City Year in South Africa: Adapting a U.S.-based Service Learning Model

From the Education For All (EFA) Youth Challenge Grant Program in South Africa
City Year in South Africa: Adapting a U.S.-based Service Learning Model
Part of the Education for All Lessons Learned Package

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Dear Colleagues:
With some 1.7 billion 15-24 year-olds globally, the cliché that “youth are our future” is proving to be a reality—a reality many find unsettling. Demographic analyses and projections show increasingly youthful populations on the horizon. Political appraisals warn of potential unrest arising from young people lacking skills and livelihoods. Workforce and education assessments predict challenging demand and supply dimensions for a generation poorly prepared for modernizing economies. Global health concerns rise with the knowledge that the new HIV infection rate is highest in the youth population.

Nonetheless, young people everywhere show remarkable strengths, often exhibit astonishing resiliency, and demonstrate optimistic responses to even the most daunting of circumstances. Rather than be seen as liabilities, young people can and should be seen as assets for community development. When appropriately engaged and adequately prepared for roles in the work, family life, and civil society, youth often become key actors in the strengthening and transformation of their nations.

Much has been learned about how to build on youth’s positive attributes in initiatives and projects in many parts of the world. USAID’s Educational Quality Improvement Program 3 (EQUIP3) is designed to improve earning, learning, and skill development opportunities for out-of-school youth in developing countries. EQUIP3, a consortium of 12 organizations led by Education Development Center, is a mechanism through which USAID can access the expertise of these organizations to design and implement youth development programs. Perhaps more importantly, EQUIP3 provides the impetus and the platform for youth development organizations to learn from their experiences and share their lessons.

As part of a series of publications summarizing what is being learned “on the ground” from projects in more than a dozen countries, this report is from a three part demonstration program called Education for All Youth Challenge Grant. City Year in South Africa summarizes the lessons from a fairly small-scale effort to adapt a very successful U.S.-based model for service-learning to the challenging circumstances of South Africa. Seen through a lens of the dramatic need for better prepared young workers in this country, the project represented a shift in emphasis for the City Year model. The report examines the process of adapting the project mission to the context, and reflects on the challenge of balancing “fidelity to the (original) model” with the demands of a new economic and social context.

Taken together with two companion pieces on small experiments in Jamaica and Uganda, this brief report is meant to add substance to the growing attention being paid to youth issues in international development. We look forward to sharing more lessons from EQUIP3’s experience, with the goal of improving youth development programs around the world.

Erik Payne Butler
Director, EQUIP3
The Education For All (EFA) Youth Challenge Grant Program was a multi-country initiative designed to strengthen young people’s livelihood skills and opportunities. Supported by USAID Country Missions and USAID/Washington through the EQUIP3 mechanism, the EFA Program took place in Jamaica, South Africa, and Uganda for periods of 12-16 months each project, between March 2005 and June 2007. All three projects adopted innovative approaches to address cross-cutting issues related to education, health, life skills, and livelihoods that youth face on a daily basis.

The EFA Youth Challenge Grant Program aimed to achieve its goal by building the capacity of organizations and agencies to provide relevant skills training for out-of-school youth. More specifically, the program assisted USAID Missions and implementing organizations to:

- Analyze and strategically address youth basic education and livelihoods issues.
- Build partnerships among USAID Strategic Objective teams, national government Ministries, the private sector, and NGOs to address youth issues in an integrated and creative manner.

To achieve its objectives, the EFA Youth Challenge Grant Program created in 2005 a co-financing mechanism with country USAID Missions to support the following innovative and strategic youth projects:

<table>
<thead>
<tr>
<th>Country</th>
<th>Project Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>EFA Jamaica</td>
<td>This project addressed urban boys’ education and employment challenges in a community with high rates of violence.</td>
</tr>
<tr>
<td>EFA Uganda</td>
<td>This project used sports as a convening mechanism for education, healthy living, and peace-building among in- and out-of-school youth.</td>
</tr>
<tr>
<td>EFA South Africa</td>
<td>This project adapted a viable U.S. youth service model to a South African context to address employment, civic engagement, and education issues.</td>
</tr>
</tbody>
</table>

All three projects cut across education, health, life skills, and livelihoods issues. In an effort to learn from the experiences gained during the implementation of this initiative, at the beginning of each EFA project, partners in each country selected a theme that the project would examine throughout its implementation and agreed to produce a brief document that summarizes or illustrates the theme. Given the diverse nature of these projects and the particular circumstances on the ground, the themes selected varied across projects. The exercise resulted in the following lessons learned documents:
• **EFA South Africa: City Year in South Africa: Adapting a U.S.-based Service Learning Model**
  This paper focuses on the concept of program adaptation. Based on the experience of adapting the US-based City Year model into a South African context, the discussion reflects on the challenge of finding a balance between project elements that can (and should) be adapted in another setting and elements that must remain unchanged in order to maintain the integrity of the project. This paper was designed for practitioners who may be considering adapting or expanding a project to new settings.

• **EFA Jamaica: Engaging Young Men in Jamaica’s Urban Areas: Education and Employment as Complementary Strategies**
  Based on EFA work with young men living in Grants Pen, Jamaica, this handbook provides methods, strategies, and insights on youth project design, community preparation, project implementation, direct intervention, public relations, and evaluation. It was designed for project implementers and policy makers who are working (or plan to work) with young males in volatile inner-city communities.

• **EFA Uganda: Sports for Youth Development in Uganda: Monitoring and Evaluation of an Assets-based Approach**
  This paper focuses on the process of developing a monitoring and evaluation (M&E) plan that supports an assets-based approach to youth development. The discussion is focused on observations of project activities in Kumi and Lira that highlight the multiple elements involved in an assets-based and highly participatory approach to measuring youth development. It is geared toward youth development practitioners who are interested in measuring project outcomes in a more holistic way.

This document is one of three lessons learned documents that form the *EFA Lessons Learned Package* that was developed to serve as a resource for youth development practitioners and project implementers. The *EFA Lessons Learned Package* was jointly developed by Education Development Center, Inc. (EDC), People’s Action for Community Transformation (PACT), City Year US/South Africa (CY & CYSoA), and The Kids League (TKL) to share experiences gathered during the implementation of three youth-focused projects in Jamaica, South Africa, and Uganda. The documents were developed primarily by the implementing partner organization with direct input from project staff, youth, and local stakeholders.
The **EFA South Africa project** was a youth service program that adapted, for the first time, the City Year model from the United States to an international context. It used a service learning approach to address employment, civic engagement, and education issues among young adults from diverse backgrounds.

**PRIMARY OBJECTIVES**

- Support youth to complete over 1,600 hours of training and service work
- Enable youth to gain marketable skills and civic leadership abilities while securing concrete exit opportunities or jobs
- Engage youth in service activities that help to development efforts in 15 communities within greater Johannesburg

**LOCATION**

Johannesburg, South Africa

**DATES**

October 2005-September 2006

**TARGET POPULATION**

300 youth aged 17-24
1300 children
29 community organizations
35 corporate/foundation partners

**HIGHLIGHTS**

- Built the leadership skills and economic mobility of a diverse group of 273 youth Service Leaders
- Served over 3,800 primary school learners through after-school and community development programs run by youth Service Leaders
- Engaged hundreds of citizens from the business, government, and civil society sectors in service to Johannesburg
- Built the capacity of local organizations and private businesses to offer job shadowing and career fairs for learners
- Successfully placed more than 95 percent of graduates from both the 2005 and 2006 programs into jobs, further education, or training programs
The EFA South Africa project is a youth service program based on the City Year model in the United States and adapted, for the first time, to an international context in South Africa. The program addresses employment, civic engagement, and education issues among young adults from diverse backgrounds.

**Target Population**

The project focuses on urban inner-city Johannesburg and has an impact at two levels. First, it has a direct impact on young adults, 17 to 24 years old, who are called Service Leaders. Second, through service and tutoring activities, these young adults reach out to children, local organizations, schools, and the private sector.

In its first year, the project enrolled a total of 120 youth (50 percent female, 50 percent male), out of whom 109 graduated in December of 2005. Through service activities, these young adults tutored and mentored more than 1,300 children, assisted 29 community organizations and schools, and engaged 35 corporate and foundation partners.

In its second year, the project increased its target population by 70 percent, starting with 200 Service Leaders who committed to a full year of service in their communities.

**Goal and Objectives**

In partnership with the USAID South Africa Mission EDC/EQUIP3 and CYSoA, the EFA South Africa Project addressed the following goals based on mutually-strategic objectives:

- Increase the skills, civic awareness, and employability of young South Africans.
- Address pressing educational and social needs of South Africa.
- Actively engage corporations and their employees in urban community building and investment, specifically through support of and engagement in youth service activities.
- Contribute to the national dialogue, implementation, and evaluation of national youth service in South Africa.
- Build capacity within the South African youth service field by training and graduating high-quality young professionals for the sector.

The project sought to engage youth in full-time service, promote civic participation, and provide practical technical and life skills.

The South Africa program aimed to assist young Service Leaders to complete over 1,600 hours of training and service that would enable them to graduate into the workforce with marketable skills and civic leadership abilities and deliver needs-specific programming in after-school programs for youth.

In keeping with local regulations and accreditation requirements, the service program, combined with structured learning, intended to find concrete *exit opportunities* or jobs for at least 70 percent of graduates, thereby making a valuable contri-
bution to meeting the national imperative to combat youth unemployment. The program far exceeded this goal, culminating with 85 percent of its youth participants achieving viable exit opportunities, or placements for program graduates into higher education, employment, learnerships (apprenticeships), micro-enterprises, or small businesses.

**Operationalization**

City Year was the implementing partner organization under the EFA South Africa project. Its South African branch, City Year South Africa (CYSoA), carried out all service learning activities with young people in Johannesburg. EDC, under the EQUIP3 mechanism, provided technical support and capacity building and facilitated a learning strategy to exchange lessons learned from the field among all EFA implementing partner organizations in Jamaica, South Africa, and Uganda.

**City Year’s Service Learning Model**

Founded in Boston nearly 18 years ago, City Year seeks to unite young people through a common experience – service. City Year’s mission is to build democracy through citizen service, civic leadership, and social entrepreneurship. The organization encompasses a vision that citizens of all ages and backgrounds will unite to serve their community, nation, and world so that one day the most commonly asked question of a young person will be: “Where are you going to do your service year?”

The City Year corps has grown from 50 members in 1988 to more than 1,200 corps members serving each year, operating in 16 cities across the United States and in one city in South Africa. To date, City Year has graduated over 9,500 alumni, served more than 990,000 children, completed over 15 million hours of service, engaged more than 950,000 citizens in service, generated over $35 million in available scholarships for its corps members, and attracted more than 950 private sector partners.

Corps members address pressing community needs, including serving as tutors, mentors, and teachers of life skills to school children; building playgrounds and reclaiming public spaces; and organizing after-school programs and school vacation camps. As they serve, corps members learn civic leadership values, skills, and techniques. Working in diverse teams, City Year corps members create a unity of spirit that transcends individual differences. Corps members receive a weekly stipend (monthly in South Africa) as they serve and, at the year’s end, they receive a monetary post service award. By the end of their service year, corps members have made a difference in their communities and learned the value of hands-on involvement in democratic self-government to prepare them for a lifetime of civic leadership and engagement. Supported by a unique public-private partnership, the City Year program served as the model for AmeriCorps in the U.S. and today is a member of the AmeriCorps national service network in the U.S. and the National Youth Service (NYS) Programme in South Africa.

City Year has received many delegations from around the world wanting to discuss youth service and the City Year model as a way to mobilize youth to solve problems and become active, productive citizens. South Africa, the first international site for City Year, started with the launch of the Clinton Democracy Fellowship in 2001, which resulted from collaboration with former Presidents Clinton and Mandela. Spending four years in the country developing relationships across sectors and recruiting young adults to participate in the fellowship program enabled City Year to develop a strong foundation on which to build an actual youth service program – one that may eventually become larger than what currently exists in the U.S.
In February 2005, CYSoA opened its doors to 120 diverse young people in Johannesburg who had committed to a year of full-time community service, accredited training, and civic engagement. This first City Year site outside of the U.S. presented a rich opportunity to explore how the U.S. model would need to adapt to a new context.

This section presents observations and lessons learned from the City Year adaptation process during the EFA South Africa Program presented in two categories: general and specific. General observations and lessons learned are broad and overarching and may be considered for the adaptation of any program or model. Specific observations and lessons learned are more closely related to the City Year model and may considered for the adaptation of service learning programs or other programs that have similar characteristics or face a similar contextual factor.

The following observations and lessons learned, based on the adaptation experience of City Year, may be helpful for practitioners looking to adapt any program or model for a different context.

**General Observations**

**General Observation 1:** In South African society, the enormous challenge of youth unemployment infiltrated every aspect of the CYSoA program model and resulted in a more direct focus on this particular issue.

The U.S. City Year model did not address the employment needs of youth. Although many elements of the project, structurally or programmatically, did require significant changes, youth unemployment affected many pieces of the model and, in a way, framed the overall adaptation of the City Year model in South Africa.

South African youth represent the majority of the total unemployed population in the country. Housed within the Office of the Presidency, the NYS Programme in South Africa aims to address youth unemployment and focuses on young people aged 18 to 35. The program is outcomes-based and structured to include service and structured learning, in addition to resulting in exit opportunities.

Thus, registered youth service programs must provide accredited training as part of the structured learning. Training must not only enable program participants to perform a service in a community, but also provide them with the necessary skills (and an opportunity for certification) for increased economic mobility upon completion of the program.
Lessons From Experience: South Africa

General Observation 2: By having to adapt the program model to adhere to country-specific factors, some elements surfaced as being core to the model (foundational elements), and others were more easily adaptable (variable elements).

Aside from exploring the characteristics of the new context (as described below), the adaptation process in South Africa prompted City Year to examine in more detail the nature of the U.S. City Year model. Multiple consultations took place to decide what elements of the City Year model must remain in order to maintain a City Year identity and to what degree other pieces can be changed. Some of the questions that emerged were:

- What characterizes City Year?
- What are some of the foundational elements that constitute the core of the program, and what are some of the variable elements that can be more easily adapted?
- To what degree can foundational elements be modified without changing the core nature and identity of City Year?
- CYSoA identified some foundational elements that are core to the City Year’s mission, recognized universally as successful practices, and contribute to local/national priorities. These foundational elements are, according to City Year, necessary to run a service learning model not only successfully but also in a “City Year style.”
- The foundational elements identified in the case of CYSoA include (but are not limited to) the following:
  - A direct service component that involves children and meets identified local and/or national needs. Service activities, around which youth service learning is organized, should involve children and respond to identified needs.
  - Training that supports the delivery of high-quality services and the professional development of the corps members (young participants).
  - Diversity among staff and the corps members.

General Observation 3: Foundational elements remained core to the City Year model, but reached a threshold at which contextual adaptation was appropriate and necessary (by changing variable elements).

City Year discovered that within the foundational elements there were variable elements that, if changed, do not change the core nature of the model. Instead, variable elements help adapt and modify the program to the local context.

Foundational elements were tailored by changing variable elements as follows:

- Linking direct services for children to very specific local needs by defining service activities
- Enhancing the training component
- Re-defining diversity
- Including additional characteristics for cross-sector partnerships

General Lesson Learned 2
Prior to adapting a project or model, practitioners should allow time for consultative sessions with project staff, participants, and other stakeholders to identify the foundational elements (those that are core to the model) and the variable elements (those that can be easily adapted).

General Lesson Learned 3
Project designers and implementers should be prepared to modify variable elements within foundational ones in order to adapt to contextual circumstances, such as youth unemployment. Project design should allow for flexibility to change variable elements, while preserving the integrity of the original model.
These modifications are unique to the City Year site in South Africa and further explained in the next section on Specific Observations.

**General Observation 4:** CYSoA relied on local expertise to better address the main contextual factors, particularly youth unemployment and the NYS Programme, that were unfamiliar to U.S. City Year project designers and implementers.

In order to be relevant and credible in the South African context, City Year had to learn about these two factors. At the minimum, CYSoA had to address youth unemployment as a driver of youth and their motivation. And, it had to embrace and comply with the NYS Programme. Both factors were not comparable to the U.S. model because youth unemployment is not necessarily a key driver among American participants and the United States does not have a parallel NYS Programme. City Year recognized that the best way to start the adaptation process was to rely on local expertise. It built a solid team of local staff in leadership roles and with sufficient decision-making power to exert change. In the process, it also included local consultants who had worked on the creation of the national youth service policy. Building a strong local team contributed to a better response by City Year to the South African context and helped ensure the relevance of the modifications to the model.

**Specific Observations**

**Specific Observation 1:** CYSoA tailored its model to meet the identified needs of children, youth, and communities in South Africa by clearly defining the specific services implemented by corps members.

Within limits (and City Year is still discovering what these limits are), a site outside of the U.S. can define its service elements to address the needs of its community. For example, in South Africa life skills training (e.g., HIV/AIDS education, peer counseling), together with literacy and mathematics, are the areas in which CYSoA has determined their corps members can have the greatest impact, in addition to constituting the most relevant basic needs for the future success of the children served. Programs should determine the most relevant needs of local communities, and then incorporate these service areas as the primary parts of the service model.

**Specific Observation 2:** In order to provide training for youth that supports the delivery of high-quality services and professional development of the corps members, CYSoA enhanced its training component to address unemployment factors and comply with the NYS Programme regulations.
The NYS Programme in South Africa places significant emphasis on the training of its youth participants in light of the challenging workforce environment and high levels of unemployment that graduates will face. Training programs must be certified and delivered by accredited training institutions, specifically providing assessed credits to participants that will allow for better economic mobility in the future. In addition, NYS requires that 70 percent of program graduates be placed in viable exit opportunities, thus creating a need for an additional work stream within the City Year training and programming efforts.

Training and professional development are key elements of the City Year program model. The legacies of apartheid continue to pose significant social and economic challenges in South Africa and have shaped the requirements of the NYS. As a result, CYSoA took on a more rigorous and time-intensive training and skills-assessment structure than in the U.S., meeting and exceeding the national requirements for training and for graduate placement. In the U.S. AmeriCorps regulations limit training time for U.S. service programs to 20 percent of participant hours and priority is given to time in service to the community and the associated impact outcomes. CYSoA Service Leaders spent double the time, approximately 44 percent, in training during the site’s first year of operations in 2005, a combination of certified and assessed Development Practitioner and Service Content training, provided by the University of Witwatersrand, together with City Year’s own leadership development team.

Specific Observation 3: In order to maintain diversity as a foundational element, CYSoA had to re-define its understanding and approach to diversity in a way that is locally pertinent and reflects the realities of contemporary South Africa.

Specific Lesson Learned 2
Design and delivery of training requires a significant investment and takes time. In order to comply with local regulations, practitioners should seek and foster partnerships with well-established and successful training institutions to build upon existing knowledge rather than reinventing the wheel when designing and delivering brand new training.

Specific Lesson Learned 3
Concepts universally known, such as diversity, can translate differently in accordance to the country, which may affect project design and implementation. Practitioners should be prepared to address implications that local translations may have on aspects of the program (e.g., determining target population to reach a diverse pool of participants).

While diversity (and its partner term at City Year, inclusivity – which seeks to establish and support an inclusive environment for diverse individuals and groups) often includes definitions or descriptors such as race, ethnicity, religion, gender, socio-economic level, education attained, geography (urban, rural, suburban), sexual orientation, native language, work style and so on, each country has a unique history and local context in which diversity is defined. In South Africa, City Year recognizes that black youth represent the majority of the 18 to 25 year-old population and that they have been historically marginalized, whereas white and Indian youth represent the minority and have typically had much more economic mobility and opportunities. As a result, many questions that are core to the City Year model emerged. For example, is participation in the program valuable to all of these groups, and is recruitment and retention of these groups similar? These questions form one piece of a larger diversity issue, but are nevertheless important as the program strives to demonstrate the power of bringing together diverse teams as
models for addressing community problems and building a Rainbow Nation.

**Specific Observation 4:** Given the high levels of youth unemployment, CYSoA enhanced its cross-sectoral partnerships and directed more efforts toward generating concrete exit opportunities, such as job placements or further training, for participants upon graduation of the program.

CYSoA included additional characteristics for cross-sectoral partnerships. Several partners have unique capabilities that City Year can and should access as part of a partnership agreement and as determined by the local context. In South Africa, this specifically relates to the exit opportunities requirements for the program, and the interest that City Year’s partners have in the program’s graduates as potential employees and/or future economically mobile and active members of society. Partnerships with future potential employers are a great benefit to CYSoA. In turn, companies and organizations must strive to work within the Black Economic Empowerment guidelines that have been set by the government to address the imbalances caused by the racial and economic discrimination of apartheid. These guidelines call for varying percentages of identity groups to be employed within a company. City Year graduates are a diverse and talented pool of young candidates for these companies that are working toward having workforces that are representative of the diverse society in which they operate.

The measure that CYSoA took was to combine its partnership building efforts with a greater emphasis on the training component and the support of youth-led community-based initiatives that helped strengthen and build partnerships. CYSoA Service Leaders spent double the time in training as compared to the US programs. This training was a combination of certified and assessed Development Practitioner and Service Content training, provided by the University of Witswatersrand, together with City Year’s own leadership development team training.

As a result of this training focus and the establishment of multi-sector partnerships, over 95 percent of graduates were successfully placed in viable exit opportunities – employment, learnerships, higher education, technical training, or small business or micro-enterprise start-up. In the second year of operations, teams of service leaders also began integrating a Community Development Program in their after-school program communities, essentially taking the learning from the Witwatersrand University training and applying it to an identified need through a project. Credits for the certified training were earned through assessment of these projects, while newer and stronger partnerships with local stakeholders materialized.
Launching a site outside of the United States has helped advance the conversation about the essence of City Year’s programs. Local contexts and cultures call for local solutions and structures, and the City Year model needs to be both flexible and resilient in order to be valued, pertinent, and welcomed. While the main foundational elements remained as core components of the City Year model, the context of youth unemployment in South Africa demanded a degree of adaptation to address this issue.

Through the experience of adapting the U.S. City Year model to an international context, City Year has demonstrated that it has a number of universal elements that are applicable to a global audience. The essence of the City Year program and its values translate across borders and cultures.

In addition to continued refinement of and learning from the South African implementation, City Year also needs to integrate best practices gleaned from this adaptation back into the U.S. model and into any future international expansion when the conditions are right for such growth.

The youth unemployment situation in South Africa – and the structures established across sectors to address the problem – created a context within which City Year had to learn to make informed adaptations to its model without sacrificing the model’s overall structure. This need to adapt a model does not, however, pose an insurmountable threat to a program’s integrity. On the contrary, the lessons that emerged from adapting the program to a new context fortified the organization in such a way that, should it decide to implement its program in another country, it will be better prepared to identify its core, universal elements and the threshold at which local adaptations can take place in a sustainable and appropriate way.

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\[1\] The National Youth Service Programme was adopted by the South African Cabinet in 2003, and is located within the Presidency under Minister Essop Pahad. Youth Service programs combine service with structured learning to address multiple goals involving youth and community development.

\[2\] A February 2006 study and report by the Tuck Global Consultancy, Tuck School of Business at Dartmouth, first identified the need to have the concept of diversity and inclusivity as a non-negotiable defining belief within City Year’s core values and the definition of diversity and inclusivity as adaptable models within the operational imperatives. City Year South Africa: A Path to the Future

\[3\] The unity of multi-culturalism and the coming-together of people of many different races in the post-apartheid era. (http://en.wikipedia.org/)
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The Educational Quality Improvement Program 3 (EQUIP3) is designed to improve earning, learning, and skill development opportunities for out-of-school youth in developing countries. We work to help countries meet the needs and draw on the assets of young women and men by improving policies and programs that affect them across a variety of sectors. We also provide technical assistance to USAID and other organizations in order to build the capacity of youth and youth-serving organizations.

EQUIP3 is a consortium of 12 organizations with diverse areas of expertise. Together, these organizations work with out-of-school youth in more than 100 countries.

To learn more about EQUIP3 please see the website at www.equip123.net/equip3/index_new.html.