THE PLANNING AND IMPLEMENTATION OF POLICIES TO ALLEVIATE YOUTH UNEMPLOYMENT IN ZAMBIA: A STUDY OF LUSAKA PROVINCE

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BY

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ABSTRACT

The planning and implementation of policies to alleviate youth unemployment is one way of tackling youth unemployment. Some others include outreach and volunteerism. An understanding of the ways in which planning and implementation of programmes and projects among youth organisations, and of the impact which their widespread use will have on development of the youth is assuming new importance. This study was designed to explore and assess the extent to which planning and implementation tools are being utilized in youth development in Lusaka province, Zambia.

The primary source of data for the study was Governmental (GO) and Non-Governmental (NGO) youth personnel who have substantial experience of working with youths in Zambia. A total of 72 respondents were interviewed, in 12 youth organisations drawn from Lusaka Province. A quota sampling design was applied to obtain 36 respondents from six GOs and 36 respondents from six NGOs. From each of these organisations three people involved in policy planning and three people in policy implementation were selected.

The main findings of the study is that policy planning and implementation is less effectively carried out and have not helped in reducing the high rate of youth unemployment in the province. To reverse this situation it is recommended, that an attempt should be made:

a) to identify the existence of, and define and categorize the various forms of youth unemployment in the province;

b) to establish a comprehensive coordination and review of policies to alleviate youth unemployment in the overall context of policy and national development planning;

c) to apply mixed scanning model in the choice of youth programmes and projects;

d) to focus on various youth clientele systems and intervention methods when implementing youth programmes and projects; and

e) to ensure that manpower resource is sufficient in quantity and suitable in quality for active and effective planning and implementation of youth policies.

DEDICATION

This study is dedicated to my family, and to the unemployed youth in Commonwealth African countries.

DECLARATION

I, D. Kawaka Obbo do solemnly declare that this dissertation represents my own work which has not previously been submitted for a degree at this or another University.

Signed: .....

Date: .....

APPROVAL

This dissertation of D. Kawaka Obbo is approved as fulfilling part of the requirements for the degree of Master of Social Work by the University of Zambia.

Signed:..... Date: 15th February, 1991

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This thesis grew out of a desire to contribute an answer to the question: 'How are policies for alleviating youth unemployment planned and implemented in the countries being served by my employment agency - the Commonwealth Youth Programme Africa Centre?' As a teacher in youth development I worked tirelessly over this problem and sought the assistance of many people from several organisations.

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However, the views, opinions, etc. expressed in this work and any other short comings are mine and not those of individuals and institutions mentioned herein

LIST OF ABBREVIATIONS

AS	- Assistant Secretary
CCDO	- Chief Community Development Officer
CCZ	- Christian Council of Zambia
CDA	- Community Development Assistant
CDO	- Community Development Officer
CDYD	- Commissioner for Department of Youth Development
Com. Sec.	- Commonwealth Secretariat
CSO	- Central Statistical Office
CYP	- Commonwealth Youth Programme
CYPAC	- Commonwealth Youth Programme Africa Centre
CYPAPC	- Commonwealth Youth Programme - Asia Pacific Centre
DDYD	- District Department of Youth Development
DPS	- Deputy Permanent Secretary
DYC	- District Youth Council
DYD	- Department of Youth Development
DCYL	- District Chairman Youth League
FNDP	- Fourth National Development Plan (1989-93)
G(D)	- Governor (Development)
G(P)	- Governor (Political)
GRZ	- Government of the Republic of Zambia
ILO	- International Labour Organisation
IP	- Implementing Projects
LRDC	- Lusaka Rural District Council
LUDC	- Lusaka Urban District Council
MCC	- Member of the Central Committee
MCVRA	- Model of Combined Views of Represnetative Authors
MGEYS	- Ministry of General Education Youth and Sports.

PS - Permanent Secretary

PP - Planning Programmes

PDYD - Provincial Department for Youth Development

PPS(P) - Provincial Political Secretary (Development)

PPS(P) - Provincial Political Secretary (Political)

PYC - Provincial Youth Council

PCYL - Provincial Chairman Youth League

SNDP - Second National Development Plan (1979-82)

SIDO - Small Industry Development Organisation

TNDP - Third National Development Plan (1983-86)

US - Under Secretary

UN - United Nations

VIS - Village Industry Services

WDYD - Ward Department of Youth Development

YMCA - Young Men Christian Association

YWCA - Young Women Christian Association

ZNYDC - Zambia National Youth Development Council.

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CHAPTER 1

INTRODUCTION TO THE STUDY

1.1 Concern for Youth Employment

One of the problems that affect the social stability of many nations, both in the developed and less developed countries is unemployment. This problem particularly affects young people between 15 and 24 years old. In the less developed countries alone it is estimated that about 300 million people will be unemployed or underemployed by the end of the 20th century. This figure represents over 35% of the total labour force in those countries period (Emmerij 1976).

As a result of the above estimation, most countries, especially in Commonwealth Africa, are concerned about the dwindling state of employment opportunities for young people (Massallay 1989). Many of their young are likely to become non-productive, anti-government and social deviant force. The concern calls for action by many organisations both at the international and national scenes.

Luckily enough, at the international scene many agencies are very active. For example, Commonwealth Secretariat (Com. Sec.) has been training youth workers and supporting youth projects in all its member countries (Com. Sec. 1989). Its main policy objectives are: to encourage youth participation; to recognise their contribution;and to reduce youth unemployment within the member states by providing seed money to viable youth enterprises. The International Labour Organisation (ILO) has initiated many programmes, including youth enterprise development programmes, that aim at providing skill for self-employment among school leavers (Emmerij 1976).

At the national scene African Governments inherited traditional youth programmes found in the developed countries such as YMCA, YWCA, Youth Brigades, Boy Scouts and Girl Guides.

Many concerns over these programmes indicate that they train graduates who are job seekers. These programmes are reaching a very small number of the large army of the unemployed youths roaming in the streets and moving between rural and urban areas of their mother land (Com. Sec. 1989).

In Zambia the concern is greater because the youth situation is quite pathetic, critical and explosive due to lack of school places, and the fact that many of them are ill-equipped and innexperienced after grades seven and nine (ZNYDC 1988; GRZ 1989).

At present, the youths' contribution to the labour market is unmanageable. According to the Department of Youth Development (DYD), there is a recorded unemployment figure of 353,337 out of which 263,612 (80.3%) were available for work and 69,745 (19.7%) were looking for work (DYD 1989). Other speculative figures are 2.5 million (Mambo 1989), 0.8 million and 2 million (Deloitte Haskins and Sells (DHS) 1988). In Lusaka Province alone the figures stagger from 43,234 (CSO 1987) to 114,703 (DYD 1989). In the case of the former, the majority are said to be found in the urban areas. (DYD 1989; CSO 1987).

1.2 Statement of the Problem

This study is therefore an attempt to look at the way policies to alleviate youth unemployment are planned and implemented, and to establish the extent to which these policies are related to the high rate of youth unemployment.

1.3 Statement of the Objective of Study

More specifically the study focusses on the following objectives:

a) To identify the main categories of youth unemployment in Lusaka Province, Zambia.

b) To determine how policies to alleviate youth unemployment are coordinated and reviewed;

c) To examine approaches to planning being applied;

d) To identify and analyse the methods applied in implementing policies to alleviating youth unemployment;

e) To analyse the characteristics of actors in policy planning and implementation.

1.4 Rationale of the Study

The study is essential because it will:

a) Provide the necessary information on the state of planning and implementation of policies to alleviate youth unemployment;

b) Assess the impact or effectiveness of policy planning and implementation in youth development.

1.5 Hypotheses

The following were hypothesized:

a) Non-categorisation of youth problems leads to innefective policies to alleviate youth unemployment;

b) Youth organisations which categorise youth into sub-groups are likely to implement youth policy more effectively than those that do not categorise the youths;

c) Government youth organisations coordinate and review policies to alleviate youth unemployment differently from non-governmental youth organisations;

d) The majority of youth organisations apply more incremental model than mixed scanning in planning programmes and projects;

e) Youth organisations which are availed with human and material resources, especially qualified personnel, are more active and effective in planning and implementing policies to alleviate youth unemployment than those with less resources.

1.6 Operational Definitions of Key Concepts

YOUTH will refer to persons between 14 and 25 years of age. This is also the definition used by the UN and the Government of Zambia for programme purposes.

YOUTH UNEMPLOYMENT will cover the youths who are without work, looking for jobs and cannot find them (Morio and Zoctizoum 1980; DYD 1989) or who are not in productive employment Com. Sec. 1975).

CATEGORIZING YOUTH UNEMPLOYMENT refers to the identification of types of unemployment: the rural unemployed; the urban unemployed; the educated unemployed; unemployed industrial workers (youths); and female unemployed (Chan 1982).

POLICIES TO ALLEVIATE YOUTH UNEMPLOYMENT will refer to that section of the National Development Plans in Zambia which contains a guiding principle or course of action for adoption by youth organisations and their target groups as a collective strategy to address problems and issues affecting the quality of life of the youth (Gil 1973; Osei-Hwedie 1985; GRZ 1979; 1983; 1989).

YOUTH AGENCIES OR YOUTH ORGANISATIONS will cover the GOs and NGOs involved in youth affairs. The GOs are departments like DYD (GRZ 1989). The NGOs are private or voluntary organisations such as the Boy Scouts, the Girl Guides, which are involved in youth affairs, and youth associations or councils (ZNYDC 1988; Kaunda 1986).

RESOURCES will be used to refer to available manpower, knowledge and information (Dror 1987) together with capital (e.g. building to support carpentry project), finance, and natural resources (e.g. land) organised to implement policies to alleviate youth unemployment (Osei-Hwedie 1985; Conyers, 1982).

HUMAN RESOURCE include officials or actors who are referred to as planners and implementators of policies to alleviate youth unemployment. These officials will include Administrators, Youth Development Workers, Trainers, Planners, Party Youth Workers and Youth Leaders of the Youth agencies (DYD 1989; Phiri 1982).

A YOUTH PROGRAMME will refer to a set of development initiatives affecting youths in a large geographical or administrative area e.g. Youth Skills Training Centres training 2500 youths annually throughout Zambia (GRZ 1989; York 1982). A youth project will refer to a single development initiative affecting a small number e.g. 50 youths in a particular geographical or administrative area like Chiyota Skills Training Centre in Chongwe, Lusaka Rural (GRZ 1989; York 1982).

PLANNING APPROACHES will refer to a wide-range of decision making techniques about how best to use available resources e.g. Etzioni's (1969) mixed scanning, to reduce youth unemployment (Conyers 1982; Gilbert and Specht, 1977).

IMPLEMENTATION will cover the process of transforming policies to alleviate youth unemployment into effective operating, problem-solving programmes and projects (Hill 1988; Nunes 1982).

METHODS FOR IMPLEMENTING YOUTH PROGRAMMES AND PROJECTS will refer to the established way or order to categorising youth into target sub-groups; individual, group, organisation, agency and community (Smalley 1967: Obbo 1989).

YOUTH DEVELOPMENT is used to refer to: 'an all round desired physical, socio-cultural, economic, political and spiritual growth of a youth in accordance with the aspirations of a given society taking into account the needs of both the youth and society (ZNYDC, 1988).

EFFECTIVENESS will be used to refer to the use of the tools (methods, techniques, principles and skills) of policy planning and implementation.

1.7 Methodology

This study is by its nature partly exploratory and partly evaluative. It is designed not only to identify the relevant factors about the employment situation of the young people of the 14-24 age range, but also to assess the effectiveness of the theoretical contents and conceptual definitions of the approaches applied in the planning and implementation of policies to alleviate youth unemployment. This strategy is dictated by the apparent lack of reviews or evaluative studies on the approaches in planning and implementation of policies to alleviate youth unemployment in Lusaka province.

The main source of empirical data is the interviews held with experts and professionals who are involved in the youth sector. These are people in the Ministry of youth and other ministries with related youth programmes. Such people are also found in non-governmental organisations and parastatal bodies. They represent a well experienced group on youth employment.

According to the DYD in the MGEYS which is responsible for coordinating all youth related activities in the country, there are about 50 youth related organisations in Lusaka province. Some of these organisations are involved in youth enterprise development (GRZ 1989; Hoppers 1986; Delloite Haskins and Sells 1988).

While the definition of a youth related organisation or agency is straight forward, it is more difficult to define an organisation with policies to alleviate youth unemployment. Many of them accepted their non involvement in the employment area. However, a quota of 12 organisations is considered: Six GOs and six NGOs representing about 25% of the total organisations in youth related activities.

A further decision was taken to collect the views of the people in both the planning and implementation activities in approximately equal quotas to achieve a representative and balanced picture of the employment situation from each organisation. From this decision, three people engaged in each activity were considered, giving a total of 36 people in planning activity and 36 people in implementation, the former based at the head offices and the latter at the project sites. On the whole a total of 72 interviews were completed from the following list of organisations.

	GOs		NGOs
a)	Lusaka Urban District Council (LUDC)	g)	Boy Scouts
b)	Small Industries Development Organisation (SIDO)	h)	Girl Guides
c)	Department of Youth Development	i)	Young Women Christian Association
d)	Village Industries Service (VIS)	j)	Christian Council of Zambia
e)	Youth League	k)	Human Settlement Schme of Zambia
f)	Department of Agriculture: Young Farmers	l)	Project for Youth Enterprise

The study collected secondary data from Demographic and Labour Force Survey from Central Statistical Office, Government National Development Plans and reports and publications from DYD (1989) and the NGOs in the study.

Since the study was partly exploratory and partly evaluative the structured interview format was identified as the most suitable data collection method due to the nature of the study complemented by a review of agency documents. (Appendix for the questionnaire).

However, both methods were not applied without some unique problems. Through the main method repeated appointments with, especially the respondents in planning activity were made. Also most of the organisations did not have published policies as these are only in reports in the confidential files. In addition, at times it was difficult to identify and record information on different aspects of their policies from verbal explanations.

Data is analysed using tabulations, frequency analysis and cross-tabulations. The Pearson Chi-square statistical analysis si applied to determine the level of correlations. The data from the documentary guide is analysed and presented in tables, frequency and percentages counts.

1.8 Summary of Chapters

a) Chapter two discusses some of the theoretical basis related to the planning and implementation of policies to alleviate youth unemployment;

b) Chapter three focuses on the development of the policy to alleviate youth unemployment. It examines the way youth unemployment is defined, identified and categorised;

c) Chapter four examines how the policies are coordinated and reviewed;

d) Chapter five discusses the way the planning and implementation tools are actually being applied, both at the programme and project levels;

e) Chapter six examines the characteristics of the manpower input and the main principles that govern how policies are planned and implemented;

f) Chapter seven offers a conclusion to the study. Some recommendations are made.

CHAPTER 2

REVIEW OF LITERATURE

2.1 Introduction

For reasons already discussed there is relatively little published studies on the question of planning and implementation of policies to alleviate youth unemployment. However, there are materials from conferences, workshops, seminars and other publications that are related to policies to alleviate youth unemployment. Some of these are reviewed to present a conceptual basis of the study. They cover youth unemployment, youth policy, planning and implementation.

2.2 Youth Unemployment

During a national workshop on Practical Methodologies for Resolving youth unemployment held in Lusaka in June 1985, the following factors were identified as causes of unemployment: bad planning; inadequate resources; mismatch between education, training and employment; rural-urban migration; economic recession; financial mismanagement; inappropriate and unequal distribution of resources; high population growth; high and misdirected expectations of the youth; and negative attitudes of society towards certain job classified as inferior. The workshop further linked the growing labour force and slow rate of job-creation with the shortage of technical knowledge, entrepreneurial skills and financial means necessary to discover and utilize productively the natural resources of a country.

A few studies like Tembo's (1986) identify lack of gainful employment for graduates of skills training centres. Deloitte Haskins and Sells (1988) think it is due to over production of Youth Skills Centres' graduates of carpenters or bricklayers without entrepreneural skills.

Kawonga (1982), Kaunda (1986) and Hapunda (1987) are of the view that descrepancies between official youth policies and the

process of implementing them lead to youth unemployment. Mwansa (1989) asserts that youth unemployment is due to lack of foresight, deteriorating economic situation, unrealistic programmes due to unrealistic policies and the lack of their review, or evaluation.

The economic stagnation or lack of economic growth and fall in formal sector employment all lead to unemployment. This can be seen from a downward trend of the number of people employed over a period of time as shown in the table below.

Table 1: Formal Sector Employment, 1981-1989

Year	Number Employed in 000s
1980	281
1981	374
1982	362
1983	-
1984	390
1985	-
1986	390.5
1987	361.5
1988	360.7
1989	359.6

SOURCE: CSO, 1985, 1989.

The above table supports the fact that employment opportunities have been dwindling in the formal sector as Zambia approaches 1990. By implication more and more people become unemployed.

On the other hand, the issue of a fast growing and youthful population is another causal factor for youth unemployment. This is demonstrated in table 2.

Table 2: Population Growth Actual and Projected

Zambia Total	1963	1969	1980	1985 (est.)	1990 (est.)
Population	2,490,170	4,056,995	5,661,801	6,795,300	8,073,400
Lusaka Province (in'000s)		354.0	691.1	1,080.9	1.211.6
Average Annual Growth Rate	1963/69	1969/80	1980/85	1985/90	
	2.5	3.1	3.4	3.6	

SOURCE: CSO 1985, 1989.

The issue of limited resources in the educational set up and its contribution to youth unemployment can be illustrated by the many pupils dropping out of schools, as shown in table 3.

Table 3: School Drop-outs by Sex after Grade Nine (1980-87

Year	Boys	Girls	Yotal
1980	150	425	575
1981	384	696	1080
1982	414	860	1274
1983	900	219	1119
1984	526	651	1177
1985	14090	9957	24047
1986	20723	13589	34294
1987	18034	11871	29905
Total	55221	38268	93471

SOURCE: Planning Unit, Ministry of General Education Youth and Sports. Provincial Figures, 1990.

The above table shows that the number of school drop-outs has been on the increase, with male youths exceeding the female group by about 18%. This trend, singularly or combined with other factors has a lot of negative effects on the development of the youth in a number of ways. For example, the labour market is increasingly over-flooded with the young, inexperienced and unskilled job-seekers (GRZ, 1989, ZNYDC, 1988). The effect is both direct and indirect. Society not only miss the goods and services from the would-be employed, but also the satisfaction from their consumption (Pigou 1968).

To reduce unemployment, Pigou (1968) suggests that measures be designed to increase the knowledge and skill levels of the would-be earners. Mchumo (1979) on the other hand, calls for changes in the economic structure, rural development approach, educational system, utilization of labour-intensive techniques and application of appropriate technology to reduce youth unemployment. In addition to these measures the Commonwealth Secretariat stresses the need for a new international economic order which will enable the third world (including Commonwealth countries) to boost their trade and manufacturing industries to create more jobs for the unemployed (Com. Sec. 1980).

There is a growing appeal among traditional youth organisations like YMCA, YWCA, Boy Scounts, Girl Guides, etc, to incorporate the creation of self-employment components in their youth policies (Kaunda 1986).

Currently, within the Commonwealth countries of the Africa region there are at least four categories of programmes intended to promote youth employment, directly or indirectly. These programmes include:

a) Vocational oriented projects like carpentry, blacksmith, motor-mechanics, shoe-making, tailoring;

b) Agricultural oriented projects like animal husbandry; crop husbandry (vegetables and cashcrop farming);

c) Community-based projects like building and construction, roads and bridge construction, city and village cleaning;

d) Youth leadership training like Youth camps, youth exchange programmes, National Youth service (Com. Sec. 1982).

In Zambia, the programmes identified in table 4 have been planned and implemented since 1983.

Table 4: Types of Youth Programme in Zambia

Second National Development Plan (SNDP)	Third National Development Plan (TNDP)	Fourth National Development Plan (FNDP)
a) Proposed establishment of Department of Youth Development	Skills Training -cum-production centres	Youth Skills Training-cum-production centres
b) Young Farmers Clubs under Ministry of Rural Development	Community-based Youth Skills Training projects	Youth Settlement Schemes and Business enterprises
c) Community-based programmes for income-earning, like furniture making, painting for urban youth	Settlement Schemes	Research and Staff Development programmes
d) School leavers skills training projects	Research and Staff Training programmes	Ward Lima programme
e) Rural Reconstruction centres in Ministry of Agriculture	Resource mobilisation programme	Leadership and character development programmes
		Youth Correction and Rehabilitation programmes

SOURCE: SNDP (1979-82), TNDP (1983-86) and FNDP (1989-93).

2.3 Policy and Its Assessment

Gil (1973) defines a policy as a guiding principle or courses of action adopted and pursued by societies and their governments as well as various groups or units within societies like NGOs. Policies may cover various domains including social, and societal relationships among individuals, groups, and society as a whole. According to Gil (1973) the common domain of social policy are: the overall quality of life in society, the circumstances of living of individuals and groups, and the nature of all intra-societal human relations. To be able to benefit the centre of focus - individual or group - must, benefit from resource development.

Osei-Hwedie's (1989) conceptual model of social policy consists of the 'thinking' and, the 'doing'. The former deals with refining and modifying competing ideas and their formulation into concrete plans of action. The latter deals with implementing the strategies, monitoring and evaluation. Accordingly youth policy is:

> "a collective strategy to address problems and issues affecting the youth in that policy; specifys which youth group qualifies for what programmes or service; which approaches are best suited to a given problem; and which methods of evaluation are suitable for assessing out-comes (Osei-Hwedie 1989)".

Again Osei-Hwedie (1985) suggests a social (development) strategy for planning and implementing youth policy. The strategy is based on four elements: income distribution, popular participation; human development; and social integration. This approach agrees with that of the United Nations (UN).

According to the UN (1985), youth policy should:

a) Clearly define the place and role of youth in society and the responsibility of society towards youth;

b) consider the problem, needs and aspirations of youth comprehensively;

c) promote the establishment of appropriate structures and institutions to meet those needs and aspirations; and

d) encourage youth to participate actively at all levels of national life (UN 1985).

Many authors have discussed factors which trigger the policy process. For example, for Gil (1973) it is the circumstances of living of individuals and groups, for Chan (1982) and CYP (1979) it is unemployment; and for the 4th Diploma students of CYPAPC, it is the need to develop the youths (CYPAPC 1979). These factors partly emphasize various aspects of social problems such as a condition, situation or circumstance of living that are perceived by a significant group, or a large number of people, or by competent observers, as constituting a difficulty, or a dissatisfaction, or a deviation, for which action must be taken (Merton and Nisbert 1982; Moore and Moore 1982; and Wright and Weiss 1980). Policies should attack these social problems if they are to deliver the goods and services to alleviate youth unemployment (UN 1985).

Sometimes policies, including the 'very good ones', fail to deliver the goods and services, suggesting the need to ascertain their quality. Dror (1973) suggests that ascertaining the actual quality or standard must be based on four elements: output, pattern process, structure and input. One of these - input - has several elements including manpower input. Manpower input is a crucial factor as it organises and facilitates the planning and implementation of policies.

Dror's (1973) standard to appraise the ascertained quality is achieved by asking the following questions:

a) How does the achieved quality compare with that in the past?

b) How does the achieved quality compare with that of similar institutions?

c) Does the achieved quality meet the various demands of the population?

d) Does the achieved quality meet accepted professional standards?

e) Is the achieved quality high enough to assure survival?

f) Is the achieved quality as high as the quality planned for?

g) Is the achieved quality as good as it could be according to an optimal model?

2.4 Policy Planning

There is disagreement on the place of policy planning in development among third world countries. Some authors find no place for it (Chan 1982) while others such as Osei-Hwedie, et al., (1990) see it as useful. A third group of authors, for example Ndulo (1985), think planning is just a formality undertaken to justify foreign exchange acquisition.

Planning is conceptualized as an organised, conscious and continued attempt to select the best available alternatives to achieve specific goals. In this case planning also encompasses social aspects as it embraces factors other than purely economic ones (Conyers 1982). Therefore social planning is related to social policy because through its processes, the goals and objectives of social policy are implemented (McPherson 1985). While policy pertains to decisions about the type of change desired, planning focusses on how best to bring about the desired change (Conyers 1982).

The extent to which planning is a science or art has been debated. Camhis (1979) believes that planning is a special way of deciding and acting and applies scientific method and knowledge to policy making. It places premium on objectives, rationality

and validity, and accepts collaborative strategies as legitimate theories and models. To McConnel (1981), planning is a more rational, responsive, socially and morally acceptable phenomenon brought about and made effective through target group participation. The process of planning involves identification of general goals, programme development, implementation and evaluation (Gilbert and Specht 1979; Conyers 1982; Osei-Hwedie et al., 1990).

Kahn (1969) defines planning as an orderly, logical progression from diagnosis to action based upon analysis of relevant facts, theories and values. His model of planning involves policy formulation and realisation through choices and rationalization.

The planner has to establish:

a) Locus of focus;
b) what is to be projected;
c) analysis of the problem consciously;
d) inventory of the knowledge, resources and skills;
e) determine coordination;
f) identify new problems and needs; and
g) determine goals and participation of the target group (Kahn 1969).

In contrast to Kahn's (1969) model, Lindblom (1969) conceives of planning as choosing a limited range of alternatives that differ in small degrees from existing policies. To him decision-makers, especially in government:

a) focus on those policies which differ incrementally from existing policies;

b) consider a relatively small number of policy alternatives;
c) evaluate a limited number of important consequences; and
d) confirm problem, but decision making is continually re-defined through many countless ends-means and means-ends adjustment (Lindblom 1969).

While Kahn (1969) and Lindblom (1969) contrast each other, Etzioni (1969) on the other hand, sees planning as involving a combination of elements of the rationalistic model that empphasize the analytic tasks of research and fact-gathering, and elements of the incremental approach that emphasize the interactional task of consensus building. However, Etzioni (1969) regards rational comprehensive planning as utopian because of its assumed high degree of control over the decision-making environment. The incremental model is seen as remedial and conservative because it has less command over the decision-making environment. To Etzioni, decision making is a deliberate and voluntaristic aspect of social conduct, which both models do not fulfill. He proposes a mixed scanning model which recognises the presence of large or fundamental decisions upon which incremental ones originate and rational model becomes realistic.

Some planners are not satisfied with the mixed scanning model. For example, Friedman (1969) proposes the transactive approach. To him planning is a social process not so much conceived with the activity of plan making as with the on-going guidance of change in which goals and means are continually being readjusted.

Chan (1982) argues that in some ministries of youth of the countries of the Commonwealth Africa dispirited planning is practised. Rational and metapolicy making are avoided as most planning officers who apply planning tools hardly consider those steps that involve data collection and analysis. Chan (1982) maintains that in a planning sequence such as the one below they start at step 'g' ignoring the first six steps.

a) Recognition of the problem;
b) Collection of data;
c) Classification and analysis of data;
d) Preparation of an inventory of means for realizing objectives;
e) Listing of alternative solutions;
f) Evaluation of these alternatives;

g) Making of the decision;

h) Implementation; and

i) Obtaining feedback (Chan 1982).

In such a situation, the planning officers only appraise what they can and what is evaluable. They lack the basic professional knowledge of youth work and of planning tools to order and elaborate their operational goals (Chan 1982), Such goals or objectives range from general to specific, abstract to the particular and unmeasurable to the measurable (Griffin and Enos 1979; Chan 1982).

Effective planning occurs when the planner regards himself as a scientist with specific roles to play and skills to master the roles. These roles range from formulating and developing policies/changing them in order to accomplish expected goals to monitoring their impacts (Rothman and Epstein 1974; Conyers 1982; Lauffer 1978; Osei-Hwedie et al., 1990).

Hoppers (1980 and 1986), Osei-Hwedie (1985) and Chan (1982) suggest important guiding principles for planning policies to alleviate youth unemployment. Hoppers suggests that these plans should focus on the informal sector where the skills training centres should adopt nonformal training and production approaches. Osei-Hwedie calls for the individualization of the youth situation. While Chan emphasizes the definition of the various forms of youth unemployment: the rural unemployed, the urban unemployed, the educated unemployed, the unemployed industrial youths and the female unemployed when planning policies to alleviate their position. Chan argues:

> "In no development plan, however - in the chapters concerned with youth which are presumably drafted by Ministries of Youth, or inspired by them - is the problem of youth unemployment sub-divided. It is attacked as an amorphous and growing problem, by amorphous and small-scale plans! (Chan 1982).

Therefore the planner requires skills necessary for negotiation, diagnosis and bargaining. That is, he must acquire decision-

making skills, implementation skills, management and communication skills (Rothman and Epstein 1974; Osei-Hwedie, et al 1989).

2.5 Policy Implementation

Conyers (1982), Hill (1988), York (1982), Osei-Hwedie (1985) are of the view that implementing a policy is transforming it into action. This is not an isolated activity from policy making and planning. It involves translation of broad policies into effective operating, problem-solving programmes and projects (Nunes 1982; Hill 1988) through a variety of methods. Smalley '1967) and Specht and Vickery (1977) are of the view that programmes meant to alleviate social problems (including unemployment) can be implemented through social work methods; namely Casework, Group work and Community work.

Obbo (1989) sees the planning and implementation of youth programmes through a model that works with the individual, group, organisation, agency and community (herein codified as IGOAC after their first letters). Brooks (1989) lays emphasis on fieldwork requirement in the training of youth workers. (Massallay (1989) suggests outreach work to the unattached youth - the hard to reach youth, hostile youth, antisocial youth or unclubables - the category of youth that does not belong (Massallay 1989). Another approach for planning and implementing youth policies is self-help strategy (Siamwiza 1989), though a viable development strategy it has to be applied discriminatingly to youth projects if the latter are to succeed.

Who are the most important persons in policy implementation? Many sources believe the civil servants are directly involved in this activity (Nunes 1982; Chan 1982; Osei-Hwedie 1982; 1985; Mazzuki 1982 and Phiri 1982). For example, Phiri sees the heads of youth programmes in Africa as very crucial. He maintains:

> "You are the guiders of operational policy for youth; through youth operational policies you are charged with delivering to your people, to your youth, the expected fruits of public policy" (Phiri, 1982).

To be able to implement the policies youth personnel, need professional training. From its 1969 Conference, ILO suggests a package of training strategy relevant for the guiders of the operational policy.

a) Utilization of existing ministry facilities and resources for training, rotation of personnel to provide specific experiences;

b) Interministrial cooperation in use of facilities for training;

c) Intergovernmental cooperation and collaboration in manpower development through personnel exchange, attachments and sponsorships;

d) Collaboration between governments, private and international organisations to be reviewed and exploited; and

e) Formulation of an effective national manpower development policy support (ILO 1969).

The training strategy should include courses like: methods and techniques of youth work; programming, administration and management of projects; training of trainers, research and evaluation, youth entrepreneurship and employment; and recreational priority (CYP 1989; Osei-Hwedie 1982). A graduated system of training is called for with courses at certificate level through correspondence, diploma level, degree level and post-graduate level, in youth and development studies (CYP 1989, Osei-Hwedie 1985).

On the whole the review shows that policy planning and implementation issues in relation to youth development is very fragmented. In some cases the issues are looked at in isolation. For example while Dror emphasises policy development aspect, Obbo focusses on the implementation aspect.

The position of this study is that policy planning and implementation can be better understood as an integral process. This belief calls for formulating a model that integrates the positive aspects of Dror (1973), Gil 1973), Chan (1982), Obbo (1989) and Osei-Hwedie (1985), (see chapter seven).

CHAPTER 3

YOUTH UNEMPLOYMENT AND THE POLICIES TO ALLEVIATE IT

3.1 Introduction

This chapter discusses the first part of the findings. It deals with the categories of youth unemployment that public agencies are concerned with and the nature of policies intended to alleviate them.

3.2 Definition, Identification and Categorisation of Youth Unemployment

The main issue here is how to categorise youth unemployment in order for it to be effectively dealt with by policy instrument. It is believed by several authors, e.g. Chan (1982), that when a problem such as youth unemployment is categorised, then specific approaches can be formulated to deal with it. Therefore categorisation is a measure of effectiveness.

Chan categorises youth unemployment into five specific types namely: rural unemployment, urban unemployment, educated (school drop outs) unemployment, industrialisation and unemployment (due to lack of technical skills and the use of capital intensive schemes) and female unemployment. To Chan policy planning and implementation can focus on each of these types of unemployment and develop appropriate measures to deal with it.

Guided by the above view it is hypothesized that: "Non-categorisation of youth unemployment lead to innefective policies to alleviate it." To test this hypothesis the following questions were asked:

a) how do youth organisations define youth unemployment;

b) is youth unemployment identified as a substantive or minor issue?

c) what types of youth unemployment categories are focused on by youth organisations?

How do youth organisations define youth unemployment

Unemployed youth include all persons aged between 12 and 24 without work, available for work and seeking work (CSO 1987, DYD 1989). Tables 5 and 6 show the data for Lusaka province.

Table 5: Current Unemployed Youth Population (12-24)

	Total Unemployment			Looking for Work			Available for Work		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Zambia	353357	122974	230383	69745	33037	37708	293612	89937	193675
Lusaka Province	43234	13009	30225	10773	5010	5763	32461	7999	24462
Rural	6507	1071	5436	1877	400	1477	4630	671	3959
Urban	36727	11938	24789	8896	4610	4286	27831	7328	20503

SOURCE: CSO Demographic and Labour Force Survey 1987.

From the above table the following is evident:

a) Lusaka province contributes about 12% of the national unemployed youth figure.

b) Within the province Lusaka urban accounts for about 85% of the unemployed youth (43,234).

c) Generaly, there are more unemployed females (70%) than male unemployed (30%) in the province. This means that there are more female unemployed both in the urban and rural areas of the province.

According to the information on youth available in DYD, the employment/unemployment situation of youth (12-24) is as shown in table 6.

Table 6: The Employment/Unemployment Situation of Youth 12-24

	Economically Active			Economically Inactive	Not Stated	Total of Youth Population
	Employed	Unemployed	Total			
Lusaka Rural	23,661	2,188	25,849	11,690	0	33,539
Lusaka Urban	34,818	21,680	56,498	79,145	407	136,050
Total Lusaka Province	58,478	23,868	82,347	90,839	407	173,589

Total for Zambia: Total number of Youth (12-24 = 1,741,567
Unemployed = 185,878 (10.7%)

SOURCE: DYD Youth Information (1989).

From the above table it can be observed that Lusaka province has about 14% of the unemployed youth in Zambia. This is 2% above the CSO figure and may describe the possible increment in the population over two-three years 1986 to 1989.

b) Lusaka urban accounts for 78% of the unemployed in Lusaka province, giving a reduction level of 7% from the 85% (CSO 1987). This reduction may be due to a possible increament of programmes and projects which have absorbed the 7% into employment. As will be seen later, a number of projects mushroomed in 1988-1989 period in Lusaka province.

c) According to this study the total estimation of the unemployed youths in Lusaka province should include the economically inactive youth 90,839 (52%) together with the specified unemployed 23,680 (14%) among the economically active. This is because the inactive youths should be those that are underutilized or underemployed. This is a hidden form of unemployment and so the economically inactive youths are part of the unemployed youths. Therefore, there are about 66% unemployed youths in Lusaka province, much more than is stated by the DYD (1989).

d) The data in the table does not single out youth unemployment by sex, like table 5. The advantage from the latter statistically is that it helps to direct policy instrument on the more affected youth subgroup. This issue is examined further in the section categorizing youth unemployment.

Is YOuth Unemployment Identified as a Substantive or Minor Issue?

All the respondents in the planning subsample agree that youth unemployment is a substantive issue. Although the CSO and DYD statistics agree with the respondents estimate of between 20,000 to 50,000 unemployed youth in Lusaka province alone, the figure is actually 114,707 (from the economically unemployed and economically inactive data, table 6). The circumstances of living of these youths are characterised by poverty, frustration and delinquent behaviour. This finding supports Msimuko and Mtukwa (1985), Lungu (1985), GRZ (1989).

The above figures point to inneffectiveness in policy planning and implementation. If the problem is regarded as a substantive issue then it should be part of the main agenda. As a result it should receive greater amount of resources to resolve it. Therefore, it means that the problem of youth unemployment does not appeal to the political authority and the consequent release of adequate resources to alleviate it. If it does it is merely symbolic. This observation is supported by Kawonga's (1982) view that: 'There are many descrepancies between enunciated Party and Government youth policies and the means to implement the policies'.

However, where does the problem lie exactly? In response to this question Kaunda (1986) says: "one of our problems has been our inability to transform the numerous policies already laid down by the Party into real employment opportunities for our Youth". This is a testimony on ineffective policy planning and implementation.

Given the gap between the policies to alleviate youth unemployment and the means to plan and implement effective programmes and projects, youth unemployment continues to increase.

What types of Youth Unemployment Categories are Focused on by Youth Organisations?

Based on Chan's (1982) typology of youth unemployment the respondents in the planning sub-sample were asked to indicate the main type of youth unemployment their organisations plan to reduce. Table 7 shows the result.

Table 7: Types of Youth Unemployment (General)

Types	Number	%
Urban	11	30.6
Rural	11	30.6
Educated	4	11.1
Industrial	2	5.6
Female	2	5.6
Other	1	2.8
Not Stated	5	13.7
	36	100.0

The above table shows that youth organisations categorise youth unemployment into five main types according to Chan's 1982) types of categories. It further shows that urban and rural types are the main categories according to over 60% of the respondents.

The above findings raises an important point. Given the fact that youth organisations categorise youth unemployment, the hypothesis that: "non-categorisation of youth unemployment lead to inneffective policies to alleviate it" is not supported by the data.

In this respect it is necessary to determine the statistical significance between the types of youth organisation categorising youth unemployment. The more categories an organisation has, the more it is supposed to be effective in dealing with youth unemployment. Table 8 shows how organisation categorises youth unemployment.

Table 8: Focus on Youth Unemployment by Type of Youth Organisation

Type of Youth Organisation	CATEGORIES OF YOUTH UNEMPLOYMENT						
	Rural	Urban	Educated	Industrial	Female	Other	Not Stat
GO	3(8%)	9(25%)	-	-	-	-	3(8%
NGO	8(22%)	2(6%)	4(11%)	2(6%)	2(6%)	1(3%)	2(6%

Chi-Square	Value	df	Significance
Pearson	13	7	.08

According to the data there is some significant difference between the type of youth organisation and the way youth unemployment is categorised. As can be seen the data shows that the NGOs employ at least five categories while the GOs depend on two. In a new field like Youth Work, this state of affairs can be expected where by the output of policy planning and implementation is either urban or rural programmes. The GOs' efforts appear to emphasize the development of rural and urban programmes and projects for the youhs. Indeed, in all the development plans especially the TNDP and FNDP greater emphasis is placed in rural development policy planning and implementation as an alternative to the urban counterparts (GRZ 1989). On the other hand the NGOs diversify their categories from the rural and urban types to the educated, industrial and female types. This diversification of categories is a measure of more effectiveness in policy planning and implementation among the NGOs.

This study takes the position that the 66% figure of youth unemployment, of which females are in the majority, is a substantive matter, and that specifying categories of the unemployed is a basic necessity for effective policy.

3.3 The Youth Development Policy

Youth policy was first systematically formulated in Zambia in the TNDP (GRZ 1983). The policy aims at promoting youth development.

The main goal of GO youth development policy in Zambia, 'is the ultimate achievement of an all round desired physical, socio-cultural, economic, political and spiritual growth of a youth in accordance with the aspirations of a given society, which is emphasized in the country's social philosophy of Humanism' (ZNYDC, 1988). This goal is to be achieved within the five areas of human endeavour. These are political, economic, socio-cultural, science and technology, and defence and security, as defined by the head of state, President Kaunda.

The policy emphasizes that in order to undertake systematic planning and implementation of youth development programmes a separate Ministry of Youth and Sport sould be created.

> "The Department of Youth, under the Ministry, will implement Youth development programmes through local communities, local authorities, village, district and provincial development committees and voluntary organisations. Communities will be involved in the identification of youth problems, in planning and implementation of local youth projects. The focus will be on genuine community involvement, utilising both human and material resources inherent in the communities. Management and control will therefore be localised with technical assistance and support coming from the Ministry in the form of staff, grants, tools, seeds, fertilizer, etc. The same approach will apply in urban areas while taking into account the socio-economic potentials of the urban environment. The Ministry will encourage and support production units in all institutions of learning (TNDP, 1983)."

The policy identifies the youth (15-24) as numbering 1,413,000 that is 19.6% of the total population (Manpower Survey, 1987). It specifies the vulnerability of the youth to lack of school places, unemployment and all forms of delinquency. It points out the contribution to independence struggle and recognises the youth as part of the generation of leaders to come. Its objectives are:

i) To reduce youth unemployment through their direct participation in production schemes, especially agro-based industries, agricultural settlements, and small scale industries;

ii) Tp provide young people with opportunities to participate in national, cultural activities, sports, physical education and fine arts;

iii) To mobilise funds from local and external sources and to provide financial, material and technical assistance to youth development programmes;

iv)- To enable youth to participate actively in the rural reconstruction centres, Zambia National Service and other production units;

v) To register Governmental, Non-government and international youth organisations and to co-ordinate their activities;

vi) To conduct and promote research in youth development (TNDP 1983).

Programmes associated with the policy are:

1. For rural youth:
   - Production skills training.
   - Agricultural schemes for 5000 youths by 1983.

2. Community-based skills training projects initiated and supervised directly by local authorities;

3. Youth settlement schemes for graduates of skills training centres.

4. Staff and training by the DYD on how to plan and implement the youth development programme (TNDP 1983).

It can be onserved that the above policy fulfills some of the requirements of a good policy but not the major ones as indicated by Gil (1973), Osei-Hwedie (1985) and UN (1985). For example the policy does not fulfill Gil's common domain of social policy: the overall quality of life in society, the circumstances of living of individuals and groups, and the nature of all intra-societal human relations. Whereas it emphasizes the goal of youth development through Humanism as the overall quality of life in Zambia, the alleged 2.5 million unemployed (Mambo 1989) has never benefited. In Lusaka province alone this figure is 114,707 (table 6, p. 25). While Humanism is emphasized, the circumstances of living have not been improved as youth unemployment is very great. Therefore the nature of all intra-societal human relations has not been achieved by the policy as the estimated 2.5 million youths cannot realise a smooth social interaction and relationship with the rest of the members of the zambian society. For example it has been observed that the unemployed engage in delinquent activities (GRZ 1989, Msimuko and Mtukwa 1985). This is a measure of ineffectiveness in policy planning and implementation for the policy cannot deal with or tackle squarely, youth unemployment in order to promote better relationship between the youth and their society.

According to Osei-Hwedie's (1985) social development strategy, a good policy must aim at income distribution, popular participation, human development and social integration. The unemployed youth in Lusaka province have not been able to realise these important goals. This finding is supported by an estimated 20,000 to 50,000 unemployed youths according to CSO (1987), DYD (1989). By being unemployed, the affected youths are being eliminated from the process of participation. As a result they can neither utilize their skills and energy in order to experience human development, nor socially integrate into society.

The youth development policy has established structures from national headquarters to the village or section and

institutions like the provincial district or ward offices. However, the policy does not provide for how these structures and institutions can enable the problem, needs and aspirations of the youth to be considered comprehensively as emphasized by UN (1985). As is emphasized by this study the main need is productive employment. The main problem of the youth is unemployment. The unemployed youths prefer to get those jobs that can help them to meet their need and solve their problem. A comprehensive identification of the youth's needs, problems and aspirations by the policy is one measure of effectiveness in policy planning and implementation. The youth development policy does not indicate how the youth are to be involved to identify their needs and problems.

How do youth organisations other than GOs develop their policies? It is observed that throughout the study none of the NGOs released a published policy. However, the origin of their policies were indicated by the respondents.

The development of policies to alleviate youth unemployment among NGOs has two sources. These are internal (the Party and Its Government) and external from International NGOs. About 31% of the NGOs apply policies from the Party and Its Government, while about 19% apply policies whose sources may be from international organisation e.g. YWCA or from both internal and external organisations. This means that the youth organisations acquire resources necessary for policy planning and implementation from the organisations which influence their policies. Therefore an organisation will be more effective in its activity if it acquires more resources than the other. This observation will be examined further in chapter four and five. However, the way policies are made affects the system of coordinating its planning and implementation. In the next chapter, the coordinating structure is discussed.

CHAPTER 4

POLICY COORDINATION AND REVIEW

4.1 Introduction

This chapter discusses how the policies to alleviate youth unemployment are coordinated and reviewed. More specifically it focusses on the coordinating structures and how these support the review process.

4.2 Policy Coordination

The coordination of youth policies to alleviate youth unemployment is inspired by Mazzuki's (1982) view that planning structures should, among other things, focus on well developed departments of youth at national, regional and district levels, so that planning and implementation of programmes are coordinated effectively.

In examining the way youth organisations coordinate and review their policies it was hypothesized that: "GOs coordinate and review policies to alleviate youth unemployment differently from NGOs.

At Lusaka province, the provincial Youth Development Officer is responsible for coordinating youth development activities. The activities include:

a) interpretation of national youth policies;

b) development of youth projects, in response to needs and problems faced by youths and the communities at large in the province;

c) assistance to local communities in planning, implementing and motivating youth projects (DYD, 1989).

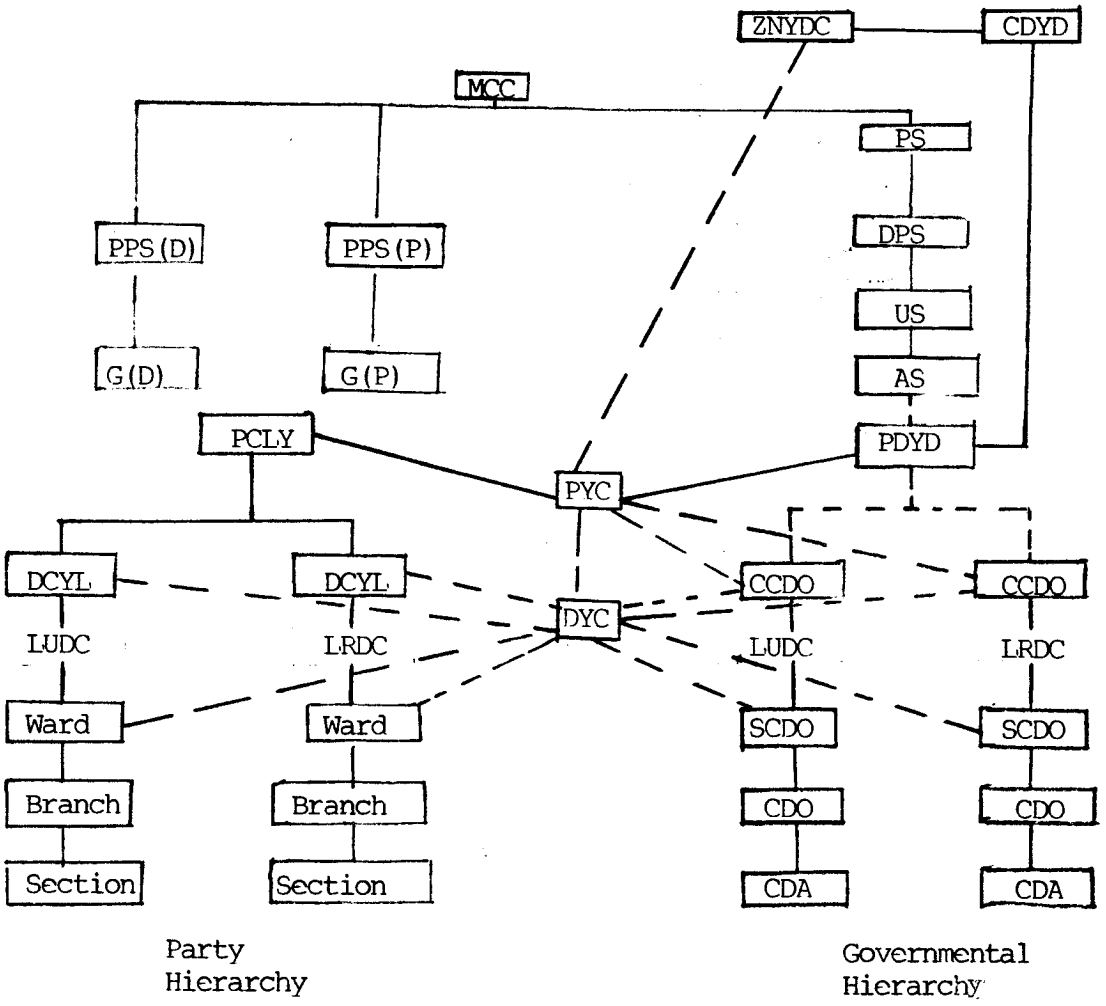
At the project level are the project managers and their staff. Included in the managers' job is the planning and implementation of the specific training courses, the supervision and monitoring of the performance of staff and the settlement of graduates in

liaison with the pProject Management Committee and the Local District Council (DYD, 1989),

According to the UN (1985), a youth policy should promote the establishment of appropriate structures and institutions to meet those needs and aspirations. There is no policy coordinating structure in the DYD to assist the various offices handling youth affairs beyond the province.

However, from the review of documents it is evident that policies to alleviate youth unemployment are also handled by the UNIP Youth League, the District Councils and the ZNYDC and NGOs. These organisations should have the following coordinating structure, (Figure 1)

Figure 1: Structure for Coordinating GO Policy on Youth Affairs



KEY: ——— Existing Linkages
------- Relevant Linkages which are not in existence.

AS - Assistant Secretary

CCDO - Chief Community Development Officer

CDA - Community Development Assistant

CDO - Community Development Officer

CDYD - Commissioner for Department of Youth Development

DPS - Deputy Permanent Secretary

DTC - District Youth Council

DCYL - District Chairman Youth League

G(D) - Governor (Development)

G(P) - Governor (Political)

LRDC - Lusaka Rural District Council

LUDC - Lusaka Urban District Council

MCC - Member of the Central Committee

PS - Permanent Secretary

PDYD - Provincial Department for Youth Development

PPS(D) - Provincial Political Secretary (Development)

PPS(P) - Provincial Political Secretary (Political)

PYC - Provincial Youth Council

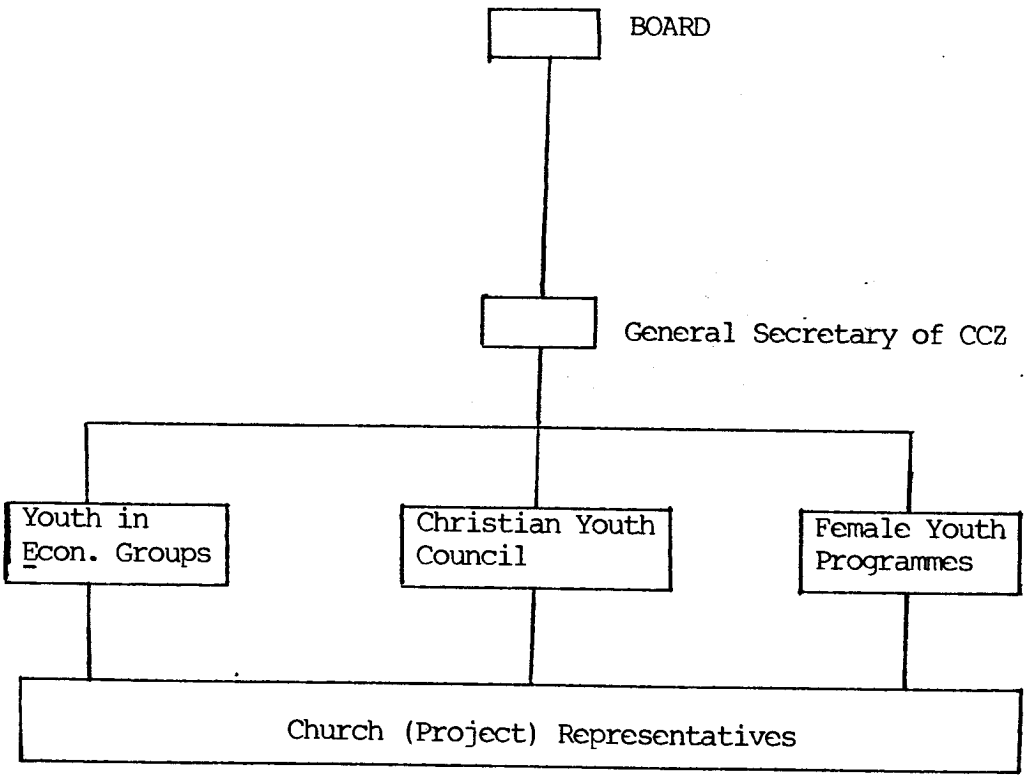
PCYL - Provincial Chairman Youth League

SCDC - Senior Community Development Officer

US - Undersecretary

The figure shows that this structure is more vertical, hierarchical, complex and the type whereby downward and upward communication depends on the use of reports and circulars. It also calls for a formal system of relationship between the staff. This is not the case in the NGO-based structure in Figure 2.

Figure 2: Structure for Coordinating NGO Policy on Youth Affairs: A Case of Christian Council of Zambia



The above figure is a typical example of a coordinating structure which promotes greater interaction, relationship, communication and exchange of ideas among the different sections. It does not require a lot of overhead costs that can greatly hinder policy planning and implementation as can be the case in the GO-based coordinating structure.

It can be seen that the two structures are different from one another. This difference is not only in terms of levels of hierarchy but more importantly, in their different demand for social values. For example, the GO-based structure propagates the political values. On the other hand the NGO structures promote mostly religions (e.g. CCZ), economic (e.g. SELP) and technical (e.g. SIDO and VIS) values and activities. Each one of these values indicates the direction of policy. For example, technical, religious and economic values encourage project coordination and structures whic do not necessarily follow the existing administration units. Public youth agencies of the Party and Its Government propagate Humanism. As a result their structures follow the existing administrative units of both the Party and the Government. Therefore the two types of structures are different from one another.

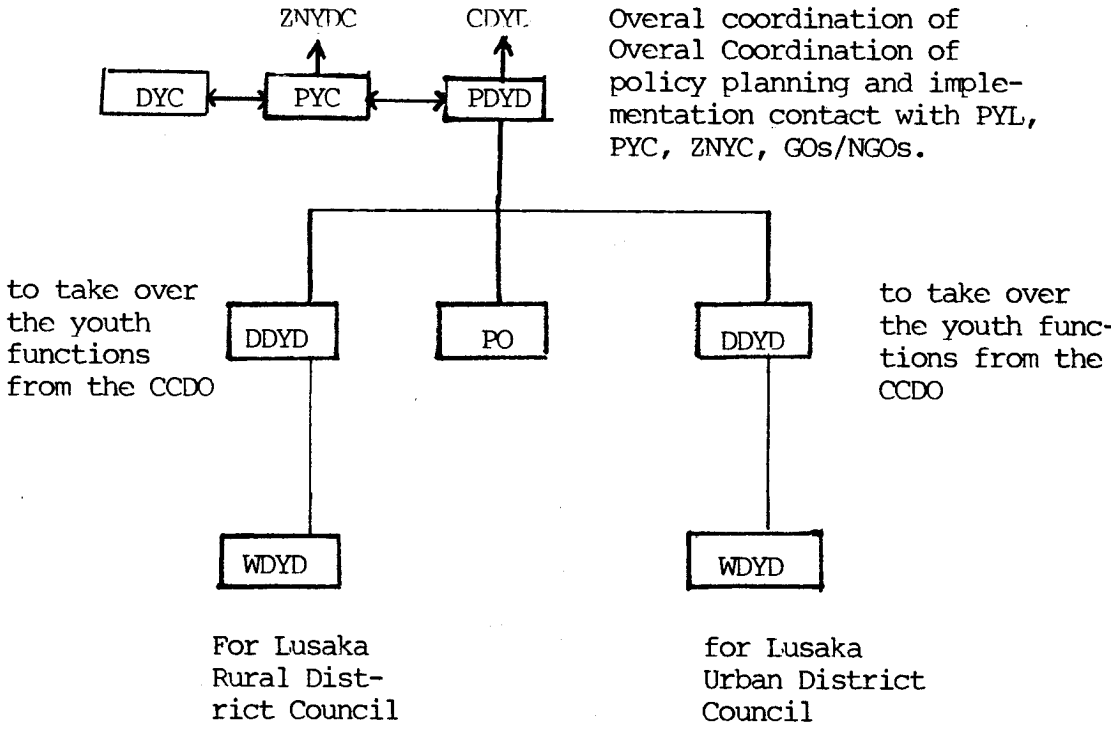
Another level of difference can be seen in the extent to which professional youth workers provide service at the bottom of the structure. In the case of GOs, youth workers end at the provincial administrative unit. Below this level the youth league and the district councils are responsible for working with the youths. Thus the projects are under the direct supervision of personnel from the youth league and district community development offices. It can be observed that this has a great effect on the way the projects are managed. Without professional staff at the lower levels it is difficult to achieve better results. This is not the case among the NGOs structures which do not follow the existing administrative levels. Sometimes an NGO, e.g. CCZ, has only one or two projects in the province. The CCZ does not insist on having a project in each district or ward like is the case with DYD.

It is also noted that in the GO-based structure some departments or organisations are not supervised by those above them. For example, the CCDO in the district councils are not supervised directly by the PDYD because the decentralisation system separated these functions. The CCDO which coordinates youth policy at the district councils neither has any direct contact with the PDYD nor

with the PYC. The PYC is not linked to the ZNYDC. And there is no DYC which would link the DCYL, the CCDO, the PYC and NGOs. Such conditions as described above are obstacles to effective coordination of youth policies to alleviate youth unemployment at Lusaka province.

From the comparisons between the coordinating structures of the GOs and the NGOs, it is observed that the two organisations coordinate their policy planning and implementation differently. There is therefore the need for a new structure that can facilitate the coordination of policy planning and implementation. Such a structure should accommodate different officers: the Chief Government Youth Representative and three to four project officers, as shown in Figure 3.

Figure 3: A Structure for Coordinating Youth Development at Lusaka Province



The rationale is that youth problems in general and youth unemployment in particular have become too complex and intransigient to be dealt with by one or two people only in each organisation as at the moment. The task requires that:

a) the PDYD should be the secretary to the PYC
b) the PDYD should be assisted by a Project Officer at headquarters.

c) the PDYD should delegate some of the functions to the DDYD who also should delegage other functions to the WDYD at district and ward administrative units respectively.

d) there should be vertical and horizontal linkages.

It is argued that the proposed structure (Figure 3) can bring about greater improvement in the coordination of policy planning and implementation, and their supervision than is the case at present. The proposed structure supports Mazzuki's (1982) view of extending them up to the regional, district and sub-district levels.

4.2 Policy Review

Mwansa (1989), Osei-Hwedie (1990) and Chan (1982) argue that research is a necessary instrument for ensuring effectiveness in policy planning and implementation. Mwansa points out that in Zambia, every plan document identify various policy objectives, strategies and programmes which are arrived at without any formal study of their performance in the previous year. To him the lack of periodic review of study deprives the implementing agencies the necessary knowledge and lessons for alleviating youth unemployment. Osei-Hwedie argues that in every policy there must be a method for evaluation that is suitable for assessing outcomes. To Chan, most policy planners avoid the more research-based steps - 'a' to 'f' - in a planning process (refer page 18), so they only evaluate what is evaluable. Policy planners avoid what Dror (1973) refers to as metapolicy making i.e. ordering and elaborating the operational goals of the policy.

The study sought to determine how youth organisations review their policies, by asking if comprehensive studies preceed policy planning process. About 53% of the respondents indicated that comprehensive studies proceed, 36% said the opposite, and 11% were 'the not stated' cases. This finding was put to a statistical analysis, as shown in table 9.

Table 9: Type of Organisation by Comprehensive Study to Proceed Planning Activity

Type of Organisation	How Planning Activity Begins		
	Preceeded by Study	Not Proceeded by Study	Not Stated
GO	7(19.4%)	7(19.4%)	3(8.3%)
NGO	12(33.3%)	6(16.7%)	1(2.8%)

Chi-Square	Value	df	Significance
Pearson	2.3	2	.32

The data shows that there is no statistical significance between the type of organisation and how planning activity is preceeded or not preceeded by comprehensive studies. However, the data shows that more studies are carried out by the NGOs than the GOs. The difference being about 5(13%). The question is: Do youth organisations have the relevant manpower among other things to mount comprehensive surveys, feasibility studies or evaluative studies? These types of studies require availability of manpower under the supervision of well qualified supervisor. A detail discussion of this issue is covered in chapter six. However, in respect to evaluative studies a good number of the respondents were of the view that they are undertaken especially when shoping around for international assistance (see table 10).

Table 10: Evaluation of Youth Policy by Type of Youth Organisation

Type of Organisation	Past Evaluation of Policies (N=36)		
	Has	Hasn't	Not Stated
GO	4(11%)	11(31%)	-
NGO	13(36%)	6(17%)	1(6%)

Chi-Square	Value	df	Significance
Pearson	7.4	2	.02

The data shows that there is statistical significance between the type of organisation and evaluation of policies. This finding supports Mwansa's (1989) view that GO-based policies are not periodically reviewed or studied, to preceed and support the process of writing the development plans. This affects effective policy implementation. It deprives the GO-based implementers the necessary knowledge and lessons for adjusting the shortfalls in the policy.

Following from the above it can be observed that NGO-based programmes and projects bring about more positive impact on the target groups' circumstances of living than the GO-based ones. Such programm enable the target group to settle down into productive forms of employment after graduation. The respondents were asked to indicate if thei programmes cause comprehensive impact on the target groups (see Table

Table 11: Impact of Programmes on the Target Group by Type of Youth Organisation

Type of Organisation	Extent of Impact			
	Comprehensive	Minor	Half-Half	Not Stated
GO	2(5.6%)	7(19.4%)	3(11.1%)	4(11.1%)
NGO	12(33.3%)	5(13.9%)	1(2.8%)	1(2.8%)

Chi-Square	Value	df	Significance
Pearson	11	3	.01

The data shows that there is statistical difference between the programmes' impact and the type of organisation administering them. This finding continue to support the hypothesis that youth organisations review their policies differently.

The type of programmes and their projects which offer greater impact than others are referred to as popular programmes and projects by the respondents. These are shown in table 12.

Table 12: Current Popular Programme, Project Activities and Their Skills Components

Type of Programme	No.	%	Type of Project Activity	No.	%	Type of Skill Components	No.	%
Training Skills	16	44	Carpentry Project Activity	17	47	Technical	19	59
Agriculture Settlement	8	22	Farms	5	14	Farming	7	19
Business	7	19	Small Shops	9	25	Entrepreneurship	8	22
Cooperatives	3	9	Cooperative Society	4	11	Cooperating Skiils	1	0
Not stated	2	6	Not stated	1	3	Not stated	1	0

The table shows that the first programmes and projects cause more comprehensive impact on their target groups than the last two according to the respondents

What happens to youth organisations that apply less studies to preceed the reviews of policies to alleviate youth unemployment? How do they review these policies? These questions were examined with GOs in mind. For as table 10 shows only 11% of the respondents indicate that the GOs attempt studies. Therefore, it means that the majority of GOs rely on reports from the field. The reports are analysed to assess the state of youth development in the province. It must be noted that unless such reports originate from well qualified persons they may not assist in the review process. Furthermore, sometimes the reports are subjective and tend to exclude the real needs, problems and aspirations of the target groups. Research-based reports are based on the views of the target groups. As a result more significant changes in policy planning and implementation can be made. Without research only minor changes can be made on the policy objectives, programmes and projects. This is evident from table 13 and 14, which present only the employment-oriented policy objectives, programmes and projects (GRZ, 1979,1989).

Table 13: The Employment-Oriented Objectives of the Youth Policy 1979-93

From TNDP (1979-87)	From FNDP (1989-93)
Objectives	Objectives
1. To reduce youth unemployment through their direct participation in production schemes, especially agro-based industries, agricultural settlements, and small scale industries;	1. To promote self-reliance
	2. To reduce youth unemployment.
	3. To promote youth development projects' access to credit.
2. To mobilise funds from local and external sources and to provide financial, material and technical assistance to youth development programmes.	4. To promote innovative and inventive aptitudes of the youths.
3. To conduct and promote research in youth development.	

SOURCE: GRZ, 1989.

As can be seen, the first two objectives under the FNDP is similar to the first one under the TNDP. The rest of the objectives on each side are equally similar. The table shows no evidence of comprehensive review of policy objectives over the period.

In terms of development of programmes, the main difference between the two plan periods is the introduction of strategies. Strategies are good because they spell out how exactly the objectives are to be achieved and by what programmes? Table 14 shows the picture.

Table 14: The Employment-Oriented Youth Programmes of the Youth Policy (1979-83 and 1989-93)

FROM TNDP (1979-85)	FROM FNDP (1989-93)		
Programmes	Strategies	Programmes	Project Activities
1. Rural Youth: - Production Skills training - Agricultural schemes for 500 youths by 1983 2. Community-based skills training projects initiated and supervised directly by local authorities. 3. Youth settlement schemes	1. Collect data on identified skills related economic and social development projects 2. Facilitate procurement of technical and financial inputs for community-based projects' viability. 3. Utilize or form cooperative facilities. 4. Promote revolving fund. for credit needs or projects 5. Train through workshop/seminars 6. Design viable development projects geared for self-reliant and self-sufficient. 7. Establish youth projects-business enterprises and production units. 8. Utilise farm marketing facilities. 9. Set-up income generating enterprises to support own development programmes.	1. Youth Skills Training -cum-production programmes. 2. Youth settlement schemes and Business Enterprises. 3. Research and staff Development Programmes. 4. Ward Lima Programmes 5. Leadership and character development programmes. 6. Youth correction and rehabilitation programme.	1. Skills Training centres. 2. Production units. 3. Young Farmers Clubs. 4. Community-based projects. 5. Small business. 6. Settlement Schemes (farms engineering; industrial, construction and marketing activities).

SOURCE: GRZ 1983, 1989.

The table shows that the programmes under TNDP do not have strategies. This has been included in the FNDP. However, there is no difference between the programmes under both plan periods. This shows that the strategies are not a result of comprehensive study. They need more analysis so that from each strategy two or more programmes and projects can be developed. For example, in strategy No. 5 on training through workshops/seminars one can have a series of residential or non-residential meetings/courses in each of the programme areas and courses by various methods of instruction.

The table also shows that two programmes namely, Business Enterprise and Ward Lima Programmes have been added. This is a minor change in the list of programmes. Otherwise the programmes in the TNDP and FNDP are basically the same.

A closer analysis based on Dror's '1973) standard for appraising the quality of a policy show that the quality of the policies to alleviate youth unemployment in Zambia (which Lusaka province plans and implements) cannot be compared with any other. It is the same policy right from TNDP to FNDP, and it has not been effectively reviewed. As a result it does not meet the demands of the various groups more especially the unemployed youths, whose number continues to grow.

It may be argued that the quality of the policy does not meet accepted standards of professional practice. It is evident that the escalating level of youth unemployment is a result of inability to effectively plan and implement the policy. The GO-based programmes and projects make less impact on the target groups. Furthermore, the achieved quality is far below what has been planned. For example, 50 skills training centres for 2500 youths were planned in the TNDP but only three for 50 youths were constructed (GRZ 1989).

From the above discussion it can be tentatively concluded that NGOs review their policies differently from one another. The study confirms Mwansa's (1989) submission that every plan document identifys policy ingredients which are arrived at without any formal study of their performance in the previous year. The GOs do not carry out formal studies as do the majority of the NGOs. The former rely on reports only. Such reports do not reveal some new ideas and lessons necessary for bringing about significant improvement in the quality of the policy. The apparent lack of review is made difficult by the mere fact that the policies do not have in-built evaluative measures as advised by Osei-Hwedie (1980). This is because youth personnel only evaluate what they consider is evaluable according to Chan (1982). Therefore, without reviews policy planning and implementation cannot become effective.

CHAPTER 5

APPLICATION OF PLANNING AND IMPLEMENTATION TOOLS

5.1 Introduction

This chapter examines the approaches to planning and method of implementation that personnel in public agencies use to reduce youth unemployment problem. These tools are examined both at the levels of planning programmes (Pp) and implementing projects (Ip).

5.2 Planning Approaches

Nigro and Nigro (1980 and Lindblom (1969) argue that to depict reality, incrementalism is the most appropriate model of planning in government planning. What about NGOs? Do they apply alternative models of planning?

Based on the above issue, it was hypothesized that: "The majority of youth organisations apply the incremental model more than mixed scanning in planning programmes and projects".

In Chapter 4, it was established that the majority of youth organisations, especially the NGOs, carry out evaluative studies to preceed the planning activity. Through these studies the NGOs identify various needs and problems of the target groups, as well as the various alternatives to tackle them. At the same time NGOs utilize their reports from field projects, which reveal how activities are performed over a given period. A combination of these two sources of information are at the disposal of the NGOs. On the other hand GOs depend mainly on the reports of field offices. It is the above sources of information which influence the planning model in policy-planning and implementation among the GOs and NGOs (see table 15).

Table 15: Planning Models Applied in Policy Planning and Implementation

Type of Organisation	TYPE OF PLANNING MODELS													
	Rationale Comprehensive 1		Disjoined Incrementalism 2		Mixed Scanning 3		Transactive 4		Routine 5		Others 6		Not Stated 7	
	Pp	Ip	Pp	Ip	Pp	Ip	Pp	Ip	Pp	Ip	Pp	Ip	Pp	Ip
GO	7(19%)	13(36%)	3(8%)	-	1(3%)	-	-	2(6%)	2(6%)	-	1(3%)	3(8%)	3(8%)	-
NGO	12(33%)	5(14%)	1(3%)	5(14%)	3(8%)	3(8%)	1(3%)	1(3%)	1(3%)	4(12%)	1(3%)	-	-	-

For (Pp (N=36)

Chi-Square	Value	df	Significance
Pearson	6.6	6	.36

For (Ip (N=36)

Chi-Square	Value	df	Significance
Pearson	18.4	4	.001

Table 15 shows that there is no significant difference between the type of organisation and type of planning programmes and planning projects. However, the data shows that a good number of youth organisations apply the rational comprehensive model much more than the rest of the models. Between the two types of organisations, the NGOs are represented by 33% while the GOs by 19%. For planning projects the GOs' representation is 36%

and the NGOs 14%. It must be argued that even though the NGOs carry out studies and utilize reports from field projects, and the GOs utilize reports from their field offices, it is not enough to support the use of rational comprehensive model. According to Kahn (1969), Dror (1973) and Chan (1982) this is only one step in the series of steps to be fulfilled in order to apply the model. In Chan's view, youth organisations just evaluate what is evaluable, based on field reports and simple studies which preceed programme and project proposal write-ups to attract funding, as Ndulo (1985) observes. From the above discussion it can be observed that the hypothesis that: "the majority of youth organisations apply more incremental model than mixed scanning in planning programmes and projects" is supported.

The hypothesis is further supported by an analysis of the future forms of decision making. The respondents were asked to indicate which planning design their organisations prefer to apply in planning programmes and projects in the future, (see table 16).

Table 16: Planning Designs for Future Development of Programmes and Projects by Type of Youth Organisation

Type of Organisation	Type of Design (N=36)		
	Bottom-up	Inter-Agency	Not Stated
GO	9(25%)	5(14%)	3(8%)
NGO	8(22%)	10(28%)	1(3%)

ChiSquare	Value	df	Significance
Pearson	2.6	2	.26

The data shows that there is no significant difference between the type of organisation and the type of future preferred planning design. Even though the GOs prefer to apply the botton-up design it must be noted that this may be made more difficult because of their coordinating structure (figure 1). Therefore the effective application of the botton-up design will depend on the extent to which input from

below is allowed to penetrate through the hierarchy of the administrative units from the village/section to the provincial level. Given this doubt it is believed that organisations, including the NGOs may continue to apply disjointed incrementalism by relying on the reports of the field personnel and the surveys they carry out with less input from the target groups.

Finally, the possible use of incrementalism is further demonstrated by the respondents desire for the most effective planning model. They were asked to indicate what planning model their agency can apply in future to deal with youth unemployment. (See table 17).

Table 17: Planning for Future Development of Programmes and Projects by Type of Organisation

(N=36)

Type of Organisation	TYPE OF PLANNING MODELS				
	Rational Comprehensive	Incre-mentalism	Mixed Scanning	Transactive	Not Stated
GO	2(6%)	1(3%)	8(22%)	3(8%)	3(8%)
NGO	-	-	15(42%)	3(8%)	1(3%)

Chi-Square	Value	df	Significance
Pearson	6.0	4	.01

The data shows that there is a significant difference between the type of organisation and type of planning model. Furthermore 23(64%) of the respondents from the two types of organisations desire the use of mixed scanning. It must be noted that this desire is a wish for a future state of affairs. It might occur or not at all. This state of affairs leaves the majority of the youth organisation with the disjointed incrementalism model as the only model for policy planning. Therefore the data support the hypothesis that: the majority of youth organisations apply the incremental model more than mixed scanning in planning programmes and projects.

5.3 Implementation Methods

Many writers have discussed the idea of categorising the clientele system into various subgroups. For example, Smalley (1967) presents three primary categories: the individual, group and community organisation and two secondary categories; research and administration. Perlman (1972) suggests the individual and group. Biddle and Biddle (1967) presents community development while Obbo (1989) suggests the individual, group, organisation, agency and community.

Assistance to each of these categories of the clientele system gives rise to social work methods such as case work (individual), group work (groups) community organisation and administration, community development (and organisation) and research.

It is assumed that policies to alleviate youth unemployment can be planned and implemented along the lines of those categorisations. It was therefore, hypothesized that: "Youth organisations which categorise youth into sub-groups are likely to implement youth programmes and projects more effectively than those that do not categorise the youths".

Data was obtained from both samples in the planning and implementation activities. The respondents were asked to indicate the sub-group of the clientele system which is focused most by their organisations. The results are presented in table 18.

Table 18: Main Targets of Focus in Policy Implementation

Type of Organisation	LEVELS OF POLICY ACTIVITY			
	Planning Programmes (Pp)		Implementation Projects (Ip)	
	No.	%	No.	%
Individual	17	47	18	50
Groups	6	17	17	47
Community	6	17	1	3
Organisation	2	6	0	0
Agencies	1	3	0	0
Other	4	11	0	0
Total	36	100	36	100

The following can be observed from the table:

a) the individual target sub-group is the main centre of focus during both the process of planning and implementing programmes. However, this finding contradicts the existing practice whereby assistance to youth systems is through the group as the main target sub-group (GRZ 1989). For example, grants are given to youth groups. This is the main, and almost the only approach utilized by both the GOs and NGOs. This finding is further reinforced by the observation method. The researcher visited youth projects. In the same vein the researcher paid informal visits to township business centres such as Ng'ombe, Northmead, Town Centre, Soweto, Chilenje and Chelstone markets. Out of a total of 60 interviews with young entrepreneurs not even one of them acknowledged receiving a grant as an individual. Therefore the data in the table partrays the wish of the respondents and the desire to start individual based-assistance to young people. It does not portray what is actually happening.

b) The data also shows that groups and community target subgroups take the second and third places, respectively. However, as is pointed out above, the group target sub-group is more popular than the individual. This is because community-based projects also depend on small groups as 'basic nucleus' (Biddle & Biddle (1967) of young people in production units, young farmers, etc. (DYD 1989). Therefore the group target sub-group should be the most popular method of focus in policy planning and implementation.

c) Furthermore the data shows that organisations and agencies target sub-groups are the least focused on, especially when implementing activities. This means that both the GOs and NGOs do not use youth councils and associations as well as other departments and voluntary bodies as supportive mechanisms for reaching the unemployed youths. It is argued that many of these types of supportive target sub-groups have the structures and resources that can be exploited. For example, the district councils have the personnel (community development officials)

right up to the Branch level. However, they lack financial backing to sponsor many projects they could otherwise support.

The main question to answer is: which type of organisation works with what target sub-groups most? To find an answer to this question, see table 19.

Table 19: Main Targets of Focus by Type of Youth Organisation

Type of Organisation	FORMS OF TARGET SUBGROUPS											
	Individual		Small Group		Agency		Organisation		Community		Not Stated	
	Pp	Ip	Pp	Ip	Pp	Ip	Pp	Ip	Pp	Ip	Pp	
GO	5(14%)	6(17%)	2(6%)	4(11%)	-	-	-	-	2(6%)	-	4(11%)	
NGO	12(33%)	12(33%)	4(11%)	13(36%)	1(3%	-	2(6%)	-	2(6%)	1(3%)	2(6%)	

Planning Programmes (Pp) N=36

Chi-Square	Value	df	Significance
Pearson	6.12	5	.03

Implementation Projects (Ip N=36)

Chi-Square	Value	df	Significar
Pearson	2.12	2	.04

The table shows a combined analysis of the levels of planning and implementation in relation to the extent to which youth organisations focus on the various target sub-groups. The data shows no significant difference between the type of organisation and the focus on the target groups, at both levels of activities. It indicates that youth organisations categorise the target into sub-groups. More significantly, the data shows that NGOs employ more categories than the GOs. Thus the hypothesis that "youth organisations which categorise youth into sub-groups are likely to plan and implement youth programmes and projects more effectively than those that do not categorise the youths is supported. From this data it appears that NGOs are more effective in policy implementation than the GOs. The NGOs focus on the individual and group target sub-groups to greater extent than do the GOs. In addition they focus on five target sub-groups while the GOs focus only on three.

CHAPTER 6

MANPOWER (ACTORS) RESOURCE, PRINCIPLES AND SKILLS

6.1 Introduction

This chapter analyses the characteristics of the youth personnel in public agencies. More specifically, it focuses on their quantity and quality vis-a-vis their functions. It also examines the principles and skills applied during policy planning and implementation.

6.2 Manpower Status (Quantity)

The importance of the resource base, especially manpower input in policy planning and implementation to alleviate youth unemployment, has been discussed by Gil (1973), Osei-Hwedie (1985) and Dror (1973). Gil and Osei-Hwedie are of the view that the resources should be sufficient in quantity and suitable in quality while Dror thinks that qualified personnel facilitates metapolicy making. The concern here is with the manpower level both in quantity and quality, to effectively plan and implement policies to alleviate youth unemployment.

It was hypothesized that: "Youth organisations which are availed with human and material resources, especially qualified personnel, are more effective in planning and implementing policies to alleviate youth unemployment than those that are not availed with adequate resources".

The manpower status, especially at middle and lower levels, is of great importance because planning and implementation activities take place at these levels. In this study it was assumed that at least different types of personnel are required to offer sufficient service in policy planning or implementation in a given youth organisation at a provincial level.

According to the respondents, the number of staff developed at the provincial level is very inadequate indeed, as shown in table 20.

Table 20: Manpower Status (Quantity) in Planning and Supervising Programmes by Type of Organisation

(N=36)

Type of Organisation	STATE OF MANPOWER RESOURCE		
	Adequate	Not Adequate	Not Stated
GO	-	13(36%)	
NGO	1(3%)	17(47%)	5(14%)

Chi-Square	Value	df	Significance
Pearson	3.23	2	.20

The date shows that there is no statistical significance between type of organisation and state of manpower resource. However, of the GO respondents 36% indicated that manpower is not adequate while 11% did not state their opinion. On the other hand for the NGOs it is about 47% and 14% respectively. Only 3% stated there is adequate manpower resource at the NGOs. From this data it may be concluded that there is a serious shortage of manpower for policy planning, in both GOs and NGOs.

The picture portrayed above is also true for policy implementat level even though 31% of the GOs and 33% of the NGOs did not state their opinion (see table 21).

Table 21: Manpower Status (Quantity) in Implementing Projects by Type of Youth Organisation

(N=36)

Type of Organisation	STATE OF MANPOWER RESOURCE	
	Adequate	Not Adequate
GO	4(11%)	11(31%)
NGO	9(25%)	12(33%)

Chi-Square	Value	df	Significance
Pearson	.99	1	.32

The data shows no significant difference between type of organisation and adequacy of manpower resource. On the whole, the data reveals that there is understaffing among youth organisations. Among those who responded the GOs are represented by 73% and the NGOs by 57%.

To illustrate further the level of manpower shortage the situation at DYD provides a useful example. In table 22 below the various positions of the professional staff at the time of this study is presented, right from the level of Commissioner up to project officers.

Table 22: Manpower Status of DYD, 1989

Positions	No. of Established positions	No. filled up	No. which is vacant	Estimed Required Number
Commissioner	1	1	-	1
Deputy Commissioner	1	-	1	1
Assistant Commissioner	2	1	1	3
Principal Youth Officer	5	5	-	12
Senior Youth Officers Headquarters & Provinces	5	4	1	12
Youth Officer	5	4	11	50
Economist	-	-	-	1
Principal Market Officer	-	-	-	1
Senior Project Officers	-	-	-	1
Project Officers	9	8	1	55
Total	28	23	5	147

SOURCE: DYD 1989.

The data shows that a total of 23 officials are carrying out the work of 28 people which in actual fact should be done by 147 according to DYD. According to the respondents, the work is too much in terms of coordinating policy planning and implementation in the province. To them, one officer at the provincial youth office is inadequate to coordinate the efforts of many organisations.

6.3 Manpower Status (Quality)

Dror (1973) is of the view that manpower input is very important in policy analysis. It must possess knowledge and use information. Therefore it must be qualified. This is one measure of effectiveness.

The study examined the quality of manpower in both types of organisations. This quality refers to the types of training staff possess at the degree (Social Science - SS), Diploma (SS), Diploma (Youth), Certificate (Youth) and Certificate (Crafts). These are the qualifications likely to be possessed by the staff at different administrative levels.

The relationship between the qualification of the various professional personnel and type of organisation is analysed at both the planning and implementation levels as shown in table 23.

Table 23: Manpower Status (Quality) at the Planning (Pp) and Implementation (Pi) Levels

Type of Organisation	TYPES OF QUALIFICATIONS													
	Degree		Diploma (Youth)		Diploma (Social Science)		Certificate (Social Science)		Certificate (Youth)		Certificate (Crafts)		No Qualification	
	Pp	Pi	Pp	Pi	Pp	Pi	Pp	Pi	Pp	Pi	Pp	Pi	Pp	Pi
GO	5(14%)	-	2(6%)	10(28%)	1(6%)	1(3%)	3(8%)	2(6%)	2(6%)	-	-	1(3%)	3(8%)	1(3%)
NGO	5(14%)	1(3%)	5(14%)	10(28%)	-	1(3%)	-	5(14%)	4(11%)	-	2(6%)	3(8%)	3(8%)	1(3%)

(For Pp N=36)

Chi-Square	Value	df	Significance
Pearson	10	7	.18

(For Pi N= 36)

Chi-Square	Value	df	Significanc
Pearson	2	5	.80

The following are evident from the table:

a) There is no significant difference between the type of organisation and the quality of manpower status. However, the data shows that at degree level there are more personnel in policy planning than implementation, and the number appears to be at equal levels in both types of organisations.

b) At Diploma level there is more qualified personnel in the youth field in particular than in social science in general, with the NGOs having a slight advantage.

c) There are more personnel possing certificates in fields other than the youth field.

d) There is quite a number of personnel who are untrained technically. Such people either possess long years of working experience or are newly recruited into employment. They require technical training in their respective fields.

According to the respondents youth agencies with diplomates and above represent 26% of employees at planning level and 31% at implementation level. These numbers are too low to enable youth agencies deal with related issues. Therefore there is need to employ more qualified personnel at the degree level than diploma level and below. In the former, the officials can understand and diagnose better, the conditions of the youth, focusing on their general circumstances of living and associated social environment. In this way they can plan better intervention methods to bring about productive social functioning among the unemployed youths.

As can be observed, the discussion on the availability and qualification of manpower do not satisfy Gil (1969), Osei-Hwedie (1985) and Dror's (1973) emphasis that there should be enough manpower resource sufficient in quantity and suitable in quality to support policy. In this case the human resource is not sufficient and suitable for the tasks at hand. As a result, the hypothesis that "youth organisations which are availed with human and material resources, especially qualified personnel, are more effective in planning and implementing policies to alleviate youth unemployment than those with less resources" is not disproved. The majority of youth organisations are not availed with qualified personnel and so are not effective in policy planning and implementation.

The serious staff shortage and underqualification raises important implications for training and recruitment of personnel. The diploma in youth and development offered by the Commonwealth

Youth programme Africa Centre can be of great benefit, as it offers:

a) Youth entrepreneurship and employment

b) Methods and Techniques of Youth and Community Work;

c) Social Research Methods;

d) Public Administration and Youth Policy Formulation;

e) Introduction to Development Economics;

f) Introduction to Cooperative Development;

g) Family Life Education;

h) Deviance and Youth.

The courses provide practical knowledge and skills relevant for understanding the youth, its problems and how to solve them. Also personnel possessing certificates in Craft Work can be trained by the Centre in the basic areas of youth development.

However, the need to recruit University graduates from the social science field cannot be overemphasized. It is by recruiting persons who are most capable of analysing the dynamics of social and economic conditions of the youth that effective policy planning and implementation may be realised among youth organisations. Such people can apply the principles and skills that bring about effectiveness in handling the tools of policy planning and implementation.

6.4 Principles and Skills

Osei-Hwedie (1975, 1980), ILO (1969), and the UN (1985) argue that there is need to apply certain principles and skills if competing policy ideas are to be put into concrete plans of action. Certain principles and skills like collaboration, consultation, integration, participation and project fund management, herein, codefied as 'CCIPP' are found to be relevant.

In this study collaboration refers to a situation whereby youth organisations work in partnership in order to plan and implement policies to alleviate youth unemployment. To determine this level of collaboration, the respondents in the planning sub-sample were asked to indicate if they collaborate with personnel from other departments or organisations. Table 24 shows the results.

Table 24: Collaboration by Type of Youth Organisation (N=36)

Type of Organisation	AGENCIES FOR COLLABORATION				
	Provincial Council	District Councils	Other Government Departments	Other NGOs	Not Stated
GO	2(6%)	1(3%)	6(17%)	2(6%)	3(8%)
NGO	3(8%)	5(14%)	3(8%)	7(20%)	4(11%)

Ch-Square	Value	df	Significance
Pearson	5.10	4	.28

The data shows that there is no statistical significance between collaboration and type of organisation. The data, however, reveals very low levels of collaboration irrespective of the type of organisation.

While collaboration occurs between organisations, consultation is carried out between the organisations and their target groups. Consultation is used here to refer to the process of identifying the needs, problems and interests of the target group to assist in policy planning and implementation. The greater the level of consultation, the more effective an organisation is supposed to be in policy planning and implementation.

The respondents were asked to rate the level of consultation between their organisations and the target groups. Table 25 shows the results.

Table 25: Level of Consultation with Target Group by Type of Youth Organisations

Type fof Organisation	LEVEL OF CONSULTATION					
	HIGH		MODERATE		LOW	
	81%	61-80%	41-60%	21-40%	20% and below	Not Stated
GO	-	2(5.6%)	5(13.9%)	3(8.3%)	4(11.1%)	3(8.3%)
NGO	3(8.3%)	3(8.3%)	8(22.2%)	4(11.1%)	-	1(2.8%)

Chi-Square	Value	df	Significance
Pearson	9.0	5	.11

The data shows that there is no significant difference between the type of organisation and level of consultation with the target groups. There is a very low level of consultation between the organisations and their target groups. At least at the level of 41-60% there should have been 50% and above representation on either side of the organisation. Therefore it can be observed that youth personnel do not apply consultation in policy planning and implementation effectively.

At the implementation level a number of project activities can be integrated. This type of integration refers to the system of rotating participants through several courses each one of which is a project activity (DYD, 1989). It is assumed that the more integrated project activities are, the greater the level of effectiveness it is in policy planning and implementation. The respondents in policy implementation were asked to indicate if project activities are integrated (Table 26).

Table 26: Integration of Project Activities by Type of Youth Organisation

(N=36)

Type of Organisation	ARRANGEMENT OF ACTIVITIES	
	Integrated	Ad hoc
GO	14(39%)	1(3%)
NGO	19(53%)	2(6%)

ChiSquare	Value	df	Significance
Pearson	.10	1	.76

The data shows that there is more integration by NGOs (53%) than the GOs (39%). Therefore according to this data, policy implementation is supposed to be more effectively carried out among the NGOs than GOs.

However, it must be noted that integration of project activities can be more meaningful if the trainees or participants in the projects take part in decision-making involving the process of rotation. Therefore another principle and skill that has relevance in effective policy planning and implementation is identified as participation of the target groups in the management of youth projects. The idea is to define the extent to, and areas in which the target groups contribute in the management of activities. In this regard, active participation and not normative participation is emphasized. In the latter, the youths are supposed to be assigned roles such as management of trainees' welfare matters, including trainee allowance, taking part in curriculum development, the arrangement of the workshop sites, etc (DYD 1989). All these issues were looked at in the study, as constituting normative participation in the management of projects. Participation, as a principle and skill is an effective measure in policy planning and implementation. The higher the percentage level, the greater the extent to which active participation occurs (see table 27).

Table 27: Participation in Project Management by Type of Youth Organisation

(N=36)

Type of Organisation	LEVEL OF PARTICIPATION					
	HIGH		MODERATE		LOW	
	80%+	61-80%	41-60%	21-40%	20% & Below	Not Stated
GO	1(3%)	-	1(3%)	2(6%)	1(3%)	-
NGO	4(11%)	5(14%)	11(31%)	2(6%)	5(14%)	4(11%)

Chi-Square	Value	df	Significance
Pearson	21.4	6	.02

As can be seen the data shows that there is significant difference between the type of organisation and level of youth participation in the management of project. The data shows that generally there is a moderate level of youth participation, although the NGOs encourage more youth involvement than the GOs. The former not only concentrate their involvement of the youth in decision-making mainly at the 41-60% level but this involvement is quite more spread than is the case among the GOs.

However, as Banda (1989) observes in her report of tours of youth projects in the province, the main problem affecting youth production units is lack of leadership. This means that during their training in the skills centres the graduates are not fully involved in the management activity. Therefore Banda's report does not support the finding that normative participation is transformed into active participation. In this study it is argued that the trainees and participants are not given greater opportunity to take part in the decision-making leadership roles which are taken over by the Project Manager, Instructors and Board of Trustees. Therefore, with very little experience at the time of graduation they cannot effectively go into the field.

Those elected to lead or assume leadership functions such as advising, initiating new ideas, etc. abandon the projects sooner or later. They begin to seek for wage employment. The projects decline and its members go out into the streets to add to the escalating figure of youth unemployment.

The last principle and skill that is identified is project fund. It is believed that every youth organisation should establish a fund. The purpose of the fund is to provide seed money to viable youth projects for self-employment. The fund can be administered as grants or loans to the projects. According to the Com Sec. (1989), the most promising approaches in administering the fund are cost-sharing and revolving fund systems (Com. Sec. 1988). In the former, two or more organisations collaborate with the parent organisation to sponsor a project. In the revolving fund system each project repays the initial loaned capital to be reloaned to others. The more youth projects are loaned funds instead of accepting grants the more serious they become. This is because in the former the project participants are more conscious of repaying the loans. At the same time they follow the steps in project planning and management. Above all, the loans are supervised by the lending organisations.

With the above view in mind the respondents in the implementation subsample were asked to indicate the operating fund system in their organisations (Table 28).

Table 28: Type of Project Fund System for Youth Projects

Type of Fund System	Number	%
Loan system	16	44.4
Grant system	7	19.4
No fund	5	13.9
Share capital	4	11.1
Not stated	4	11.1
	36	100.0

The data shows that the main fund system is the loans (44%). Other organisations operate the grant system (19%) and share capital (11%), while others have no project funds to operate. According to the respondents about half the total number of projects are being financed through the loan and share capital systems (56%).

Apparently, there appears to be a descrepancy between the data above and available documentary evidence. Through the documentary evidence and the explanatory notes taken from the 12 organisations very few of them actually operate the loan system. All the GOs and NGOs do not operate the loan system. The only organisations that operate the loan system are the parastatal GOs such as SIDO and VIS, outside the banking institutions. This means that the only project funds mostly in operation is the grants system. Such a situation explains why project assistance may not fulfill the goals of youth development, as would be realised through the loan system. It is argued that youth projects and enterprises should be funded through the loan system. The loans should be administered on revolving fund basis. In this way a project or enterprise fund is established to support viable self-employment ventures to reduce youth unemployment.

The analysis on the extent to which manpower input applies the CCIPP principles and skills support the hypothesis that: "Youth organisations which are availed with human and material resources,especially qualified personnel, are more effective in planning and implementing policies to alleviate youth unemployment than those that are not availed with adequate resources." It is evident that youth organisations are not availed with adequate qualified personnel sufficient in number and suitable in quality for handling the tools of policy planning and implementation. As a result the youth unemployment figure continues to rise.

CHAPTER 7

CONCLUSION AND RECOMMENDATION

7.1 Introduction

This is the last chapter to the study. It examines some of the main issues that have emerged during the study. Some recommendations are made.

7.2 Conclusion

The central focus of this study was an examination of the way policies to alleviate youth unemployment are planned and implemented in Lusaka province, and its impact on the high rate of youth unemployment. This problem was examined by looking more specifically at the following:

a) categorisation of youth unemployment;

b) coordination and review of policies to alleviate youth unemployment;

c) examination of planning approaches being applied by youth organisations;

d) identification and analysis of the methods of implementing policies to alleviate youth unemployment; and

e) analysis of the characteristics of manpower status in policy implementation.

Some final conclusion can now be made:

Firstly, policies to resolve youth unemployment cannot be planned and implemented effectively without any categorisation of the youth. This is because categorisation serves several purposes. For example, it enables a youth organisation to identify if the problem exists and to what extent. It enables the problem to be defined in operational terms. Above all, the root causes can be spelt out. For effective planning and implementation of policies to alleviate youth

unemployment definition, identification, and categorisation are important pre-requisites, which are emphasized by Gil (1973), Chan (1982) and Osei-Hwedie (1985). It is the first problem that has not been properly dealt with in the Zambian situation. For example, by defining youth unemployment based on rural and urban categories mainly youth organisations cannot effectively tackle youth unemployment whose major cause is not area of residence. It is argued that a multiple-factor approach should be considered. Some of these factors are number, sex, age, special problems (e.g. illiteracy), job preference and physical and mental handicaps. These offer an effective method in policy planning and implementation.

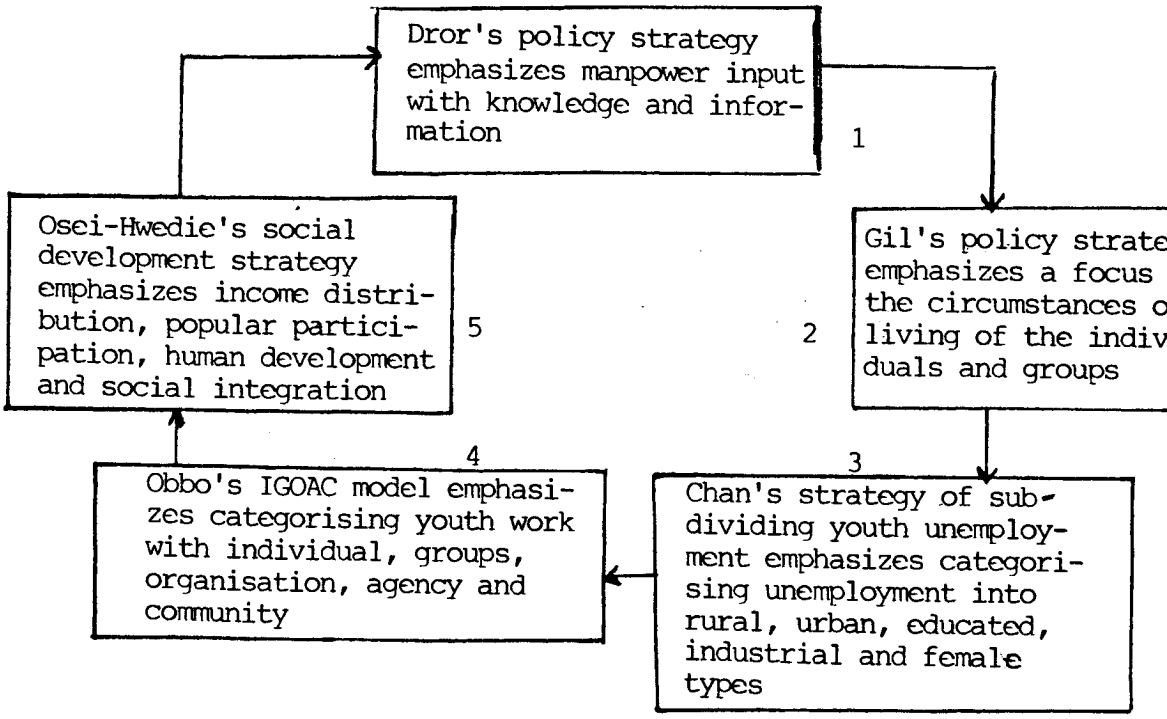
Secondly, the way a policy is coordinated and reviewed raises some problems which affect its planning and implementation. For example, the GO-based coordinating structure does not bring together all the agencies doing youth work. The structure leaves out the NGOs, other GOs, district councils all of which should constitute membership of the PYC. Based on the GO structure it is very difficult to review policies to alleviate youth unemployment together. Therefore youth organisations coordinate and review policies to alleviate youth unemployment differently from one another.

Thirdly, the majority of youth organisation utilize field reports and studies to preceed the planning process. It is argued that these tools alone are not enough to support the use of rational comprehensive model. Infact youth organisations apply disjointed incrementalism because field reports do not have sufficient data to be applied during every plan period and every year. The fact that the organisations wish to apply mixed scanning in their future planning process does not mean that they might ever use it. Therefore, they are most likely to continue to apply disjointed incrementalism. Thus, it may be concluded that the majority of youth organisations apply more incremental model than mixed scanning in planning programmes and projects.

Fourthly, and above all, the role of manpower in policy planning and implementation is significant. However, this is possible

only if the manpower is adequately qualified and in the right numbers. It is established that generally the available manpower is not sufficient in number and lack the required training to effectively fulfill their tasks. Because of their ineffectiveness in policy planning and implementation, the youth unemployment figure escalates. The solution of this problem calls for an alternative strategy which takes into account multiple perspectives on policy planning and implementation such as those from Dror (1973), Gil (1973), Chan (1982), Obbo (1989) and Osei-Hwedie (1985). Figure 4 presents an alternative strategy for youth development.

Figure 4: A Model of Combined Views of Representative Authors (MCVRA)



An analysis of this model emphasizes five important stages.

Professional Social (Youth) Workers

Based on MCVRA, perhaps the most appropriate starting point is represented by Dror's (1973) strategy which emphasizes manpower

CHAPTER 7

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all intra-societal human relations. The main theme here is circumstance of living. If it is above average there is likely to be a better quality of living and a better intra-societal human relations.

By taking Gil's line of thinking, youth organisations get the opportunity to assess the circumstances of living of the unemployed youths. They can analyse the extent or magnitude of youth unemployment and how the target subgroups and society feel about it. They can identify the kind of measures to be adopted to reduce the problem of youth unemployment. Therefore, this line of thought offers a second and crucial method of being effective in policy planning and implementation. The policy should be directed at improving the conditions or circumstances of living of the unemployed youths.

Categorising Youth Unemployment

The circumstances of living of the target sub-groups cannot be viewed ambiguously. Therefore, Chan's (1982) strategy of subdividing youth unemployment emphasizes categorising unemployment into the rural, urban, educated, industrial and female and other types. The fact that Gil (1973) says policies must focus on the circumstances of living does not mean that the circumstances may be bad. They must be proved to be bad. As such the problem must be diagnosed to indicate which type is affecting the individual and his environment. Is youth unemployment rural-oriented, urban-oriented, school-oriented, industrial oriented or female oriented? They must be clarified from all relevant sources to be able to understand how the target groups become unemployed, the life they lead and what can be done to solve the unemployment problem.

With statistical support youth workers can determine the main type of youth unemployment and accordingly distribute resources to deal with it. This is a highly demanding job that require highly qualified personnel both in number and calibre.

Categorising the Youth into Target Sub-groups

The fourth stage is represented by Obbo's (1989) strategy which emphasises categorisation of the clientele systems into five target sub-groups and the use of five matching intervention strategies. The sub-groups are: The individual, small groups, organisation, agencies and community clientele systems. The intervention methods are: youth work with individuals; youth work with groups; youth work with organisations (defined as youth councils or associations formed by the youths); youth work with agencies (defined as supportive departments or GOs and NGOs) and youth work with communities.

The significance of focusing policy planning and implementation on the target sub-groups is that it helps in identifying the particular target sub-groups with the most disatisfactory circumstance of living at any given time in a particular setting or situation. According to Obbo's model policy planning and implementation start with the individual, followed by groups, organisation, agency and community in that order. This ordering presupposes that the individual is not only the most vulnerable to hardships of unemployment, but most importantly the simplest to assist to achieve social functioning. More and more resources, especially qualified youth workers required to assist the target sub-groups along the IGOAC model. The model provides the opportunity to identify, understand and offer intervention into the specific needs and problems of the particular target sub-group. Intervention can be dealt with effectively as follows:

a) youth work with individuals to cover individual target sub-group.

b) youth work with youth groups to cover youth clubs, youth committees or prefect bodies.

c) youth work with youth organisation such as the PYC, the christian Youth Assembly and the students' union.

d) youth work with youth agencies such as the department of youth in GO and NGOs.

e) youth work with youths as a community such as the educated youth, rural youth, urban youth, church youth, university students.

Emphasis on Social Development

The MCVRA model is not complete without a consideration of how policies to alleviate youth unemployment can be oriented towards social development. Sometimes even good policies fail to satisfy the fundamental human needs if they do not emphasize the philosophy of social development. Therefore, it requires a social strategy which emphasizes income distribution, popular participation, human development and social integration. The process of policy planning and implementation is social and developmental if, according to Osei-Hwedie (1985), the policies promote these four principal goals.

With the social development strategy framework for policy making youth organisations can plan and implement programmes and projects that provide economic benefits of material nature; social benefits such as training skills which can lead to creation of self-employment or to both economic and social benefits. Osei-Hwedie provides one effective method of policy planning and implementation. Again it is only those well qualified youth workers who can plan and implement viable policies to alleviate youth unemployment based on the social development strategy.

Adaptability of MCVRA

Can the MCVRA be adapted for local use by youth organisations in Lusaka province? If so what advantages does it possess over other available models of youth development?

The model can be adapted for use in a variety of ways. At the theoretical level, it can, for example, be used to explain some issues pertaining to social-economic conditions of certain groups in society, and how planning of policies to alleviate them can be

directed. The use of mixed scanning emerges as the most favoured planning tool in this process. At the practical level, it can be used to implement specific policies directed at the most disadvantaged groups in society. The youth is one example of such groups.

As one approach to youth development the MCVRA model has a major advantage over other models like the self-help, out reach intervention, and field work training which were reviewed in chapter two. This advantage is related to the fact that the MCVRA model relates policy planning and implementation of youth development as an integral activity, which is not the case in any of the other models.

To this effect, the model has some implications for adaptability, especially in the short-term. For example, the existing manpower input in organisation can undergo refresher courses. Such courses should focus on:

a) Planning or decision-making skills, which help to forecast situations and distinguish the main type of youth unemployment from the rest;

b) interpersonal skills that help in collaboration, consultation, integration, participation of various groups and project fund organisation;

c) implementation skills that help in the application of various intervention methods and techniques; management skills for coordination of roles and functions; human relations, report writing and communication; and

d) for training skills centres courses should incorporate entrepreneurial skills.

Even if graduate-level personnel and, or volunteers are recruited, a case that is necessary in Zambia, an exposure based on the above areas is not only necessary, but very relevant.

6.3 Recommendation

Based on the above conclusion it is recommended to all those involved in planning and implementation of policies to alleviate youth problems, including youth unemployment that they should attempt:

a) to identify, define and categorise the various forms of youth unemployment in their area of operation;

b) to establish a comprehensive coordination and review of the policy to alleviate youth unemployment in the overall context of youth policy and national development planning;

c) to apply mixed scanning model in the choice of youth programmes and projects;

d) to focus on various youth target sub-groups and intervention methods when implementing youth programmes and projects;

e) to ensure that the manpower position is sufficient and trained in the skills of planning, implementation, interpersonal and enterprise development;

f) to conduct studies either on the planning or the implementation of policies to alleviate youth unemployment taking into account other provinces of Zambia;

g) to take stock of the youth unemployment profile throughout Zambia;

h) to test the model applied in this study; and, or

i) to develop a similar model in future studies. In this way new knowledge shall be added to the profession of youth work for use by GO and NGO youth organisations.

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APPENDICES

APPENDIX A

QUESTIONNAIRE/INTERVIEW SCHEDULE

(For Actors in Planning Programmes)

Instruction

Please, answer the following questions honestly and truthfully.

---

1. Type of agency

   GO 1
   NGO 2

2. For how long has your agency served the youth population?

   Below 10 years 1
   10-19 2
   20-29 3
   30-39 4
   40 and above 5

3. State the sex ratio of the professional staff in the agency:

   More males (e.g. 3:1) 1
   More females (e.g. 3:1) 2
   Half/half 3

4. State the administrative situation of the agency:

   National level 1
   Provincial level 2
   District (rural) 3
   District (urban) 4
   Ward 5

SECTION TWO: YOUTH UNEMPLOYMENT ISSUES

5. How does your agency regard youth unemployment?

   A substantive issue 1
   A minor issue 2

6. Based on the answer you have given, what is your agency's estimate of youth unemployment in Lusaka Province?

   .....

   .....

7. Out of your estimate, how many is your agency covering?

.....

.....

8. What type of youth unemployment is your agency planning to reduce?

Rural type 1
Urban type 2
Educated type 3
Industrial type 4
Female type 5
Other (specify)..... 6

9. State its main cause:

.....

.....

10. From your view what is the main effect of unemployment on the youths of the province?

.....

.....

SECTION THREE: PLANNING ACTIVITY

11. What specific programmes does your agency run to reduce youth unemployment?

1. .....
2. .....
3. .....

12. Among the above, which is the main programme?

.....

.....

13. Who are its main target groups

Youth as an individual 1
Youth in groups (e.g. a club)..... 2
Youth as a community (e.g. urban youths)..... 3
Youth-by-youth organisation (e.g. youth cooperative)..... 4
Youth agency (e.g. department) 5
Other (specify)..... 6

14. Did a comprehensive study of the target group preceed its planning?

Preceeded 1
Not preceeded 2

15. If 'not preceeded' on what did you base your planning?

Past experience alone 1
Little past experience and simple study 2
Presented cases 3
As a matter of routine 4
Other (specify)..... 5

16. Rate the level of consultation with the target group:

81% and over 1
61 - 80% 2
41 - 60% 3
21 - 40% 4
20% and below 5

17. Is planning activity a team exercise in your agency?

Yes 1
No 2

18. If 'Yes' who is the most influential team agent?

General Administrator 1
Youth Development Worker 2
Economist/Planner 3
Party Youth Worker 4
Target group 5
Other (specify) 6

19. State the greatest advantage of the influential agent?

Professional knowledge (degree) 1
Long Years of Service (10 years)..... 2

20. State the speciality of most of the other members:

Degree in social sciences 1
Degree in youth work 2
Diploma in social sciences 3
Diploma in youth work 4
Certificate in social sciences 5
Certificate in youth work 6

21. State the number of agency's staff to supervise the planned programmes:

.....

22. Is this number adequate?

Adequate 1
Not adequate 2

23. If 'not adequate' which agency do you collaborate with in the planning activity?

.....

24. State the agency's main advantage over your own:

Better qualified (degree) personnel 1
More qualified (six) personnel 2
More capital resources 3
Other (specify) 4

25. What impact does your planned programmes make on the target groups?

Complete/comprehensive 1
Minor 2
Half/half 3

26. Do your planned programmes fully develop from Government youth unemployment policy?

Yes 1
No 2

27. Which policy to alleviate youth unemployment does your planned programmes support?

Your own 1
External GO 2
External NGO 3

28. What changes in the policy would you like to see made?

More target group's participation 1
More staff training 2
More team approach 3
More use of modern planning tools 4
More emphasis on rich programme components 5
Other (specify) 6

29. Which programme planning design would you like to see mainly practiced?

Top-down 1
Botton-up 2
Inter-agency 3

30. How should the planning activity be made to focus?

Main type of youth unemployment 1
Each type of youth unemployment 2
Youth unemployment as a whole 3
Other (specify) 4

31. Which planning approach would you like your agency to apply to deal with youth unemployment faster?

1. One that sets rational alternatives /__/

2. One that is based on past experience /__/

3. One that uses aspects from both '1' and '2' above. /__/

4. One that handles clients cases as they come /__/

5. Other (specify) /__/

32. Finally, tell me any other information about planning activity in your agency:

.....

.....

.....

- END -

APPENDIX B

QUESTIONNAIRE/INTERVIEW SCHEDULE

(For Actors in Project Implementation)

Instruction:

Please, answer the following questions honestly and truthfully.

SECTION ONE: GENERAL INFORMATION ON THE PROJECT

1. Agency sponsoring the project

GO 1
NGO 2

2. What is the life of the project, so far?

Below 5 years 1
Above five years 2

3. State the administrative level of the project

National 1
Provincial 2
District 3
Ward 4
Branch 5
Section/Village 6

4. State the geographical situation of the project:

Urban (low density area) 1
Urban (high density area) 2
Urban (business area) 3
Rural 4

5. State the sex ratio of the professional staff in the project:

More males (e.g. 3:1) 1
More females (e.g. 3:1) 2
Half/half 3

SECTION TWO: SELECTED PROJECTS

6. What specific activities does your project implement to reduce youth unemployment?

a) .....
b) .....
c) .....

7. Are these activities integrated in the project of the agency:

Integrated 1
Ad hoc 2

8. How were they selected?

Out of various alternatives 1
Using past experience 2
Based on clients presented cases 3
As a directive from above 4
Other (specify) 5

9. State the general focus of the activities:

To individual youths 1
To youths in groups 2
To youth-by-youth organisations/councils 3
To youth agencies 4
To youth communities 5
Other (specify) 6

10. Now what are the main components of the activities?

Cooperative skills 1
Technical skills 2
Entrepreneurship skills 3
Production skills 4
Other (specify) 5

11. And, state the most popular youth activity in your project:

Agriculture/farming 1
Tailoring/sewing 2
Carpentry/joinery 3
Other (specify) 4

SECTION THREE: SELECTING TARGET GROUP

12 State the age-range of the youths in the projects:

Below 14 years 1
14 - 25 years 2
26 - 35 years 3
Above 35 years 4

13. What is their sex ratio?

More males (e.g. 3:1) 1
More females (e.g. 3:1) 2
Half/half 3

14. State their main origin:

Rural areas 1
Urban areas 2
School dropouts 3
Capital intensive techniques 4
Being female 5
Other (specify) 6

15. How are they recruited?

Voluntarily 1
Involuntarily 2

16. Where are they recruited from?

Whole country 1
Host province 2
Host district 3
Host Ward 4
Host branch 5

SECTION FOUR: DEVELOPMENT OF RESOURCES

17. Name the most successful activity in your project:

.....

18. Now, how many professional staff are on the spot to run this project?

Over six 1
About six 2
Below six 3

19. Is this number of staff adequate?

Yes 1
No 2

20. If 'yes' state their main professional qualification:

Degree in the social sciences..... 1
Diploma in the social sciences 2
Certificate in the social sciences 3
No qualification 4

21. Do you have any activity being run on an integrated basis with another agency?

Yes 1
No 2

22. If 'yes' state the activity:

.....

23. And name the agency:

.....

24. What main lesson/idea have you acquired from the integrated activity?

Better coordination..... 1
Fuller utilization of resources 2
Sharing of resources 3
Better understanding 4
Other (specify)..... 5

25. Now estimate the level of youth participation in the management of the activity:

81% and above 1
61 - 80% 2
41 - 60% 3
21 - 40% 4
20% and below 5

26. And which of the following is the main forum for the youth in the project?

Youth production unit cooperative 1
Youth league 2
Youth Council..... 3
Other (specify) 4

27. What type of youth project fund does your agency operate?

No fund system 1
Loan system 2
Grant system 3
Other (specify 4

28. How is the fund administered?

On revolving basis 1
On cost sharing basis 2
On grant basis 3
Other (specify) 4

29. State the main source of funding:

Government 1
NGO 2
Community 3
Members shares 4

30 Now, how is the resource-base for the project:

More assets 1
More liability 2
Half/half..... 3

SECTION FIVE: PROJECT EVALUATION

31. Has the agency ever conducted a formal study to evaluate its projects?

Has..... 1
Hasn't 2

32. If 'it has' who are the main part ners in the evaluation study:

Agency itself..... 1
Target groups..... 2
Other agencies..... 3
Other (specify)..... 4

33. In the absence of a formal study how are the projects evaluated?

Through officers monthly reports 1
Through periodic workshops..... 2
Through presented cases..... 3
Through past experience 4
Simply as a matter of routine..... 5
No evaluation at all..... 6

34. In your agency experience which design of projects are more effective agents for reducing youth unemployment:

Individual-based..... 1
Group-based 2
Youth-by-youth organisation-based 3
Community-based..... 4
Other (specify) 5

35. Finally, which component should be emphasized above all?

Cooperative..... 1
Entrepreneurship..... 2
Leadership 3
Production 4
Other (specify) 5

- END -

APPENDIX C

DOCUMENTARY GUIDE

(For Review of Policy Documents)

1. Type of Agency:

   GO .....
   NGO .....

2. Preamble of the Policy:

   .....
   .....

3. General objectives of the Youth Policy:

   .....
   .....

4. Specific objective(s):

   .....
   .....

5. Specific Strategy on the Specific Objectives above:

   a) .....
   b) .....
   c) .....

6. The main three factors that triggered the policy:

   a) .....
   b) .....
   c) .....

7. Which factors constitute substantive agenda?

   a) .....
   b) .....
   c) .....

8. Which factors constitute a symbolic agenda?

   a) .....
   b) .....
   c) .....

9. Public and technical staff involvement

   a) .....
   b) .....
   c) .....

10. Some hidden factors from public agenda:

    a) .....
    b) .....
    c) .....

11. Review policy:

    .....
    .....
    .....

12. Shift in policy:

    .....
    .....
    .....

13. State of Policy at present:

    .....
    .....
    .....

14. Policy publication:

    .....
    .....
    .....

15. Human Resource:

    .....
    .....
    .....

16. Financial Resource:

    .....
    .....
    .....

17. Capital Resource (e.g. Land), and finally

    .....
    .....
    .....

18. Material and Equipment Resources:

    .....
    .....
    .....

- END -