within the Empangeni CBD and Kuleka. It was planned for the delineated groups of 'UU' 'EU'

and 'UaU'. Each group consisted of ten (10) interviewees and the session, which was not more than an hour, was aimed at obtaining in-depth reactions from the respondents. Their responses are incorporated in the subsequent chapters of the study.

The secondary research data was based on the research contribution of Kluge et al. (2015) titled "Interventions to Improve the Labour Outcomes of Youth: A Systematic Review of Training, Entrepreneurship Promotion, Employment Services, and Subsidized Employment Interventions", and Fiala's (2004) work titled "Stimulating Microenterprise Growth: Results from a Loans, Grants and Training Experiment in Uganda". They reviewed numerous entrepreneurship interventions for young people in low and medium-scale economies within the continent and beyond. Three (3) of these interventions, Women's Income Generation Support, Youth Opportunity Programme and Start and Improve Your Business programs, all from Uganda were evaluated in the previous chapter of the study with a view to assessing their impact on the target recipients, thereby envisaging the means by which South African government can replicate them for the youth.

3.6 DATA ANALYSIS:

The data analysis was by means of computerised statistical tools to ensure that both the process and findings were valid and reliable. They were presented with graphs, charts and deviations. The bulk of this presentation is contained in subsequent chapters.

3.7 RELATIONSHIP BETWEEN THEORETICAL FRAMEWORK AND THE RESEARCH METHODOLOGY

The theoretical analogies used in the study were expounded by Bula (2012), Alvarez (2005), Eckhardt and Shane (2005) and Hood (2007), as discussed in Chapter 1. They range from the economic management theory, which posits that a company's management practices divulge more in entrepreneurial than administrative as levels increase; to the discovery and creative theory which birthed the individual/opportunity nexus view, focusing on the existence, discovery and exploration of opportunities and the influence of individuals and these opportunities. The theory of public entrepreneurship lastly explains that 'public entrepreneurs' are teams who reinvent their organisational systems towards effective and efficient transformation of government business (efficient service delivery to the populace through policy formulation and implementation).

The following links can be observed from the theories and the methodology:

- i. The study acknowledges policy formulation and implementation as the typical means by which government presents its plans and programs for efficient service delivery to the masses. This is in line with Hood's (2007) conception of 'public sector entrepreneurship' where government "contributes to building a public organisation or increasing its ability to deliver services and create value" (Hood, 2007: 489). Mukamunana (2008: 64) concurs that this entails efficient and effective management of public resources through the "policy-making" process. The IYDS was therefore identified as one policy initiative that aims at creating meaningful lives for the South African youth through the prospect of entrepreneurship.
- ii. The discovery and creative theories of entrepreneurship emphasised the seizing of every possible opportunity by all stakeholders in order to maximise the dividends of youth development for the affected youth. The study's secondary data sources, which explored the situation in Uganda where the government exploited the prolonged internal conflict that affected the northern region of the country, confirm Alvarez's (2005: 4) individual/opportunity nexus view. The study observes that South Africa, with better political, socioeconomic and technological stance than Uganda, can achieve more success in youth enterprises development if all stakeholders can focus on the prevalent opportunities at grassroots levels.

3.8 Summary

From the foregoing, adequate insights on the overview of Empangeni where the target population resided, have been provided. The historical, contemporary as well as the demographic perspectives of the central business district (CBD) and its suburban Kuleka, were also covered. The town is noted for its high density of both human and commercial activities within a strategically situated district, northeast of the province. With a sample target of 157 and 30 for the questionnaire and interview schedules respectively which represented 12 percent of the total youth population in the town, salient efforts were intensified in the study to uphold the validity and reliability of both the instruments and the data being measured. The chapter also unveiled the procedure by which the data were obtained and processed. The proceeding chapter is dedicated to the presentation and analysis of the research data.

CHAPTER FOUR:

DATA PRESENTATION AND DISCUSSION OF FINDINGS

4.1 Introduction

In this chapter, the responses gathered from all the respondents will be presented and discussed. It is segmented into six sub-chapters. The first part embodies the demographics of the sample size – young people aged 15-34 in Empangeni CBD and Kuleka. The second part of this chapter describes the situation of unemployment among youths in Empangeni CBD and suburban Kuleka, while the third part reveals how it particularly effects young people in the areas. Part four of this chapter describes how government policies are tackling (or not tackling) youth unemployment in Empangeni CBD and Kuleka, while part five describes how self-employment is (or not) a choice solution to unemployment by youths in the areas. Part six of this chapter focuses on how young people in the areas appreciate (or depreciate) possible intervention to enable them start or manage their own businesses in their areas. Further details about their responses are contained in the proceeding parts of this chapter where the candidates interviewed provided more reasons to their situation of unemployment and its effect on them, as well as why government policies are affecting their economic condition in their society, in addition to why they see (or not see) self-employment as solution, with their perception of any possible business interventionist support to that effect. For easy interpretation and understanding, the collected data are presented in the form of graphs, charts, and tables by means of statistical analysis to give more meaning to the data.

4.1.1 Survey Responses and Results

Questionnaires were randomly distributed to youths aged 15-34 in Empangeni CBD and suburban Kuleka on different dates from the end of September, 2017 through to the second week of November, 2017. The names of respondents have been withheld for confidentiality reasons. The overall response rate was 92% and the results are based on the data obtained from the questionnaires administered to the respondents. The questionnaire was divided into two sections – demographic section and the research questions section – to gather data on demographics and the research objectives, which ascertain the situation of youth unemployment in Empangeni and its effect on young people in the areas; their assessment of government's policy strategies to solving youth unemployment in the town, with their opinion

on 'self-employment' as a lasting solution to youth unemployment as well as their idea of being helped to start or manage their businesses.

4.2 THE DEMOGRAPHICS

The researcher observes that majority of the respondents (52%) were females with 48% males, as shown in figure 4.1. This is representative of the gender distribution in South Africa (Stats SA, 2015). The respondents' age is grouped into five for research purposes. While about 16% of them were in the age group of 15-18 years, 23% were in 19-22, and 19% were in 23-26. Others include: 17% in age group 27-30 and 24% in the 31-34 years group (see figure 4.2). Figure 4.3 shows in detail the distribution of the age groups by gender, with most of the males in the 19-22 age group while a proportion of the females (about 13%) were in the 31-34 age group. The academic qualifications of the respondents were also distributed normally, with 45% of the respondents possessing a Matric qualification as against 26% who do not have a Matric, while 28% have at least a diploma (see Figure 4.4).

Gender:

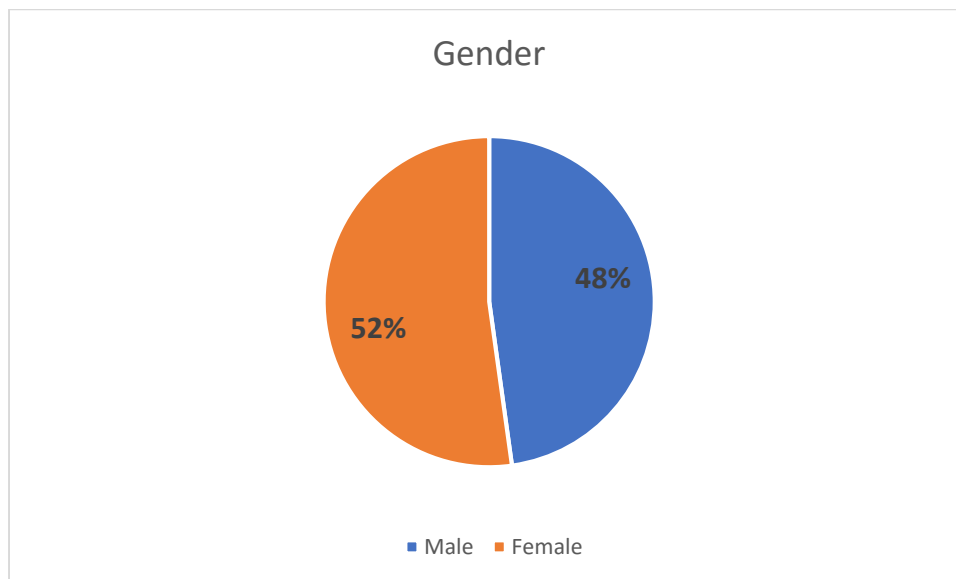


Figure 4.1 Demographic representation of the sample Population by Gender.

Age:

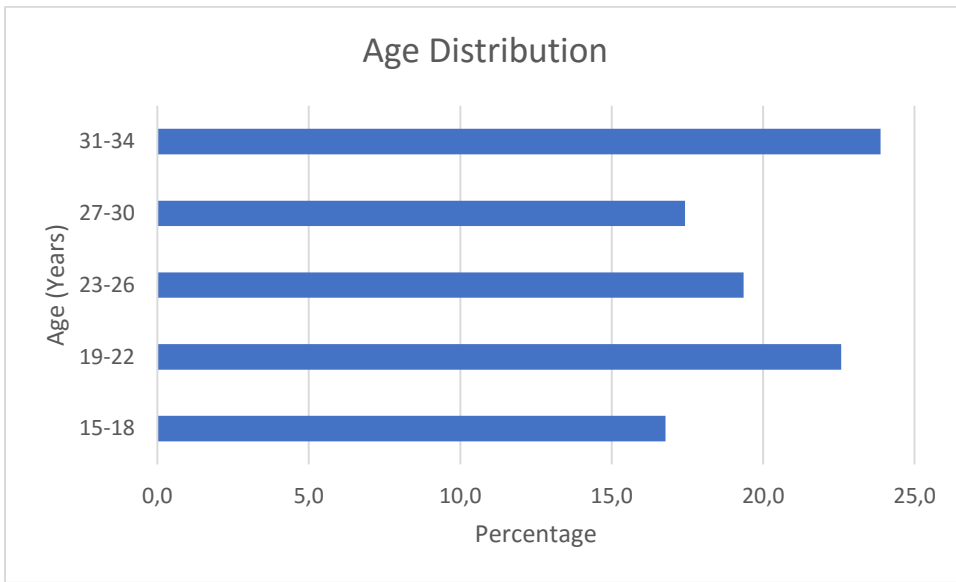


Figure 4.2 Demographic representation of the sample population by Age Distribution

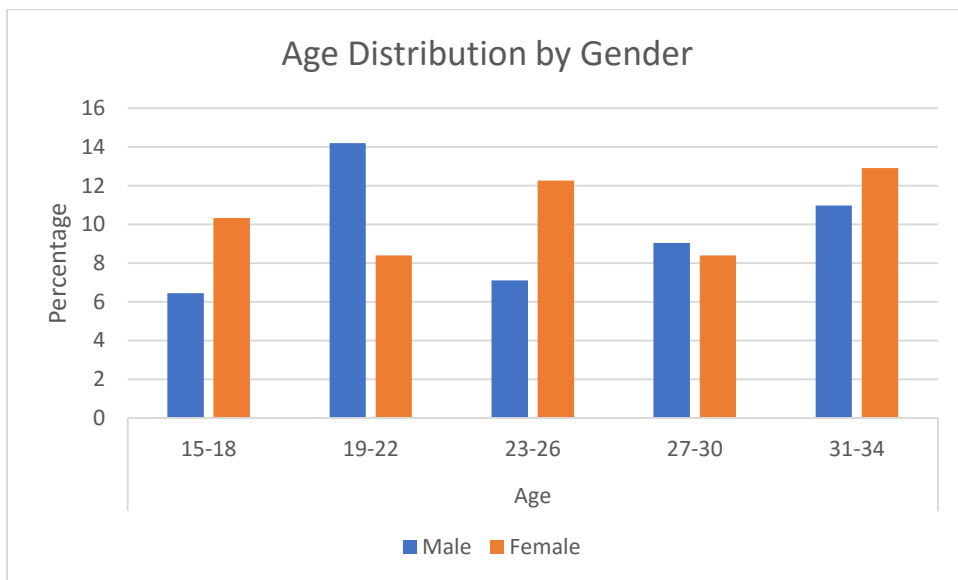


Figure 4.3 Age Distribution by gender

Educational Level:

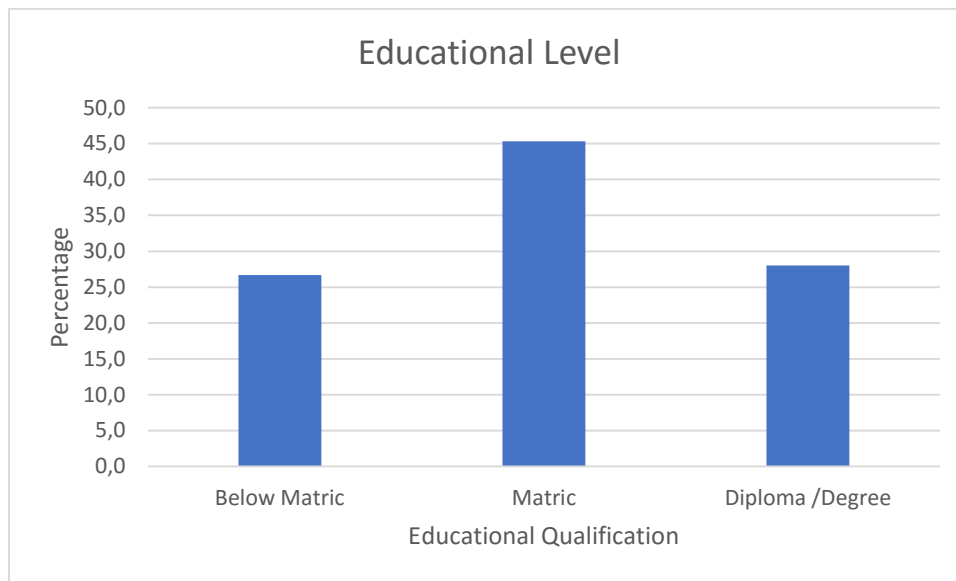


Figure 4.4 Demographic representation of the sample population by Educational Level

Economic Status

The researcher observes that large proportion (63%) of the respondents are unemployed while 14% are underemployed; 6%, on the other hand, could not work due to certain physical or psycho-social conditions which rendered them formally unemployable, e.g. the felons and the physically or mentally challenged, as well as the underage, while 17% are (self-)employed. The details are shown in the graph below in figure 4.5.

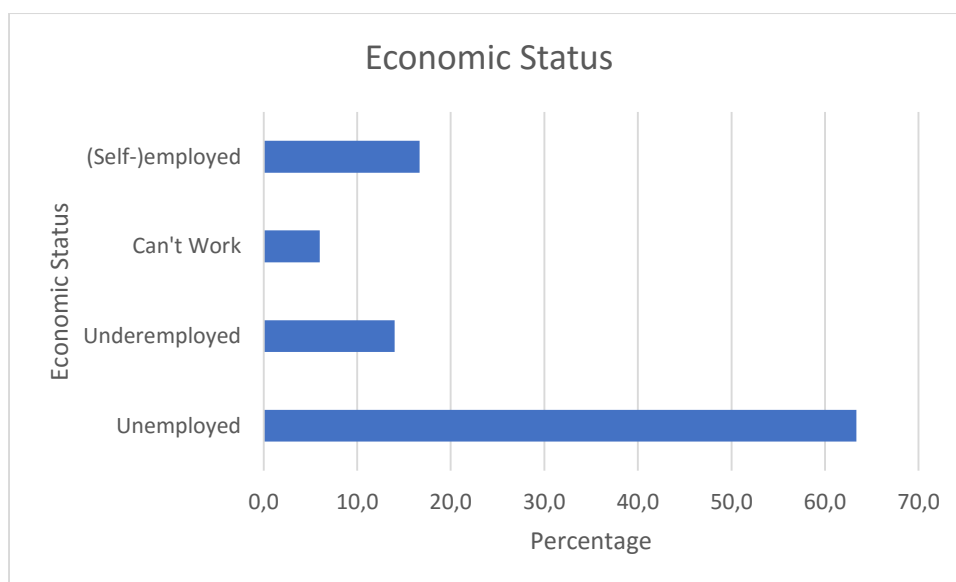


Figure 4.5 Representation of the sample population by Economic Status

4.3 DATA ANALYSIS

In this section, an analysis of the responses to the questionnaire is carried out. A five level Likert scale was used to record the quality of responses from the sample target, consisting of response options “Very good”, “Good”, “Not bad”, “Bad”, and “Very bad” among which the respondents were to choose one answer for each research question by ticking or crossing the box for it. The questions, as stated in the preceding part of this study, bothered on the situation of youth unemployment in Empangeni and its effect on young people; their view on how government is solving youth unemployment through national youth policies, as well as how self-employment can be a lasting solution to youth unemployment in Empangeni, and how they see being helped to start their own businesses. Although scholars like Mlatsheni (2014), Roberts (2015), Archer and Chetty (2013) and Mncayi (2016) attempted to investigate youth unemployment in general, their studies made little effort in analysing the situational effects of unemployment on young people aged 15-34 as a specific target group. In addition to being generalised and more urban focused, there was no reference on how unemployment really affects young people at grassroots level. The import of this study, therefore, cannot be overemphasized as it is dedicated to assessing the actual situation of unemployment and its effect on young people aged 15-34 who are officially recognized as youths in particular. This is complemented with a comprehensive assessment of government’s effort in tackling youth unemployment through national youth policies and a review of spectacular entrepreneurial interventions which are capable of making the youths gainfully employed in their communities. These are in line with the theoretical analogies of Bula (2012), Alvarez (2005), Eckhardt and Shane (2005) where entrepreneurship was emphasized at both public and private level. Bula’s (2012) entrepreneur in economic modelling specifically emphasized business ownership which distinguished this study from other studies whose literature has been reviewed in subsequent chapters of this study had little or no reference to entrepreneurship.

4.3.1 How the Situation of Unemployment is among Youths in Empangeni:

The study’s foremost objective was to assess the situation of unemployment among young people in Empangeni. To this effect, the study discerns that young people’s perception of their unemployment situation varied fairly as most of the respondents admitted to experiencing a more negative situation while some confessed to somewhat neutral to slightly negative

situation. Isakova & Nazarbeova (2011: 1) theoretically perceived that young people’s ability or otherwise to secure any means of economic livelihood which subjects them to any favourable or unfavourable effect of unemployment socioeconomically, can be linked to crucial factors including the presence or lack of education. Ghafar (2016: 5), on the other hand, attributes the more severe effects of unemployment to institutional decadence, arguing that the deteriorating economic condition in the society has made it difficult for not only the uneducated to survive but the educated. These theoretical analogies further expounds the intricate situation of unemployment and its effect among young people in Empnageni CBD and Kuleka. For instance, to ascertain the extent of the situation of youth unemployment in Empangeni, the respondents were asked to indicate how they could describe the situation of unemployment among them in Empangeni. Out of the over one hundred and fifty youths who were served with the questionnaire statements, 55% of them indicated that the situation of unemployment was “very bad”, 27% indicated that it was “bad”, whilst only 6% claimed that the situation of unemployment among them was “very good”, a measly 1% indicated that it was “good” and 10% confessed that it was “not bad”.

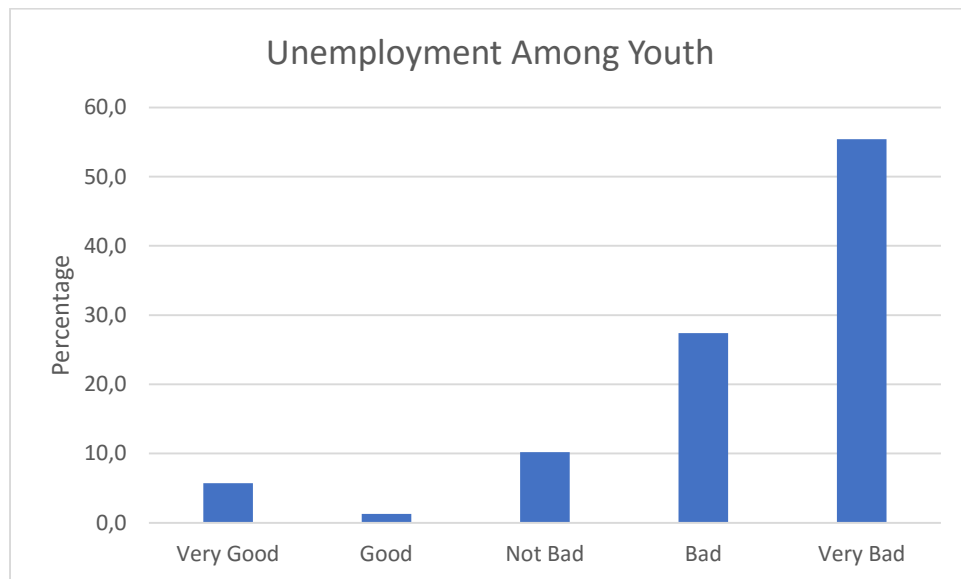


Figure 4.6 Responses on the situation of unemployment among youth in Empangeni.

4.3.2 How Unemployment Affects Youths in Empangeni:

The study further attempts to find out the extent to which unemployment particularly affects these young people in Empangeni. Therefore, the respondents were asked to indicate how

unemployment affects them individually as youths in the areas. Majority of these youths (42%) attested that unemployment has “very bad” effect on them, while a considerable number of them (39%) indicated that the effect was “bad”; only 6% believed that the effect of unemployment on them was “very good”, while 2% of the respondents said the effect was “good” on them, 12% claimed that unemployment has a rather neutral (“not bad”) effect on them.

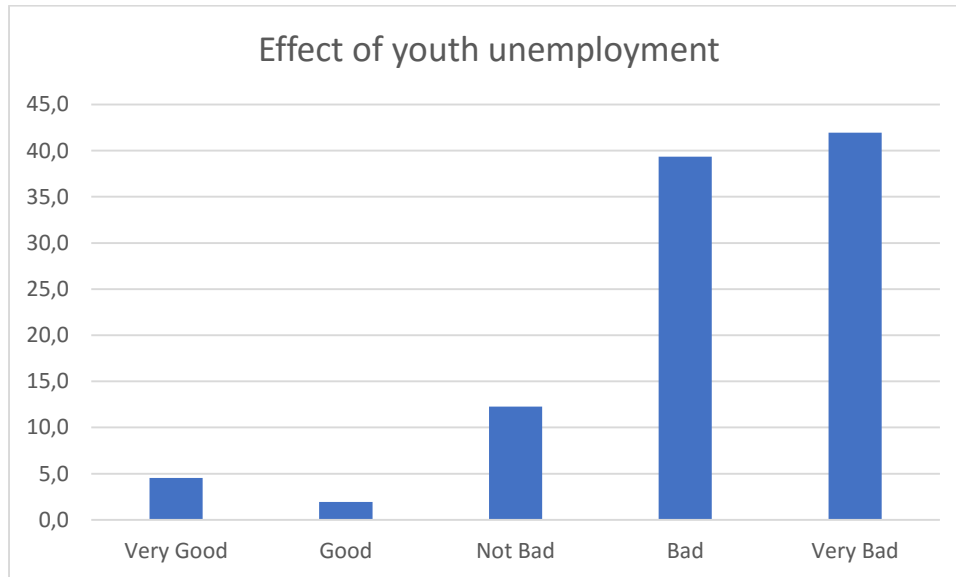


Figure 4.7 Responses on the effect of unemployment on the youth.

4.3.3 How Government Policy Strategies Solve Youth Unemployment in Empangeni:

The study observes that one crucial way the government in South Africa tackles youth unemployment, as a social problem, is through policy making and implementation. Prominent among these policies are the national youth policies whose review is contained in the literature review part of this study. Unarguably, these policies were formulated and probably implemented by the government with the hope that their impacts will go a long way in reaching out to these young people and yielding the desired result of salvaging their deplorable unemployment situation. Hence, the intention of this study was also to find out from these youths how government policy efforts in tackling unemployment is making any impact on their unemployment situation in any describable way. The respondents were therefore asked to indicate how they would give their credence unto government’s efforts in solving youth unemployment through its policy strategies and their implementation, and here come their responses as distributed fairly evenly on the scale: 11% considered government’s policy efforts as making a “very good” impact in solving youth unemployment among youths in Empangeni

while 18% agreed it was “good”; 16%, on the other hand, condemned government’s policy impact towards solving youth unemployment in Empangeni as “very bad”, followed by a massive 30% who said it was “bad”, while 26% believed that the impact of government’s policy in solving unemployment among them was “not bad” after all.

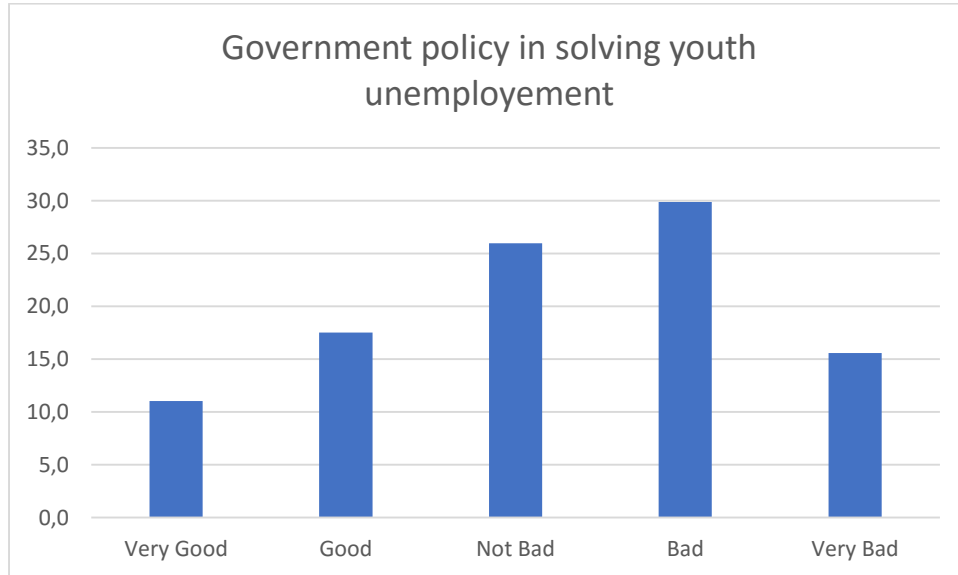


Figure 4.8 Responses on the assessment of government's policy strategies to solving youth unemployment in Empangeni.

4.3.4 How young people see “self-employment” as a lasting solution to their unemployment in Empangeni:

Despite substantial efforts by the government in making policies and programmes for youth development in South Africa, young people at the nation’s grassroots level are sharing growing awareness on the efficacy of starting their own business as a lasting solution to their unemployment in the society. Remarkably, the study observes that this awareness is not borne by all youths in Empangeni, since there are still some who – though not denying the viability of entrepreneurship – did not simply accept it as best national solution to the country’s worsening unemployment among youths. While some, for instance, perceive it as government’s attempt to relegate its failing role of job creation and human capital development to the youths themselves, others see it as an individual or group (young people) self-help alternative initiative to solving a national problem which now affects them the most. Bula’s ‘Modern theory of Entrepreneurship’ outlined that this kind of discrepancy in perception alone could distinguish

between “productive” and “unproductive” entrepreneurs in the near future (Bula, 2012: 81-96). Therefore, when the respondents were asked to provide their opinion about 'self-employment' as a lasting solution to youth unemployment in Empangeni, some 19% of them were “not sure” or did disagree or even completely disagreed that it can be a solution (12% “not bad”, 4% “bad”, 3% “very bad”, respectively); while 44% and 38% dangled with their credence of it being a “good” and “very good” solution to their unemployment, respectively (as shown below).

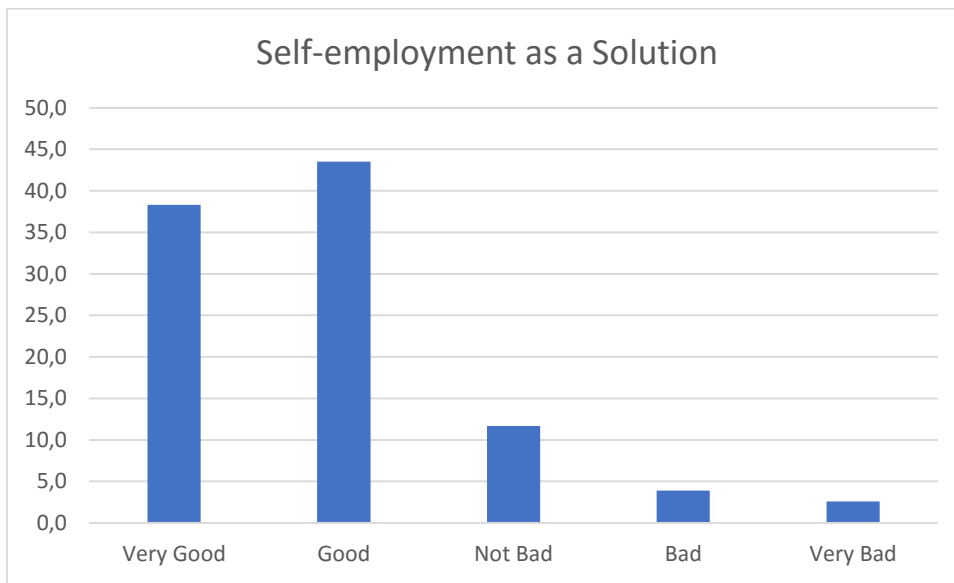


Figure 4.9 Responses on 'self-employment' as a lasting solution to youth unemployment in Empangeni.

4.3.5 How young people see the idea of business ownership as solution to youth unemployment in Empangeni:

As a follow-up to the above question on their perception of “self-employment” as a lasting solution to youth unemployment in Empangeni, the youths were also asked to indicate how they see the idea of being helped to start/manage their own business. In many instances, efforts were made by the researcher to render more details on government’s national youth policies’ objectives which partly outline government’s determination in making young people to be self-reliant through entrepreneurship development. For instance, the study observed that from NYP (1997) to the current NYP (2014-19), each democratic government in South Africa made frantic policy initiative towards youth entrepreneurship development at various levels, though questions about their implementation and overall impact on the masses can only be

answered by the concerned general public. By relating salient features of each policy’s entrepreneurship aspect towards youth enterprise development to the respondents, as recognised in this study, they were thus asked how they appreciate such idea aimed at helping them start or manage their own businesses. A huge percentage of these youths (61%) confirmed that the idea was “very good”, while nearly half (29%) of the aforementioned agreed that it was “good”. On the other hand, a meagre 4% disapproved such business intervention idea as being “bad” (3%) and “very bad” (1%) respectively, as 6% remained apathetic with a “not bad” response.

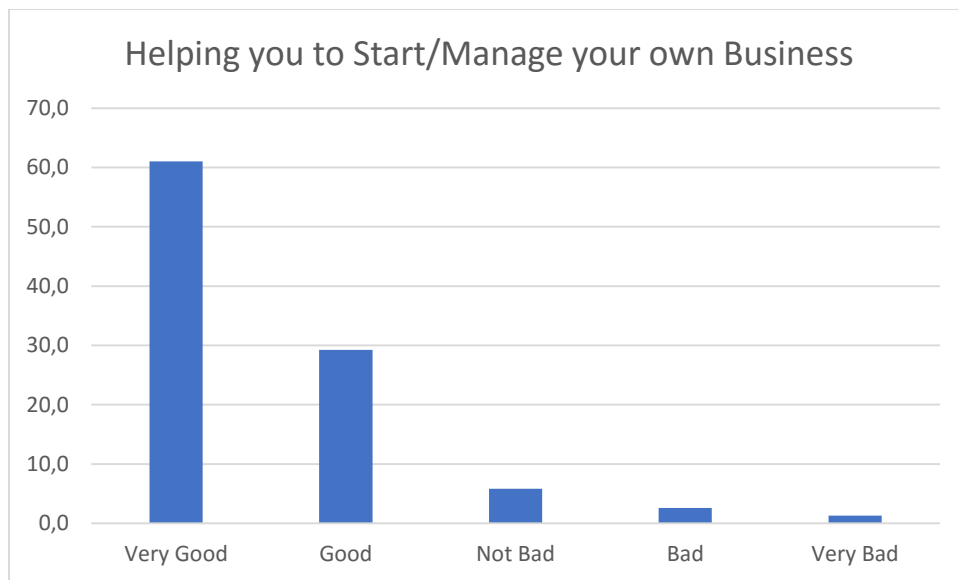


Figure 4.10 Responses on the idea of helping the youth to start/manage their own business.

4.4 DISCUSSION OF FINDINGS

This part of the study is dedicated to analysing detailed perceptions of the respondents to the research questions. In addition to the questionnaire statement which was administered to the respondents, focused interview sessions were organised for the study’s exclusively delineated groups of “UU”, “EU” and “UaU”, consisting of 30 randomly Selected youths (see chapter 2.2 above). This enabled further discussions on the reasons behind every response given by the respondents for the same research questions. For the purpose of this study, therefore, these reasons have been analysed subsequently.

4.4.1 Reasons for the observed negative situation of unemployment among youths in Empangeni:

With an overwhelming sum (82%) of the participants who agreed that their unemployment situation was in the negative (“bad” and “very bad”), the researcher further investigated what they possibly perceived was the cause, and why. This was therefore the purpose of the interview sessions where the 30 respondents drawn from the study’s delineated groups of “uneducated”, “educated” and “underemployed and unemployable” were presented with the same research questions for their detailed response. The study, therefore, identified their reasons and outlined them in this part of the study accordingly:

4.4.1.1 Negligence on the part of government:

The researcher observed that virtually all the respondents believed that government is gradually flopping on its role of providing employment to the youths at grassroots level. They decried the meagre job opportunities at the public sector which, they said, supposed to employ more people judging by its resource capacity, as the main cause of high unemployment among the youths of Empangeni. Some of the respondents further believed that this situation was made worse due to government’s divertive emphasis on issuing “tenders” to a privileged few “instead of creating jobs” for every unemployed youth. One respondent, a 28-year old B.Tech holder in electrical engineering, criticised government for its negligence of educational qualification as the benchmark for employing its political office-holders like the local council members at grassroots level, as another “a big reason why some of us can’t get government jobs these days”. He wondered why no emphasis was placed on education as a major qualification for politicians at the local government level since, according to him, “it’s threatening... it’s pulling us backward”. The rest of them could not hold back their frustrations over what they called “failure” and “gross negligence” by the government in its role, but voiced their anger over government’s inability to appreciate their existence and help them.

4.4.1.2 Corruption:

Virtually all the respondents in each of the interviewed groups blamed corruption as a cankerworm that ‘eats’ every opportunity which the government could have used to provide jobs for the teeming unemployed youths. They negated the question on government’s resources capacity and insisted that, as the custodian of the economy, governments at all

levels have enough resources to salvage any unpleasant socioeconomic problem in the society, but their efforts – if any – are being dampened by what some of them called “the rotten system which breeds holes where every money or contract ends in the hands of few”. A case of an embittered respondent, who has been carrying her B.Com Accounting since 2014 without a job, was too emotional to handle, as she constantly blamed corruption and corrupt politicians for keeping her in such a desperate socio-economic quagmire after years of using up scarce financial resources to acquire an education without commensurate employment. Her words:

“If you do fire all those corrupt politicians... because corruption, eh... corruption [she laments]; this country is filled with corruption. How can you even fire corrupt people when he himself is corrupt... shame!”

Other respondents, mostly among the “EU” group, accused the government for playing politics with the plight of the youths, and called for effervescent recruitment of young people in order to reduce the scourge of unemployment and its associated problems in the society. Another respondent, a 33-year old B.Com degree holder who blamed corrupt politicians for contributing to his 7 years of unemployment, laughed me to scorn when I asked if government was doing their best in order to help the unemployed youth in Empangeni through its policy: “I don’t know how they can fish out those stupid (government) officials. I don’t know how. If there is how they can fish them out and kill them....”

4.4.1.3 Favouritism:

Another reason for the increasing negative situation of unemployment among youths in Empangeni, as professed by the respondents, was “favouritism”. In a loud but unapologetic expression which other respondents sustained, a female respondent accused the government of playing politics of “who knows who” in the allocation of employment opportunities in the society. According to her,

“... you get help because you know somebody who knows somebody who knows somebody... and that is not right. There are people who are working for government who have only matric. How did they get there? Only because they know somebody who knows somebody, and that is not fair. We apply each and every day for interns... maybe there are ten posts, but those interns are already filled up by somebody who knows somebody, and we are just like hu.... You know it’s not okay, it’s not right. If

only people were to have conscience, but they don't.... As I told you, if you go to whatsoever offices you gonna be asked 'what are you?' you know... and that is not right"

Others also agreed that this has caused the worsening situation of youth unemployment at the nation's grassroots levels and Empangeni is not an exception. Consequently, when opportunities are created for the benefit of the general public, a situation arises where these opportunities are diverted to the "privileged few", who according one humorous respondent, are the supposed "children of 'Abraham' – who must never suffer hell". This brings to the fore the question of credibility in government's employment system. They therefore chided government to eschew favouritism and partial distribution of gainful opportunities for the employment of the youth, since they said "it is the biggest problem" facing them from enjoying meaningful government opportunities.

4.4.1.4 Nonchalant attitude of some youths:

Although majority of the respondents blamed government's failure to providing employment as the main cause of youth unemployment in Empangeni, only a handful of them turned their attention on the youths as contributory party to their own unemployment. This view, however unpopular among most respondents, was promoted by a "UaU" respondent who resolved that her current work as office attendant could be her last former engagement, since she is determined to starting up her own business. According to her, "young people must use their mind" to think of how to help themselves because "there are many work they can do with their hands" rather than involve themselves in crime and other social vices. She, however, did not exonerate the government in any way. Another interviewee, a 31-year old graduate of Business Management, attributed a lack of "practical experience" as the main reason why many youths are still being dubbed 'unemployed'. He charged young people to strive to acquire entrepreneurial skills to enable them overcome their situation of unemployment.

4.4.2 Reasons for the observed varied reactions to government's policy strategies towards solving youth employment in Empangeni:

With a massive 46% of the respondents who condemned government's policy strategies as making "bad" and "very bad" impacts in tackling youth unemployment, as against a lesser 29% who gave their credence to these strategies, the researcher observed that a more in-depth

reaction from the respondents was imperative. This part of the study is therefore dedicated to discussing exhaustive findings on the respondents' assessment of government's policy strategies towards tackling youth unemployment in Empangeni.

4.4.2.1 Lack of sensitization of young people by the government:

Most of the respondents interviewed cited lack of or improper information by government agencies as one of the core reasons government's policy strategies are not making more positive impacts on young people in Empangeni. This perception was borne mostly by the "EU" and "UaU" respondents. Although some of them admitted to having only "heard" about few policies and programmes aimed at tackling youth unemployment, they denied any frantic effort by the government towards sensitizing the youths at grassroots level to benefit from such programmes. Prominent among the promoters of this view was a 23-year-old degree holder from the "UaU" group, who confirmed to having personally "bumped" into one government programme on youth enterprise development in the area, but decried what she called "lack of massive awareness creation by the government" to reach most young people in Empangeni who are languishing in destitution.

"As you can see, many of us, our young people, are not even aware of some of these programmes and policy (sic) you're studying but we are here in Empangeni... we're here; but ... wena [you] you're not even from here – came from whichever country. So if government can be serious after spending so much in making them [programmes and policies], why they can't come down to announce it like the way they do their political campaign for election... whatever... so we all can be part of it? Are they afraid everybody will be there?"

She and other respondents believed that such awareness will go a long way in carrying the youths along.

4.4.2.2 Lack of policy education for the youths:

Deducing from the above, some of the respondents also blamed the failure on the part of government officials to educate young people on government's policy formulation, launching and implementation at grassroots township levels like in Empangeni. This, they believed, was another reason why government's policy strategies are not making the desired impact on the youths at grassroots level. They opined that with the inadequate educational situation at

grassroots level caused by increasing dropout and apathy among youths in Empangeni for instance, there is a possibility that many young people “do not even understand these government policies you’re talking about because of high level of ignorance and illiteracy”. They also spoke on the value of education to “overcome a lot of situation” and requested government to invest more in education especially at grassroots level. They therefore called on the government to “balance its policy making ability with implementation” by organising policy education for the masses on these policies and programmes, as it will help them to understand and appreciated their implementation processes.

4.4.2.3 Poor mobilisation of youths at grassroots level:

This view is borne by virtually all young people in all three groups of “UU”, “EU” and “UaU”. The researcher observed that their emphasis on “mobilisation” sprouts into two main dimensions: physical mobilisation and financial mobilisation. While some respondents implored government at all levels to seek “a way to reach out to these youths..., including using social media”, to salvage their deplorable economic situation, many others echoed for government’s financial intervention as a sure way of translating its policies from paper to reality through tangible measures like funding for aspiring entrepreneurs at grassroots level. A diploma holder in mechanical engineering but who was underemployed, implored government to “go to the grassroots level, interact with the youth, do proper research and ask them what ... they want....” He believes that when young people are not well carried along, it makes government’s policy to perform poorly; but when they are well mobilised, government “will actually get the right kind of communication from the people themselves”. Another respondent who strongly hinted on the gaping disconnect between government and young people “except”, according to her, “during electioneering campaigns and political rallies”, warned government to make immediate arrangements to meet young people in their local communities “so as to avoid revolution”. In her words, “government should have a place and identify [young] people who need help”. Another respondent who doubted government’s commitment to tackling youth unemployment through policy, queried any government’s attempts in knowing that the number of young people who are suffering due to unemployment problems is increasing daily. He therefore suggested that government should conduct “a special census on young people who are unemployed at the township, to find out what they intend to do with their lives ... [and to] see ways of helping them achieve their dreams” of becoming economically engaged in their communities.

Other youths interviewed expressed willingness to start their own business if given adequate financial mobilisation by the government. They mostly demanded free monetary support from government in order for them to embark on meaningful business ventures rather than sit at home. “Government must help us, give us money so that we can start something”, cried one underemployed respondent.

4.4.3 Reasons for the observed positive reaction to “self-employment” as a lasting solution to youth unemployment in Empangeni:

With an astounding number of the respondents (82%) who concurred to the efficacy of “self-employment” as a lasting solution to youth unemployment in Empangeni, the study deemed it vital to investigate further on why they affirmed so overwhelmingly. This part of the study is, therefore, dedicated to discuss those reasons, as well as identified viable entrepreneurship ventures which are capable of making young people’s dream of becoming successful entrepreneurs a reality.

4.4.3.1 It buttresses government’s meagre resources and inability to create jobs for the youths:

The researcher observed that majority of the people in Empangeni actually believed that government has failed in its mandate to create jobs for the teeming youths, hence they called on their fellow youths to “seek ways whereby they can help themselves by starting their own business”, as a more reliable approach to tackling youth unemployment.

“Self-employment is important because it will empower the youth to solve their problem themselves. You know, nobody can understand the level how we youths are affected by the problem. If government know they can’t help us..., they can’t create jobs, at least they can help us with the money ... say ... ask us ‘what do you want, what business do you want to do? Wha-la-la... Okay, take this and don’t come back here again....’ It will save government a whole lot of stress, as I’m telling you. It will also stop this corruption and all this rubbish because everyone will carter for themselves now. So if you squander your business money, you’re to blame yourself, no other person”.

The above view by a respondent was also echoed by many youths who called on government to give young people the needed financial support to enable them embark on any business of their choice.

4.4.3.2 It is simply the “best solution” to youth unemployment:

The researcher observed that there was hardly any respondent who did not believe that “self-employment” was, in their own description, the “best solution” to youth unemployment in Empangeni. Even with no ‘meaningful’ explanation or reason to support their belief, some youths mumbled “it is better... it’s just the best solution, (because) there’s nothing else... now.” Others held that it will help young people to be “productive, and [keep them] away from crime”, while others believe it will make the youths “champions of their [own] economic development, (since) ... they will contribute meaningfully to the economy [without necessarily] working for other people as slaves by receiving little money.”

“Now you must be responsible, you must work hard if you want to be successful in whatever you decide to do. If you want to wake up by 3 o’clock [am], that’s your own cup of coffee; if you want to wake up by 11 o’clock [am]... that’s your problem. Now if you also want to work on Sunday ... during the holiday, the SAPS is gonna stop you... and the other way round. It will make the society to be busy... and active, you know, like in other countries we used to watch; and not just like a place where it appears everyone is all depending on work for other companies....”

As though all the youths shared this opinion and are reaching a consensus, and everything was set in an interlude, one respondent interjected: “Kodwa, kuphi imali? [But, where is the money?] – that’s the only thing left now... we’re waiting for”. The researcher watched as every youth returned to a more serious discussion, but this time on capital for their business – with some of them even outlining their business initiatives by mentioning the specific business ventures they are ready to embark on. “Government must help us now, give us money so that we can start our own business”, re-echoed some respondents. A 17-year-old high school learner who was indemnified by her older sister, asked for government’s support so she can go and start her catering business. Another respondent said he was at the final stage of his business proposal though he won’t share much details but it’s all about poultry farming – chicken, turkey, domesticated goose and ducks... “...in fact, all ‘domesticable’ birds ... for meat... consumption”. Another female respondent shared her thoughts on the viability of

agriculture: “vegetables, fruits, etc... just in small small gardens, you understand?” She preached that agriculture can be ideal, especially “... now we know there might be food crisis due to droughts, so with the available lands unused, one can start gardens, you see....” A male respondent in his late 20s took the stage with his “cabbage” business: “This is the best agriculture business; I’m telling you... Like she said, we all have lands that there’s no houses on it... just look for a good part and start something... you don’t even need a whole lot of money to do this – all you need is to borrow a ‘bakkie’ (once, to transport it to the city) and your land, and a few cash to buy the seedling or little little cabbage “ezincane” [the little ones] and water.... You don’t even need to work it all day and all time, just water it and allow it to grow. It grows by itself... cabbage.”

The discussion interestingly but gradually ended with narratives of various business ventures from these youths, as all of them specified what they needed for their businesses, including (as classified by the researcher) “capital”, “skills”, “structure”, or “all”. Majority of them said they needed capital while some opted for skills or structure, and the rest demanded for “all”. Commendably, this study also incorporated virtuous entrepreneurial ventures championed by both public and private sectors initiatives (including international development agencies) which are proven in various countries, with the hope that young people at grassroots level will benefit from them when fully considered and implemented by the government. They include the Women Income Generating Support (WINGS), Youth Opportunity Programme (YOP) and Start and Improve Your Business (SIYB) programmes. (See chapter 2.4).

4.5 Conclusion

From the foregoing, the deplorable situation of youth unemployment in the nation’s grassroots level has endangered the economic hopes of young people who are mostly without meaningful academic qualifications. The study believes that there is light at the end of the tunnel with entrepreneurship as the last hope of young people in South Africa. In this chapter, the data collected from the survey were analysed in tables, charts and graphs, and from the analyses, majority of the youth are not employed and have not benefitted from government’s policy strategies. Commendably, they are willing to start their own businesses if adequate funding is provided for them. It was also observed that those with and without matric were the most affected by unemployment in Empangeni.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

The situation of youth unemployment is increasing at an alarming rate and if nothing is done to curtail it, the future of the nation's youths is doomed. Although Mtwesi (2014: 39) found that the rate of youth unemployment in general stood at 36.1 percent, the National Youth Development Agency however estimated that a rather larger percent (60%) of youth aged below 35 years are unemployed (NYDA, 2015: 12). This study therefore reports that the situation is rather worse at grassroots level where 63% of young people aged 15-34 are critically unemployed and are becoming despondent. These, no doubt, are negative trends which can plunge the nation's economic and development goal of leading the continent, into a farce. This is because as this investigation sustains, more unemployed future leaders are being lost to either habitual criminality or are literally out of school as dropouts without hope of any meaningful economic usefulness to themselves and their societies, if the government undermines the challenge.

5.2 SUMMARY

This study commenced with a global observation of unemployment to a national understanding as it affects young people in South Africa. Though youth unemployment has generated growing national and local concerns due its depleting effect on the nation's enormous human resources, it has attracted slight scholarly attention in research and development. Some of the scholarly contributions that attempted to investigate the problem with a view to preferring a proper solution to it, were studies by Archer and Chetty (2013), Mlatsheni (2014), Roberts (2015) as well as Mncayi (2016). The lack of thorough investigation into how government – through its policy strategies – has set on youth unemployment and promoted youth entrepreneurship especially at grassroots level, prompted this comprehensive study which aims to assess the efforts of the democratic governments of South Africa to tackle the deplorable situation of youth unemployment at grassroots level through their policy strategies, as epitomised by the incumbent regime's Integrated Youth Development Strategy (IYDS 2012-2016). It therefore rendered an exclusive delineation of the patterns of youth unemployment in South Africa to include the 'Uneducated Unemployed' (UU), the 'Educated Unemployed' (EU), and the

'Underemployed and Unemployable' (UaU), and also evaluated renowned entrepreneurial interventions from outside the country, as a recommendation for the deteriorating unemployment situation of youth in the country. The Modern Theories of Entrepreneurship, Economic Management Theories, Entrepreneur in Economic Modelling Theory, and the Theory of Public Entrepreneurship constituted the theoretical framework which illuminated this study.

In an attempt to explain the relationship between the hypothetical variables in the first chapter, this study postulated that (i) the demographic and educational level of young people at grassroots level affect their socio-economic status, (ii) the socio-economic status of the youth at the nation's grassroots level is not affected by their interest in self-employment, and also that (iii) 'youth entrepreneurship has a fixed solution for the deplorable situation of youth unemployment in the country. Five research questions were presented bothering on the situation of youth unemployment in Empangeni, its effect on the youth, their assessment of government's policy strategies to solving youth unemployment in Empangeni, their opinion of 'self-employment' as a lasting solution unemployment situation, and their interest in starting their own businesses. The first chapter of this study then ended with a specification of the limitations and delimitations of this study, as well as its significance to the public with regards to sustainable policy administration.

The second chapter opened with the exclusive typology of the patterns and causes of youth unemployment in South Africa, to include the 'uneducated unemployed' (UU), the 'educated unemployed' (EU), and the 'underemployed and unemployable' (UaU). The first group consists of people who have no basic or sufficient educational qualification for meaningful formal employment and as such could not secure any work due to their non-qualification status and other stated causes, while the second group is made up of people with various educational qualifications for employment but who are unemployed owing to circumstances beyond their control. The last group, 'UaU', includes individuals who subsist in inferior, low paying jobs or have definite psycho-social, physical or licit barriers which incapacitate them from any gainful economic engagement; such as physical challenge, felony, and age limitation.

A comprehensive assessment of government's policy strategies in solving youth unemployment in post-Apartheid South Africa was also covered in this chapter, ranging from the nation's earliest democratic youth policy of 1997 by former president Nelson Mandela which laid the foundation for national youth transformation cum development through policy; to the

National Youth Policy of 2000 by former president Thabo Mbeki which overhauled the National Youth Service as an agency for national youth mobilisation for community development. The list also includes the National Youth Development Policy Framework of 2002 which repositioned youth development agencies and charted the course for the organised private sector's indispensable role in youth development; and the National Youth Policy of 2009 of President Jacob Zuma, which emphasised youth enterprise development at small, medium-scale and large-scale enterprises development. Added to this assessment is the National Youth Policy of 2014 which underscored public sector's custodian role in dealing with the country's sagging labour force. This study's policy reference, the Integrated Youth Development Strategy (IYDS 2012-2016) formed the hallmark of the assessment, and its entrepreneurship aspects, impacts, as well as the challenges and principles of the policy were also covered in the review. The summation is that more efforts can be done to advance the course of youth enterprise development at grassroots level where situations are twice as bad and many youth subsist in deplorable situation caused by unemployment mostly due to lack of educational qualification.

The entrepreneurial interventions that ended the chapter included the Women Income Generating Support programme (WING), the Youth Opportunity Programme (YOP) and the Start and Improve Your Business (SIYB), which were proven to be successful in both low- and middle-income economies like Uganda. The review covered their entrepreneurship components, implementation evaluation and effectiveness, and challenges, and if South Africa – with better political, socioeconomic and development structure - can replicate these programs for the unemployed youth, their situation will change for good.

Chapter Three focused on the identification and selection of the sample size population, and the administration of the research instruments in line with the principles of validity and reliability. It unveiled the sample target of this study as consisting of over 185 respondents aged 15-34. The opinions of 157 of them were solicited by means of questionnaires while 30 others' through interviews. It also undertook a historical overview of Empangeni with a demographic perspective on its inhabitants, especially the youth. It concluded by outlining the procedures for collecting and analysing the data, as well as the relationship between the theoretical framework and the research methodology.

The fourth chapter covered the data analysis and discussion of findings of the research. The responses from both batches of questionnaire and interview sessions were analysed in graphs, tables and charts. With an over 90 percent overall response rate, females slightly outnumbered the males. Majority of the respondents (about 45 percent) had a matric qualification with most of them (about 24 percent) aged between 31-34 years. The rate of unemployment among the youth at grassroots level in Empangeni was 63 percent, while 14 percent were underemployed, 6 percent were unemployable because disability, delinquency or underage, and 17 percent of them were either self-employed or formally employed. It was further observed that most of the young people in Empangeni attested to the terrible situation of unemployment as it affects them badly. They disapproved of government's policy strategies in solving youth unemployment at grassroots level, citing lack of sensitization, lack of policy education, and poor mobilization of young people by the government as reasons for the poor performance of these policies and programmes. Majority of them, however expressed optimism that self-employment is the "best solution" to their unemployment situation, and they were keen enough state the businesses they like to embark on if adequately supported. If government can incline and respond to the pathetic condition of these latent human resources, most of its development targets might be realised within the most effective means.

5.3 CONCLUSION

Youth unemployment is like a cankerworm that is ravaging the socioeconomic lives of young people at grassroots level in South Africa. If left to fester, it has the potential to erupt with very harmful consequences for the country in all ramifications. The situation now calls for urgent government's intervention not only to save the dwindling hope of young people, but also for the nation to maintain its leading role as one of the top and most viable economies in the continent. Apart from averting a human security and development crisis, solving youth unemployment problem also has the potential of preventing national security challenges as an unhappy youth population can wreak havoc on social cohesion, nation-building and national survival. Indeed, post-Apartheid governments in South Africa have been attending to the situation, however, many of the youths are yet to feel an impact especially at grassroots level where unemployment remains progressively high. The Integrated Youth Development Strategy (IYDS 2012-2016) which formed the policy reference for this study is commendable as it has contributed to both small-scale, medium and large-scale (industrial) enterprise development in South Africa. However, there is need for the proposed entrepreneurship interventions, namely WINGS, YOP

and SIYB which were proven successful in low and medium income economies within and outside the continent. This study opines that South Africa, with better infrastructural and existing policy frameworks, can maximise their benefits and make entrepreneurship work for its teeming unemployed youth.

From the foregoing, this study has established that national youth policies have been instruments for grassroots enterprises development in South Africa although their impact has not been felt by many youths in Empangeni. It has also established that there is an overwhelming affirmation of the deteriorating situation of unemployment by 82% of the youths in Empangeni who also upheld self-employment as a lasting solution to their unemployment. This was in contrast to their mixed reactions to government's policy effort towards solving youth unemployment, which stood at 29% for and 46% against. When probed further, the respondents cited negligence by the government, corruption, favouritism and nonchalant attitude of some youths as contributory factors to the negative situation of youth unemployment in Empangeni. They also mentioned lack of sensitisation, lack of policy education and poor mobilisation of the youths by government as reasons why its national youth policies scored low at grassroots level, while underscoring government's meagre resource base as a major reason why self-employment should be supported as the best solution to youth unemployment at grassroots level.

5.4 RECOMMENDATIONS

Based on the aforesaid findings of this study and the discussions therefrom, the following recommendations have been made:

- Government should maintain its commitment to service provision through job creation. Government should also expedite efforts in promoting employment creation through public-private sectors partnership, since the increasing number of unemployed youths demands more actions which the government may not realise alone.
- Government at all levels should, as a matter of emergency, handle the issue of corruption seriously before it hinders the nation from maximizing its resource potentials. This has been the cry of many young people who wallow in despicable socioeconomic complications due to unemployment. There is no gainsaying the fact that the youths are the leaders of tomorrow, because with them lie the potentials for both present and (near) future development. Regrettably, these potentials remain latent due to what they

perceived is corruption in public institutions where they wished opportunities would be created for them to unleash their potentials.

- Government should eschew favouritism in the allocation of employment opportunities in the public sector. This can be achieved through the promotion of a value system based on merit, to enable equitable distribution of scarce resources and opportunities to desirous youths and other members of the public.
- Young people should also not fold their alms and expect everything to be done for them by the government. They should take on the challenge posed by unemployment and brainstorm on how they can add more value to themselves in order to be useful to themselves and the society. Since they strongly affirm that “self-employment’ is a lasting solution to their unemployment, the question is “what are they themselves doing about it?”

Furthermore, government should also:

- Place emphasis on public enlightenment and sensitization of their target policy beneficiaries in order to achieve the aim of each policy and programme. This is important because when young people become more aware of government’s plans for their employment, it will help them to be more serious by making them avail themselves to maximise every opportunity government created for their good.
- Deducing from the above, government should also mandate its agencies to conduct orientations, policy briefings and campaigns – not just in choice recreational centres with professionals, expatriates and academicians – but among the people at the grassroots levels: at the township halls – however dilapidated; at the market areas – however rowdy; and at the slums and streets; where majority of these people can understand. This will ensure that majority of the population who reside at grassroots level are carried along.
- Government should also embark on proper mobilisation of the youths both physically and financially, to enable them benefit from its programmes and policy objectives. Part of the findings of this study is that young people in Empangeni, and by extension, other parts of the country, want to be meaningfully engaged in the society. Government must reach out to these youths and seek ways of helping them translate their dreams into reality. It can achieve this directly or indirectly through private partnership.

Ultimately, both the public and private sectors should, as a matter of immediate intervention:

- Place the most emphasis on entrepreneurship since it is a lasting solution to youth unemployment at grassroots levels and, by extension, all levels in the society. With an astounding belief in “self-employment” by the youths, it is high time every player in the economy commit to this agreement and intervene to young people’s yearn of starting business.
- Support the youths with soft loans, equip them with requisite skills, provide them with facilities and assets as well as find out other things they needed to embark on their businesses so as to contribute meaningfully to national development.

This study also considers the following suggestions as vital for enhancing proactive measures towards eradicating youth unemployment and promoting entrepreneurship development among youths in the country:

- Since the situation of youths at the nation’s grassroots level is getting worse, it is high time the full attention of both public and private sectors is drawn to the plight of unemployed youths. This study suggests that government should declare a “state of emergency” in the youth sector to enable more focused government and private sectors intervention in finding permanent solutions to the problem.
- This study also advises against unnecessary proliferation of policies and programmes without commiserate practical implementation. It therefore calls for appropriate implementation of already formulated policies and programmes as a matter of priority before any formulation of more national youth policies, to avoid mere duplication.
- This study recommends a tridactyle (three-in-one) approach of administering sustainable policies for youth development at all level (private sector, government and international sectors) in order to subdue the plague of unemployment ravaging young people in South Africa and, by extension, the SADC region. The Women’s Income Generating Support, Start and Improve Your Business and Youth Opportunity Programme represent quintessential mechanisms for sustainable youth development, and South Africa with better institutional structure can present an efficient platform where these programmes can produce more results. The prospect and viability of this approach is the submission of this study.
- Lastly, this study believes that notwithstanding its lapses, the IYDS’12-16 remains an epitome of excellent policy since the nation’s youth entrepreneurship development history

– its success is unparalleled, its entrepreneurial aspects are atypical and its policy focus is nonpareil – towards salvaging young people’s decadent economic situation at a time when their worsening rate of economic inactivity and criminality is as high as it is frightening. It therefore emphasises the need for the government to always have people’s need at heart while formulating or adopting its policies to ensure that politics is not played at the expense of the masses.

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Appendices: Data collection instruments

University of Zululand, KwaDlangezwa

Research Questionnaire

Introductory Request:

I am conducting a research on the topic “The Impact of the Entrepreneurship Aspect of the Integrated Youth Development Strategy on Youth Unemployment in Empangeni CBD” as a postgraduate student of the above-named institution, with student number 201545511.

Kindly provide honest answers by crossing the boxes below correctly. Your responses and identity will be treated with utmost confidentiality. Thanks for your cooperation.

Personal details:

Gender: Male Female

Educational level: Below Matric Matric Diploma/Degree

Age: 15 – 18 19 – 22 23 – 26 27 – 30 31 – 34

Question:

Response:

1. How would you describe the situation of unemployment among youth in Empangeni? - - - - -
2. What is the effect of unemployment on you as a youth?
3. How would you assess government’s policy strategies to solving youth unemployment in Empangeni? - - -
4. What is your opinion about self-employment as a lasting solution to youth unemployment in Empangeni? - -
5. How do you see the idea of helping you to start/manage your own business? - - - - -

Very good	Good	Not bad	Bad	Very bad

6. What would you need to start your business? Capital Skill
Structure All

Figure D: INTERVIEW SHEET/SCHEDULE

Interview Information Sheet

Purpose of the research: Assessing the Impact of entrepreneurship aspect of Integrated Youth Development Strategy on Youth unemployment in Empangeni.

What will you do in this research: If you decide to volunteer, you will be asked to participate in one focused group discussion. You will be asked several questions as listed at the end of this document. With your permission, I will voice record the interviews so I don't have to make so many notes. You will not be asked to state your name on the recording.

Time required: The interview will take approximately 1 hour.

Risks: No risks are anticipated.

Benefits: This is a chance for you to express your understanding of the situation of youth unemployment as it affects you in Empangeni, as well as the impact of government policies' entrepreneurship aspects on youth unemployment in Empangeni.

Compensation: There will be no compensation.

Confidentiality: Your responses to interview questions will be kept confidential. At no time will your actual identity be revealed. The recording will be safely stored such that nobody but the researcher has access to it.

Participation and withdrawal: Your participation in this study is completely voluntary, and you may refuse to participate or withdraw from the study without penalty or loss of benefits to which you may otherwise be entitled. You may withdraw by informing the experimenter that you no longer wish to participate. You may skip any question during the interview, but continue to participate in the rest of the study.

To contact the researcher: If you have questions or concerns about this research, please contact: Mr C. I. Ede 0730271319. chuks.ede@gmail.com

QUESTIONS FOR THE STRUCTURED INTERVIEW IN A FOCUSED GROUP DISCUSSION

1. How would you describe the situation of youth unemployment among youth in Empangeni?
 - 1.1 Why?
2. What is the effect of unemployment on you as a youth?
 - 2.1 How?
3. How would you assess government's policy strategies to solving youth unemployment in Empangeni?
 - 3.1 Why?
4. What is your opinion about self-employment as a lasting solution to youth unemployment in Empangeni?
 - 4.1 How?
5. How do you see the idea of helping you to start/manage your own business?
 - 5.1 Reason:
6. What is your recommendation to the government for effective youth policy on entrepreneurship?

Figure D.

ISHIDI LOCWANINGO

INHLOLOKHONO

Inhloso yocwangingo: Ukuhlolaukuthuthuki swa kwantsha kwezamakhono omsebenzi
Empangeni

Ozokwenza kucwangingo: Uma uzinikela, uzobuzwa imibuzo eyahlukene.

Isikhathi osidingayo: Ihora elilodwa

Ubungozi: Abukho ubungozi.

Ozokuzuzwa: Ithuba lakho loku zwakalisa ukucabanga kwakho ne Inkinga yentsha
yokungasebenzi eMpangeni.

Lisinxephezelo: Asikho isinxephezelo.

Limfihlo: Imibuzo yakho iyimfihlo akekho ozokwazi ukuthi uphendule wathini.

Ukuba yinxenye: Ukuba yinxenye akusiyo impoqo.

Iminini ngwane: Xhumana no C.I. Ede 0730271319. chuks.ede@gmail.com

IMIBUZO EHLOLWA IQOQO LABANT

1. Ungasichaza kanjani isimo sentsha eswele imisebenzi eMpangeni?
 - 1.1 Yingani?
2. Uyini umphumela wentsha eswele imisebenzi kuwe e semncane?
 - 2.1 Kanjani?
3. Ungakuchaza kanjani ukuhlola izinqubomgomo zikahulumeni ukuxazulula nokutholakala kwemisebenzi ebantwini abasha?
 - 3.1 Ynigani?
4. Uthini umbono wakho ngokuzivulela amathuba omsebenzi kwabantu abasha eMpangeni?
 - 4.1 Kanjani?
5. Uwubona kanjani umbono wokukusiza uqale ibhizinisi lakho?
 - 5.1 Isizathu:
6. Ungamelu leka kanjani uhulumeni mayekuna nezinhlalo ezingasiza intsha ukuqala amabhizinisi abo?

ANNEXURE A: PARTICIPANT INFORMED CONSENT DECLARATION

INFORMED CONSENT DECLARATION

(Participant)

Project Title: The Impact of the Entrepreneurship Aspect of the Integrated Youth Development Strategy on Youth Unemployment in Empangeni CBD

Mr C. I. Ede from the Department of Public Administration University of Zululand has requested my permission to participate in the above-mentioned research project.

The nature and the purpose of the research project, and of this informed consent declaration have been explained to me in a language that I understand.

I am aware that:

1. The purpose of the research project is to assess the Impact of the Entrepreneurship Aspect of the Integrated Youth Development Strategy on Youth Unemployment in Empangeni CBD
2. The University of Zululand has given ethical clearance to this research project and I have seen/ may request to see the clearance certificate.
3. By participating in this research project I will be contributing towards solving the problem of youth unemployment in Empangeni
4. I will participate in the project by answering the research questionnaire correctly and participating in the focused group discussion
5. My participation is entirely voluntary and should I at any stage wish to withdraw from participating further, I may do so without any negative consequences.
6. I will not be compensated for participating in the research, but my out-of-pocket expenses will be reimbursed.
7. There are no known risks associated with my participation in the project.

8. The researcher intends publishing the research results in the form of Research data presentation and article However, confidentiality and anonymity of records will be maintained and that my name and identity will not be revealed to anyone who has not been involved in the conduct of the research.
9. I will not receive feedback/will receive feedback in the form of regarding the results obtained during the study.
10. Any further questions that I might have concerning the research or my participation will be answered by Mr C. I. Ede, 0730271319
11. By signing this informed consent declaration I am not waiving any legal claims, rights or remedies.
12. A copy of this informed consent declaration will be given to me, and the original will be kept on record.

I..... have read the above information / confirm that the above information has been explained to me in a language that I understand and I am aware of this document's contents. I have asked all questions that I wished to ask and these have been answered to my satisfaction. I fully understand what is expected of me during the research.

I have not been pressurised in any way and I voluntarily agree to participate in the above-mentioned project.

.....
Participant's signature

.....
Date

INGXENYE YOKUQALA: KWABAZONGENELA UKUPHENDULA UHLA LWALE MIBUZO

UHLU LWEMIBUZO

(Kwabangenelayo)

Isihloko: Ukuhlolaukuthuthuki swa kwantsha kwezamakhono omsebenzi Empangeni

Mnumzane C.I. Ede osuka enyuvezi yasongoye kumnyango we Public Administration enyuvesi yakwazulu Ongoye bacele imvumo yami yokuba ingxenye yocwaningo

Inhloso nenjongo yocwaningo, nokusayina ukuthi umuntu avume ukuthi uchazelwe ngolimi aluqondayo.

Ngiyazi ukuthi:

1. Inhloso yocwaningo ukuhlola umphumela weNqubomgomo Yentuthuko Yentsha Ehlanganisiwe ebusheni abangaqashiwe eMpangeni.
2. Inyuvesi yakwazulu ongoye inginike imvumo yokwenza lolucwaningo.
3. Ngokuba ingxenye yalolucwaningongo ngizobe ngifaka isandla ekuxazululweni izinkinga zokungaqashwa kwentsha Empangeni.
4. Ngizoba yingxenye yocwaningo ngokuphendulo imibuzo ngeqiniso.
5. Angiphoqiwe ukuba yingxenye uma ngithanda ngingayeka ngaphandle kwesijeziso.
6. Angizukhokhelwa ngokuba ingxenye yocwaningo.
7. Kungaba nokungaphephi okusondelene nokuba yingxenye yalolu cwaningo.
8. Imiphumela yocwaningo izophumela obala kodwa imininingwane yami izoba imfihlo.
9. Angeke ngibuyiselwe imiphumela yezimpendulo zami.
10. Imibuzo engingaba nayo mayelana nocwaningo izophendulwa umnumzane C.I.Ede 0730271319.
11. Ngokusayina angiphuli umthetho noma ilungelo.
12. Ikhophi yalemininingwane izonikezwa mina bese okususelwe kuyo (original) igcinwe kuma rekhodi.

Mina.....ngifundil
e ngiyaqinisekisa ukuthi ngichazelwe konke.ngibuze yonke imibuzo ebengifisa ukuyibuza ngagculiseka
izimpendulo.ngiyaqonda ukuthi yini elindeleke kimina maqondana nalolu cwaningo.

Angiphqwanga ukuphendula,ngibe nesifiso sokuba yingxenye yalolu cwaningo.

Ukusayina

Usuku

PARENT AND GUARDIAN'S INFORMED CONSENT DECLARATION

INFORMED CONSENT DECLARATION

(Parent or Guardian)

Project Title: The Impact of the Entrepreneurship Aspect of the Integrated Youth Development Strategy on Youth Unemployment in Empangeni CBD

The Researcher is Mr C. I. Ede from the Department of Public Administration University of Zululand has requested my permission to participate in the above-mentioned research project.

The nature and the purpose of the research project, and of this informed consent declaration have been explained to me in a language that I understand.

I am aware that:

1. The purpose of the research project is to assess the Impact of the Entrepreneurship Aspect of the Integrated Youth Development Strategy on Youth Unemployment in Empangeni CBD
2. The University of Zululand has given ethical clearance to this research project and I have seen/ may request to see the clearance certificate.
3. By participating in this research project my child or ward will be contributing towards solving the problem of youth unemployment in Empangeni
4. My child/ward will participate in the project by answering the research questionnaire correctly, and also taking part in the focused group discussion
5. My child/ward's participation is entirely voluntary and should we at any stage wish to withdraw from participating further, we may do so without any negative consequences.
6. My child/ward will not be compensated for participating in the research, but our out-of-pocket expenses will be reimbursed. (Should there be compensation)
7. There are no known risks associated with my child/ward's participation in the project.
8. The researcher intends publishing the research results in the form of Research data presentation and article. However, confidentiality and anonymity of records will be maintained

and that my or my child/ward's name and identity will not be revealed to anyone who has not been involved in the conduct of the research.

9. I will not receive feedback/will receive feedback in the form of talk regarding the results obtained during the study.
10. Any further questions that I might have concerning the research or my participation will be answered by Mr C. I. Ede, 0730271319
11. By signing this informed consent declaration I am not waiving any legal claims, rights or remedies that I or my child/ward may have.
12. A copy of this informed consent declaration will be given to me, and the original will be kept on record.

I..... have read the above information / confirm that the above information has been explained to me in a language that I understand and I am aware of this document's contents. I have asked all questions that I wished to ask and these have been answered to my satisfaction. I fully understand what is expected of my child/ward during the research.

I have not been pressurised in any way to let my child/ward take part. By signing below, I voluntarily agree that my child/ward (insert name of child/ward), who is years old, may participate in the above-mentioned project.

.....

.....

Parent/Guardian's signature

Date

INGXENYE YOKUQALA: UKUVUNYWA KOMZALI NOMLONDOLOZI

IFOMU LOKUMEMEZELA

(UMZALI NOMA UMNAKEKELI)

Isihloko: Ukuhlolaukuthuthuki swa kwantsha kwezamakhono omsebenzi Empangeni

Mnumzane C.I. Ede osuka enyuvezi yasongoye kumnyango we Public Administration enyuvesi yakwazulu Ongoye bacele invumo yami yokuba ingxenye yocwaningo

Inhloso nenjongo yocwaningo, nokusayina ukuthi umuntu avume ukuthi uchazelwe ngolimi aluqondayo.

Ngiyazi ukuthi:

1. Inhloso yocwaningo ukuhlola umphumela weNqubomgomo Yentuthuko Yentsha Ehlanganisiwe ebusheni abangaqashiwe eMpangeni
2. Inyuvesi yakwazulu ongoye inginike invumo yokwenza lolucwaningo.
3. Ukubandakanyeka kwengane yami ekutadisheni kuyosiza ukuxazulula inkinga yokungaqashwa kwentsha eMpangeni.
4. Umtwana wami uzoba inxenge ngokuba ngomunye weqoqo..
5. ingane yami ayiphoqelekile ukuba yingxenye uma ngithanda ngingayeka ngaphandle kwesijeziso.
6. Mina noma ingane yami ngeke ikhokhwe ngokuba ingxenye yocwaningo.
7. Umntwana wami a ngacelwa ukuba ayeke ungakapheli ucwaningo uma engayilandeli imigomo.
8. Mina ne ngene yami ngeke sinxeshezwe.
9. Obukho ubungozi bokubamba iqhaza.
10. Umcwaningi uzogcina imiphumela yocwaningo iyimfihlo a kazukwazisa muntu ngayo.
11. Anginaku tshelwa ngemi phumela.
12. Imibuzo izophedulwa C.I. Ede 0730271319.

13. Ngokwusa yinela ingaane yami ongi phuli gunya lengane yami.

14. Icophi izonikezwa mina, bese i-originally igcinwa.

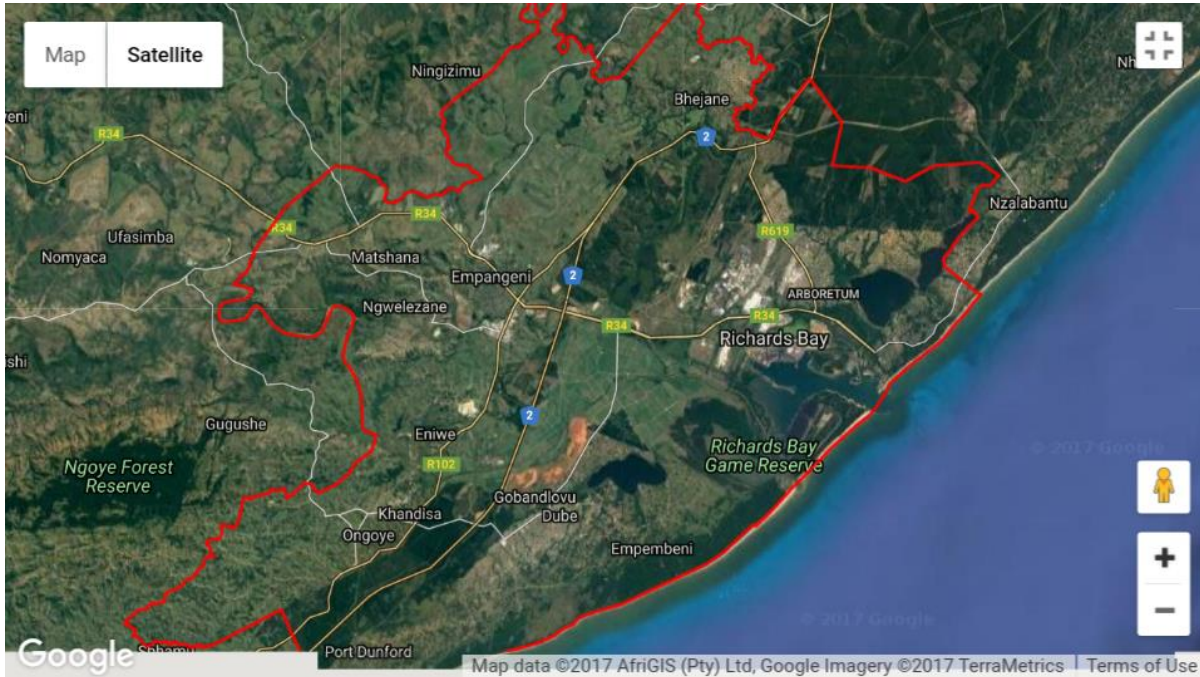
Mina.....ngifundile ngaqonda ngolimi lwami, ngachazelwa ngakho konke, ngabuza yonke imibuzo engithanda ukuyibuzo.

Angiphqwanga ukuvumela umntwana wami.

Umzali

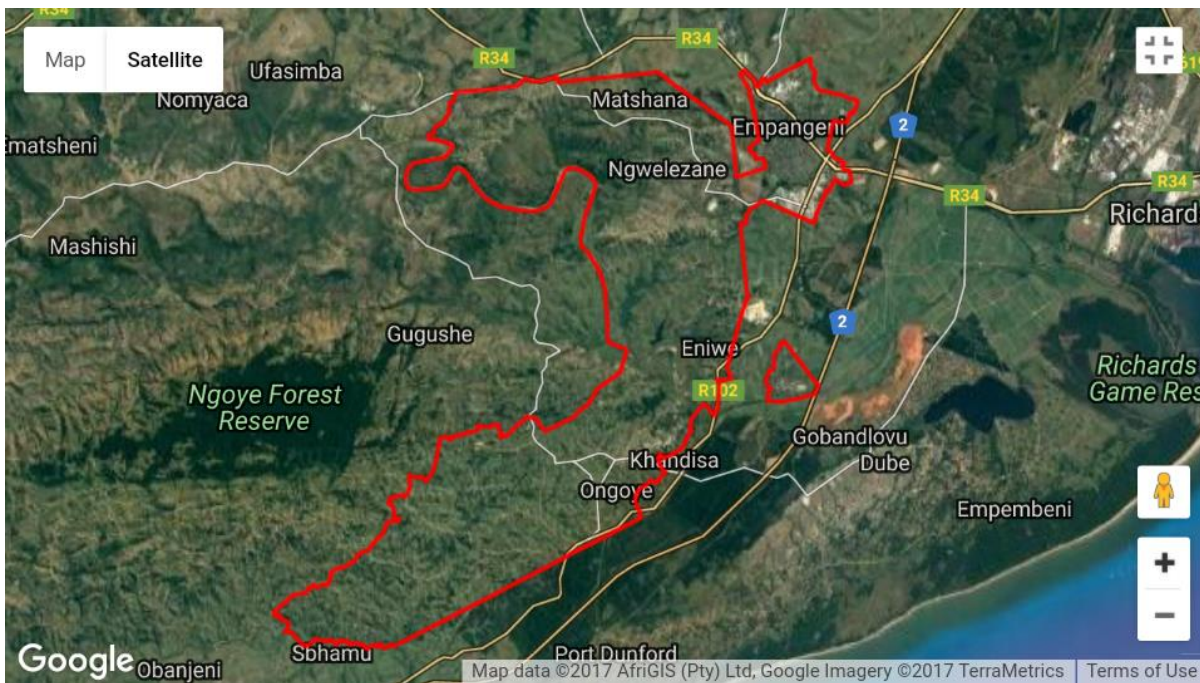
Usuku

List of maps:



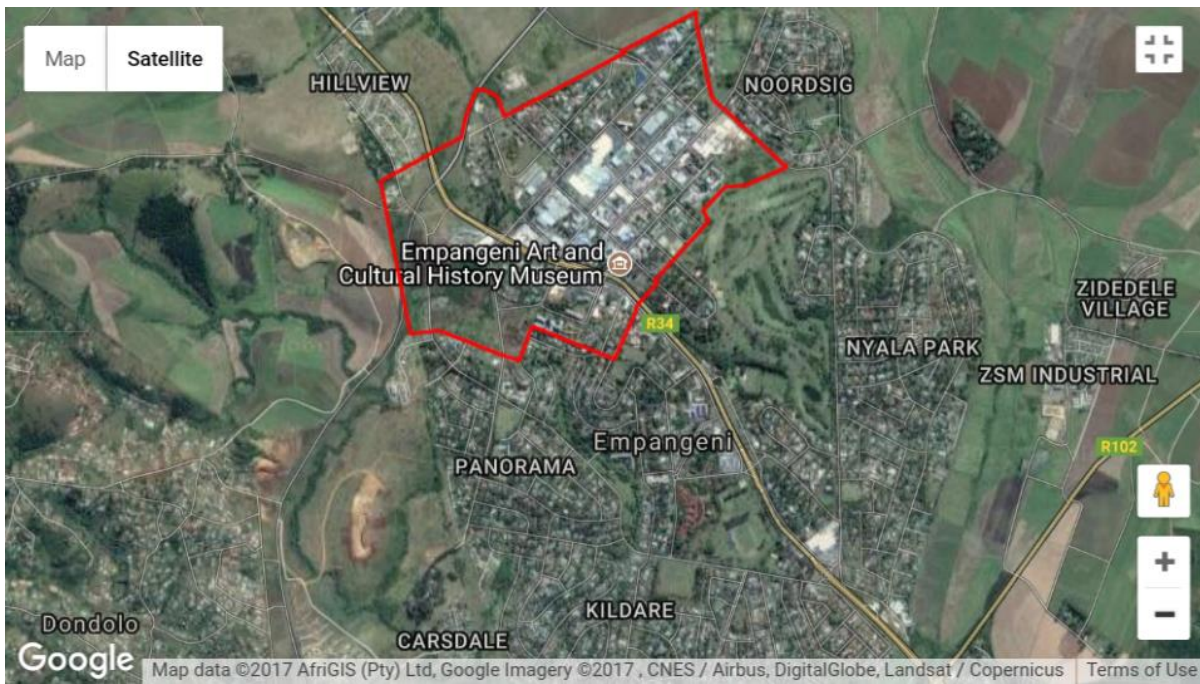
Map 1: uMhlathuze: Satellite View of uMhlathuze showing strategic places and sub-places.

Source: Adrian Frith (2011) <https://census2011.adrianfrith.com/place/538>



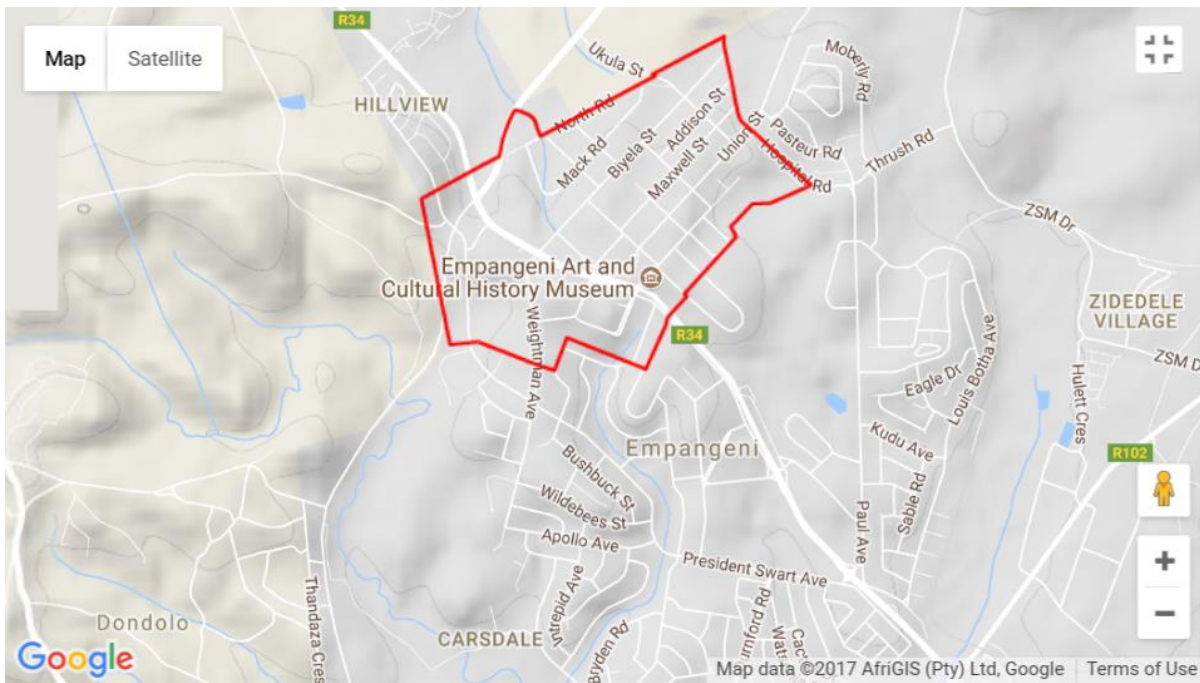
Map 2: Empangeni: Satellite View of Empangeni showing Empangeni CBD and surrounding localities.

Source: Adrian Frith (2011) <https://census2011.adrianfrith.com/place/538015>



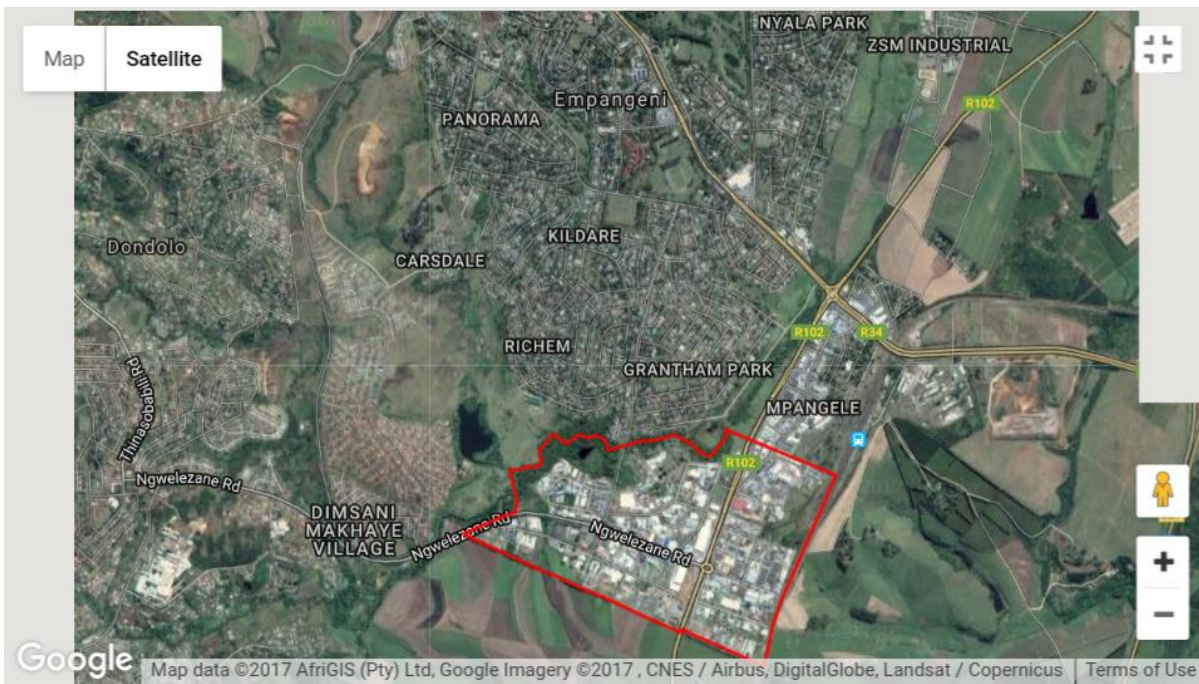
Map 3.1: Empangeni CBD: Satellite View of Empangeni CBD showing the surrounding areas.

Source: Adrian Frith (2011) <https://census2011.adrianfrith.com/place/538015002>



Map 3.2 Empangeni CBD: Map View of Empangeni CBD showing the terrain and major streets.

Source: Adrian Frith (2011) <https://census2011.adrianfrith.com/place/538015002>



Map 4.1: Kuleka: Satellite View of Kuleka showing the surroundings.

Source: Adrian Frith (2011) <https://census2011.adrianfrith.com/place/538015021>



Map 4.2 Kuleka: Satellite (enhanced) View of Kuleka sub places.

Source: Adrian Frith (2011) <https://census2011.adrianfrith.com/place/538015021>



Map 4.3 Kuleka: Map (enhanced) View of Kuleka showing the terrain and major streets.

Source: Adrian Frith (2011) <https://census2011.adrianfrith.com/place/538015021>