

**UNIVERSITY OF KWAZULU-NATAL**

**THE EFFECTIVENESS OF YOUTH PARTICIPATION IN THE INTEGRATED  
DEVELOPMENT PLANNING FORMULATION PROCESS IN THE UMZUMBE  
MUNICIPALITY**

**by**

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## **DECLARATION**

I, **Sipho Zephaniah KHUZWAYO**, declare that

- (i) The research reported in this dissertation, except where otherwise indicated, and is my original research.
- (ii) This dissertation has not been submitted for any degree or examination at any other university.
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## **ABSTRACT**

The abolishment of apartheid government, brought a new era of democratic government in South Africa, which sought to recognise the rights of all people and restored their dignity. The Constitution of the Republic of South Africa was promulgated in 1996. Fundamental to this is the Bill of Rights which is a cornerstone of democracy in South Africa. It enshrines the rights of all people in our country and affirms the democratic values of human dignity, equality and freedom. Chapter 7 of the Constitution, as part of the objects of local government, encourages the involvement of communities in the matters of local government. Besides the Constitution, there are various pieces of local government of legislation, which deals with the administration component of the municipality and which provides for the political establishment of municipalities. Legislation calls for municipalities to develop a culture of community participation and requires municipalities to encourage and create conditions for participation in the affairs of the municipality in formulating Integrated Development Plans.

Using Umzumbe Municipality under the auspices of Ugu District Municipality as case study, the study critically examined the effectiveness of youth participation in municipal ward Integrated Development Plan (IDP) formulation process. It focused on examining the attitudes and experience of youth in participating on IDP formulation processes. The study also examined the extent to which the youth participation guiding principles have been implemented and evaluate the effectiveness of existing youth structures. This study also investigated the level of youth understanding on the powers and functions of different spheres of government.

The lack of youth participation in service delivery projects will defeat the democratic constitutional imperatives, which are also enshrined in municipal legislation. The issues raised by this study determines as to whether the regulatory and legislative frameworks are understood by the youth, and also this study will evaluate, the effectiveness of the existing youth participation mechanisms at a municipal at a ward level.

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## **LIST OF ACRONYMS**

ANC	- African National Congress
BLA	- Black Local Authorities
CBO's	- Community Based Organisations
CBP	- Community Based Planning
CDW	- Community Development Workers
COGTA	- Cooperative Government and Traditional Affairs
DPLG Government	- Department of Provincial Local
EPWP	- Expanded Public Works Programme
GGLN	- Good Governance Learning Network
GTZ	- German Development Agency
HoDs	- Head of Departments
HRSC	- Human Research Science Council
IDP	- Integrated Development Plan
IEC	- Independent Electoral Commission
IFP	- Inkatha Freedom Party
KZ	- KwaZulu
LAP	- Local Area Planning
LED	- Local Economic Development
LGSETA Authority	- Local Government Sector for Training
WYDFs	- Local Ward Youth Development Forums
MFMA	- Municipal Finance Management Act
NGO's	- Non-Governmental Organisation
NKPA	- National Key Performance Areas
NYC	- National Youth Commission
NYDA	-National Youth Development Agency
NYDPF Framework	- National Youth Development Policy
NYP	- National Youth Policy
NYS	- National Youth Service
PASW	- Predictive Analytical Software
SDBIP Implementation Plan	- Service Delivery and Budget
SWAP Organisation	- South West African People's
UDYDPF Policy Framework	- Ugu District Youth Development
UK	-United Kingdom
UN	- United Nations
UNICEF	- United Nations Children's fund
UYF	- Umsobomvu Youth Fund

# **CHAPTER 1**

## **INTRODUCTION**

### **1.1 INTRODUCTION**

One measure of a progressive state is the way it treats its youth. South Africa, which is in its second decade as a democracy, has recognised this, putting in place effective structures to ensure that young people fully participate in national and community life (Dr Essop Pahad the then Minister in the Presidency)

Democratic governments across the globe encourage youth to participate in government decision-making processes. In South Africa the democratic government recognised the importance of youth development to fundamental transformation and moved fast to address the specific needs of young men and women. The establishment of the National Youth Commission (NYC) in 1996 through enactment of the National Youth Commission Act (No 19 of 1996) represented a major commitment by government to treat the needs of the youth sector in a serious and comprehensive manner (National Youth Development Policy Framework 2002-2007).

Different disciplines within the social sciences have different conceptualisations of ‘youth’, although these have converged more closely in recent years. Youth is often defined as a phase in the life course between childhood and adulthood and ‘young people’ as that group of people going through this phase (Coles, 1995; Jones and Wallace, 1992).

The NYC defined youth development as a process whereby young women and men are able to improve their skills, talents and abilities, as well as to extend their intellectual, physical and emotional capacities. This includes the opportunity for young men and women to express themselves and to live full lives in the social, cultural, economic and spiritual spheres. Youth development also refers to engaging young women and men as participants in decision-making processes (National Youth Commission Act no 19 of 1996).

South Africa is part of the global village and a member of the international community. As such it is influenced by international declarations, accords, legislation and instruments that commit governments to youth development.

The United Nations World Programme of Action for Youth states that every state should provide its young people with opportunities for obtaining education, for acquiring skills, and for participating fully in all aspects of society, with a view to, *inter alia*, acquiring productive employment and leading self-sufficient lives (UN 1996). As a member of the United Nations, South Africa has agreed to work towards the achievement of the purposes and principles of the Charter of the United Nations, which enables young men and women to enjoy full participation in the life of society. This is in line with the resolutions of the United Nations World of Action for Youth to the year 2000 and beyond. The Programme of Action focuses in particular on measures to strengthen national capacities in the field of youth and to increase the quality and quantity of opportunities available to young people, for full, effective and constructive participation in society.

The Charter Principles include the attainment, by young women and men, of an educational level commensurate with their aspirations; access to employment opportunities equal to their abilities; food and nutrition adequate for full participation in the life of society; a physical and social environment that promotes good health and protection from disease and addiction and that is free from all types of violence; human rights and fundamental freedoms without distinction as to race, sex, language, religion or any other forms of discrimination; participation in decision-making processes; and places and facilities for cultural, recreational and sports activities to improve the living standards of young people in both rural and urban areas (UN World Programme of Action for Youth to the Year 2000 and beyond: 4–6).

The importance of youth participation in decision-making process is recognised by most democracies worldwide. South Africa's National Youth Policy (NYP) of 2000 to a response to the Commonwealth's support for national youth policies in all Commonwealth countries and its efforts towards creating societies where

young women and men are empowered to develop their creativity, skills and potential as productive and dynamic members of society. This requires the full participation of young women and men at every level of decision-making and development, (both individually and collectively). The National Youth Policy is also a response to the principles of the African Youth Charter, which guarantees youth the right to participate in all spheres of society, and calls for state parties to facilitate the creation of platforms for youth participation in decision making at the local, national, regional and continental level of governance (African Union Youth Charter 2006: 6).

The South African Constitution makes provision for participatory, developmental local government. This is sphere of government where youth are located. Municipal policies and frameworks mandate local government to act in relation to youth development. Chapter 4 of the Local Government: Municipal Systems Act No 32 of 2000 provides for the development of a culture of participatory governance. Municipalities are encouraged to create conditions for local community participation. This includes preparations, reviews and organization of the Integrated Development Plans (IDPs), which are a mandatory tool for integration and require that all municipalities undertake developmentally oriented planning.

The Department of Provincial and Local Government (DPLG) Youth Development Guidelines for Local Government (YDG4 LG) 2004 outline the minimum programme content for all municipalities to include in their IDP and the operational business plan of youth development programmes. The Guidelines advocate the establishment of Local Youth Units, statutory bodies with the responsibility of co-ordinating and facilitating the implementation of policies and programmes emanating from other spheres of government. The model sought to align the national youth development guidelines with local government legislation. Youth Committees are constituted in terms of section 79/80 of the Municipal Systems Act of 2000 as a measure to institutionalise and mainstream youth participation in matters of local government.

Despite these and many other initiatives of government and its partners, youth still face challenges, which range from poverty, to illiteracy and the lack of youth-friendly infrastructural facilities and lack opportunities to participate fully and effectively in the social, economic, and political life of our society. Young people need to find their public space and to participate meaningful and effectively in the formulation of IDPs for their respective municipalities.

## **1.2 AIM OF THE STUDY**

The study assessed the extent to which youth participate in the formulation of IDPs by the Umzumbe Municipality. The lessons learned on how to encourage youth participation will be shared with other municipalities within Ugu District Municipality, and subsequently the KwaZulu-Natal Department of Traditional and Co-operative Affairs (CoGTA).

The study highlights the significant importance of the IDP formulation processes amongst the youth, as a municipal service delivery plan and implementation tool that can also assist in responding to the needs of young people, thereby improving their social well.

## **1.3 BACKGROUND TO THE STUDY**

The rural areas of South Africa were not incorporated into urban planning and development systems. The IDP is a new approach adopted by the democratically elected government, with the intention of redressing the poor planning of the past. According to Cloete (1997), when the Europeans arrived in South Africa, the indigenous people were nomadic people who moved from place to place with their cattle.

Tribal settlement were established by the Africans in the territories which became known as Ciskei, Transkei, KwaZulu, QwaQwa, Bophuthatswana, and Venda, Gazankulu, kwaNdebele, Lebowa and kaNgwane. Integrated Development Planning aims to ensure co-ordinated planning, incorporating all the sectors of the public within the municipal council's area of jurisdiction, as opposed to the discriminatory and fragmented planning systems of the past. Municipalities are expected to facilitate broader communication mechanisms

through Integrated Development Planning as required by Chapter 5 of the Municipal Systems Act of 2000.

Despite the legislation and participatory frameworks and processes, the task given to municipalities of ensuring effective service delivery, through participatory planning has not been sustainable. These processes mainly focus on the IDPs, a participatory planning tool intended to enable communities to identify service delivery needs at municipal ward level.

The process is a principal/agent theory, which warrants a rights-based approach to public management practice, whereby communities are given an opportunity to choose which services they require in their residential areas. Local government or municipalities consult with communities about different projects to be implemented within a five-year period. This process is known as IDP and Budgets Road Shows.

Municipalities conduct community consultation meetings in various localities to allow residents to identify their needs; this process includes the youth. A capital budget is allocated in the IDP to cater for infrastructural projects such as the construction of roads, community halls, clinics, libraries, water and sanitation, electricity, crèches. However the extent of youth participation is not measurable and there is a paucity of specified youth development projects. Where youth projects have been identified, they have failed to meet their intended objectives. For example the South African government introduced the National Youth Service Programme, which was not implemented in most municipalities and government departments across the board.

The National Youth Service (NYS) is a transformative concept that is broadly defined as the involvement of young people in activities that provide benefits to the community whilst developing the abilities of young people through service and learning. The NYS, as a special government initiative, seeks to contribute to the enhancement of youth as present and future social capital. The Cabinet adopted the National Youth Policy Framework and the implementation plan was approved in October 2003. The NYS Programme was launched by the

President in Cape Town on 28 August 2004 (Framework for Youth Development for Local Government, March 2008:31).

Despite legislation that encourages and promotes broader community participation in planning by municipalities through community participatory systems, the extent and level of participation by various sectors within local communities, particularly youth participation, is not measurable as per the provisions of Chapter 4 of the Municipal Systems Act of 2000. T M Njenga (2009:58) A Critical Analysis of Public Participation in IDP of Selected Municipalities in some provinces cited the findings of Williams (2006:210), that reveal the lack of a community voice and exclusion from the IDP process, as community representatives participated without a mandate and hence could not account to communities.

It is further stated that the insistence on participation through ‘recognized groups’ in the IDP Representative Forums hindered participation, particularly of marginalised groups. The same study found that municipalities had failed to put deliberate measures in place that would ensure the participation of marginalised groups that were less organised in the IDP process.

This research study set out to examine the effectiveness of youth participation in the Municipal Ward IDP formulation process within Umzumbe Municipality. This inquiry was partly prompted by the general public service delivery protests in some South African municipalities. It was observed that the youth was leading service delivery protests, destroying public assets in the process. Television news programmes showed the youth burning libraries and schools and demanding houses. This raised a concern as to the extent to which youth participate and what role they play. What is their involvement at the initial formulation stages of IDP within their wards or localities?

#### **1.4 LEGISLATIVE FRAMEWORKS FOR MUNICIPAL IDP FORMULATION PROCESS AND PARTICIPATION IN SOUTH AFRICA**

The Constitution of the Republic of South Africa, Act 108 of 1996 (chapter 7, section 152), provides for the establishment of a developmental local

government and the objects of local government are; (a) to provide democratic and accountable government for local communities; (b) to ensure the provision of services to communities in a sustainable manner; (c) to promote social and economic development; (d) to promote a safe and healthy environment, and (e) to encourage the involvement of communities and community in matters of local government.

The following pieces of legislation are also relevant:

- Municipal Structures Act (No 117 of 1998) stipulates the powers and functions of the Council, and the roles of political office bearers;
- Municipal Demarcation Board Act of 1998, that deals with demarcation of municipal wards;
- Municipal Planning and Performance Management Regulations of 2001;
- Municipal Finance Management Act (No 56 of 2003). Section 21 of the MFMA stipulates that the Mayor of a municipality must coordinate the process for the annual budget and for reviewing the municipality's IDP and budget-related policies to ensure that the tabled budget and any revisions of policies are mutually consistent and credible; and
- Division of Revenue Act of 2000, which impacts on local government planning and financing. The Act gives effect to section 214 (i) of the Constitution, which requires an Act of parliament to provide for the equitable division of revenue raised nationally amongst national, provincial and local spheres of government (Reddy, Sing and Moodley, 2003:20).

Local municipalities in South Africa are required to formulate integrated development planning, as a planning tool for projects to be implemented in their areas. IDP is a process by which the planning efforts of different spheres of government and other institutions are co-ordinated at local government level. It brings together various economic, social, environmental, legal, infrastructure and spatial aspects of a problem or a plan (Geyer, 2006). IDP is a useful instrument for the planning and management of urban and rural areas. It is an overall plan for an area that provides an overarching framework for development ([www.etu.org.za/toolbox/docs/localgov/webidp.html](http://www.etu.org.za/toolbox/docs/localgov/webidp.html)).

## **1.6 RESEARCH PROBLEM**

Despite many initiatives on the part of government and its partners, young people are challenged by poverty, illiteracy and the lack of youth-friendly infrastructural facilities, and lack opportunities to participate fully and effectively in the social, economic, political life of our society. Young people therefore need to find their public space and participate meaningful and effectively in the formulation of IDPs for their respective municipalities.

This research attempted to find out about the level of youth understanding of different competency areas that are performed by the different spheres of government and line function departments. The youth seem to lack understanding of the different functions that are rendered by the three spheres of government. This causes confusion amongst the youth in respect of which department provides which services. Confusion results in young people being involved in ill-informed public service delivery protests. For example, a library is there to help the youth to acquire knowledge for their educational development and personal academic growth, but instead they are found burning such youth-friendly facilities. It could be argued that a library is a priority for youth development, as opposed to a young person demanding a house.

## **1.6 HYPOTHESIS**

The hypothesis of this study is that enhanced youth participation in the formulation of the IDP within Umzumbe Municipality, will improve their social well-being and respond to their needs, thereby ensuring sustainable livelihoods through meaningful participation. The municipal service delivery mechanisms, which seek to address the challenges faced by the youth, can also assist in solving broader community problems.

This study regards effective youth participation as a condition in which the youth structures, their views, their aspirations and submissions are considered and reflected on in the Municipal IDP with budgets allocated and youth project initiatives implemented by Umzumbe Municipality, in order to respond to the needs of the youth. Therefore this research study will assess and establish the understanding and the extent of youth participation in the IDP formulation

process in order to identify policy gaps. It will then propose measures to promote effective youth participation in terms of the IDP formulation process at municipal ward level. Promoting effective youth participation and devising strategies to ensure the same will be the core focus in tackling this topic.

## **1.7 OBJECTIVES OF THE STUDY**

The main objectives of the study are to:

- Examine the extent to which the government framework for youth development for local government has been implemented by Umzumbe Municipality;
- Explore the procedures and mechanisms employed by municipal officials and councillors to encourage youth participation in formulating the IDP at a ward level;
- Examine the attitudes and experience of youth in participating in IDP formulation processes;
- Establish the level of youth understanding of the powers and functions of different spheres of government; and
- Evaluate the effectiveness of existing youth structures when participating in IDP formulation process, in respect to principles for Community Based Planning.

## **1.8 KEY RESEARCH QUESTIONS**

The key research question that the study is attempting to answer is to whether young people's participation in the IDP formulation process within Umzumbe Municipality will improve their social well being through municipal service delivery. The youth's attitude to IDP formulation depends on the way in which provisions of Chapter 4 and 5 of the Municipal Structures Act of 2000 are implemented. Therefore various questions need to be addressed by the study. The following are critical aspects were investigated amongst the research participants.

The study attempted to explore the following questions:

- To what extent has the government framework for youth development for local government been implemented by Umzumbe Municipality?
- What procedures and mechanisms are employed by municipal officials and councillors to encourage youth participation in formulating the IDP at ward level?
- What are the youth's attitudes and experiences in participating in the IDP formulation process?
- What is the level of youth understanding on the powers and functions of different spheres of government?
- How effective are existing youth structures in terms of participation in IDP formulation process?

## **1.9 SIGNIFICANCE AND RATIONALE OF THE STUDY**

Despite many initiatives on the part of government and its partners, young people still face challenges in this democratic era, which range from poverty, to illiteracy and a lack of youth-friendly infrastructural facilities and opportunities to participate fully and effectively in the social, economic, political life of our society. Young people therefore need to find their public space and participate meaningful and effectively in the formulation of IDPs for their respective municipalities.

This study reflected on the extent to which Umzumbe Municipality has implemented the framework for youth development for local government and the findings and lessons learned will be shared amongst the Ugu district family of municipalities and other municipalities throughout the province of KwaZulu-Natal, and subsequently the KwaZulu-Natal CoGTA. In this way, it will contribute to the existing body of knowledge.

## **1.10 RESEARCH METHODOLOGY**

### **1.10.1 Project site/location**

Umzumbe Municipality (KZ 213) is a local municipality falling within Ugu District Municipality (DC 21). It is one of the six local municipalities within Ugu District

Family of Municipalities. It is the second largest municipality within the district, consisting of (19) nineteen wards. The municipal boundary runs along the coast for a short strip between Mthwalume and Hibberdene and then stretches into the hinterland areas for approximately 60 km.

Umzumbe Municipality covers a vast, largely rural area of approximately 1 260 square kilometres. An estimated 1% of the Municipality is a built-up/semi-urban area. The Municipality incorporates seventeen (17) traditional authorities within the nineteen (19) wards, embracing the following Amakhosi areas; Bhekani, Cele, Dungeni, Emandleni, Frankland, Hlongwa, Hlubi, Izimpethu Zendlovu, Mabheleli, Ndelu, Nhlangwini, Nyavini, Qoloqolo, Qwabe N, Qwabe P, Shiyabanye and ema-Thulini. It has no established town (Integrated Development Plan 2011/2012:1).

#### **1.10.2 Research design**

This study used a qualitative research methodology, using qualitative methods of collecting data, According to Babbie and Mouton (2001:270), in qualitative research, the researcher is seen as the main instrument in the research process. The researcher attempts to study human actions from the perspective of the social actors themselves. The intention of this study is to gauge youth interests and feelings about their perceived or expected roles in terms of their participation in public service delivery.

#### **1.10.3 Questionnaires**

This study used questionnaires. The basic objective of a questionnaire is to obtain facts and opinions about a phenomenon from people who are informed on the particular issue. Questionnaires are probably the most generally used instrument in all research (De Vos, Strydom, Fourie and Delport, 2005:166).

#### **1.10.4 Interviews**

Conducting an interview is a more natural form of interacting with people than making them fill out a questionnaire, do a test, or perform some experimental task and interviews therefore fit well with the interpretive approach to research. The most popular kinds of interview are semi-structured interviews, where the

researcher develops an interview schedule or a list of key topics and perhaps subtopics in advance (TerreBlance, Durrheim and Painter, 2006:30). For this study, the researcher employed various qualitative research methods to collect data, targeted at key informants:

An in-depth interview was conducted with the Speaker of Umzumbe Municipal Council and Youth Development Manager. Observations on how the youth make a specific contribution within youth structure meetings and during the IDP and Budget Road Shows consultation process conducted by Municipalities formed part of this study. A questionnaire was administered to IDP Managers and the youth, drawn from the Local Youth Development Forums and Umzumbe Youth Council.

#### **1.10.5 Population and sampling**

According to the 2007 Community Survey, Umzumbe Municipality's population is estimated to be 176 287 persons who cover up to 25% of the district. The nineteen (19) wards have population densities of 65 to 95 people per square kilometre. The sample was drawn from ten (10) youth in at least nine (9) wards, covering a total of ninety (90) young people within Umzumbe Municipality. Questionnaire were distributed to the members of local ward youth development forums.

#### **1.10.6 Data Analysis**

The data was analysed qualitatively. It was first organised by reading the transcribed interviews and the field notes. The data consisted of the responses from youth focus groups, Ward Committee Chairpersons, Municipal IDP Managers, and the Manager in the Office of the Speaker and Youth Development Manager. The researcher categorised this data into themes. Welman, Kruger and Mitchell (2005:211) describe field notes as detailed notes made by hand, tape recordings, and observation, that are compiled during qualitative interviews. The raw field notes have to be processed and the Predictive Analytic Software Social Science Software Statistics (PASW) version 18.0 was used to analyse data gathered from the questionnaires.

## **1.11 STRUCTURE OF THE DISSERTATION**

**Chapter 1** of this study covers the introduction, the background to the problem, the research aim and objectives, research questions and the significance of the study. **Chapter 2** focuses on the legislative framework for public participation and Integrated Development Planning in South Africa, incorporated broader perspectives on participation and input from youth participation advocates and commentators. **Chapter 3** presents the methodology of the study. **Chapter 4** presents the findings and analysis of youth participation in the IDP formulation process at ward level within Umzumbe Municipality, particularly in respect of the extent to which the framework for youth development for local government has been implemented by Umzumbe Municipality, youth involvement in community based planning, procedures and mechanisms employed by the municipal officials and councillors to encourage youth participation in formulating the IDP at ward level. **Chapter 5** presents recommendations arising out of the findings of the study.

## **1.12. CONCLUSION**

Chapter one has outlined an introduction to the study and summarised what was investigated by the study, the rationale of the study, the research problem, research questions, and the aim of the study. The next chapter focuses on the legislative framework for public participation, the national youth policy framework in South Africa and IDP as a regulatory requirement, various perspectives on a broader notion of participation and input from youth participation advocates and commentators.

## **CHAPTER 2**

### **LITERATURE REVIEW**

#### **2.1 INTRODUCTION**

This chapter focuses on the literature review, whereby different studies are drawn on to provide insight into the topic of the research project. Research does not exist in isolation; it builds on what was previously researched by other researchers. Hence the term ‘literature review’ refers to the researcher reviewing previous work in the field. This review embraces a number of sources, including books, journals, legislation, policies, electronic materials and oral information (Terre Blanche, Durrheim and Painter, 2006: 19).

#### **2.2 THE BROADER NOTION OF CITIZEN’S PARTICIPATION**

The words ‘participation’ and ‘participatory’ appeared for the first time in the development jargon during the last past five decades, when social activists and field workers, who joined the development fraternity that was advocated by the modernist framework, applied participation approaches, which were meant to help the oppressed by empowering them to participate in development programmes meant to assist them. The majority of social activists and field workers acknowledged the failures of development projects that excluded the targeted population, and advocated for an end to top-down strategies. Participation and participatory methods became essential dimensions of development. The term ‘participation’ is widely used in democratic theory; however its meaning is somewhat vague (Weale, 1999:84). Rahnema (1992) pointed out that participation had become a jargon word, which is separate from any specific context and has been vastly manipulated by different groups of people to mean different things. For example, the term participation is used as a core concept in colonial community development like self-help initiatives, which emerged as an essential part of the humanitarian approach. The term also served as an almost mystically transforming process for radicals such as Paulo Freire (Roodt 2001).

For the purposes of this study, the broad definition offered by Weale (1999:84) is useful, as he defines participation as taking part in the process of formulation, and getting involved in the implementation of public policy. As Coetze (1989:23) states, people have the right to live in a life-world that is meaningful to them, where they are able to contribute actively to the constitution of such a life-world. Social reality is constituted, maintained, and continuously adapted by individuals. In the South African government context, participation is used in various ways by different people, and for a variety of reasons. For example, participation has been used to build local capacity and self-reliance, but also to justify the extension of the power of the state. Participation in this context is therefore defined as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making. It is further defined as a democratic process of engaging people in deciding on, planning, and playing an active part in the development and operation of services that affect their lives (National Policy for Public Participation, 2007).

According to the *Oxford English Dictionary*, participation is the action or fact of partaking, having or forming a part of. The World Bank Learning Group defines public participation as a process whereby stakeholders influence and share control over development initiatives and decisions and resources, which affect them (World Bank, 1995). From this perspective it could be argued that, participation is line with Chapter 4 of the Municipal Structures Act of 1998, which encourages the creation a culture of community participation. In Umzumbe Municipality, ward committees are created to serve as formal communication channels between the community and council, and youth development forums represent young people as an interest group within ward committees.

### **2.3 PARTICIPATION AS A REALITY OR MYTH**

Participation could either be transitive or intransitive; moral, amoral or immoral, forced, or manipulative or spontaneous. Transitive forms of participation are by definition oriented towards a specific goal or target. By contrast, in its intransitive forms, the subject takes part in the process without any predefined

purpose. Whether one is listening, loving, creating or fully living one's life, one partakes without necessary seeking to achieve any objective. Participation acquires moral aspects, according to the ethically defined nature of the goals it pursues. It is generally associated with morals or desirable goals and as such is given a positive connotation (Preece, 2004).

Ward committees are prescribed by a municipal legislation as a statutory requirement, to allow community members to participate through identifying their needs for the common good and a better life for all. The community based organisations (CBOs) or specialist groups and interest groups, through presentations to the ward committee, could also serve as moral agents with the desire to change the conditions of the lives of the people they represent.

From another perspective and perhaps with the same positive connotations participation tends to be perceived as a free exercise. This perception neither conforms to the meaning of the word nor the way in which it is translated into practice, for more often than not, people are asked or dragged into partaking in operations of no interest to them, in the very name of participation. Communities need to be able to distinguish between manipulated or teleguided forms of participation and spontaneous ones. Participants in manipulative, teleguided or spontaneous participation might not feel they are being forced into doing something, but are, in fact led to take actions which are inspired or directed by centres outside their control (Preece, 2004:116).

An example of a participation guided by centres outside people's control could be a government *izimbizo*, and integrated and budget road shows, which are undertaken in fulfilment of the statutory requirements. These forms of participation make participation a statutory compliance issue on the part of politicians and bureaucrats, as opposed to the actual meaning of the word.

A useful distinction between different forms of participation was outlined in a submission by the "Good Governance Learning Network (GGLN) South Africa" for government, proposed that, a distinction be drawn between two types of 'space' for public participation. One is 'provided space" which refers to

government-provided opportunities for participation. Provided spaces tend to be regulated and institutionalised through a set of policies and laws. Since 1994, South African Africans have witnessed the opening up of “provided spaces” for public participation in democratic local governance through policies and laws as such the Constitution, the White Paper on Local Government, the Municipal Structures Act, the Municipal Systems Act, the Municipal Finance Management Act and the Property Rates Act.

These policies and laws invite citizens to participate in a range of government created and regulated structures such as IDP representative forums, and ward committee. Participation taking place in such ‘provided spaces’ is generally known as ‘structured participation’ or ‘participation by invitation’.

A second set of ‘spaces’ are ‘popular spaces’, which refer to arenas in which people come together on their own initiative, whether for solidarity or to protest against government policies or performance, or simply to engage government on terms that are not provided for within ‘provided spaces’. ‘Popular spaces’ may be institutionalized in the form of groups or associations, like the Anti-privatisation Forums or Civic Associations, but they are mostly transient expressions of public dissatisfaction or dissent, for example the public service delivery protests that emerged in some part of South Africa (DPLG and GTZ, 2005:12).

There are other various meanings of the word ‘participation’ and the word has many complexities and parameters, which are applied in pursuance of ensuring that citizens form part of the decision-making processes of government. The following is a list of other types of participation and what is involved in each type:

- Self-mobilisation: people participate by taking initiative independently of external institutions for resources and technical advice they need, but retain control over how resources are used. An example of outputs yielded by this type of communication could be sustainable management of local natural resources, like the establishment of a local irrigation scheme, the creation of a local tourism product such as a cultural village and all locally natural

resources. This type of participation is dissimilar from the ‘popular space’ in that self- mobilisation involves communities organising themselves to jointly achieve the common good, rather than expressing their public dissatisfaction or dissent to government.

- Interactive participation: people participate in joint analysis, the development of action plans and the formation or strengthening of local institutions. The process involves interdisciplinary methodologies that seek multi-perspectives and make use of a systematic and structured learning process, as groups take over local decisions and determine how available resources are used. They therefore have a stake in maintaining structures or practices. Examples could include the training of ward committees, and community interest groups represented in the ward community, as a training outcome project will be jointly identified and be incorporated into the broader planning process. The joint local stakeholder forum implements, monitors and evaluates this whole process.
- Functional participation: this form of participation seen by external agencies as a means to achieve project goals, especially low cost projects. People may participate by forming groups to meet predetermined objectives related to the project. This involvement arises after the external agents have already made the major decisions. For example, a municipality might design a water reticulation scheme, and a group of young plumbers or steering committee might be created to supply the local [the local what? labour? Oversight?] during the implementation of the water scheme.
- Participation for material incentives: people participate by contributing resources such as labour in return for food, cash or other material incentives. The Expanded Work Projects, targeting women and youth in rural areas bears the characteristics of this type of participation, the Vukuzenzele in KwaZulu-Natal being a particular case in point.

- Participation by consultation: people participate by being consulted and by answering questions. External agents define problems and the information gathering process and so control analysis. Such a consultative process does not concede and share decision-making, and professionals are under no obligations to take people's views on board. For example, the IDP and Budget Road Shows conducted annually by municipalities, consult communities and tell them what project are listed in the IDP document, and how much is budgeted for those listed projects. They are not designed to find out what changes local communities would like to make to these projects; rather, the entire process is for statutory compliance purposes and to meet politicians and officials' deadlines. At a number of road shows, community members have complained about a service that was promised at a previous road show. The officials go back and do not respond to the complaints, and the same issue is raised the following year.
- Passive participation: people participate by being told what has been decided or has already happened. This involves unilateral announcements by the administration. For example, during the IDP and Budget Road Show, communities are told how much a municipality will spend on operating expenditure. They are not part of the decision-making process.
- Manipulative participation: participation is simply a pretence, with people's representatives on official boards having not been elected and having no power (DPLG, GTZ, LGSETA and in WENT 2006:21).

## **2.4 CONDITIONS LIMITING EFFECTIVE CITIZEN'S PARTICIPATION**

Many studies have revealed problems with various modes of citizens' participation, According to Cochrane (1986) who termed 'community politics' an effort to ensure local level participation, concerns as to the success of such efforts were raised a far back as the 1980s. In a survey of community politics in the United States of America and Britain, he argued that real gains had been limited and highlighted a number of problems. In summary these included the perceived difficulties in handling the structural problems of economic and social

inequality at local level. The consciousness achieved was usually of a trivial nature at significant cost in terms of time and effort, and local leaders tended to become absorbed into official structures and feel threatened by pressures from the lower levels (Cochrane, 1986:55-56).

Traditional society is non-participant, while modern society is participative. It has been argued that in order to understand the basic changes which have occurred in participation perceptions during the current economic era, these notions of participant and non-participant, should be coupled with the notion that suggests that a nation's level of political participation co-varies with its level of economic development (Rahnema, 1992)

Traditional society could refer to rural communities who are sometimes illiterate and underdeveloped, whilst modern society could be those who are literate and enjoy higher levels of economic development. The pertinent question local government politicians and officials need to ask is whether participation will be promoted through one size fits all approach, for rural communities, who are illiterate and urban communities who are better educated. Rural communities who are illiterate would not participate. They might come and listen when they are invited to forums, but this is merely for the purposes of statutory compliance purposes and for the sake of meeting the submission deadlines of the relevant minister, to ensure that she/he receives his/her performance bonus.

## **2.5 A BRIEF SYNOPSIS OF THE DEMOCRATIC PARTICIPATORY SYSTEM IN SOUTH AFRICA**

The Group Areas Act of 1960 concretised the separation of the Black African majority from the white minority. Black people were forcibly removed to their 'own group' areas. In addition, various attempts were made under apartheid to introduce 'own management structures' for black residents at the local level. In the homeland areas, indirect rule was introduced, whereby traditional leaders were given powers over land allocation and development matters in areas with communally owned land. Some small rural townships known as R293 towns were given their own administration, but lacked real power.

Tapscott (2006:3) stresses that African, Indian, and Coloured people were not allowed to participate in elections. Public engagement by black people at local government was limited to their ‘own management structures’ and communities were segregated along racial lines. The structures were established to reinforce policies that encouraged the exclusion of black people from the economic and political affairs of South Africa. During the 1960s, “Coloured and Indian” management committees were established as advisory boards to white municipalities; subsequent to that the Bantu Administration Act of 1971 established appointed Administration Boards, which removed responsibility for townships from white minorities. In 1977 Community Councils were introduced, which were elected bodies, but had no powers and few resources; these were replaced by Black Local Authorities (BLAs) in 1982, which had no revenue base and were seen as politically illegitimate and rejected by communities (White Paper on Local Government, 1998).

The dawn of democracy in South Africa led to the establishment of the new Demarcation Board, which was tasked to delimit all municipalities into wards throughout the country; this was enabled by local government legislation. The new notion of wall-to-wall local government means that every South African will have direct access to democratically elected representatives involved in the management of the local area (Parnell, 2000:83)

## **2.6 WARD COMMITTEES SERVE TO PROMOTE PARTICIPATORY DEMOCRACY AND AS CUSTODIANS OF IDP**

Parnell, Pieters, Swilling and Wooldridge (2002:10) argue that civil society mobilisation and pressure must be applied to force and sustain internal institutional transformation in South Africa. Municipal staff and management structures need to be convinced that they need to work differently if they want to deliver holistic, appropriate and quality services. Ward committees were introduced in South Africa in 2001, with the aim of enhancing participatory democracy and to function as a link between government and civil society.

The Constitution and key legislation such as the Municipal Systems Act of 2000 and the Municipal Structures Act of 1998 provide a powerful legal framework for

participatory local democracy and ward committees in particular. The Municipal Structures Act of 1998, allows the Demarcation Board to delimit a municipality into wards. This must be approximately as per the number of voters, which is subsequently followed by the election of ward councillors. A ward committee consists of the councillor representing that ward in the municipal council, who must also be a chairperson of a ward committee which is formed by various stakeholders.

Ward committees are intended to provide an opportunity for communities to be heard at local government level in a structured and institutionalised manner. The primary function of a ward committee is to be a formal communication channel between the community and the council. A ward committee may make recommendations on any matters affecting the ward to the councillor or through that councillor to the council. The ward committee must be comprised of not more than ten (10) members, and the committee must cater for the equitable representation of the diversity of interests in the wards (DPLG and GTZ, 2005).

## **2.7 ROLES AND THE RESPONSIBILITIES OF A WARD COMMITTEE**

The role of a ward committee is to facilitate participatory democracy, disseminate information, and serve as a communication channel and co-operative partnership between the municipality and the community within the ward. Ward committees also strive to create harmonious relationships between the residents of a ward, the ward councillor, the geographic community and the municipality. It is of paramount importance to facilitate public participation in the process of the development, review and implementation of the IDP (DPLG and GTZ, 2005).

Umzumbe Municipality, using Ugu District Municipality youth development guidelines had coordinated the establishment of ward-based youth interest bodies, which represent the youth within a particular ward; those are referred to as Local Ward Youth Development Forums (LWYDFs). In most wards the chairperson of the LWYDF is seconded to the municipal ward committee, in order to share the youth's concerns with the ward committee. These are

eventually escalated to the IDP and budgeting process (Ugu district youth development guidelines: 2007).

## **2.8 CBP AS A METHOD TO PRODUCE WARD DEVELOPMENT PLANS**

Citizen's participation is about the ways in which citizens exercise and influence control over the decisions that affect them. There is currently unhappiness on the part of communities about the non-responsiveness of public institutions to citizens, particularly the poor, and their lack of voice in service delivery (Narayan, 2000). The concept of the citizen's voice implies an engagement with the state that moves beyond consultation to more direct forms of influence over spending and policy decisions (Goetz and Goventa, 2001). In many countries new laws on democratic decentralization have opened up new opportunities for participation in local governance, but specific attention needs to be given to ensuring a poverty focus (More and Putzel, 1999).

In South Africa, the legislative, policy and strategic frameworks aimed at ensuring democratic decentralisation has been put in place within the context of local government, with a specific focus on local communities, especially the poor, the establishment of ward communities and the introduction of the a community-based planning model.

The national framework for public participation has recognised the CBP model since 2002. A broader community-based methodology was piloted in a four country project, funded through the German Development Agency, commonly known as GTZ. The community-based planning project was piloted in South Africa, Uganda, Zimbabwe and Ghana (DPLG & GTZ 2008:5).

The community based planning methodology has the potential to resolve the long existing problem of implementing the provisions of legislative and policy directives that call for local government to create local participatory democratic systems for service delivery to communities. Local government faces many challenges in providing services that are meant to contribute to a peaceful, stable, and healthy environment. Stakeholders view the use of CBP as having the potential to yield a number of positive results.

The benefits that this method could yield include: putting in effect legislative provisions and participation regulatory requirements in municipalities, a move from consultation to empowering and encouraging ownership of local development; and perhaps overcoming dependency. Planning in line with desired outcomes, rather than as a response to problems, leads to more realistic and creative planning. The community based planning model has been confirmed as a meaningful participatory tool to be used by communities in the national policy framework for public participation. The reason for its effectiveness is that it is more targeted and is meant to address the priorities of all groups, including the most vulnerable.

While the planning process is initiated and coordinated by the municipality, community based planning is a partnership between the ward and the municipality. Community based planning is owned by the ward and is facilitated through a ward committee. The municipality must empower its ward councillors and communities to facilitate a planning process that will enable each committee to generate a mandate for its term of office (DPLG Work Book & Guide, 2006: 18; 87)

There must be vigorous linkages between the community based planning exercise and the IDP, in terms of prioritising needs and budgets must be made available by a municipality and other stakeholders to honour the implementation of those needs/local projects identified by the local people. This means that community based planning is a ward based planning approach that attempts to take the municipal IDP to the ward level. CBP therefore constitutes processes that make municipal plans more relevant to the local conditions.

According to Williams (2006), during the past municipal planning was focused on the provision of the technical aspects of land-use control through different statutory mechanisms, and there was a lack of public participation. Sustainability environmental issues were not prioritised, nor was there integration with the municipal budgeting process or any systematised performance management.

Tapscott (2006) stated that, the nature of government during apartheid left no room for community participation. The majority of South Africans had no political rights. In the post-apartheid era, CBP is intended to increase community involvement in the local planning process, identify appropriate issues and control service delivery as a measure to redress the imbalances of the past.

CBP tries to address the challenges of the past through careful planning, coordinating, and monitoring of all local ward plans. The current government uses the IDPs to address inequalities and ensure that development responds to the needs of the community; therefore the community based planning is a process that facilitates community responses to the IDP.

As IDPs assess the existing conditions, facilities and available resources to find suitable solutions and address the needs of the community, linking CBP with the IDP is grounded in the local context and gives meaning to the participatory requirements of the Municipal Systems Act of 2000. Community involvement in the IDPs allows for a shift from citizens being passive consumers of service, to active citizens that are able to participate in meeting their own development priorities (DPLG Workbook 2006: 31).

## **2.9 IDPS AS AN ACCOUNTING TOOL TO IMPLEMENT DECENTRALISED SERVICE DELIVERY.**

A form of decentralisation is occurring in South Africa with the strengthening of local government and the introduction of IDPs, which are meant to give a strategic direction both to the work of the municipality and provincial government operating in its area (Todes, Sithole and Williamson, 2007).

The key question that arises is what procedures and mechanisms are employed by municipal officials and councillors to encourage youth participation in formulating the IDP at ward level? Do the rights of the rights and youth development policy interventions proposed by government form part of IDP formulation process, deliverable outcomes and implementation? The alignment and incorporation of youth policy imperatives into the IDP formulation process

will mean that municipal officials and councillors are accountable to the youth in various localities.

## **2.10 ACCOUNTABILITY AS A REQUIREMENT IN LOCAL GOVERNMENT**

Accountability can be strengthened through enhanced citizen participation. Crook and Sverrisson (2002) identified accountability as being key to increasing the responsiveness of local government to the poor and making development more pro-poor. Other factors they identified involve, the strengthening of relationship between central government and local government such that local government are monitored for financial viability and held accountable for the implementation of pro-poor policies; the existence of secure and adequate systems for allocating both administrative and financial resources; and the amount of time taken to put reforms in place (Croock and Sverisson, 2002).

Frederickson (1989:12) argues that, Public Management or Administration – the business of government – is embedded in politics; accountability in a democratic system is a fundamental requirement, from the administration to the political leadership. Senior managers need to be aware of politics and be knowledgeable about them. The administrator must indeed be deemed effective in that he/she understands that the way policies are devised and administered, and the manner in which programmes are managed are all fundamentally within the political context. The political parts of government are established by varying legal and constitutional arrangements and in all of these some form of accountability is required.

All government requires accountability systems of some kind, so that it acts in a manner that is broadly approved by the community. Accountability is fundamental to any society with expectations of being democratic. Being democratic requires a suitable system of accountability, therefore government organisations such as municipalities, ward committees, IDP representative forums, and non-governmental organisations (NGOs), are created by the public, for the public and need to be accountable to the public. This relationship between citizenry and government can be regarded as a principal/agent relationship because citizens give their consent to public

representatives/elected councillors and municipal officials to govern on their behalf (Hughes, 1997:236-237).

It must, however, be indicated that, the New Public Management is contrary to the traditional theory of separation of the political regime and the administration, a dichotomy that was strongly advocated against by Woodrow Wilson, one of the founders of Public Management.

Apartheid fundamentally damaged the spatial, social and economic environment in which people live, work, raise families, and seek to fulfil their aspirations. Local government has a critical role to play in rebuilding local communities and environments, as the basis for a democratic, integrated, prosperous and truly non-racial society. The Constitution mandates local government to undertake the following:

- Provide democratic and accountable government for local communities;
- Ensure the provision of services to communities in a sustainable manner;
- Promote social and economic development;
- Promote a safe and healthy environment; and
- Encourage the involvement of communities and community organisations in matters of local government.

Local government must also promote the Bill of Rights, which reflects the nation's values of human dignity, equality and freedom, and uphold the principles enshrined in the Constitution. The Constitution framework establishes the basis for a new developmental local government system, which is committed to working with citizens, groups and communities to create sustainable human settlements, which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way.

In responding to the Constitutional mandatory obligation of providing a democratic and accountable government for local communities, the administration or management of local government as a public sector, must consider the fact that, this institution does not exist in a vacuum. The public

political leadership of government and its public service are closely tied to each other by institutional arrangements and political interactions. The Constitution placed emphasis and responsibility for providing a democratic and accountable government for local communities on local government, with the aim of ensuring the sustainable provision of services to communities. The powers and mandate of local government can be defined as government committed to working with citizens and groups within the community to find ways to meet their social, economic and material needs and improve the quality of their lives (DPLG, 2001:10).

## **2.11 WHAT IS INTEGRATED DEVELOPMENT PLANNING (IDP)**

The previous regime did not factor the other population groups into its planning endeavours. Services were delivered on a selective basis and along racial lines; this scenario created a gap between rich and poor areas. The Land Act of 1913 and the Group Areas Act of 1960 resulted in a poor planning and development history.

*The Cambridge Learner's Dictionary* (1999) defines integration as a means to combine two or more things to make something more effective, for example effective plans to integrate the two or an integrated data base. Development is seen as a process of change, growth and advancement. According to Geyer (2006), IDP is a means of arranging things or projects in a structured manner with a particular outcome in mind, while planning is a tool used by institutions to bring about change in an orderly, disciplined and manageable way.

Communities cannot be developed in isolation. IDP is a process by which the planning efforts of different spheres of government and other institutions are co-ordinated at local government level. It brings together various economic, social, environmental, legal, infrastructural and spatial aspects of a problem or a plan, (Geyer, 2006). IDP is a useful instrument for the planning and management of urban and rural areas. This is a super plan for an area that provides an overall framework for development. It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life of all the people living in an area; ([www.etu.org.za/toolbox/docs/localgov/webidp.html](http://www.etu.org.za/toolbox/docs/localgov/webidp.html)).

Chapter 5 of the Municipal Systems Act specifically requires that citizens participate in the preparation, implementation and review of the IDP. This is a process through which municipalities decide on their strategic development path for a period of five years. It is a broad plan for an area that provides an overall framework for development. This planning process and instrument guides and informs planning, budgeting, performance management and decision-making processes in a municipality (DPLG & GTZ 2005: 56). Rural areas were not incorporated in urban planning and development systems. The IDP is a new approach of the democratically elected government to redress the poor planning of the past.

According to Cloete (1995), when the Europeans arrived in South Africa, the indigenous people were nomadic people who moved from place to place with their cattle. Their settlements which were more or less comparable with urban areas, were tribal settlements established in the territories which became known as Ciskei, Transkei, KwaZulu, QwaQwa, Bophuthatswana, and Venda, Gazankulu, KwaNdebele, Lebowa and KwaNgwane. The tribal villages were in between urban areas, known as villages, towns and cities, on the one hand, and rural areas consisting of farmland, on the other hand. The dawn of democracy in South Africa during the 1990s, brought about a significant paradigm shift and focus in municipal planning and development.

During the past municipal planning focused on providing technical aspects of land-use control through different statutory mechanisms, and there was a lack of public participation. Environmental sustainability issues were not prioritised; there was neither, integration with the municipal budgeting process nor any systematized performance management. The nature of government at the time left no room for community participation. The majority of people in South Africa had no political rights. As a result, they could not participate in government process (Williams, 2006:200). Tapscott (2006:3) stresses that African, Indian, and Coloured people were not allowed to participate in elections. Public engagement by black people at local government was limited to their own management structures. These were organised along racial lines. The

structures were established to reinforce policies that encouraged the exclusion of the majority from the economic and political affairs of the country.

The IDP is therefore aimed at ensuring co-ordinated planning, incorporating all sectors of citizens within the municipal council's areas of jurisdiction, as opposed to the discriminatory and fragmented planning systems of the past.

## **2.12 IDP AS A LEGISLATIVE PLANNING REQUIREMENT**

According to the Municipal Systems Act of 2000, and the Municipal Performance Regulations of 2001 (R 796, 24 August 2001), the preparation of an IDP by municipalities is a legislative requirement. These Acts set out the core components of the IDP, as well as the requirement for public participation in its drafting, reviewing and adoption.

The Constitution provides for the establishment of a developmental local government and the objects of local government are; (a) to provide democratic and accountable government for local communities; (b) to ensure the provision of services to communities in a sustainable manner; (c) to promote social and economic development; (d) to promote a safe and healthy environment, and (e) to encourage the involvement of communities and community organisations in matters of local government.

Chapter 4 of the Municipal Systems Act of 2000 provides for a municipality to develop a culture of municipal governance that complements formal representative government with a system of participatory governance. For this purpose, a municipality must encourage and create conditions for the local community to participate in the affairs of the municipality, including the preparation, implementation and review of its IDP in terms of chapter 5. The community may be consulted or required to participate in the formulation of by-laws. For example, if the municipality introduces by-law relating to street vendors, informal traders/street vendors must form part of decision-making process leading to the formulation and adoption of that by-law. Another is the installation of water reticulation pipes that might require the relocation of some for the public good. The municipality must communicate with the community

about the community water project and the fact that some households will be affected by the project.

Chapter 5 of the Municipal Systems Act of 2000 stipulates that, each Municipal Council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which; (i) links, integrate and coordinates plans and takes into account proposals for the development of the municipality; (ii) aligns the resources and capacity of the municipality with the implementation plan; (iii) forms the policy framework and general basis on which annual budgets must be based, (iv) complies with the provision of sub-section 24, which deals with the IDP of developmental local government (RSA, 2000).

In addition to the Municipal Systems Act, the Constitution gives a mandate to the municipality to undertake developmentally oriented planning so as to ensure that Section 153 is effected, which outlines, amongst other things, a need for a municipality (a) to structure and manage its administration, budgeting, and planning process to give priority to the basic needs of the community, and to promote the social and economic development of the community; and (b) participate in national and provincial development programmes.

The National Policy Framework for Public Participation recognised the failure of municipalities to comply with the legislative requirements of community participation. It further highlighted the fact that, communities had not involved themselves in the affairs of municipalities; they choose to involve themselves only when things had gone seriously wrong. The Public Participation and Empowerment Unit identified the problem of unstructured participation. The Framework recognised the existing legislation on public participation, derived from the Constitution. It identified the lack of institutional capacity by public participation structures as a problem and made recommendations to enhance the functionality of those structures.

## **2.13 THE BROADER SOCIETAL PERCEPTION ON YOUTH AS PARTICIPATING CITIZENS**

In most public discourses the youth has been viewed as the section of the population that present problems to the society. These problems include juvenile delinquency, drug and substance abuse, teenage pregnancy, unemployment and may other issues that are associated with social illnesses. This view depicts young people as trouble-makers and is alienating them from society. It is assumed that these problems need to be solved in order to bring the youth back to society.

It has been argued that many of these commentators base their evidence of youth as non-participants on their lack of participation in elections. The British Youth Council survey in 1993 found that fifth of the youth between the ages of 16–25 years old were not registered to vote, four times more than any other age group. The survey raises the question: is this apathy or is a rational response to the negative impact of party and constitutional politics on the lives of young people? One approach to the issue of youth distance from party and constitutional politics is to see it as related to the development of political consciousness (Roche, Tucker, Thomson and Flynn, 1997).

In his interpretation of data collected in a survey on young people's social attitudes, David Walker (1996) discusses the proposition that a minimum knowledge base necessary for effective participation in the political process. The survey data revealed a low consumption of newspapers, which Walker presumed was a possible cause of under informed political consciousness. While expressing scepticism about the association between media consumption and political consciousness, Hackett agreed with the concept of developing consciousness as an entry into political action.

Hackett further argued that, learning to participate and acquiring the means of participation is necessary when one is moving from a position of exclusion and powerlessness. In this sense it certainly may be the case that participation in politics is more difficult for this generation of young people because there are fewer opportunities (Roche et al 1997:75). Guijt and Shah (1999) identify a

complex of community differences including age, income, religion, caste, ethnicity and gender as hindering participation.

Friedman (1999:213) stated that for many for many citizens an election might be the only opportunity to stamp their choices on the political process. For many, elections and the act of participation through voting remain the defining proof of that they have a voice and the opportunity to assert their political self, and express their identity and autonomy.

The decision as to whether to or not vote is influenced by a range of intangible and intangible factors. Worldwide, national elections have a higher voter turnout than elections at lower local government level. It has also been observed that there is a general decline in youth voter turnout; the number of youth voters is generally lower than that of other groups (Ball and Peters, 2005:172).

Both Friedman (1999) and Ball and Peters (2005), argued that the voting choices of citizens are based mainly on an instrumental criteria. Friedman (1999) further stated that citizens are believed to use democracy as a source of material benefit rather than self expression; hence service delivery became a major issue during the run up to South Africa's local government elections of 2006. There are a number of factors that influence the behaviour of the electorate when they are making their voting choices.

Rational choice theory is based mainly on instrumental criteria. According to Friedman, citizens are believed to use democracy as a source of material benefits rather than self-expression. Rational choice theory implies that elections are first and foremost issue based, an assumption obviously adopted by South African elites, and evidenced in the African National Congress (ANC) Project Consolidate launched in 2005, that placed heavy emphasis on service delivery in the election manifestos of all parties. A second explanatory factor is the party identification model, in which the voting behaviour is based on loyalty to a specific political party.

The assumption is that people vote for the organisation they feel closest too. Party identification is a function of a person's early socialisation. In South Africa the majority of Black Africans, due to their revolutionary involvement with the organisation, which is now the ruling party, are voting for ANC. In the former South West Africa, today known as Namibia, and in Zimbabwe, the majority of people are still loyal to the South West African People's Organization (SWAPO) and the Zimbabwe African National Union Patriotic Front (ZANU-PF). The third model is sociological, which focuses on various theoretical divergent factors, not discussed here. In essence this approach emphasizes the group membership of voters and views, social class, religious affiliation, regional and ethical loyalties and personal aspects such as gender and age as determining voter behaviour (Schoeman and Puttergill, 2006:154-155).

The low youth voter turnout in elections seems to be a strong basis for commentators and youth participation advocates to measure youth participation in politics. Despite the low youth voter turnout, youth participation in service delivery protests was reported to be high, confirming political activity outside the ballot box, although little if any data is available on the extent to which they are involved in such activities (HRSC, 2006:30).

In the HRSC report for the Independent Electoral Commission (IEC), based on a survey of 5 000 individuals and conducted in October 2005 on South African voter participation in elections, it was found that a large percentage (64%) of those in the age group 18-24 years were uncertain whether they would register as voters or did not intend to register, as they were not interested in voting. However, there was an increase in the participation levels of young people in the age group 25–34 years. People in the age group 18–24 registered the highest level of agreement with the statement that they were strongly dissatisfied with local government and indicated that they would not vote in the local government elections due to the lack of service delivery (HRSC, 2006:8)

Using elections as a measurement for youth participation, and noting the low youth voter turnout, political parties and public institutions should consider undertaking an inquiry that seeks to establish whether youth apathy is not a

rational response to the negative impact of party and constitutional politics on the lives of young people. If the broader population is responding in the same manner, then it is no coincidence that there has been a decline in voting amongst the poor sectors of society, who have been marginalised by lack of service delivery.

Most commentators who contend that young people are politically apathetic cite as evidence the fact that relatively few young people vote, as reflected in the studies conducted in the United Kingdom and South Africa. It should be noted, however, that the participation patterns of youth are gradually changing. In the absence of incentive to participate in party and constitutional politics, young people are increasing participating in the community and voluntary sectors. This could lead to empowerment and collective social action in the interests of challenging their exclusion (Morsillo and Prilleltensky: 2007).

Young people are, and have been working alongside adults for decades as change agents in cutting-edge community development around the world. In Lubec, Maine, students have reinvigorated the struggling local economy through a high school aquaculture project. In Cambodia, young grassroots organisers have educated thousands of community residents in literacy, computer skills and sanitation and hygiene. In Mexico, the youth voice has been institutionalised at the highest levels of government through the Youth Alliance that advises the state's Children's Cabinet on issues affecting young people's lives (Yohalem and Martin, 2007).

In Uganda, the local council system that was designed to create opportunities for participatory decision making at all levels provides many opportunities for citizens, including minority interests to participate. Seats are reserved for youth in these structures. Annual budget conferences at local level give citizens an opportunity to have a voice in the choice of priorities for the coming year and the youth has also participated and designed project to address youth issues (Devas and Grant, 2003).

In South Africa the government has made significant strides in ensuring that there are legislative and policy frameworks in place to ensure youth participation in matters of governance. The introduction of the National Youth Commission Act of 1996, and the establishment of the National Youth Commission and Umsobomvu Youth Fund (UYF) was a success story that was advocated by young people for themselves. These institutions to effect youth development programmes were run and managed by young people (National Youth Policy Framework, 2002-2007).

In Umzumbe Municipality, service provision for young people is made through a partnership between the statutory and voluntary sectors referred to as Local Ward Youth Development Forums (LWYDFs), which constitute the Umzumbe Youth Council. Youth developments are issues addressed through statutory interventions, coordinated by the Umzumbe Youth Unit (Umzumbe Youth Development Summit Report, February 2011).

## **2.14 CIVIC PARTICIPATION A MECHANISM TO PROMOTE YOUTH DEVELOPMENT POLICIES**

This section draws on knowledge from theory and highlights the significant aspects necessary to understand and encourage youth to participate as citizens in the government business of service delivery. It also aligns theory with the youth development legislative frameworks. Democracies require that all members of the population (citizens) take part in decision-making processes to ensure transparency and accountability by those who are in government. Many researchers have explored how this could be realised. The public sphere must include the youth. Adults who are entrusted with the responsibility of Public Management, such as local government officials, elected councillors, teachers, sports coaches, team leaders and mentors should espouse values that promote and create space for civic participation in government processes and systems aimed at delivering services to the citizens (Devas and Grant, 2003).

The terms ‘civic’ and ‘political’ connote different things today but has similar roots historically (Walzer, 1989). According to Flanagan and Faison (2001), today the term ‘political’ or ‘politics’ connotes the affairs of the state or business

of government. There are three crucial aspects of youth participation and understanding, which is seen as an integral part of citizen's participation in government business. Those are articulated as civic literacy, civic skills and civic attachment. Civic literacy refers to knowledge about community affairs, political issues, and the process whereby citizens effect change. This enables citizens to participate in community matters.

Civic skills refer to the competencies involved in achieving group goals. Social skills would include active listening, adopting perspectives in civic goals, public speaking, leadership skills, contacting public officials, and organizing meetings to ensure that all participants have a voice in the process. Young people need to be civic literate, in order to be able to identify their needs, and work with government officials during the formulation of ward-based plans during CBP sessions, which feed into the IDP of the respective municipality.

Civic attachment refers to an effective emotional connection to the community, with vigour to always act in solidarity and be tolerant towards the views of other community members on matters of public good and common interest. Conversely, civic attachment implies that an individual matters, has a voice and a stake in public affairs, and is eager to be contributing member of the community. Trust may play a key role in civic attachment or affection for the affairs of the state. According to Smith (1979), social trust is defined as the belief that most people are generally fair and helpful, rather than merely out for their own gain. According to Putman (2000), social trust is viewed as the social glue of a civil society and the grease that eases collective life and democratic government (Flanagan and Faison, 2001:3).

The issue of public policy that seeks to respond to and make an impact on young people's lives must be arrived at through youth agencies or input from young people. If the spotlight is turned instead on policies and the public statements of political parties, the policies formulated, which are aimed at solving problems presented by the youth, will overwhelmingly address an adult, middle class constituency. A more positive and inclusive approach would take a critical look at how public policy problematises the youth and redress this by

direct engagement with young people themselves. Hacket concludes by stating that, until government and political parties engage youth on issues affecting their lives, youth will not join political parties and there will be no increase in party political participation (Roche, Tucker, Thomson and Flynn, 1997).

In its quest to enhance, promote and embrace democracy through civil society engagement, the South African government has enacted a plethora of legislative frameworks and policies that are aimed at involving the youth in matters of governance. It is necessary for the youth to be civic literate, to have civic skills and to be civic attached in order to be able to put policy content into practice. Youth participation in civic matters has become an important aspect and condition for democratic renewal and enhancement of the health and well-being of the youth. The fact that South Africa is a member of the United Nations and has signed its youth-related declarations and agreements, means that it is obligated to promote human rights and encourage youth participation in the aspects of life identified in international accords, policies and charters (UNICEF, 2003).

In response to those international policy directives, and also as required by the provision of Chapter 2 (Bill of Rights) of the Constitution, legislative frameworks and policies regulate youth participation in South Africa.

Youth participation is used interchangeably with the term 'active involvement'. This is related to the specific engagement of young people in the process of identifying needs, discussing solutions, making decisions and planning developmental activities within their localities, and working with and through agencies that are mandated to support citizens. There are many areas of interest where youth participation can be of significant importance in resolving youth related problems. These range from sports, to education, art and culture, entertainment, recreation, schools to any developmental focus area where young people were previously not involved.

Effectiveness in this study refers to procedures, mechanisms of expressing youth views in the IDP formulation process, participation in CBPs and

participation in the development of a ward plan and other broader strategic local economic functions within Umzumbe Municipality. Local Ward Youth Development Forums and the Local Youth Council have to be elected as councillors to serve in the municipal council and the Umzumbe Municipal Youth Unit structures are in place, in line with the provision of the Youth Development Framework.

IDPs are a service delivery tools that are used by municipalities to plan, implement, monitor and review service delivery performance. Chapter 5 of the Municipal Systems Act specifically requires that citizens participate in the preparation, implementation and review of the IDP. The IDP is a process through which municipalities decide on their strategic development path for a period of five years. It is a broad plan for an area that provides an overall framework for development. It is a planning process and instrument which guides and informs planning, budgeting, performance management and decision making process in a municipality (DPLG & GTZ, 2005: 56).

## **2.15 YOUTH PARTICIPATION WITHIN LEGAL PARTICIPATORY FRAMEWORKS AND INTEGRATED DEVELOPMENT PLANNING**

After 1994, the South African government promulgated laws and formulated policies with an intention of promoting and instilling a culture of participatory governance at all levels of government. The Constitution places an obligation on local government to encourage the involvement of communities and community organisations in matters of local government. The Constitution further provides for the establishment of a developmental local government and the objects of local government are; (a) to provide democratic and accountable government for local communities; (b) to ensure the provision of services to communities in a sustainable manner; (c) to promote social and economic development; (d) to promote a safe and healthy environment, and (e) to encourage the involvement of communities and community in matters of local government.

The Municipal Systems Act of 2000 focused the attention of municipalities on the need to encourage the involvement of communities in the affairs of the

municipality. This Act advocates for the creation of political structures to promote community participation, and this should take into cognisance the special needs of people who cannot read and write; people with disabilities, women and other disadvantaged groups. The fact that public participation was high on the agenda of government is evident from fact that the entire Chapter 4 of the Systems Act is devoted to public participation (National Policy Framework for Public Participation, 2007:6).

## **2.16 THE WHITE PAPER ON LOCAL GOVERNMENT**

The White Paper which is referred to as the “mini” constitution for the local sphere of government, defines developmental local government as local government committed to working with citizens and groups within the community to find long term or sustainable ways to meet social, economic and material needs and improve the quality of the lives of the community. These groups include women, youth, disabled persons and children.

## **2.17 MUNICIPAL STRUCTURES ACT NO 117 OF 1998**

Chapter 2 of the Municipal Structures Act requires a municipality to strive within its capacity, to achieve the objectives set out in section 152 of the Constitution that calls for municipalities to develop a mechanism to consult with the community and community organisations in its performance of local government functions. Chapter 4 (part 4) of the Act requires that municipalities establish wards committee, with the objective of enhancing participatory democracy in local government.

## **2.18 MUNICIPAL SYSTEMS ACT 32 OF 2000**

The mandate of the Department of Provincial and Local Government (DPLG) is derived from the Municipal Systems Act of 2000, which was developed to establish a framework for support, monitoring and standard setting by all spheres of government in order to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities. Municipalities are encouraged to create conditions for local

communities to participate in their affairs; this would include participation in the preparation, organisation and review of the IDPs.

To promote youth participation and development, young people must be involved in IDP processes. With the youth of South Africa constituting the majority of the population, their having been disadvantaged by the policies of the past and the challenges faced by youth generally and South African youth in particular, local government as the sphere closest to the communities should commit to promoting youth development. The Act further identifies the ward committee as a statutory arrangement, at a community level, that serves as a link between the local people, thereby ensuring that the community needs identified are escalated to the Municipal Council for consideration, budgeting and implementation. Different community interest groups receive feedback from the ward committee and they take part in the implementation, monitoring and evaluation of the identified projects (DPLG framework for youth participation in local government, 2008).

## **2.19 THE NATIONAL YOUTH COMMISSION ACT No 10 of 1996**

The advent of democracy in 1994 recognised the importance of youth and youth development. Through its Constitution, South Africa recognises the role played by young people, as well as their future role in moulding a society that belongs to all. The passing of the National Youth Commission Act (Act No 19 of 1996) represents a major commitment by government to treat the needs of the youth in a serious and comprehensive manner. Through this Act, the National and the Provincial Youth Commissions (PYC) were established.

In addition, Youth Directorates were also established across government departments. A demonstration of the value attached to youth in this country is also evident in the establishment of the NYC, mandated with the task of advancing youth development through:

- The development and coordination of the national youth policy;

- The development of an integrated national plan that uses available resources and expertise for the development of the youth which shall be integrated in the reconstruction and development programme;
- The development of principles and guidelines and making of recommendations to government regarding such principles for the implementation of the national youth policy;
- Coordinating, directing and monitoring the implementation of such principles and guidelines as a matter of priority;
- Implementing measures to redress the imbalances of the past relating to various forms of disadvantaged youth generally or by specific categories of youth;
- Promoting uniformity of approach by all organs of the state to matters relating to the youth;
- Maintaining close liaison with institutions, bodies or authorities similar to NYC in order to foster common policies and practices and promote cooperation;
- Coordinating the activities of various provincial government institutions involved in youth matters and to link those activities to the integrated national youth policy; and
- Developing recommendations related to any other matter, which may affect the youth (National Youth Development Policy Framework 2002-2007: 4).

## **2.20 NATIONAL YOUTH POLICY OF 2000**

In fulfilling its mandate, the NYC developed and adopted the National Youth Policy of 2000, which was a formal recognition and articulation of the aspirations, needs and conditions of young women and men through policy initiatives and was guided by two rationales:

- Provision of opportunities to the youth through the programmes and services provided by the government and NGOs to enable them to reach their full potential as active participants in society.
- Active involvement of the youth in national development through promoting a spirit of co-operation and co-ordination of government

departments, non-government organizations and youth groups in youth development.

The stated goals of the National Youth Policy are to:

- Instil in youth the awareness of, and respect for an active commitment to the principles and values enshrined in the Bill of Rights and a clear sense of national identity;
- Recognise and promote the participation and contribution of youth in the reconstruction and development of South Africa;
- Enable youth to initiate actions which promote their own development and that of their communities and broader society; and
- Develop an effective, coordinated and holistic response to the issues facing youth.
- Create an enabling environment and communities, which are supportive of youth, presenting positive role models whilst promoting social justice (National Youth Development Policy Framework: 2002-2007).

The vision, goals and objectives of the policy are expressed in the sectoral strategies which address the major needs, challenges and opportunities facing youth. These sectoral strategies represent the major priorities and critical concerns facing young women and men. The key strategy areas/sectors identified are: Education and training; Health; Economic participation; Safety, security and justice; Welfare and community development; Sport and recreation; Arts and culture; Environment and tourism; and Science and technology.

The policy outlines in very specific terms the targets for reversing the identified disadvantages and setting indicators and timeframes regarding youth development. The National Youth Policy 2000 was widely used by government departments as well as civil society institutions in conceptualising and implementing youth development programmes. Subsequent to this policy document, the NYC, in consultation with various government and civil society agencies, developed the National Youth Development Policy Framework, 2002-2007, which was adopted in 2002.

## **2.21 NATIONAL YOUTH DEVELOPMENT POLICY FRAMEWORK (NYDPF) 2002-2007**

The endorsement of the National Youth Development Policy Framework was a further reflection of the government's commitment to youth development in South Africa. The framework represents efforts to adopt a holistic and integrated approach to youth development through the identification of strategic intervention areas to address the specific needs, challenges and opportunities confronting the youth. It sets out a comprehensive plan for youth achievement and development. The policy framework provides an outline for the mainstreaming of youth development as an integral part of the broader transformation project and challenges in South Africa.

### **Strategic Objectives of the NYDPF 2002-2007**

- Locate youth development in a holistic strategy that encompasses political, economic and social dimensions;
- Build integrated and sustainable youth development initiatives based on multi-sectoral interventions and create enabling environments;
- Identify priority areas and sectors for possible interventions in terms of the existing cluster system used in government and the experience of government and the NYC in the past years; and
- Clarify roles and responsibilities of the stakeholders in youth development i.e. youth, government, civil society and independent institutions (DPLG Final draft framework for youth participation at Local Government: 2008).

The framework identified certain groups that should be accorded priority and special attention due to the specific difficulties they face. The framework advocates for policies and programmes to be targeted on the basis of race, gender, age, class and location.

### **The Target Groups identified in the NYDPF 2002-2007**

Young women; youth with disabilities; unemployed youth; school aged and out of school youth; youth based in rural areas; and youth at risk.

## **2.22 INSTITUTIONS RESPONSIBLE FOR YOUTH DEVELOPMENT**

The framework accords responsibility for facilitating and coordinating youth development to four broad categories of institutions and organisations:

- All three spheres of government, with the responsibility for making policy and the overall monitoring of implementation of the government's programme of action in line with broad national agenda and policy framework;
- National and provincial legislatures, with a monitoring and evaluation role to play in terms of the implementation of youth development initiatives;
- Statutory and constitutional and other independent institutions established to monitor government's programme of action, hear complaints, do research and report to parliament; and
- Civil society with a critical role to play in terms of implementation of identified programmes, building capacity, and acting as the voice of the youth sector as well as advocacy and mobilisation of young people and their organisations.

Furthermore, the Policy Framework advocates for the development of indicators for monitoring the general advances made in terms of the improvement of the quality of life of youth, as well as the more specific impact of targeted interventions. The NYC would develop this in conjunction with other relevant stakeholders.

However, the framework, which is an implementation plan of youth policy, also fell short of providing details. It identified challenges facing the youth and the broad implications of these identified challenges for policy as well as the areas of intervention. This Framework is without specific targets, indicators, an implementation plan and time frames, hence the need for departments to articulate their own plans with timeframes and targets in supporting the implementation of the Framework.

### **The Interdepartmental Committee on Youth Affairs (IDCC)**

In addition to the NYC, an Interdepartmental Committee on Youth Affairs was established. Chaired by the NYC, this committee aims to coordinate government programmes, develop a consolidated youth budget, oversee programme implementation and integrate programmes across departmental lines.

### **2.23 WHITE PAPER ON NATIONAL YOUTH SERVICE**

Emanating from the National Youth Policy, the White Paper on the establishment of the National Youth Service Programme (NYSP) was prepared. It set out clear timeframes and targets for the implementation of the NYS in South Africa. It was expected that the NYC, through its lobbying and advocacy, should see to it that the targets are met.

#### **Specific Objectives of the NYS programme:**

- Promote social cohesion;
- Inculcate the culture of service in communities;
- Promote youth understanding of their role in the promotion of civic awareness and national reconstruction;
- Develop the knowledge skills, and abilities of youth to enable them to make a meaningful transition to adulthood; and
- Improve youth employability through opportunities for skills development, work experience and support to gain access to economic and further learning opportunities (Final draft framework for youth development at local government: 2008).

In 2003, the Cabinet approved the implementation plan of the NYSP. The plan spelled out envisaged processes that would be followed to ensure successful implementation. For example, the implementation strategy envisaged that the initial rollout would be through government departments, particularly those whose programmes could be converted into service type initiatives. It was targeted that by June 2006, 5 000 young people should be in service projects.

## **2.24 INTERGOVERNMENTAL RELATIONS FRAMEWORK OF 2005**

South Africa is based on a democratic model of cooperative governance that is enshrined in the Constitution and provides the foundation for intergovernmental relations. Chapter 3 of the Constitution identifies three spheres of government: national, provincial and local. Although each sphere has different roles and responsibilities, the Constitution recognises that the spheres cannot work independently of one another. The three spheres of government are obliged to cooperate, negotiate and find ways of agreeing on administrative, political and financial issues. This cooperation must take place in a spirit of mutual trust and good faith. Chapter 3 also requires parliament to pass an Act that provides for structures and institutions that foster cooperative government and intergovernmental relations. The Act that regulates such relations is the Intergovernmental Relations Framework Act, No 13 of 2005.

Intergovernmental relations are necessary for national priorities to be implemented and monitored. Some of these priorities are economic growth, capacity building, systems support, poverty alleviation, and job creation and enhanced service delivery. Cooperative governance is particularly important where there are national or provincial programmes that may not be easily implemented without the participation of local municipalities and traditional leadership. An example of national or provincial priorities is the institutionalisation and mainstreaming of youth development at local government level, as a measure to promote youth participation in local governance matters. In response to the need for intervention and guidelines for youth development at local level, the NYC facilitated a national conference on Youth Development at local government level from 21 to 24 May 2002.

## **2.25 MUNICIPAL YOUTH GUIDELINES 2004 (YDG4LG 2004)**

The purpose of the conference was to assist municipalities with the implementation of the National Policy (2000) directives. The Conference passed a resolution on draft guidelines for youth development for local government. Subsequently the Youth Development Guidelines for were drafted in 2004.

The NYC working in partnership with the Belgian, Flemish Community's Ministry of Youth and Sports further convened a National Conference on Youth Development in May 2006. This conference further endorsed the resolutions of the (YDG4LG) held in 2004, that all three spheres of government have a mandatory obligation to comply with the Constitutional provisions and the requirements of Chapter 4 of the Municipal Systems Act of 2000.

These guidelines were intended for key actors and stakeholders in government. They set out that:

- The DPLG should ensure compliance and evaluate municipal performance as part of the IDP accountability framework;
- Provincial MECs should be responsible for ensuring that Local Government and Metropolitan, District and Local Municipalities set policy, and provide oversight of the youth participation strategy, public consultations and evaluate performance as part of the IDP;
- Portfolio committees of the councils at the three spheres of Government to provide a conducive environment, consult on and provide oversight and foresight for youth participation;
- Youth Units in the municipalities to assist in planning, setting targets, resourcing, mainstreaming of youth development, lobbying, and evaluating performance; and
- Youth Councils, as civil society and youth organizations to lobby and hold the municipality accountable for youth development in their constituency.

The objectives of youth development guidelines for local government were to:

- Provide basic guidelines to all local municipalities in developing relevant policies;
- Assist the local municipalities in developing working and appropriate strategies for youth development interventions;
- Set minimum programme content of local municipalities that each ward committee has to annually report on as part of their performance score cards, with Municipal Heads of Departments (HoDs) being evaluated on this

basis. For example performance management, budget and appraisal should incorporate certain targets for youth participation;

- Assist local municipalities in institutionalising youth development and ensuring that it is mainstreamed in the broader IDP processes (National Youth Commission's youth development guidelines for local government: 2004).

## **2.26 MAINSTREAMING YOUTH PARTICIPATION IN THE IDP PROCESS**

The Youth Policy outlines the minimum programme content for all municipalities to place in their IDP and operational business plan and implement. The 2003 Action Survey Report brought to light more urgent and universally applicable concerns of the youth. Youth participation areas were cited as follows; voluntarism, advisory and career guidance services, sports and recreation, skills development, income-generating initiatives and Local Economic Development (LED), health promotion and environmental action (NYC's Youth Development Guidelines in South Africa, May 2006:2&7).

The guidelines endorsed a youth development model known as Local Youth Units (statutory body), that work with Local Youth Councils (civil society organs). These political constituted structures are there to ensure both youth participation and development in local government. As the sphere of government where youth live on a daily basis, these guidelines serves as guiding tool for municipalities to develop policies and frameworks that mandate local government to act in relation to both youth participation and development.

Chapter 4 of the Municipal Systems Act of 2000 provides for the development of a culture of participatory governance. Municipalities are encouraged to create conditions for local communities to participate in the affairs of the municipality, including in the IDP, performance management systems, monitoring and review of performance, preparation of the budget, and strategic decisions on municipal services (National Policy Framework for Public Participation, 2007:8).

This policy shift to institutionalise and mainstream youth participation was important for planning in order to ensure effective youth involvement in matters of local government.

## **2.27 THE IMPORTANCE OF YOUTH PARTICIPATION IN GOVERNANCE**

South Africa is a member of the global community and also subscribes to international accords and agreements, The United Nations' General Assembly World Programme Of Action For Youth, 2000 and beyond, focuses on particular measures to strengthen national capacities in the field of youth and to increase the quality and quantity of opportunities available to young people for full, effective and constructive participation in society.

The United Nations' Youth Charter's principles are to promote youth participation in decision making. The lack of youth participation and the challenges and potentials of the lack of youth participation is also identified. The proposal for action it suggests full and effective youth participation in the life of society and in decision-making. It further emphasises that, the capacity for the progress of our societies is based amongst other elements, on their capacity to incorporate the contribution and responsibility of youth in building and designing the future.

In addition to their intellectual contribution and their ability to mobilize support, the youth bring a unique perspective that need to be taken into account. The United Nations further recognises youth organisations as important forums for developing the skills necessary for effective participation and exchanges between youth organisations (UN World Programme of Action for Youth 2000 and beyond: 25-26).

The African Youth Charter adopted by the seventh ordinary session of the assembly, held in Banjul, the Gambia on 2 July 2006, also promotes youth participation. Article 11 of the Charter is dedicated to youth participation, and directs African states to take measures to promote active youth participation in society, and provide access to information such that young people become

aware of their rights and opportunities to participate in decision-making in civic life (African Youth Charter, July 2006).

The South African government has adopted the above-mentioned international declarations and agreements and enacted the NYC Act of 1996. The NYC was established to facilitate the implementation of the provisions of the Act. This was the first step taken by government to legitimise and provide a regulatory framework for the youth to participate in government matters. A number of strategic papers and government positions ensure that youth participate in the public sphere.

## **2.28 YOUTH PARTICIPATION IN THE SOUTH AFRICAN GOVERNMENT CONTEXT**

Youth participation in South Africa is conceptualised within the youth development context, in adherence with the provisions of the NYD Policy Framework that emphasises that all the institutions of government should facilitate and coordinate youth development initiatives. The NYD Framework suggests that an important departure point for youth development lies in effective involvement of the youth in national development. It further states that young women and men are not only a major resource to and inheritors of future society, but they are active contributors to the nature of society today.

Pittman (1993:8) defines youth development as the on-going growth process in which all youth are engaged in attempting to meet their basic needs, personal and social needs, to be safe, feel cared for, be valued, be useful, be spiritually grounded and to build skills and competencies that allow them to function and contribute in their daily lives. The NYC defined youth development as a process whereby young women and men are able to improve their skills, talents and abilities, as well as to extend their intellectual, physical and emotional capacities; this includes the opportunity of young women and men to express themselves and to live full lives in the social, cultural, economic and spiritual spheres.

Youth development also refers to engaging young women and men as participants in the decision-making process. Youth is defined as those who are between the ages of 14–35 years, and is further categorised into age cohorts (15–19 years) targets education and training at school level, (20–24 years) focuses on the transition from school to tertiary studies, (25–28 years) focuses on training, and lastly learnerships (28–35 years) targeting post training and employed youth individuals (Framework for Youth Development For Local Government, 2008).

Youth development therefore provides a foundation and mechanism for youth participation in socio-economic development, whilst recognising that young people must be proactive in their own development and not only be recipients of government support. Youth Development should be approached from a perspective that encourages an understanding amongst young men and women of the processes of governance and provide opportunities for their participation in national, provincial and local programmes (NYD Policy Framework, 2002–2007:6).

As part of the NYC's mandate of policy formulation and coordination of youth development programmes, youth development guidelines for local government were developed in 2004. Subsequent to the youth development guidelines for local government, the DPLG formulated the NYD Framework for local government in 2008.

This Framework recognised the international positions and policy directives on youth development and calls for the representation of youth in government structures, like ward committees. It further proposed and emphasised that youth councils serving as civil society structures and youth organizations must lobby and hold municipalities accountable for youth development in their constituency and that Youth Units in municipalities should assist in planning, setting targets, resourcing, and mainstreaming of youth development, as well as evaluating performance.

A key element of the Framework is the establishment of Youth Development Units, statutory youth development machinery aimed at the institutionalisation and mainstreaming of youth development in local government. The framework direct municipalities to ensure that there is full involvement and participation of young people in all programmes, through their participation in IDPs and the same must be reflective of and promote youth development. Some municipalities have responded to the Framework for Local Government policy directives.

## **2.29 YOUTH UNITS AS A MEASURE TO ENCOURAGE YOUTH PARTICIPATION**

As a state organ, Ugu District Municipality had responded and complied with the policy imperatives of the DPLG framework for youth participation in local government, through the establishment the Ugu District Youth Development Unit; this is a statutory body constituted in terms of Chapter 80 of the Municipal Systems Act of 2000.

Ugu District Youth Unit is comprised of elected councillors on a party representation basis, together with senior officials employed to facilitate and coordinate the implementation of youth development programmes. The role of elected councillors serving in the Youth Committee is to monitor and evaluate the programmes undertaken by the youth development practitioners, and these officials are entrusted with the responsibility to institutionalise and mainstream youth development within Ugu District Municipal Council. In addition the Ugu District Youth Unit is responsible for facilitating the formation of the Local Youth Council. These are civil society bodies that are comprised of ward youth development forums. The civil society component serves as a link between the youth community and government structures. The Local Youth Council is a consultative forum that represents the youth voice and the interests of young people, which need to be communicated to government and vice-versa.

A district youth policy summit was held in 2007, where young people from Ugu District Municipality came together the purpose of sharing their youth development aspirations within the context of local government. As a result, the

Ugu District Youth Development Policy Framework (UDYDPF 2007–2012) was conceived. The Ugu Youth Development Unit also formulated District Youth Development Guidelines. These are a tool to lobby and advocate for the decentralisation of the Ugu District Youth Development model to local municipalities. This is intended to customise youth development and to ensure a uniform approach to youth participation at local level.

In addition there is an annual youth parliament session where development strategic interventions are prioritised and incorporated into Ugu District Municipality's annual budgeting process for implementation. The District Youth Parliament/Council Session is attended by young people from all six local municipalities. This is a dialogue platform created for the youth to share their needs with Ugu District Executive Council and members of the Municipal Management Committee. The IDP objective for setting up the above youth participation model is an undertaking of youth development within Ugu District Municipality that is meant to promote a culture of participatory democracy and integration. The strategic focus is derived from national government policy directives, to ensure the institutionalisation and mainstreaming of youth development at local government level (Ugu District Municipal IDP 2007/08–2011/12).

Ugu District Municipality is constituted of six local municipalities, namely Hibiscus Coast, Ezinqoleni, Umuziwabantu, Umdoni, Vulamehlo and Umzumbe. Ugu District Municipal youth development guidelines were developed as a measure to customise the DPLG framework for youth development for local government. The youth development model of Youth Unit was also cascaded to local municipal level and Umzumbe Municipality had responded by forming the Umzumbe Youth Development Unit.

## **2.30 PROCEDURES OF EXPRESSING YOUTH VIEWS AND INTERESTS IN THE IDP FORMULATION PROCESS**

The Municipal Systems Act provides for the establishment of Council Committees, which are constituted in terms of section 79/80. Those committees discuss and approve municipal service delivery programmes. Youth

development programmes in Umzumbe Municipality are discussed by the Youth Committee, implemented and reported back to Umzumbe Youth Council, a structure that serves as a beneficiary group representing youth from the different municipal wards (Ugu Youth Development Guidelines, 2007–2014).

Umzumbe Youth Committee minutes feed into the relevant Portfolio Committee and are further forwarded to the Executive Committee for the resolving of issues that have been recommended by the Youth Committee. The Speaker of Council serves as an Ex-officio member of the Youth Committee by virtue of the entrusted responsibly to chair the Municipal Council and for broader community participation. All youth development initiatives and programmes approved by the youth committee are automatically budgeted for in the municipality's Service Delivery and Budget Implementation Plan (SDBIP). This is a performance and evaluation tool, which is in line with the provisions of the Municipal Finance Management Act, 2003.

In terms of the financial plan, the Umzumbe Municipality's annual budget allocation is utilised to implement youth development programmes and youth needs. Where fiscally feasible, these are main-streamed within other departments and sections (Umzumbe Youth Service Delivery and Budget Implementation Plan 2011/12).

### **2.31 UMZUMBE YOUTH COUNCILS AS CUSTODIANS OF YOUTH DEVELOPMENT PROGRAMMES**

The Integrated Development Forum of Umzumbe Municipality is comprised of a number of stakeholders, forming the IDP steering committee. These include representatives from local interest groups, such as the Umzumbe Youth Council and youth development programmes, identified by the young people themselves to promote the social well-being of the youth in the area. It is also beginning to address a variety of local socio-economic challenges, such as skills under-development, HIV/AIDS, drug abuse, early teenage pregnancy, and the shortage of sports facilities and lack of recreational activities.

The Umzumbe Youth Council is a civic structure within the municipality under the youth development office. This structure is represented by youth development forums in all the wards. They are the eyes and ears of the Youth Council when it comes to issues that affect young people at ward or grassroots level. Over the years, the youth development summit has become one of the municipality's annual programmes and is a pioneer in implementing the Ugu District Youth Development Policy Framework (2008 – 2014).

The objectives of the youth development summit are:

- To discuss youth development matters and review progress in implementation of resolutions agreed upon in previous years;
- To further advance the youth development core function across the Umzumbe locality;
- To initiate and sustain partnerships with other stakeholders in the youth development agenda; and
- To involve youth in the process of identifying projects to be catered for in the Umzumbe Youth Office's SDBIP (4<sup>th</sup> Umzumbe Youth Development Summit Report: 2011).

The youth summit is a process that seeks to grant ownership of youth projects to young people as part of their participation in matters of local governance. This platform been also used as a forum to monitor and evaluate the implementation and impact of decisions taken at previous summits. This forum has also used to review the youth IDP project during the annual financial cycle of the municipality (4<sup>th</sup> Umzumbe Youth Development Summit Report 2011:1-2).

## **2.32 NATIONAL KEY PERFORMANCE AREAS AND YOUTH PARTICIPATION WITHIN UMZUMBE MUNICIPALITY**

The IDP objective of undertaking youth development within Umzumbe Municipality is to promote a culture of participatory democracy and integration. The Umzumbe Youth Unit is political located within the office of the Mayor and administratively placed in the Office of the Municipal Manager. The Umzumbe Youth Unit forms part of the national key performance area (NKPA), Good

Governance and Community Participation. This institutional framework is in line with the provisions of the Ugu District Youth Development Policy Framework 2008–2014, that was approved by the Ugu municipal council comprised of elected councillors representing the entire Ugu district municipality. This document serves as a guiding tool for the implementation of youth development programmes across all municipalities (Ugu District Municipality Annual Report 2009-2010:38).

As part of this youth development obligation, all the internal departments within Umzumbe Municipality are given an opportunity to review their departmental strategies and objectives at a strategic session organised by management, where the Umzumbe Youth Unit presents the resolutions taken by the youth development summit delegates. This ensures that youth aspirations find expression in the broader key performance areas of the municipality. There are six key performance areas, namely, financial viability, municipal transformation and institutional development, good governance and public participation, basic service delivery and infrastructure investment, spatial and environmental management and local economic development. Under the key performance area of good governance and public participation a number of objectives or strategies that involve youth were packaged into the Umzumbe IDP document and also budgeted for in the SDBIP of 2010/11-2012. Those IDP youth strategies are as follows:

- Educational support: Unemployed graduate programme, students' tertiary registration fees and smooth running of youth advisory centres which provide information to enhance job opportunities, education and training;
- Ensure youth economic transformation, through monitoring a sustainable youth cooperative programme, and provide a platform for youth business to deliberate and share ideas on business development;
- Promoting skills development; through lobbying various sector education and training authorities (SETAs);
- Promoting social well being through implementing programmes to enhance youth well being;

- Institutionalisation and mainstreaming of youth development, through implementation of annual youth summits;
- Broadening youth participation and enhancing their capabilities, through youth development workshops, seminars, conferences and any youth information dissemination sessions (IDP 2011/12:73-74).

### **2.33 YOUTH EXPERIENCES AND CHALLENGES IN IDP FORMULATION**

These efforts for mainstreaming and institutionalisation of youth development are currently limited to Ugu District Municipality's competencies, due to lack of involvement on the part of sector departments and practical implementation of their specific projects in the IDP document. This leave a vacuum in terms of the realization of social services aimed at poverty alleviation among young people at the local level. They rely on departmental officials to render services that are prescriptive in nature.

### **2.34 CONCLUSION**

Chapter 2 explored theories on the broader notions of citizen's participation, and societal perceptions of youth participation drawing on the experience of youth participation advocates and commentators. This chapter has also explored into legislative and regulatory democratic participatory systems, and youth development policies in the South African context.

The notion of accountability and decentralisation was also discussed putting emphasis on the ward committees as the legal unit in municipalities to promote participation. Community based planning is viewed as a planning tool that must inform the formulation of the ward plan, which will inform the IDPs of municipalities and promote locally based decision-making processes for local people. Practical experiences undertaken by Umzumbe Municipality to encourage youth participation when formulating its IDP were shared. In conclusion, the challenges that are faced by youth in IDP formulation process were also highlighted with regard to interaction with sector or line function departments.

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

#### **3.1 INTRODUCTION**

This study examines the effectiveness of youth participation in the IDP formulation process. The study is premised on the fact that there are regulatory mechanisms in place to encourage youth participation in matters of local government. The assumptions are based on the existing framework for youth participation in local government and other existing constitutional imperatives and local government policies. This is exploratory research, which aims to establish youth's interests, experience and feelings about their perceived or expected roles in terms of their participation in public service within the context of the IDP.

Brynard and Hanekom (1997:25) noted that research methodology is a process that involves either quantitative and qualitative data collection. A questionnaire, for example, can be used as measurement in validation of techniques. McNabb (2002:436-437) states that research methodology involves a process that a researcher follows in conducting research. The researcher interacted with different material for the purposes of a literature review, as a qualitative approach to the study, which is in line with the identified problem. The rationale behind this method is that more quality information can be acquired within a short period of time. Lester (1999:134) notes that the method of acquiring knowledge through a literature review involves books, and articles relevant to the specific topic and that it provides a distinction between the study being reviewed and any other study previously conducted.

#### **3.2 RESEARCH DESIGN**

A research design is a plan or blueprint of how the researcher intends conducting the research. The example of the idea of building a house is used. The design is the blueprint that needs to be modelled by an architect. The focus of a research design is the end product, that is, what kind of study is being planned and what kind of results are aimed at (Mouton 2001:74-75).

Baxter (1996:60) argues that qualitative research is concerned with collecting and analysing information that can describe events, a person's experience and so on, without the use of numeric data. Qualitative research tends to focus on exploring in as much detail as possible. Brannen (1992:85) also argues that qualitative research is more open and responsive to its subjects. It is often an intense or micro perspective, which relies on case studies or evidence drawn from individual's particular situations.

This study used a qualitative research methodology. According to Babbie and Mouton (2001:270), the researcher is seen as the main instrument in the qualitative research process, in that the researcher always attempts to study human actions from the perspective of the social actors themselves. They further refer to the qualitative method as techniques and procedures that are applied during the execution of the research process. This chapter will focus on data collection method applied, the sampling frame and how the data was analysed.

### **3.3 PROJECT SITE / LOCATION**

Umzumbe Municipality (KZ 213) is a local municipality falling within Ugu District Municipality (DC 21). This is one of the six local municipalities within Ugu District family of municipalities. It is the second largest municipality within the district, consisting of (19) nineteen wards, following Hibiscus Coast Municipality that is comprised of twenty-nine (29) wards. The Municipality boundary runs along the coast for a short strip between Mthwalume and Hibberdene and then stretches into the hinterland areas for approximately 60 km.

Umzumbe Municipality covers a vast, largely rural area of approximately 1 260 square kilometres with an estimated 1% being a built up/semi-urban area; this incorporates seventeen (17) traditional authorities within the nineteen (19) wards, embracing the following Amakhosi areas; Bhekani, Cele, Dungeni, Emandleni, Frankland, Hlongwa, Hlubi, Izimpethu Zendlovu, Mabheleni, Ndelu, Nhlangwini, Nyavini, Qoloqolo, Qwabe N, Qwabe P, Shiyabanye and ema-Thulini. The municipality has no established town (IDP 2011/2012).

### **3.3.1 THE PERIOD FOR WHICH THIS STUDY WAS CONDUCTED**

Mouton (2001:98) refers to fieldwork as the active stage of research. This signifies that the researcher leaves their study, office or library and enters the field, whether it is the laboratory in the case of most quantitative studies, or a natural setting such as in participatory or action research, or whatever is dictated by the research design. It is important to note that fieldwork involves the process of going out to collect the research data. The kinds of observations conducted by field researchers differ from casual, everyday observations and generic, scientific observation. The field researcher himself/herself is the best person to investigate appropriate solutions in settings where it is important to preserve the natural order of things, and where the researcher's minimal understanding makes it crucial to understand the subject's interpretation of reality (Singleton, 1988:299).

This study began in March 2011 and ended in November 2011. The researcher had read the Ugu District youth development guidelines, a document that set out information on the existing youth development frameworks within the district family of municipalities. Against this background, the Umzumbe Youth Development office was considered the departure point in terms of the identification stakeholders from which to draw the sample and categorisation of the key respondents. The Umzumbe Youth Development Manager provided the researcher with contact details of young people serving in ward youth structures and members of the Umzumbe Youth Council. These potential respondents had participated in matters of local government, which gave them in-depth insight on the attitudes, challenges and experience of youth involvement in matters of local government, within the context of Umzumbe Municipality.

### **3.3.2 THE APPROACH TO THE STUDY**

The qualitative research study seeks to tell a story of particular group's experience in their own words, and it is therefore focused on a narrative, while quantitative research focuses on numbers. The logic of qualitative research can be challenging for researchers, because they need to state specific hypotheses and then collect data to empirically test them. Qualitative research tends to be more exploratory in nature, and seeks to provide insight into how individuals or

organisations and groups understand aspects of their worlds (<http://www.statistic.solutions.com>). The essence of this study is therefore establishing the experiences of the youth of Umzumbe Municipality in their participation in the formulation of a strategic municipal service delivery tool in their municipality.

The qualitative research approach will enable the researcher to develop a deeper insight into youth attitudes and experiences in their participation in the structures of Umzumbe Municipality, the mechanisms in place and their impact on the decision-making process. According to (Mouton 2001: 279) case studies can be done of other units such as the family, treatment team and so on. This study intended to examine the effectiveness of youth participation in the IDP formulation process, and took the form of a case study. The researcher had an opportunity to get to know about particular experiences amongst the ward local youth forum members.

This assisted in assessing and evaluating how far Umzumbe Municipality had progressed in the realisation and implementation of the framework for youth participation that was developed in 2008. The information allowed the researcher to measure the difference that had been made by Umzumbe Municipality and the alignment of youth issues into the municipality's IDP document.

### **3.4 SAMPLING METHOD**

Sampling in the qualitative research paradigm, refers to the need to set criteria to identify the specific categories of potential respondents out of the whole population, when conducting a study. According to Strauss and Glaser (1976) this type of sampling is defined as theoretical sampling. It allows the criteria to be set and the required participants with the targeted population to be categorised.

#### **3.4.1 Population**

According to the Community Survey of 2007, Umzumbe's population is estimated to be 176 287 persons, who inhabit up to 25 % of the district.

The 19 wards have population densities of 65 to 95 people per square kilometre. The sample was drawn from 10 youth in at least nine wards, covering a total of 90 young people within Umzumbe Municipality. In addition, 10 young people that were elected and were serving in the Umzumbe Youth Development Council, the Umzumbe Speaker of Council, six Ugu District IDP Managers and the Umzumbe Manager for Youth Development Programmes were interviewed.

### **3.4.2 Sample size**

This sample size consisted of 106 people in total. This constitutes at least 50% of the municipal ward coverage, and targets young people who are in one way or another involved in youth development structures at ward level. The local ward youth development forums are youth structures coordinated by the Umzumbe Youth Development Unit (a statutory organ), through the Umzumbe Youth Development Council (a youth civil society body). In some instances, the local ward youth development forum chairpersons, serve as youth representatives in their respective ward committees.

### **3.4.3 Sample strengths and weaknesses**

According to Mouton (2001:103) researchers must avoid choosing the wrong methods in their quest for data collection. The strength of this sample is that it has classified respondents that have certain involvement with related community structures. This avoids fictitious constructs, which measure respondents on attitudes that do not exist, through asking people about matters of which they have no knowledge. The research sample comprised of respondents who are involved in youth structures, government participatory systems and those who are managing IDP formulation and youth development processes.

According to Auriacombe (2007) it is important for researchers to outline the weaknesses of their sampling method, and also to propose how they intend to address those weaknesses. In this particular sample, the weakness is that, it does not target the councillors of the targeted wards, as they are legally charged with the responsibility to chair ward committee/community meetings. An interview that was conducted with the Speaker of Umzumbe Council tried to

address this weakness, as the Speaker of Council is supposedly the chairperson of all Councillors within a Municipality.

### **3.5 DATA COLLECTION TECHNIQUES**

McNabb (2002:437) notes that many methods are used in gathering data for a research study, such as library material, academic journals, Internet sources, questionnaires, gathering data through observations and conducting a series of interviews. The triangulation method is used when a researcher applies multiple techniques.

The information gathering was based on the research structure and the researcher used different methods relevant to specific research questions. The research structures is based on the following five research questions:

- To what extent has the framework for youth development for local government been implemented by Umzumbe Municipality?
- What procedures and mechanisms are employed by municipal officials and councillors to encourage youth participation in formulating the IDP at ward level?
- What are the youth's attitudes and experiences in participating in the IDP formulation process?
- What is the level of youth understanding of the powers and functions of different spheres of government?
- Evaluate the effectiveness of existing youth structures when participating in IDP formulation process.

The researcher developed a field schedule of activities, which served as an outreach plan, clearly indicating the targeted audience and attached to specific time frames and a list of resources required to accomplish the planned research activities. Various qualitative research instruments are used in collecting data in the study. These were targeted at and administered with the key informants.

#### **3.5.1 Questionnaires**

This study used questionnaires. The basic objective of a questionnaire is to obtain facts and opinions about a phenomenon from people who are informed

on the particular issue. Questionnaires are probably the most generally used instrument for all researchers (de Vos, Strydom, Fourie and Delport, 2005:166). Babbie (2001), on other hand, notes that the use of self administered questionnaires can be advantageous in the sense that, they are speedy, economical, and lack interviewer bias whilst protecting the privacy and ensuring the anonymity of the respondents. Questionnaires were distributed in this study in an effort to collect information from the research participants.

### **3.5.2 Interviews**

Bailey (1994:194-195) argues that the unstructured or nondirective interview is different from a life history interview and focused interview. The main feature of a nondirective interview is its almost total reliance upon neutral probes, that are generally short. They are intended to probe the respondent's deepest and most subjective feelings. Unstructured interviews can sometimes be more valid than highly structured interviews, even though the latter are more commonly used and thought to be more valid. The unstructured interview may also be valid if the universe discourse varies from respondent to respondent.

Conducting an interview is a more natural form of interacting with people than making them fill out a questionnaire, do a test, or perform some experimental task. Therefore it fits well with the interpretive approach to research. The most popular interviews are semi-structured interviews, where the researcher develops an interview schedule or a list of key topics and perhaps subtopics in advance (Terre Blance, Durrheim and Painter, 2006:30).

A qualitative interview is an interaction between an interviewer and the respondent in which the interviewer has a general plan of inquiry but not a specific set of questions that must be asked in particular words and in a particular order (Mouton 2001:289). In this study the researcher conducted interviews with those respondents, according to the sample, who are related to the first and fourth questions.

### **3.5.3 Observation**

There are statutory requirements for community participation in formulating a municipal IDP, these are the IDP Representative Forum and the IDP and Budget Roadshows, where community interest groups are given an opportunity to identify needs which should be included in the plan and be budgeted for implementation. The researcher as part of the methodological approach observed one Ugu District IDP Forum meeting and at two Umzumbe Municipal IDP Road Shows. The information was documented and the notes were recorded, those notes formed part of reporting on this study. The Speaker of Umzumbe Municipality Council and Youth Development Manager were interviewed using the scheduled questions.

## **3.6 DATA ANALYSIS**

The purpose of qualitative data is to provide evidence, based on a group or individual experience of the subject being investigated in the study. The data is in the form of descriptions or accounts that increase the understanding of human lives as lived. McLeod (2008) noted that there are three major sources of qualitative data, namely interviews, observations and documents. Welman, Kruger and Mitchell (2005:211) suggest that field notes can be described as a detailed notes made by hand, tape recordings, and observation, and are compiled during qualitative interviewing.

In this study the data was analysed qualitatively. In analysing the collected data the researcher first organised data through interaction with the questionnaires that were collected from the field, as per the sample and the articulated approach. In order to analyse the raw field material, these were processed through the Predictive Analytic Software (PASW) version 18.0 which had analysed the data collected from respondents.

## **3.7 CONCLUSION**

This chapter has explained how research in this study was conducted, the population and the sample of the study, the sample selection, strengths and weaknesses. It has further explored the data collection methods and instruments used in collecting data. The tools to collect and analyse data were

also outlined in summary form. The next chapter will provide a presentation of the research results, which will be discussed and presented within the context of the research questions.

## CHAPTER FOUR

### DATA ANALYSIS AND INTERPRETATION OF RESULTS

#### **4.1 INTRODUCTION**

This chapter presents the results and discusses the findings obtained from the questionnaire in this study. The study sample consisted of the Umzumbe IDP Manager, and questionnaires were also administered to the IDP Managers of other local municipalities within the Ugu district family of municipalities; those were Umuziwabantu, Vulamehlo, Umdoni, Ezinqoleni and Hibiscus Coast Municipality. The purpose was to compare the experience of various IDP Managers.

Another set of questionnaires was designed for Umzumbe Youth Council members and members of the local ward youth development forums (LWYDFs), which are youth structures created by Umzumbe Municipality to involve the youth in matters of local government. The data collected from the responses will be analysed with the Predictive Analytic Soft ware (PASW Statistics) version 18.0. The results are presented in the form of graphs, cross tabulations and in figures.

#### **4.2 RELIABILITY**

The two most important aspects of precision are **reliability** and **validity**. Reliability is computed by taking several measurements of the same subjects. A reliability coefficient of 0.70 or higher is considered as “acceptable” (Reference G).

The results are presented below.

	Cronbach's Alpha
Procedures and mechanisms to encourage youth participation, in IDP formulation	.667
Attitude and Youth participation in IDP formulation	.721
Establishing Youth understanding on power and functions of Local Government	.689
Verify the implementation of DPLG framework for Youth participation at Local Government	.665
Overall	.868

The overall reliability score of 0.868 indicates a high degree of acceptable, consistent scoring for the different categories for this research. All of the categories have (high), acceptable reliability values.

Reliability refers to the reproducibility of a measurement. Reliability is quantified simply by taking several measurements of the same subjects. Poor reliability degrades the precision of a single measurement and reduces the ability to track changes in measurements in experimental studies. Validity refers to the agreement between the value of a measurement and its true value. Validity is quantified by comparing one's measurements with values that are as close to the true values as possible. Poor validity also degrades the precision of a single measurement, and it reduces the ability to characterise relationships between variables in descriptive studies.

### **4.3 DESCRIPTIVE STATISTICS**

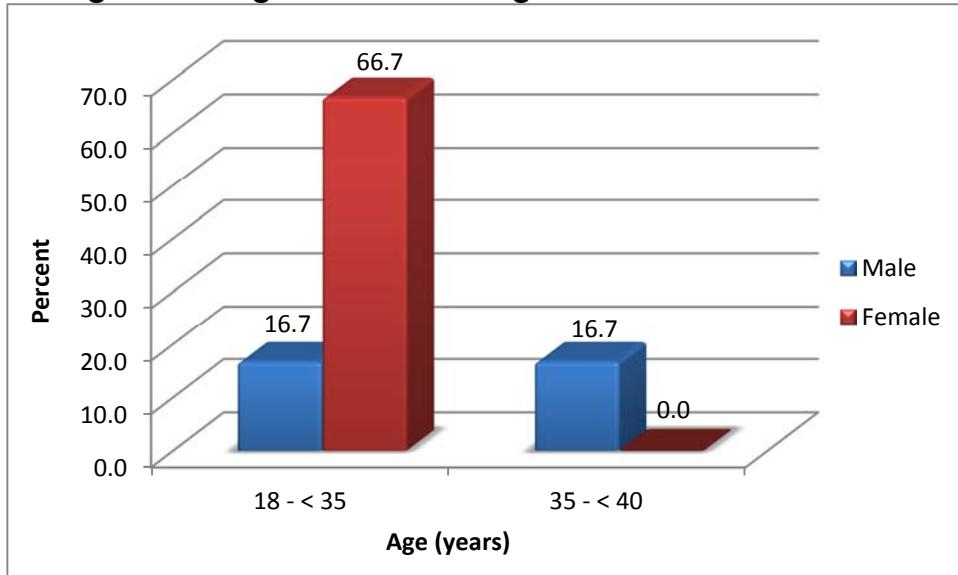
This section presents the descriptive statistics based on the demographic information in the study. The tables and graphs below provide the descriptive information for the managerial respondents.

The information below indicates the age of the respondents by gender.

**Table 4.1: Age (in categories) \* Gender Cross tabulation**

		Gender		Total
		Male	Female	
Age (years)	18 - < 35 Count	1	4	5
	% of Total	16.7%	66.7%	83.3%
	35 - < 40 Count	1	0	1
	% of Total	16.7%	.0%	16.7%
Total		2	4	6
		33.3%	66.7%	100.0%

**Figure 4.2: Ages for IDP Managers**



It is noted that 83.3% of the respondents were between the ages of 18 and 35. Of these, two-thirds (66.7%) were female. There were no female respondents in the 35 to 40 years age group. There are indications that most respondents who are IDP Managers still fall within the age category of the youth. This is derived from the fact that the youth is defined as those people who are in the age categories between the ages of 14 and 35 years. There might be a correlation with the ages of IDP Managers. This raises the possibility that they easily identifying with issues affecting the youth at large, and this could influence them to work with other youth in an effective manner.

The designation of the respondents is given by qualification below.

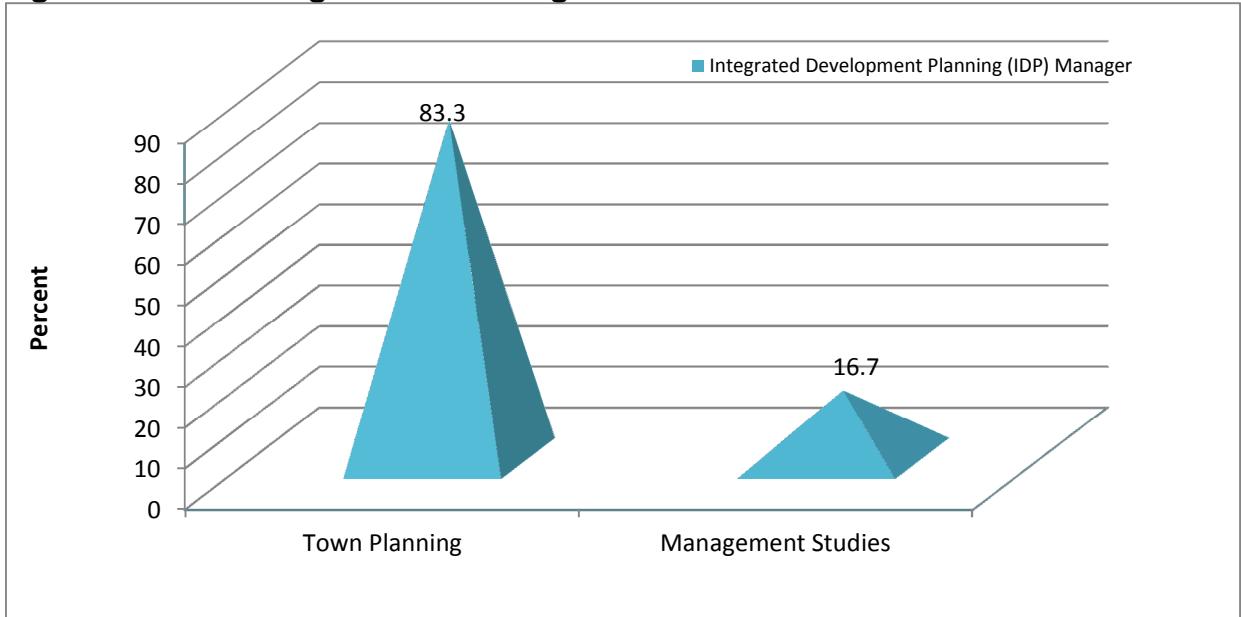
**Table 4.3: Qualification \* Designation Cross tabulation**

	Designation		Total
	Integrated Development Planning (IDP) Manager		
Qualification	Town Planning	Count 5	5
		% of Total 83.3%	83.3%
	Management Studies	Count 1	1
		% of Total 16.7%	16.7%
Total	Count	6	6

**Table 4.3: Qualification \* Designation Cross tabulation**

		Designation		Total
		Integrated Development Planning (IDP) Manager		
Qualification	Town Planning	Count	5	5
		% of Total	83.3%	83.3%
	Management Studies	Count	1	1
		% of Total	16.7%	16.7%
Total		Count	6	6
		% of Total	100.0%	100.0%

**Figure 4.4: Percentage for IDP Manager's Qualification**



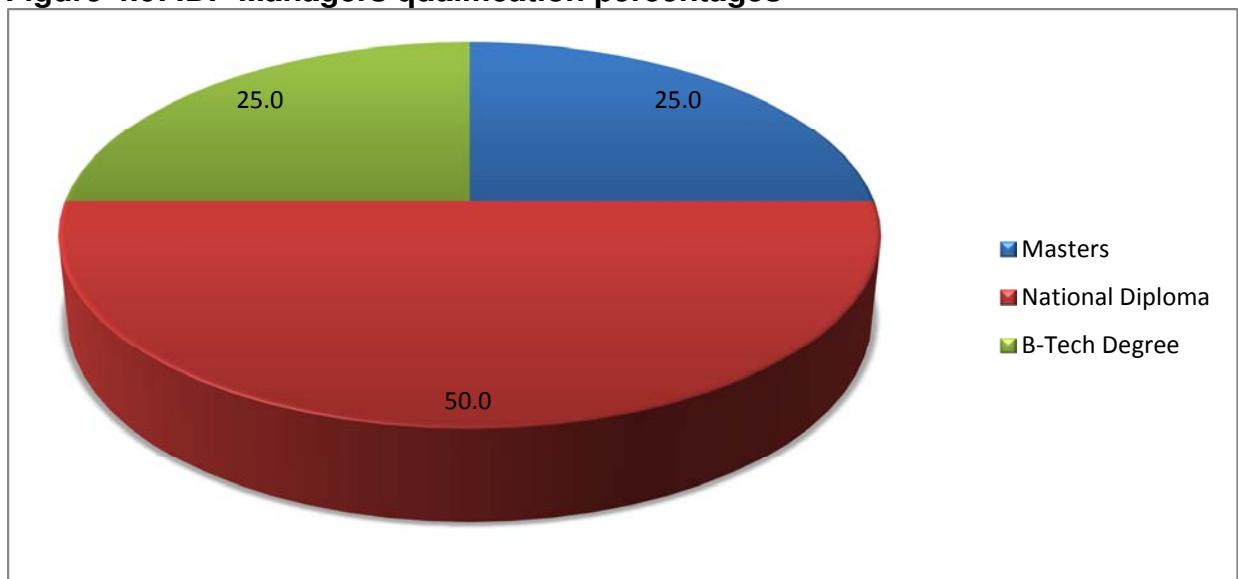
All of the respondents were IDP Managers. Of these, 83.3% had Town Planning qualifications and 16.7% had Management Studies qualifications. The IDP Managers are individuals who studied in specialist fields such as town planning and management studies and they are able to work with communities or social development practitioners to encourage participation in the formulation of the IDP. This brings hope that the IDP personnel are people who are qualified to do their jobs.

The levels of the qualification are represented in the figure below.

**Table 4.5: Level \* Qualification Cross tabulation**

Level		Masters	Qualification	Total
			Town Planning	
	Masters	Count	1	1
		% of Total	25.0%	25.0%
	National Diploma	Count	2	2
		% of Total	50.0%	50.0%
	B-Tech Degree	Count	1	1
		% of Total	25.0%	25.0%
Total		Count	4	4
		% of Total	100.0%	100.0%

**Figure 4.6: IDP Managers qualification percentages**



Half of the Town Planning graduates employed had a national diploma, whilst of the remaining respondents 50% had a Masters or B Tech Degree. One respondent who had a Management qualification did not provide details. The municipality and department of the respondents from various municipalities are summarized in the table below.

**Table 4.7: Name of the Municipality \* Department / Section Cross tabulation**

Name of the Municipality		Department / Section					Total
		Strategic Planning and Development	Office of the Municipal Manager	Development Planning and LED	IDP / Development Planning	Strategic Planning and LED	
Umdoni	Count	1	0	0	0	0	1
	% of Total	16.7%	.0%	.0%	.0%	.0%	16.7%
Umuziwabantu	Count	0	1	0	0	0	1
	% of Total	.0%	16.7%	.0%	.0%	.0%	16.7%
Vulamehlo	Count	0	0	1	0	0	1
	% of Total	.0%	.0%	16.7%	.0%	.0%	16.7%
Umzumbe	Count	0	0	0	1	0	1
	% of Total	.0%	.0%	.0%	16.7%	.0%	16.7%
Ezinqoleni	Count	0	0	0	0	1	1
	% of Total	.0%	.0%	.0%	.0%	16.7%	16.7%
Hibiscus Coast Municipality	Count	0	1	0	0	0	1
	% of Total	.0%	16.7%	.0%	.0%	.0%	16.7%
Total	Count	1	2	1	1	1	6
	% of Total	16.7%	33.3%	16.7%	16.7%	16.7%	100.0%

It is interesting to see how different municipalities have structured their IDP department and how they have positioned the IDP Managers. IDP is combined with Local Economic Development or located in the Municipal Manager's office, which shows that the constitutional requirement of local economic development cannot be separated from IDP, which is planning framework provided for in the two key pieces of municipal legislation, the Municipal Systems Act of 2000 and the Municipal Structures Act of 1998. Despite the fact that this study was conducted in Umzumbe Municipality, the comparative analysis with other IDP Managers provides a picture of the IDP departmental set up in other municipalities.

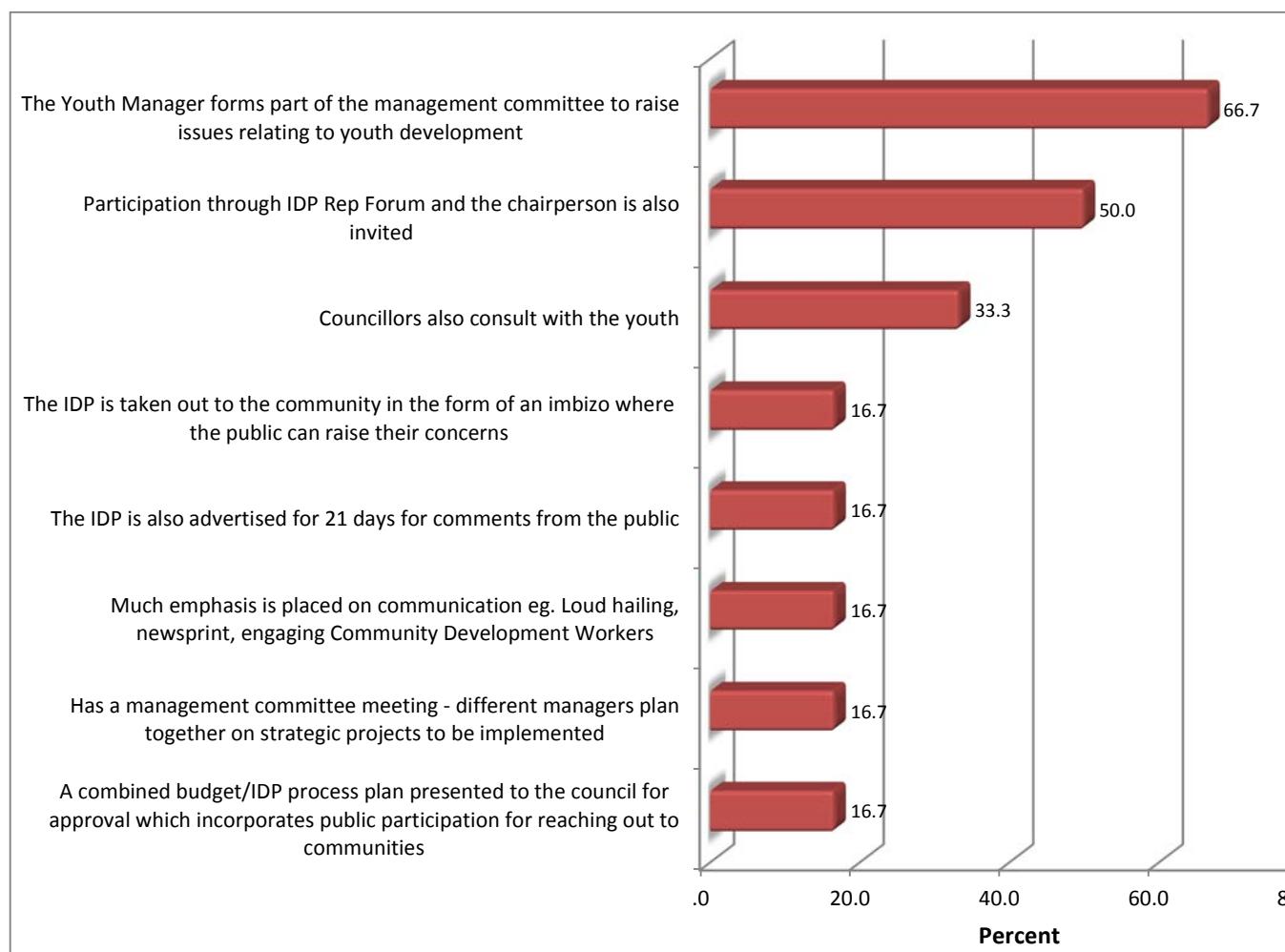
#### **4.3.1 STRATEGIES USED BY UMZUMBE MUNICIPALITY IN ENCOURAGING YOUTH PARTICIPATION DURING THE IDP FORMULATION**

The questions below seek to understand mechanisms or strategies that are used by the municipality during the formulation of IDP at a ward level.

This question seeks to understand the procedure that is undertaken by Umzumbe Municipality in complying with Chapter 4 of the Municipal Systems Act of 2000, in respect of youth participation mechanisms, and also serve as a measure of the application of Chapter 5 provisions, which call for municipal planning to be development-orientated.

The following figure shows the responses to how the IDP is formulated, in terms of the provision of Chapter 4 of the Municipal Structures Act of 2000, as amended.

**Figure 4.8: Strategies used by Umzumbe Municipality in compliance with the Systems Act**



Two-thirds (66,7%) of the respondents indicated that the Youth Manager forms part of the management committee to raise issues relating to youth development. This shows that youth participation in Umzumbe Municipality forms part of the mandatory roles entrusted to public managers. The Youth Manager has a management status equal to all the other managers within the municipality, which creates an opportunity and an enabling environment for the incorporation of youth needs. The manager is able to plan, budget and implement needs emanating from youth participation platforms. A combined budget IDP/Budgeting process plan inclusive of youth issues is presented to Council for approval.

Half of the respondents (50%) noted that this was achieved through participation of the Chairperson of the IDP Representation Forum, who is also

invited to Umzumbe Municipality's management committee meetings. This allows the IDP representation forum's Chairperson to listen to and understand the aspirations of young people presented by the Youth Development Manager. Thirdly there is an indication that ward councillors are also consulted by the youth and are therefore aware of the youth's needs. Ward Councillors and the youth attend community *izimbizo* and raise youth identified projects there.

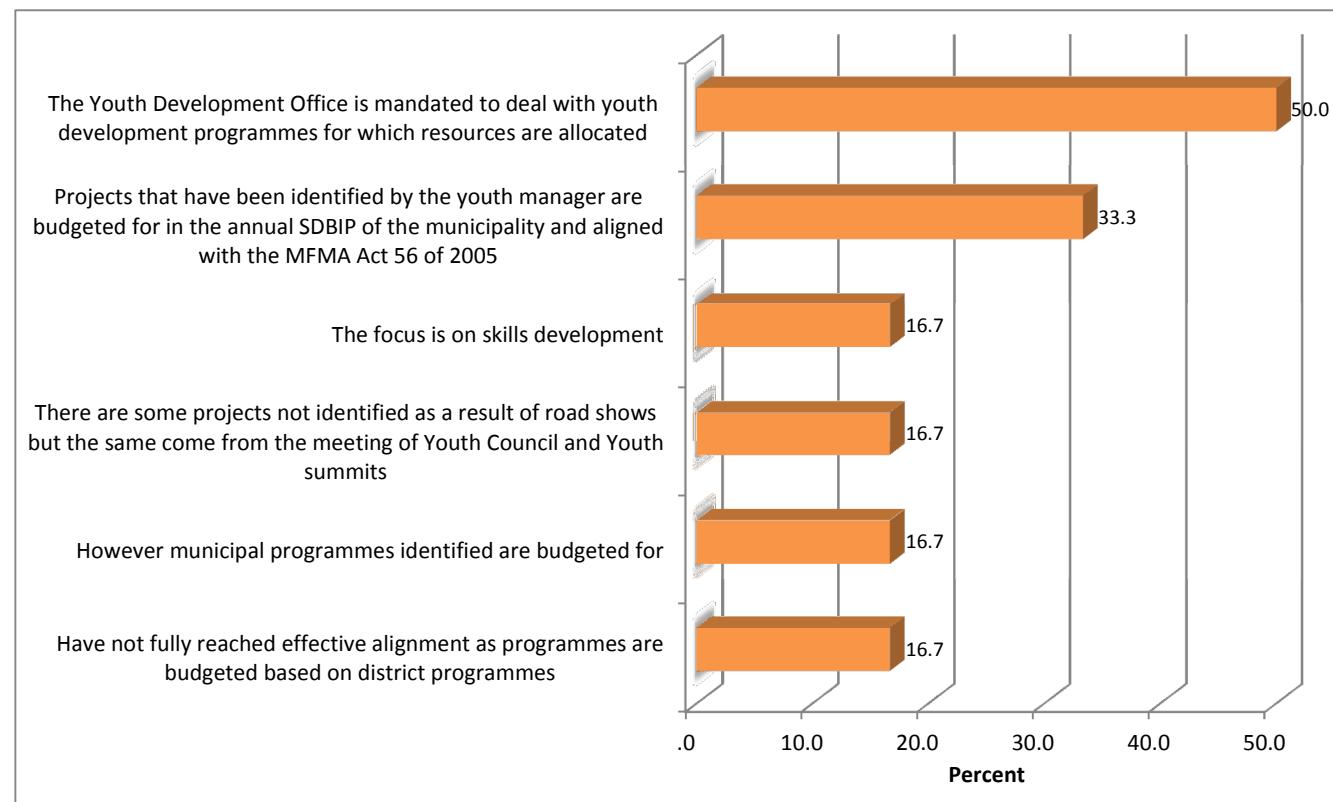
Other comments included the fact that much emphasis is placed on ensuring that there is effective communication. Communication mobilisation tools such as public hailing, adverts in the local newspapers, the engagement of Community Development Workers (CDWs) and a website are used.

Drawing from these responses it appears that Umzumbe Municipality adheres to the legislative requirements of the Municipal Systems Act of 2000, especially with reference to Chapter 4 and 5. There seems to be a correlation between youth participation and the financing of their needs. The main purpose of affording the Youth Manager an opportunity to present youth aspirations at the management committee is to solicit political will from politicians, and administrative and financial support to effectively implement projects emanating from the youth participation processes.

With regard to questions 2 and 3 all the respondents indicated that Umzumbe Municipality does regard the youth as an important stakeholder during the formulation of the IDP.

Some of the procedures for involving youth at the inception stages of IDP are listed in the figure below.

**Figure 4.9: Procedures for involving youth in IDP inception stages**



There is a fully fledged youth development office mandated by the Umzumbe Municipality Council to facilitate and coordinate youth development programmes for which resources are allocated. The municipality's commitment is concretized through ensuring that youth identified projects are budgeted for on an annual basis in the SDBIP, which is the service delivery and performance management tool of the municipality prescribed by the Municipal Finance Management Act of 2003.

It is further noted that most of projects identified by the youth of Umzumbe Municipality focus on skills development. A correlation between unemployment and skills development is emerging. As a result, most of the youth aspirations centred on youth further skills themselves for better employment opportunities.

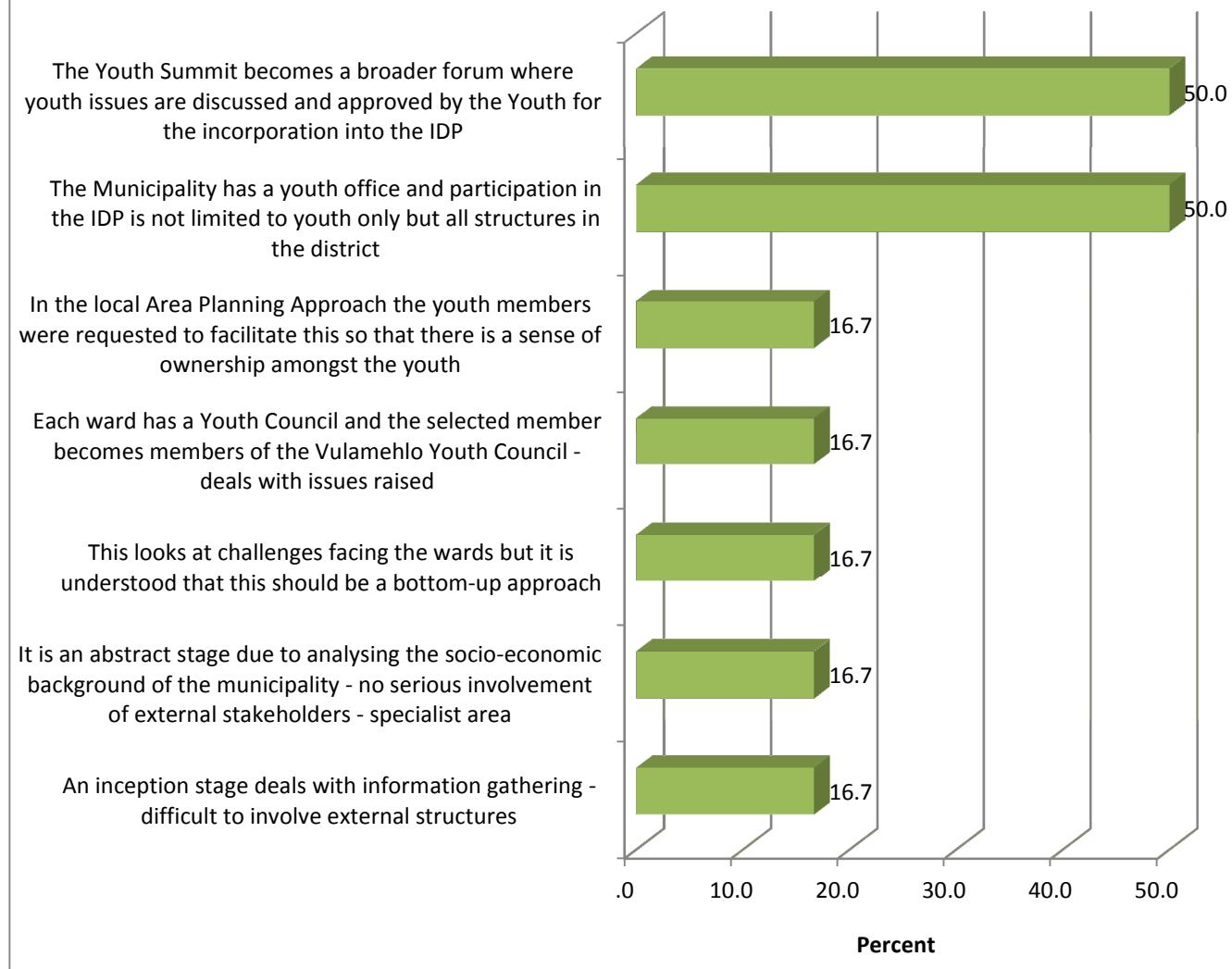
Other comments suggested that the IDP formulation process of Umzumbe Municipality is not only focusing on hard core infrastructural provision, but is also incorporating human development, aimed at building social capital. However this is a result of the broader procedures in place that embrace all interest groups in various municipal wards, during the inception stages of the IDP formulation process.

Regarding questions 4 and 5, all of the respondents agreed that the Umzumbe Municipality encouraged and created conditions for the youth to identify youth related projects. The types of projects that are in line with Municipal functions, which the youth normally identify and that are budgeted for by the Umzumbe Municipality, are listed below.

**Table 4.10: Projects identified by the youth and conditions for participation**

PROJECT	2008/9	2009/10	2010/11
Youth Summit		R140 000,00	
Winter Games		R150 000,00	
Career Exhibition	R10 000,00		
Student Study Assistant		R250 000,00	
Youth Structures Establishment		R120 000,00	
Mayoral Regeneration		R150 000,00	
Youth Development Projects		R600 000,00	
Marketing of Youth Office		R30 000,00	

**Figure 4.5.1: Community Based Planning and condition for youth participation in workshops**



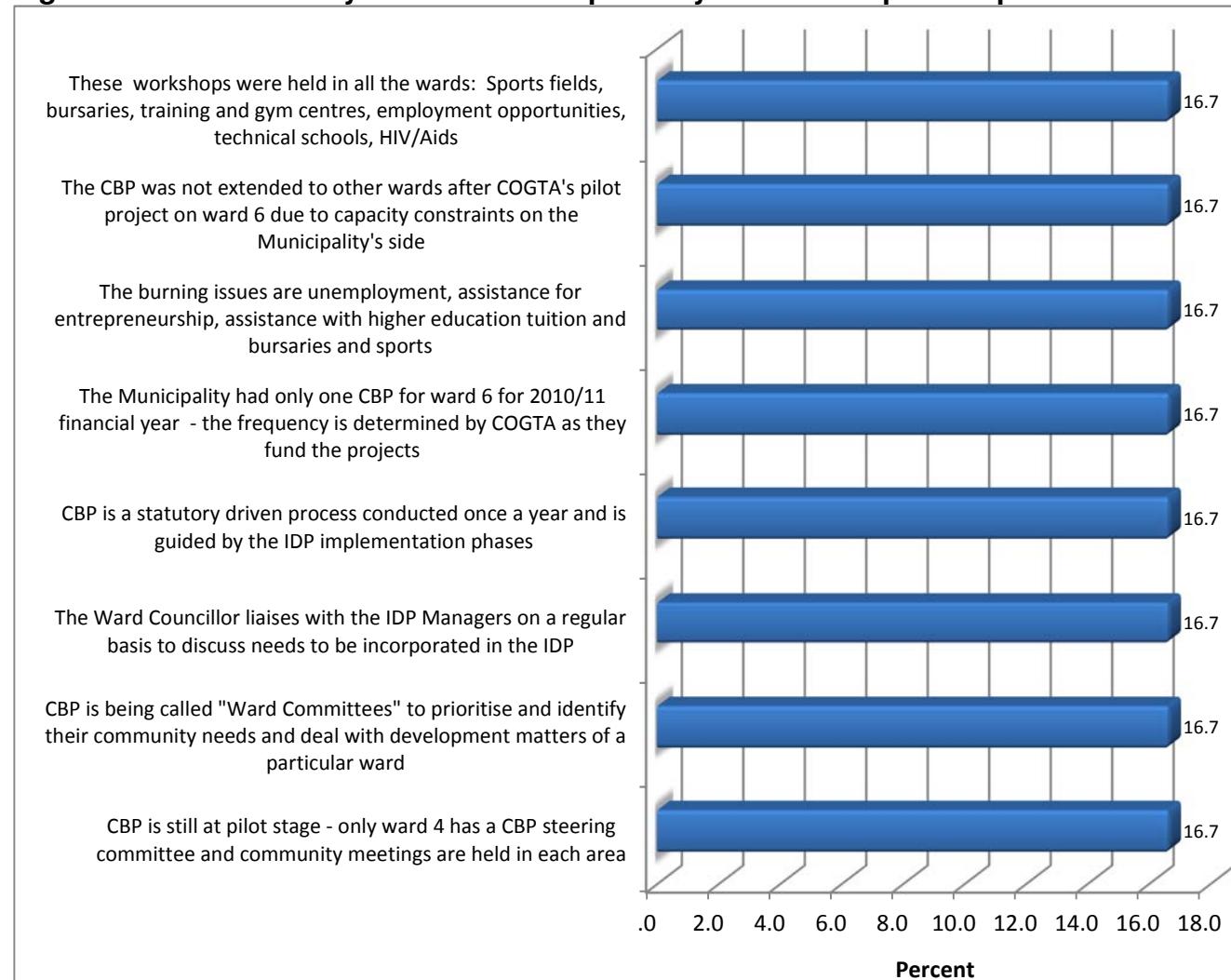
Fifty percent of the respondents respectively agreed with the statements that the municipality has a youth office and that participation in the IDP is not limited to youth only, but all structures in the district. The youth summit becomes a broader forum where youth issues are discussed and approved by the youth.

Respondents also indicated that the district municipality, Ugu District, provided guidelines as to how local municipalities within its jurisdiction should create conditions for the youth to identify their project. This statement highlighted the fact that apart from the Umzumbe Municipality Youth offices, which provide the enabling conditions, district municipalities are responsible for the coordination of participation mechanisms.

Other comments included the following: respondents considered the Youth Development Summit to be a broader forum where youth issues are discussed and agreed upon by the young people for themselves. Decisions of the Youth Summits are referred to as “summit resolutions” which then automatically get incorporated into the IDP with all the youth identified projects.

With regard to questions 6 and 7, less than a fifth (16.7%) of the respondents agreed that the Umzumbe Municipality facilitates the Ward CBP. The Youth understand and participate in Ward CBP workshops. The frequency of the workshops is shown below.

**Figure 4.5.2: Community Based workshops and youth issues put in a plan**



All of the statements had a similar percentage of responses, which indicates the infrequency of community-based planning workshops conducted by IDP

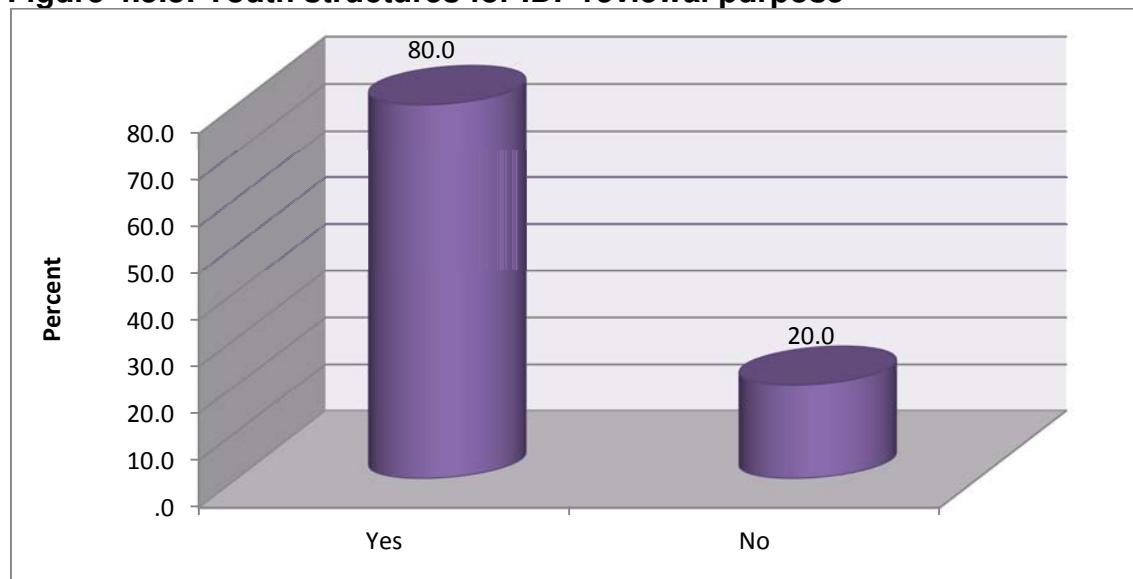
Managers. The respondents indicated that there was only one CBP workshop for ward six (6); this was conducted as pilot project by CoGTA. It is noted that issues of skills development, unemployment, recreational facilities, sport development programs, enterprise development, HIV/AIDS, gymnasium centres and student registration fees and bursaries characterised the list of issue raised at the CBP workshop.

The responses also indicated that the CBP conducted at ward 6 was just a statutory compliance issues and was driven by the CoGTA pilot project initiative. It was also mentioned that only ward 4 attempted to establish a CBP steering committee to look at the day-to- day issues of this particular ward, however there was no evidence of its success. These findings indicate the variety of the options implemented by the different managers in respect of CBP model implementation. Others referred to the same model as the Local Area Planning (LAP).

#### **4.3.2 The extent to which Umzumbe Municipality has implemented the Department, Institutional youth participation and mainstreaming mechanisms**

The figure below illustrates responses as to whether the Umzumbe Municipality has organised youth structures for IDP review purposes.

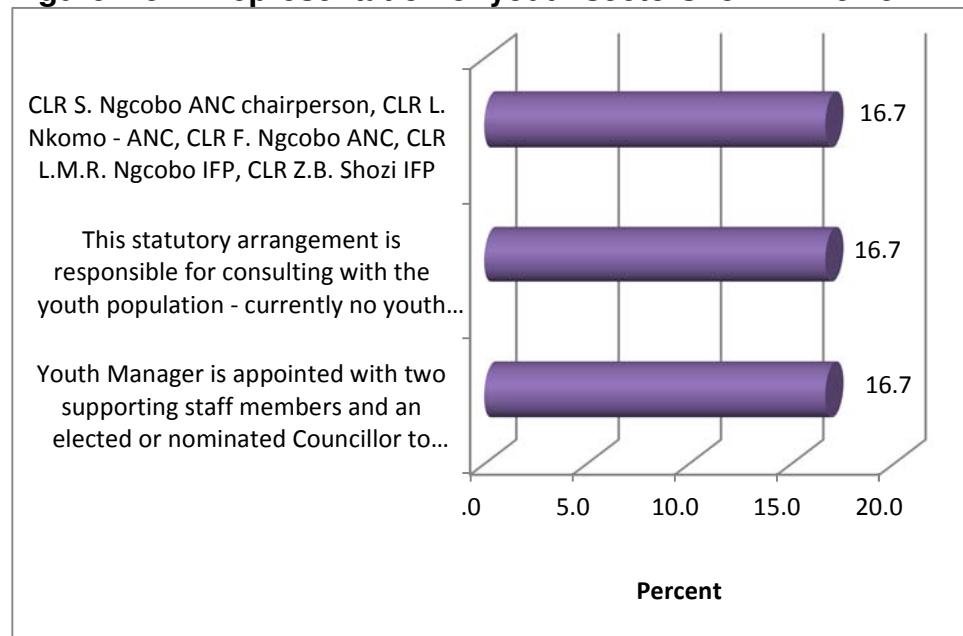
**Figure 4.5.3: Youth structures for IDP review purpose**



With regards to questions 8 and 9, most of the respondents (80%) indicated that the municipality has youth structures. Most of the respondents identified in the sample size were members of youth development forums, which are youth based and undertake the youth reviews of IDP.

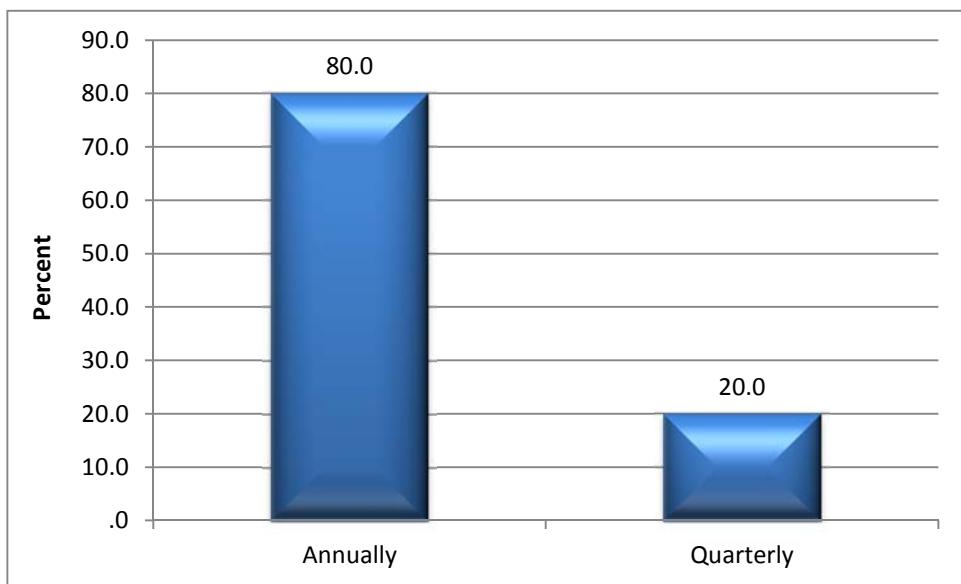
The 20% of the respondents that answered no indicated that representation in the youth development structure was only in the form of the Umzumbe Youth Unit.

**Figure 4.5.4: Representation of youth sectors for IDP review**



Respondents indicated the political representation that constituted the Umzumbe Youth Unit, and listed the names of elected councillors serving in the structure, which is referred to as the Youth Committee. This a Committee of Council established in terms of section 80 of the Municipal Systems Act of 2000. This section provides for the establishment of various portfolio committees to deal with different service delivery issues within the municipality. The portfolio committees are political in character. The Speaker of Umzumbe Council from the ANC is the chairperson of the youth committee. The Youth Manager sits on this committee as an official responsible and accountable for the implementation of youth development programmes.

**Figure 4.5.5: Normal frequency of reviewing youth projects**



In response to the question as to how frequently the youth normally review their identified projects; most respondents (80%) indicated that the reviews were done annually. There were also indications that issues presented by the youth in ward committees also form part of the presentations that are done by the ward committee during the IDP annual review sessions.

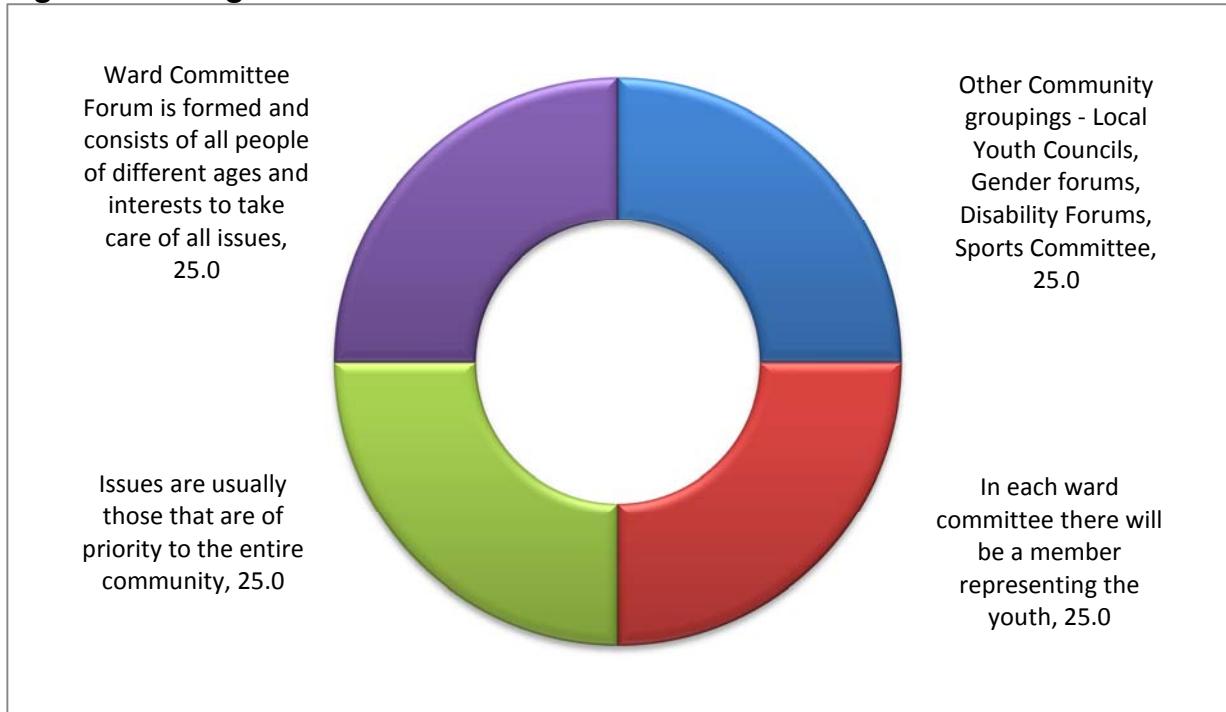
The following tables indicate responses to the question that sought to understand whether the Ward Committee is the only legal entity that works with the Municipality on matters of local governance:

**Table 4.5.6: Entity working on matters of local governance**

	Frequency	Percent
Yes	3	50.0
No	3	50.0

Respondents were split evenly on this issue, suggesting that there are other entities that work with the local community on matters of local governance.

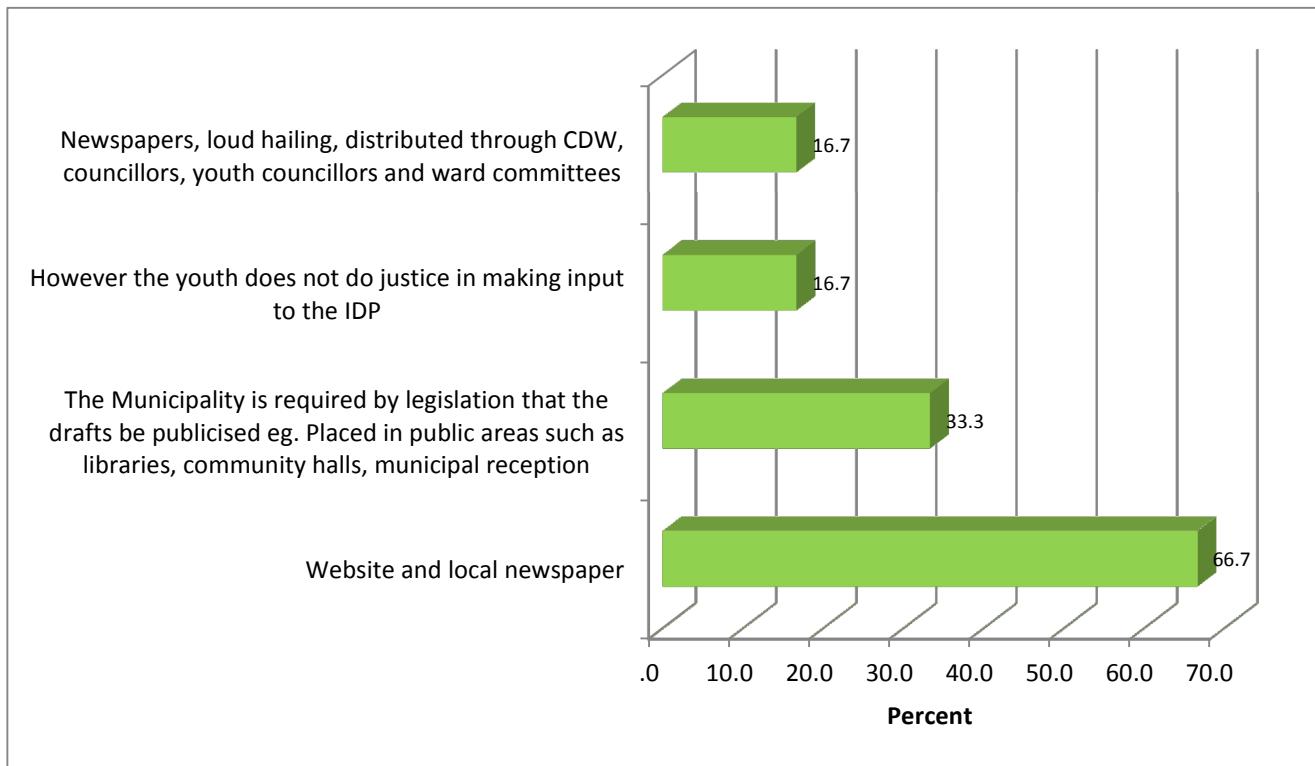
**Figure 4.5.7: Agenda issues accommodated in the ward committee**



The respondents who answered yes, highlighted a range of four categories of entities, each of which comprised 25%. This is an indication that a ward committee is represented by a variety of interest groups. Other entities that work on matters of local governance were identified as local youth councils, gender forums, disability forums and sport committees; these are municipal created structures, which serve as civil society organs. Respondents further indicated that most of ward committees have a member representing the youth.

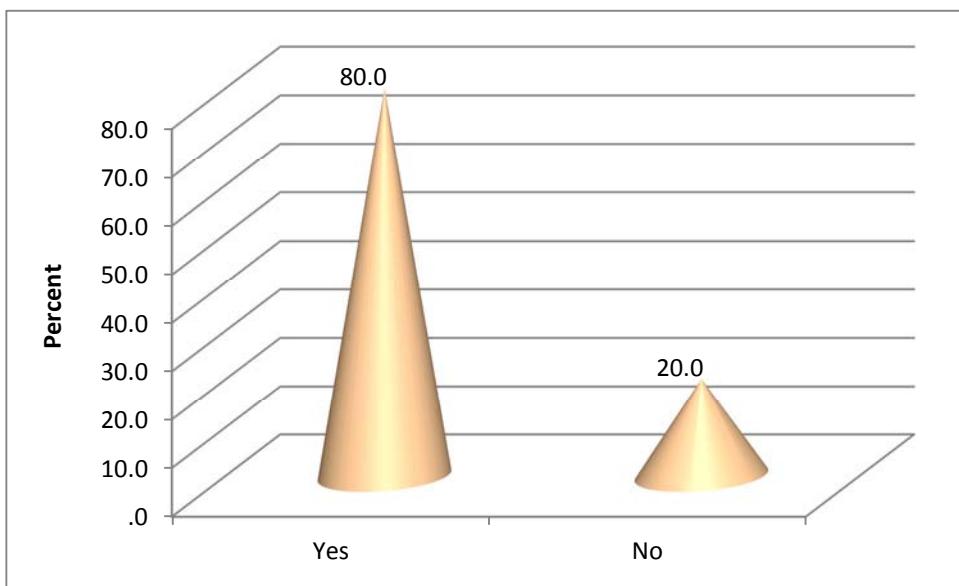
Responding to the question as to whether Umzumbe Municipality is obligated to publicise the IDP document for the youth to verify their input before approval and implementation, all the respondents answered in the affirmative. Various forms of communication were identified in response to the question asking about the various modes of communication used to publicize IDP information to the youth.

**Figure 4.5.8: Publication of the IDP document for the youth to verify their input before approval for implementation**



The most widely used methods were websites and the local newspapers (66.7%). The other common sources are public facilities (33.3%). The fact that the website and local newspapers are widely used for the publication of an IDP document to solicit youth input is a matter for concern, given the fact that Umzumbe Municipality is 100% rural, and that communities do not have access to the print and electronic media. Municipal reception and community halls are also used to place the published documents, however, libraries and municipal offices are sometimes located far away from and are not easily reachable by community members.

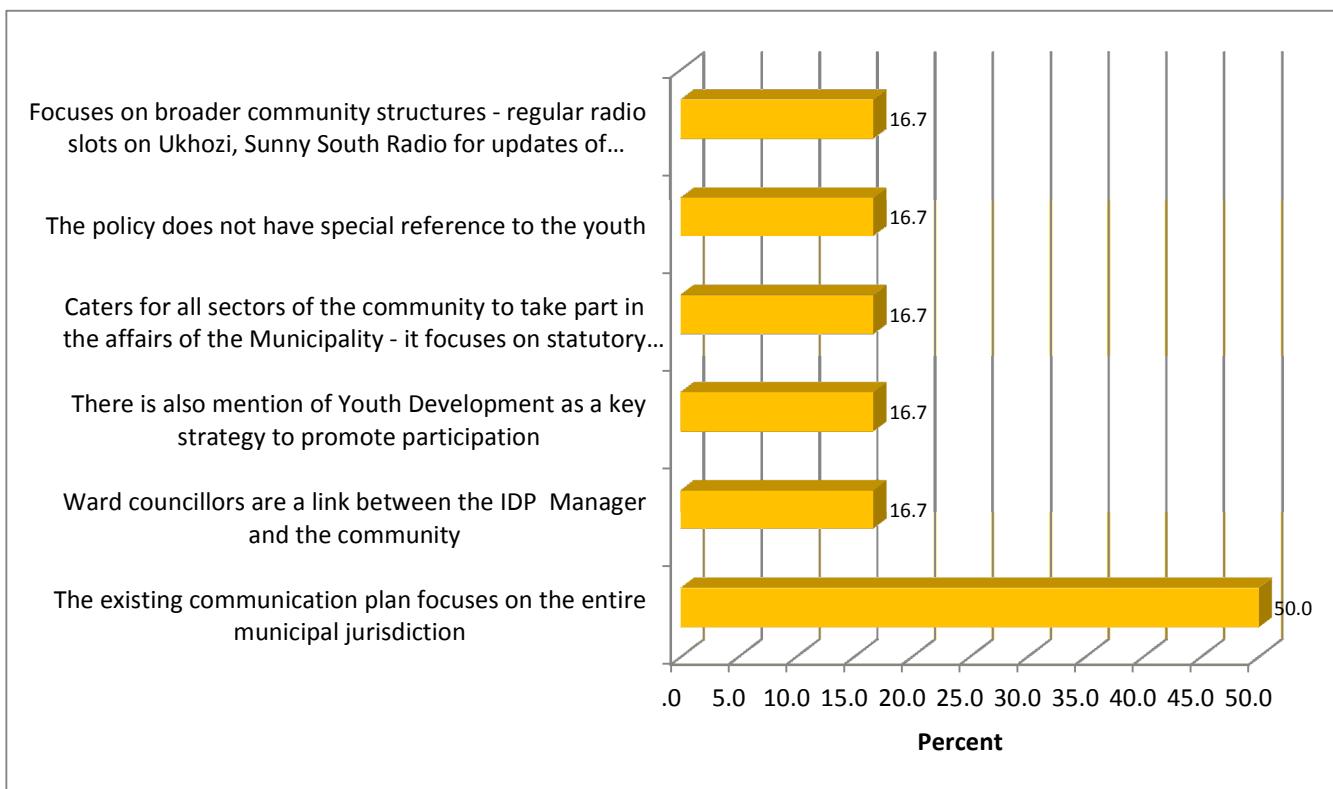
**Figure 4.5.9: Modes of communication used to publicise IDP to the youth**



Four out of five respondents (80%) indicated that the municipality had a participation plan; however there was no mention of how the communication plan is disseminated to the community.

This section dealt with communication mechanisms that are in place, to promote and encourage youth participation in matters of local governance.

**Figure 4.5.10: Public participation policy and participation plan**



The use of the communication tool focuses on community structures, and other modes of communication such as regular radio slots, whereby a radio interview is conducted with the mayor.

#### **4.3.3 Correlations**

To determine the relationships that exist between variables, a correlation matrix was developed. The results are shown below.

Table 4.6.1	Age	Qualification	Name of the Municipality	Department / Section
Qualification	<b>1.000*</b>			
Does the Umzumbe Municipality, facilitates the Ward Community Based Planning Youth understand and participate in Ward Community Based Planning workshops?			<b>.828*</b>	
Does Umzumbe Municipality have organised youth structures, for the IDP review purpose?	-	<b>-1.000*</b>		
If your answer is yes how does an agenda of the ward Committee, accommodates issues of youth participation?			<b>1.000*</b>	<b>1.000*</b>

All positive values indicate a proportional relationship. For example, the value between age and qualification is positive one. That means that there is a strong positive correlation between the two variables. That is, qualification improves with age.

The negative values indicate that there is an inverse relationship. That is, as one variable increases (or points in one direction), the other decreases (or points in the opposite direction). This is evident between age and whether the municipality has organised youth structures.

#### **4.3.4 Descriptive Statistics derived from the members of Umzumbe Youth Development Council**

The tables and graphs below are a summary of the biographical details of the respondents, who are members of the Umzumbe Youth Development Council.

The table below summarises the characteristics of the respondents by gender.

**Table 4.6.2: Gender\* Age cross tabulation**

		Gender		Total
		Male	Female	
Age	20 - < 30 Count	2	1	3
	% of Total	33.3%	16.7%	50.0%
	30 - < 40 Count	2	1	3
	% of Total	33.3%	16.7%	50.0%
Total	Count	4	2	6
	% of Total	66.7%	33.3%	100.0%

The ratio of males to females was 2:1. By age group, half of the respondents were between 20 and 30 years, whilst the other half was between the ages of 30 and 40. This ratio indicates that there are more males than females in the youth council. It would seem that the youth council is served by individuals who are within the age category that defines the youth.

According to the National Youth Commission's Act of 1996, youth is defined as those who are in the age bracket 14-35. Most of the respondents were above the age of 14 years. Looking at this scenario in terms of the majority of respondents, there is a possibility that the youth needs identified in Umzumbe Municipality's IDP cater for those young people who are out of school. All the respondents were South Africans.

The tables below reflect the geographic coverage, indicating the residential areas of the respondents in line with the traditional authorities and municipal wards.

**Table 4.6.3: Geographic coverage of localities**

Municipality	Frequency	Percent
Umzumbe	6	100.0

<b>Ward</b>	Frequency	Percent
3.00	1	16.7
5.00	1	16.7
6.00	1	16.7
11.00	1	16.7
17.00	1	16.7
18.00	1	16.7
Total	6	100.0

<b>Councillor</b>	Frequency	Percent
Hlongwa	1	16.7
NE Mhlangu	1	16.7
Olive Jane Mbambo	1	16.7
RM Mqadi	1	16.7
Sbonakaliso Radebe	1	16.7
ST Gumede	1	16.7
Total	6	100.0

<b>Tribal Authority</b>	Frequency	Percent
Missing	1	16.7
KwaQwabe Tribal Authority	1	16.7
Mabheleni Tribal Authority	1	16.7
Mathulini Tribal Authority	1	16.7
Nhlangwini Tribal Authority	1	16.7
Qoloqolo	1	16.7
Total	6	100.0

<b>Inkosi</b>	Frequency	Percent
Missing	3	50.0
Bhekizizwe Luthuli	2	33.3
Dr M Dlamini	1	16.7
Total	6	100.0

The results indicate the link between tribal authorities and ward committee systems. Ward councillors are residents within the Amakhosi jurisdiction. Structures of community participation also operate within these existing community administration systems.

An analysis of school results indicates the following.

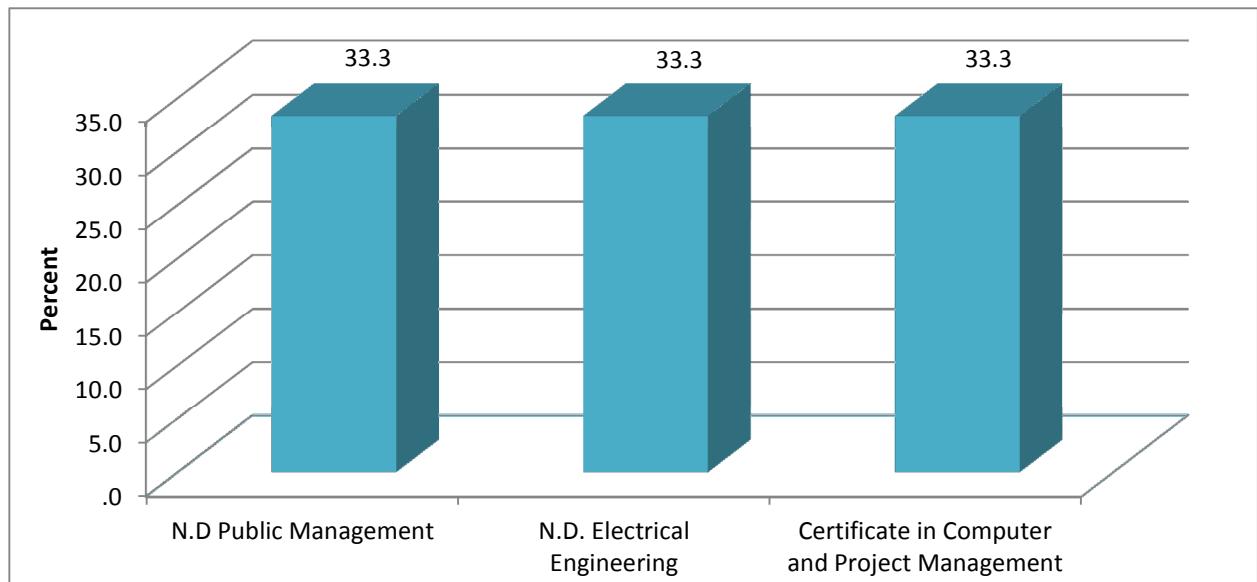
**Table 4.6.4: Year of Exam \* Grade Cross tabulation**

		Grade	Total
		Grade 12	
Year of Exam	1998	Count	1
		% of Total	20.0%
	2000	Count	1
		% of Total	20.0%
	2001	Count	2
		% of Total	40.0%
	2003	Count	1
		% of Total	20.0%
Total		Count	5
		% of Total	100.0%

All of the respondents had completed grade 12, with most completing grade 12 between 2000 and 2003. This suggests that the young people that are elected to serve in the Umzumbe Youth Council are literate individuals. High literacy levels will enable the youth to read the different types of document that are used for public administration purposes. Minutes of Umzumbe Municipality and the IDP document are written in English, which calls for a certain level of education.

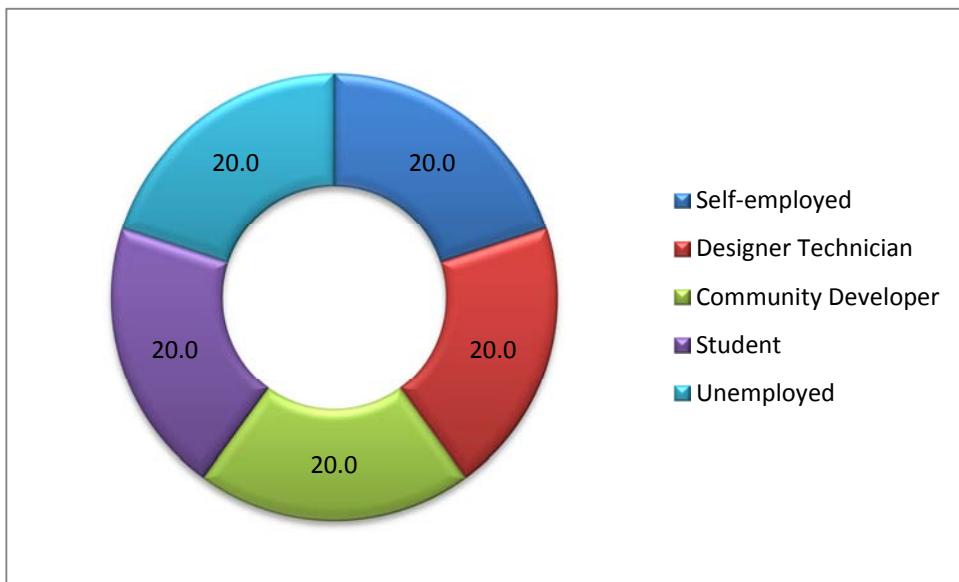
Half of the respondents went on to further their education and specialised in the fields shown in the figure below.

**Figure 4.6.5: Qualifications obtained**



Two-thirds of the respondents had completed national diplomas and the remainder a certificate in Computer and Project Management. The analysis also indicates that Umzumbe Youth Council leadership is composed of young adults who have mixture of post-matriculation qualifications, reflected as the National Diploma in Public Management, National Diploma in Electrical Engineering and Certificate in Computer and Project Management. It can therefore be concluded that these are enlightened individuals who have some knowledge of how local government functions and also know how to manage and implement service delivery. Public Management, Engineering and Project Management are some of the important functions of local government when delivering services to communities.

**Figure 4.6.6: Employment**

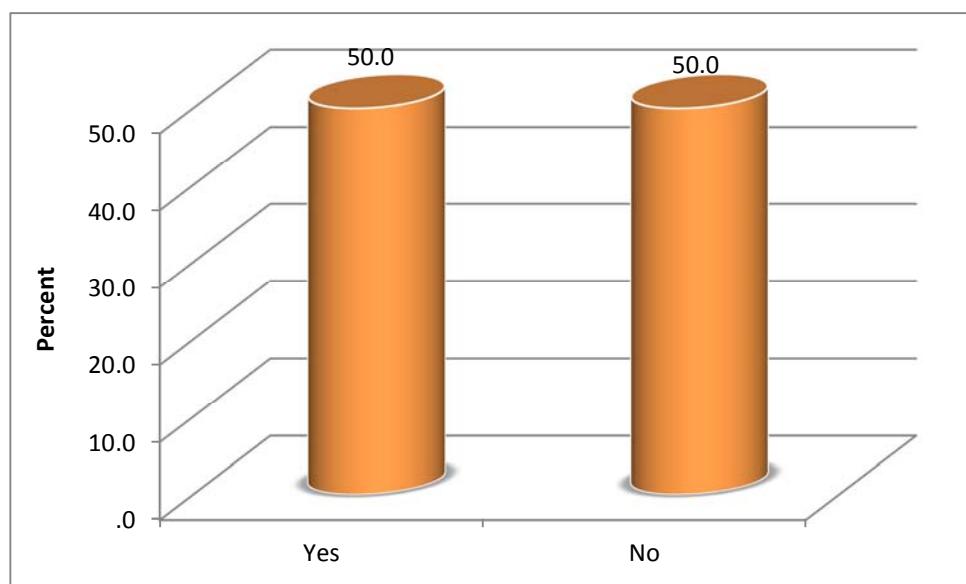


One-fifth (20%) of the respondents were students and a further 20% were unemployed. This indicates that some members of the Umzumbe Youth Development Council are still pursuing their studies. It is interesting to note that there are members who are employed as community developers, designers and technicians. These members could play an important role in the structure that they are serving, and share experience and expertise from their current employment.

This section seeks to understand the roles and responsibilities of Umzumbe Local Youth Council Members, in respect of youth participation in IDP.

The figure below shows responses to a question that sought to establish whether members of a Local Ward Youth Development Forum were still actively involved.

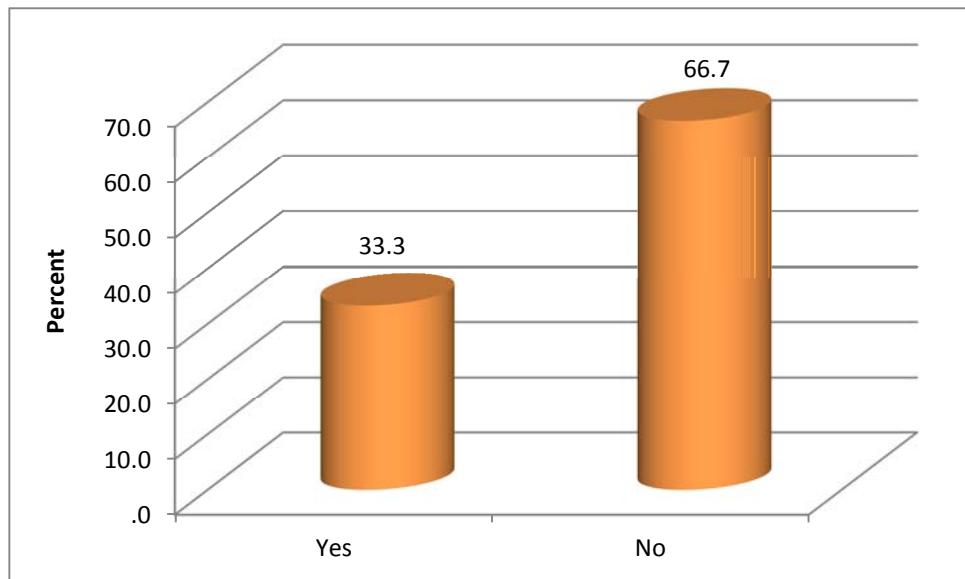
**Figure 4.6.7: Membership in Local Youth Development Forum**



Half of the respondents indicated that they were members of the local ward youth development forum (LWYDF); this could mean that these members of the Youth Council are representing their ward within the umbrella body, or could be informed by the fact that a youth council is elected in a gathering comprised of representatives from all 19 wards in Umzumbe Municipality. Two-thirds of respondents indicated that they were elected in 2009.

The figure below highlights responses to a question that asked whether members have a portfolio.

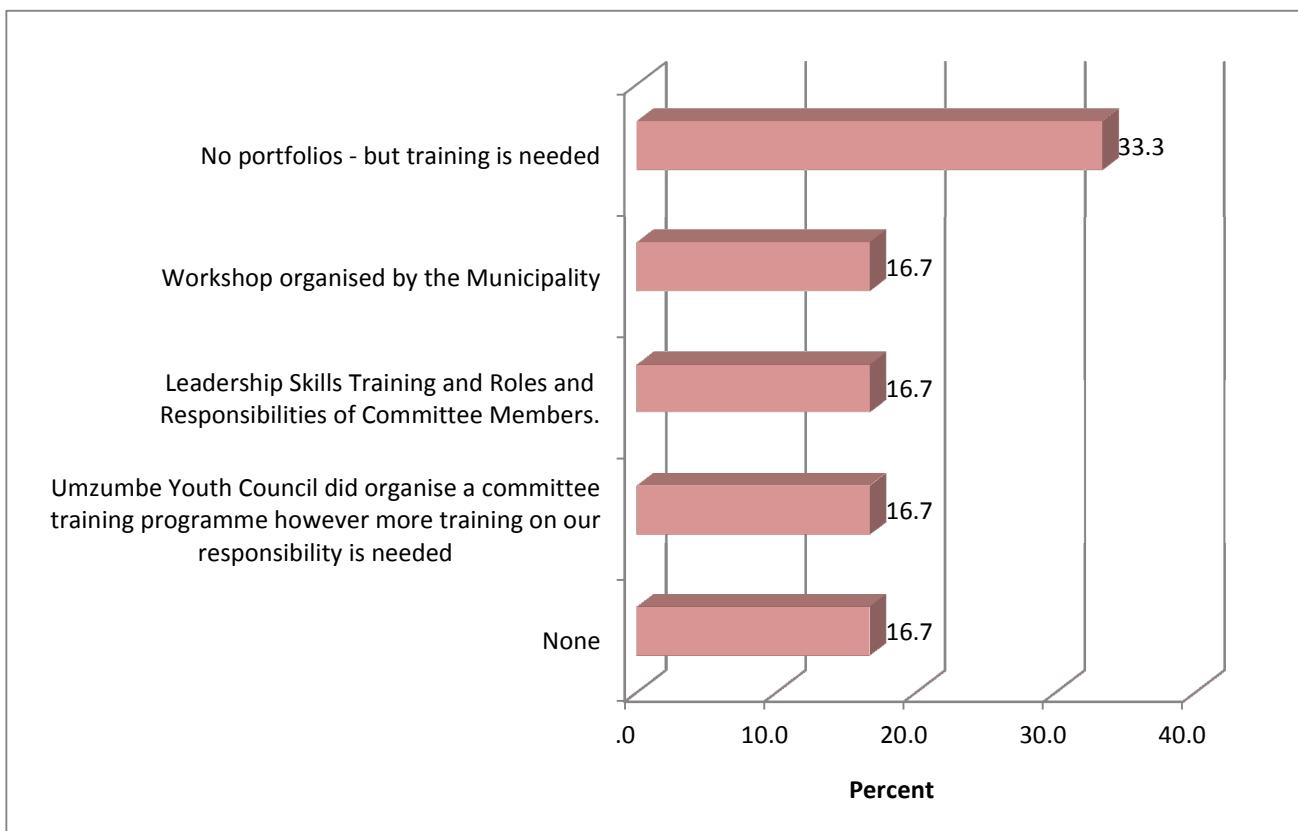
**Figure 4.6.8: Portfolio in Local Youth Development Forum**



One-third of the respondents indicated that they held a portfolio position, which indicates that members of Umzumbe Youth Council had structured their organisation in a manner that assigned individuals to deal with different youth interests. These are referred to as strategic interventions, which are outlined in the national youth policy framework as: skills development, training and education; sports, art, culture and recreation; youth economic participation; social transformation and well being; and institutionalisation and mainstreaming.

The figure below shows responses to a question that asked members about training on how to carry out the functions of their portfolio. Those that answered yes indicated that they had received the following training.

**Figure 4.6.9: Training acquired / required to run a portfolio**



The most common methods were workshops and leadership skills training, for the members to be able to extend their knowledge and for the purposes of the effective functioning of portfolios. In responding to the question that asked about the members' main responsibilities in their portfolio, the third of the respondents who had portfolios identified the following as their primary responsibilities.

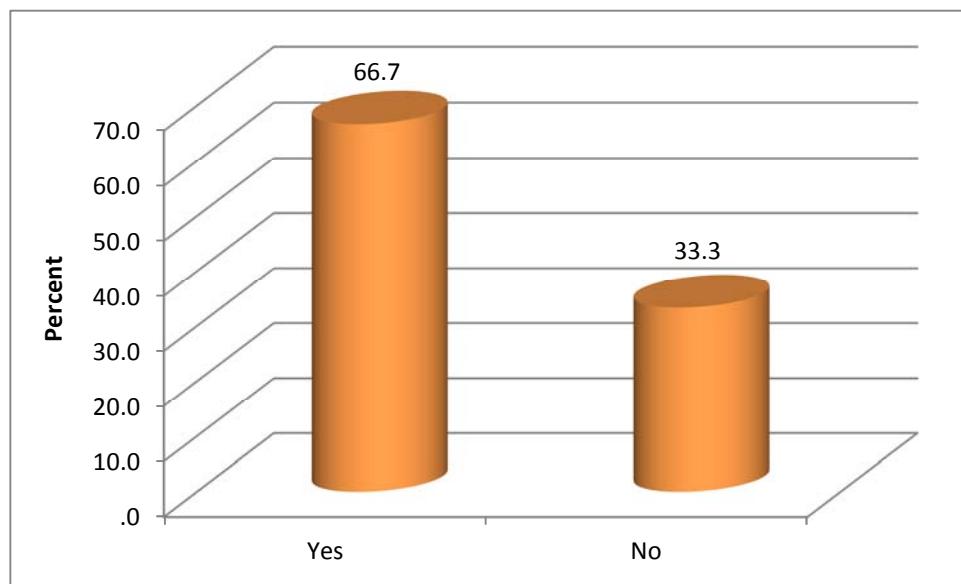
**Table 4.6.10: Responsibilities of Local Youth Development Forum members**

	Frequency	Percent
Youth Development	1	25
Administration and minute taking as well as logistical arrangements	1	25
Filling of financial statements	1	25
How to champion young people's interest	1	25

All of the responsibilities had a similar response (25% each). The primary responsibilities were outlined as youth development, administration and minute taking, financial management and championing young people's interests.

The graph below highlights responses to the question that sought to establish whether members were still involved actively in carrying out the responsibilities of their portfolios.

**Figure 4.7.1: Involvement in carrying responsibilities of a portfolio committee**

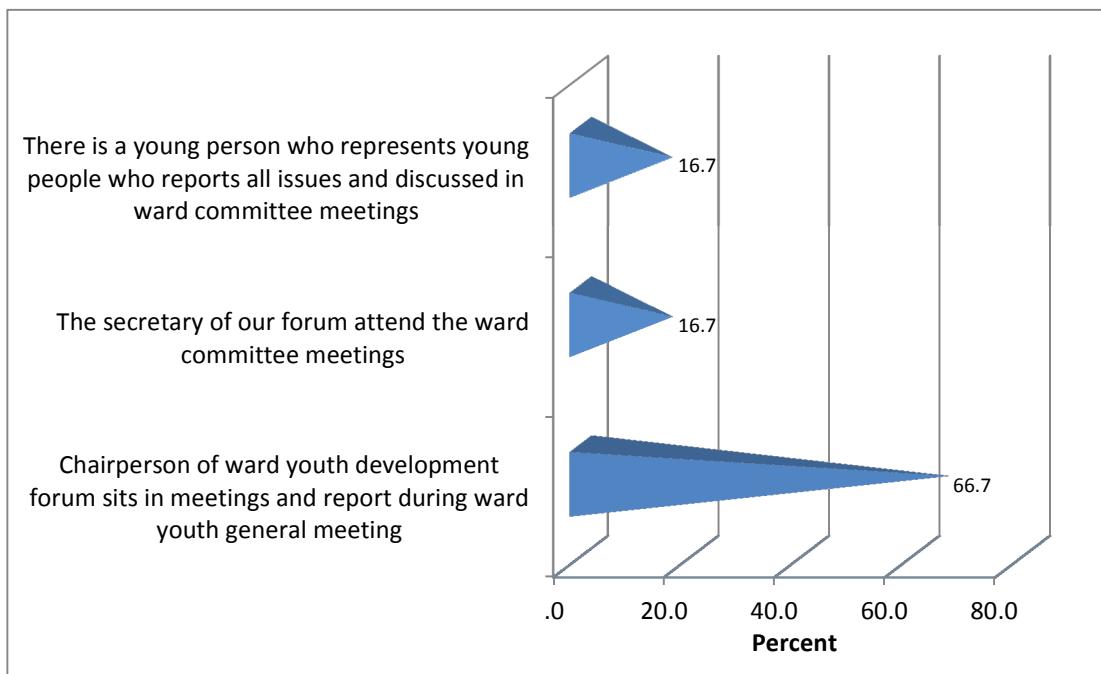


Two-thirds (66.7%) of the respondents indicated that they were still actively involved with their portfolios. This could mean that issues that are raised in the youth summit coordinated by Umzumbe Municipality are presented by leaders of the various portfolios within the Umzumbe Youth Council.

With regard to the question that asked members whether they sat in the ward committee meetings, all of the respondents indicated that they did not sit in on these meetings. However it must be noted that they stated that they had some kind of representation in the ward committee.

Those who responded “no” in terms of sitting in ward committee meetings indicated that they were represented, and the following figure indicates how they receive feedback:

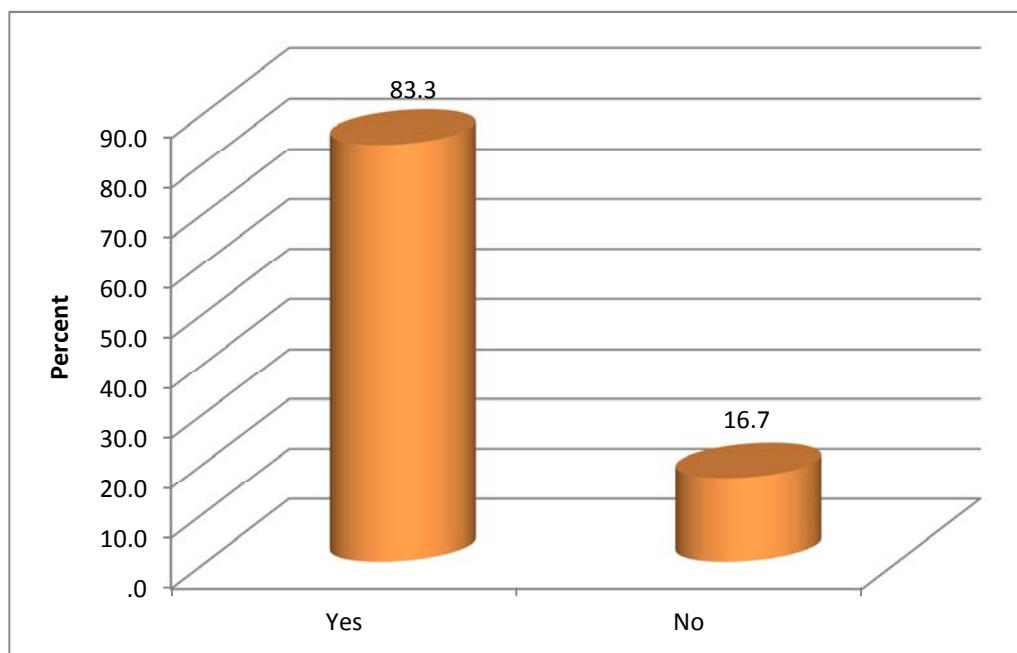
**Figure 4.7.2: Local Youth Development Forum representation in ward committee**



Two-thirds of the respondents indicated that the chairperson of the ward youth development sits in the meetings, and communicates youth needs for the consideration by ward committee. These issues are also communicated by the ward councillor to the Speaker of Council for approval, and they are incorporated in the Umzumbe Municipality IDP document. The majority of the respondents said that young people serving in youth development forums have confidence in their chairpersons.

With regard to the question that asked about the influence of Umzumbe Local Youth Council members in the ward committee decisions, the responses are highlighted in the figure below.

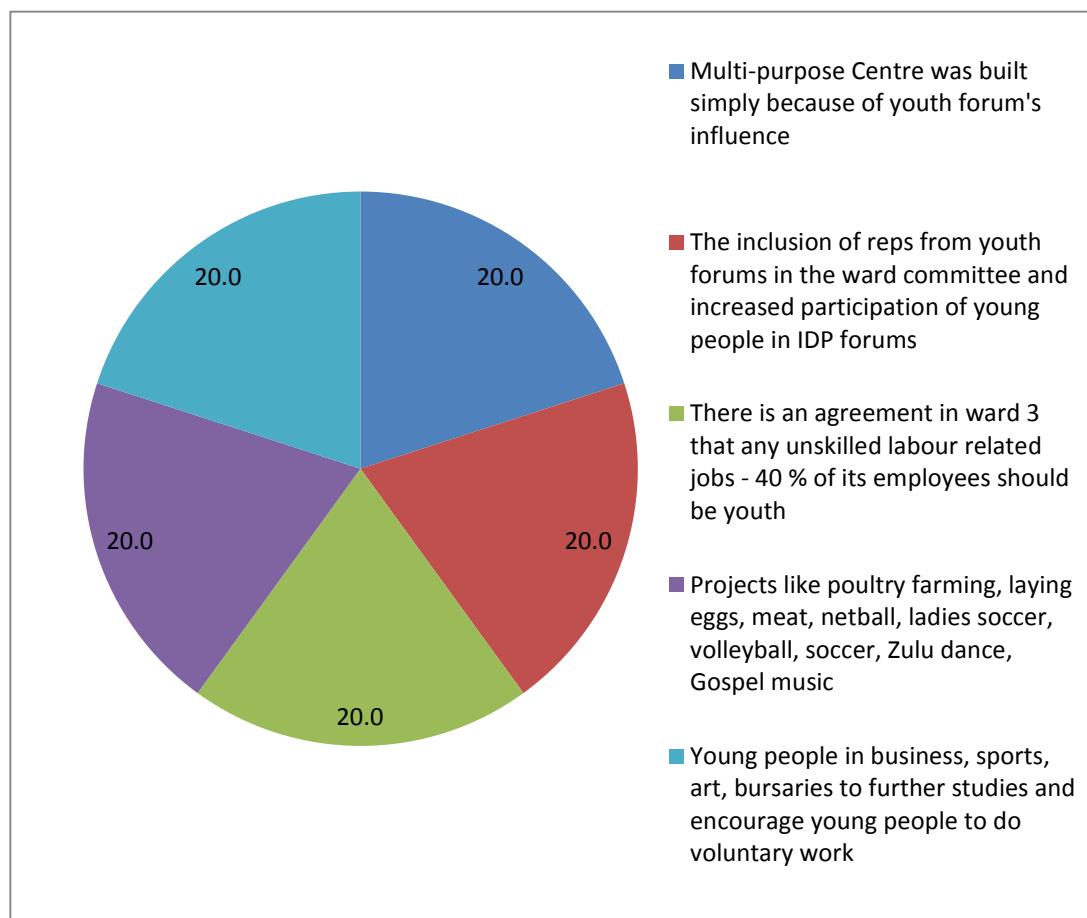
**Figure 4.7.3: Influence of Umzumbe Youth Council members in ward committee decisions**



More than 80% of the respondents indicated that local youth council members do have an influence on ward committee decisions. This possibly due to the fact that the level of education, and experience and expertise of some members enables them to articulate the needs of youth for consideration by ward committees and eventually the Umzumbe Youth Council.

In respect of the members, who responded with an answer of “yes”, below are some of youth project activities, showing their influence.

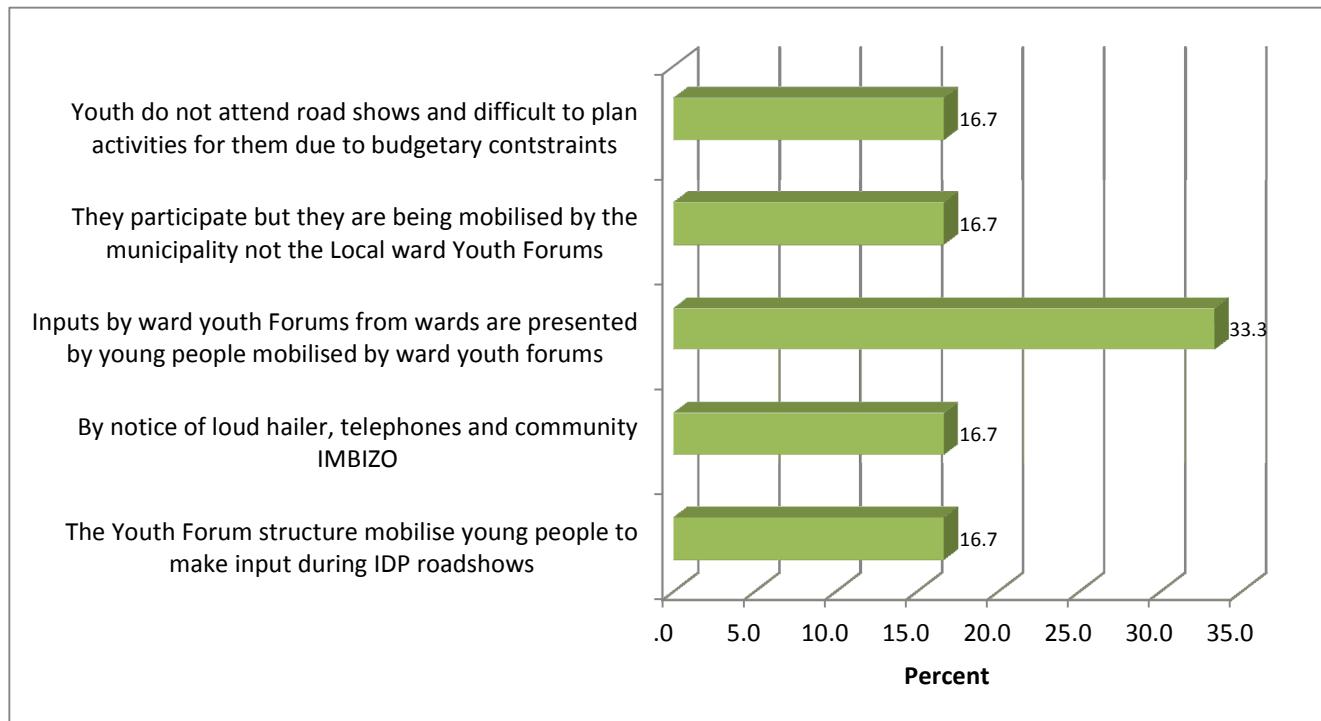
**Figure 4.7.4: Account of project influenced by Umzumbe Youth Council members**



Each project received the same score. The respondents indicated that there is a certain level of organisation which means that youth issues are discussed and consensus is reached by portfolio leaders on the type of projects to be presented to the ward committee. This assumption is derived from the fact that the projects are characterised by a mixture of youth development interests, including multi-purpose centres, and the provision in ward 3 that 40% of those employed to work on projects should be youth. It is also noted that the youth does not like to do voluntary work.

Responding to the question as to whether young people participate during the IDP in the ward; all of the respondents answered in the affirmative. The graph below highlights some of the challenges cited by the respondents.

**Figure 4.7.5: Youth participation during the IDP planning in the ward**



Even though all the respondents agreed that the youth do participate, 16.7% indicated that the youth do not attend the road shows, and that they are sometimes invited by the municipality to attend IDP meeting through loud hailing. The table below indicates the frequency and percentage of responses regarding the challenges experienced by Umzumbe Youth Council members in participating in IDP related meetings or platforms.

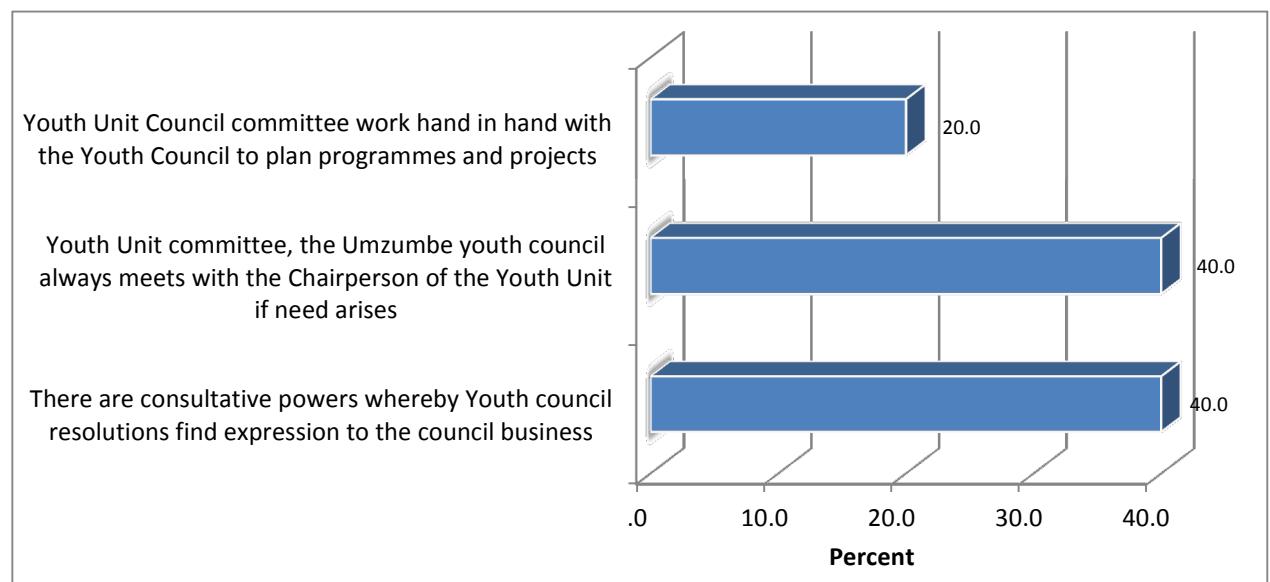
**Table: 4.7.6**

Challenges experienced by members in participation

	Frequency	Percent
Yes	1	16.7
No	5	83.3

More than 80% of the respondents who answered no indicated that there were no challenges except (16,7%) who cited challenges related to sports and bursaries. To resolve this, the Umzumbe Youth Unit is working together with the Youth Council to incorporate bursaries and sports issues in the IDP of Umzumbe Municipality. Respondents who responded “yes” indicated which Council Committees are involved and the nature of the relationship with Umzumbe Youth Council. The figure below reflects these responses.

**Figure 4.7.7: Relationship between the Youth Council and Municipal Council**



The respondents indicated that there was a structured institutional mechanism of youth participation, whereby the Umzumbe Youth Unit, as a statutory body, and the Umzumbe Youth Council, as a civil society organ, consult each other and are able to take decisions on youth projects, which automatically find expression in the daily business of the Umzumbe Council.

### 4.3.5 Correlations

The table below indicates the significant relationships between the variables.

**Table 4.7.8 Procedures and mechanisms to encourage youth participation**

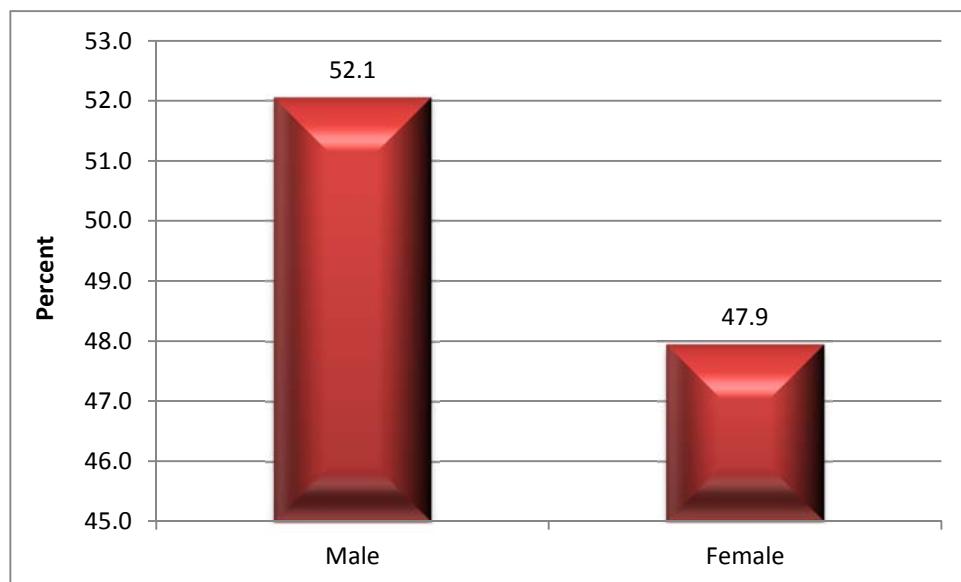
	Age	Grade	Post Qualification	Occupation	What are the main responsibilities of your portfolio?	Do Umzumbe Local Youth Council members have any influence in the ward committee decisions?	If your answer is yes, can you give an account of youth project activities, showing the same influence?
What are the main responsibilities of your portfolio?			.1.000*				
If your answer is no, who is representing Local Ward Youth Development Forum in the Wards Committee, and how do you receive feedback?		.837*					
Do Umzumbe Local Youth Council members have any influence in the ward committee decisions?		-	.1.000*				
If your answer is yes, can you give an account of youth project activities, showing the same influence?				.1.00 0**			
Do Umzumbe Youth Council as a structure; have any relationship with Umzumbe Municipal Council Committees?		-	.1.000*			.1.000**	
If your answer is yes, which Council Committees and what is nature of relationship with Umzumbe Youth Council?				.945*	.1.000*		.945*

Positive correlation values indicate a directly proportional relationship between the variables. For example, there is a direct link between post qualification and the main responsibilities of a portfolio. The more highly qualified personnel are given more responsibilities. On the other hand, a negative value indicates an inverse relationship. For example, grade and influence on ward committee decisions are inversely related.

#### **4.3.6 Youth population responses from members of local youth development forum members**

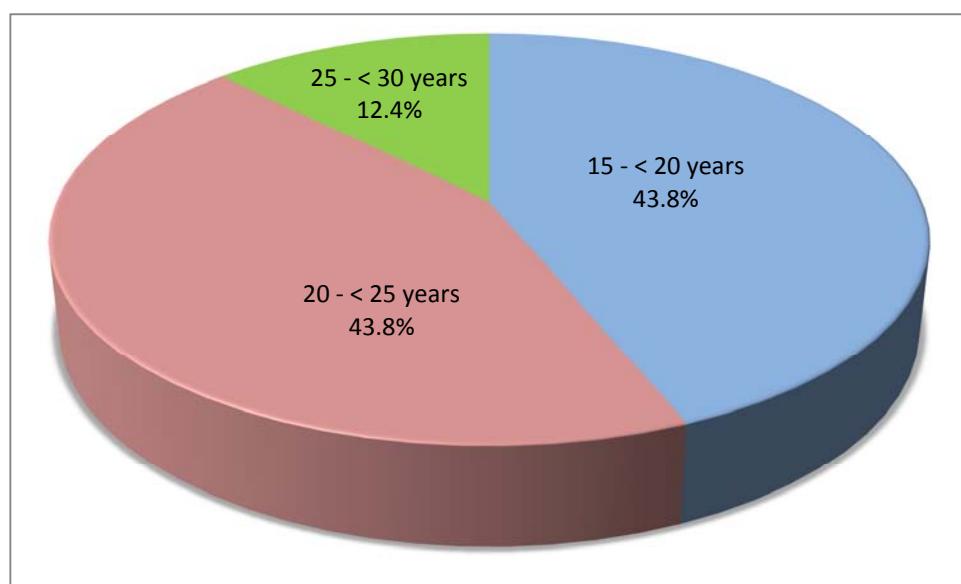
This section presents the descriptive statistic based on the demographic information gathered from another group of respondents, young people at ward level.

**Figure 4.7.9:Gender**



The sample was almost evenly split in terms of the gender composition.

**Figure 4.7.10: Age (in categories)\* Gender cross tabulation**



A small group of 12.4% was between the ages of 25 and 30 years. The remaining respondents were evenly divided (43.8% each) between the age groups 15 to 20 years and 20 and 25 years. The stratified sample identified most respondents who were members of the local ward youth development forums and 11 out of 19 wards was covered by the study. It is noted that LWYD structures represent youth interests during the IDP formulation process of Umzumbe Municipality, which also involves interacting with local communities on service delivery issues.

The table below indicates the cross tabulation for gender and age.

**Table 4.8.1: Age (in categories) \* Gender Cross tabulation**

		Gender		Total
		Male	Female	
Age (in categories)	15 - < 20 Count	15	17	32
	years % of Total	20.5%	23.3%	43.8%
	20 - < 25 Count	15	17	32
	years % of Total	20.5%	23.3%	43.8%
	25 - < 30 Count	8	1	9
	years % of Total	11.0%	1.4%	12.4%
Total		38	35	73
		52.1%	47.9%	100.0%

It is noted that of the male respondents (52.1%), there were 20.5% in each of the two age groupings of 15 to 20 years and between 20 and 25 years. Females had a similar equal response (23.3%), but slightly higher than the males. The local ward youth development forums seem to be represented by a variety of age groups; however a majority of members are males. It could not be established whether each LYDF was dominated by males since the figure of 52.1% of male respondents included all the wards. It might be possible that some individual LYDF have more females.

Drawing from this trend of a variety of age groupings it can also be concluded that the different youth issues that are addressed by these structures

accommodate youth still in school, and out of school youth. Those who are in school can be represented by the age category of (15 - < 20 years), and those who have completed their matriculation but who are not involved in tertiary studies or are unemployed can be represented by the age bracket of (20-<25 years). The youth that is employed can be represented in the age category of (25-<35 years). It could be further argued that responses from the Umzumbe Youth Development Council with regard to different types of projects that they have influenced reflected a variety of youth development projects as interventions responding to problems faced by different youth age groups.

The tables below reflect the geographic coverage in terms of municipal wards, the responsible ward councillors, tribal authorities and the names of *Amakhosi* in those localities.

**Table: 4.8.2 Geographic coverage of localities**

	Percent
Emandleni Tribal Authority	17.1
Dingimbiza Area	4.3
Qoloqolo Tribal Authority	7.1
Mathulini Tribal Authority	47.1
Umzumbe	1.4
Turton	1.4
KwaQwabe Tribal Authority	8.6
Phongolo Location	1.4
Nhlangwini Tribal Authority	2.9
Mabheleni	1.4
Kwandelu	1.4
Mafazazane	2.9
Bongumusa Emmanuel Mzobe	1.4
NonjabuloGasa	1.4

	Percent
Petrus Duma	17.6
Chief Zama	8.8
Inkosi Bhekizizwe Luthuli	54.4
Inkosi Cele	4.4
Phumokwakhe Cele	1.5
Melizwe Dlamini	2.9

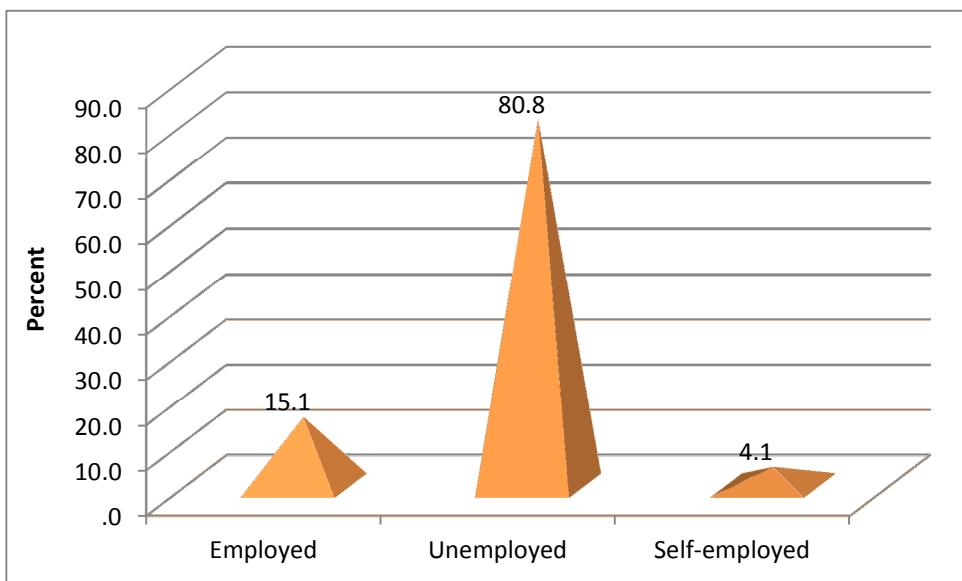
Nyavini	1.5
B Ngcobo	1.5
Mr Shinga	5.9
Makhoso	1.5

	Percent
2.00	4.1
5.00	8.2
7.00	2.7
9.00	16.4
10.00	9.6
13.00	1.4
15.00	15.1
16.00	11.0
17.00	9.6
18.00	9.6
19.00	12.3

	Percent
Mboniseni John Mkhize	16.4
Mama Pretty-Girl Londolo Zungu	16.4
Thobelihle Mbayi	8.2
Ashley Ezra Zindela	12.3
Thembinkosi S. Gumede	8.2
Olive Jane Mbambo	9.6
M Luthuli	11.0
SihleNgwabe	4.1
Thembela Peters	2.7
Councilor Cele	1.4
Philisiwe Hlongwa	9.6

It is noted that there was a reasonable geographic spread of respondents, who were members of the local ward youth development forums, which were identified from 11 wards. It is also noted that, the municipal wards are intertwined with the tribal authorities' jurisdictions.

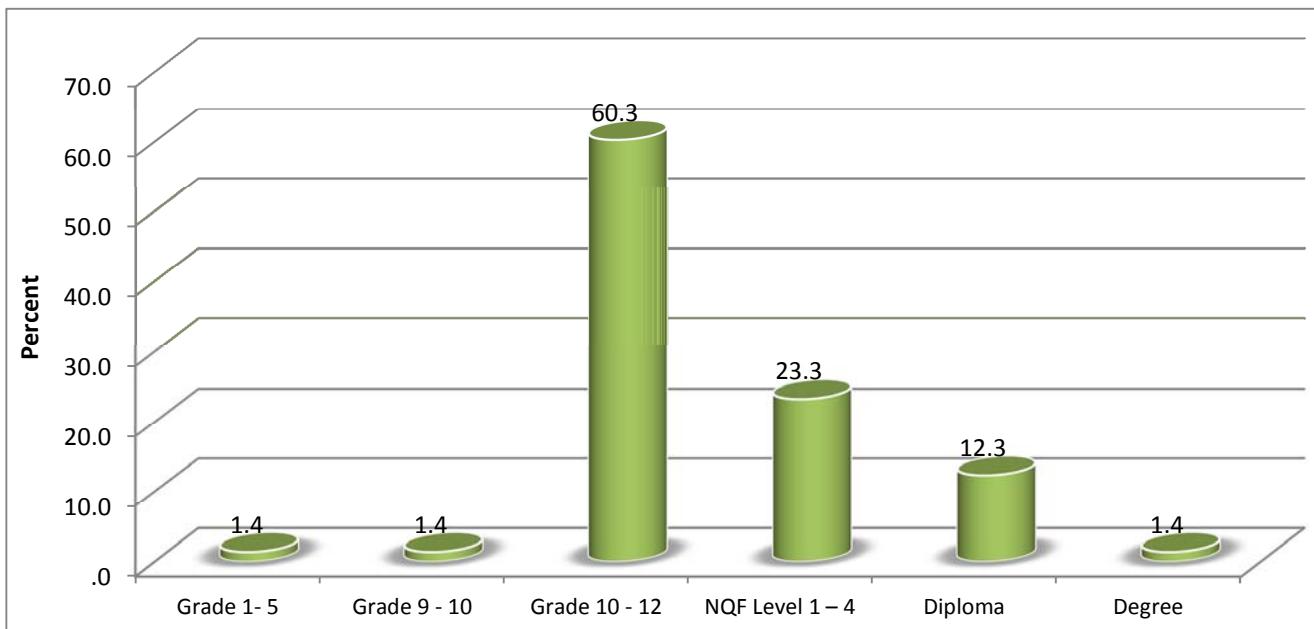
**Figure 4.8.3: Employment Status**



A large proportion of the respondents (80,8%) were unemployed. Less than 5% were self-employed. This indicates that the youth of Umzumbe is not immune to the broader challenges facing the youth of South Africa. Unemployment is a major problem facing the youth of Umzumbe, and a small percentage of the respondents (5 %) had realised this problem and works with the community and local government to create self-employment opportunities.

Umzumbe Municipality in its youth participation strategies and frameworks should consider working with other government departments, private sector and funding agencies to try to create more self-employment opportunities, as a mechanism to curb the escalating rate of youth unemployment in Umzumbe. Agricultural self-help projects, tourism, construction and manufacturing were not reflected in the list of projects influenced by the Umzumbe Youth development Council. These might contribute to solving the unemployment plight of the youth. Indications are that unemployment results in youth moving to urban areas to search for better opportunities.

**Figure 4.8.4: Qualifications**



Little more than six out of every ten respondents (60,3%) had completed schooling between grades 10–12. In the Youth Development Council responses it was noted that the youth input on IDP related to issues mainly concerned with skills development, training and education, bursaries and training opportunities. The results in this graph therefore suggest a correlation between a need for bursaries, training opportunities and unemployment, because a large percentage (60,3%) of respondents have educational qualification limited to grade 10-12. Approximately a third had completed some sort of post-school qualification. Of these, only 1,4% had completed a degree.

These revelations are surprising and warrant that Umzumbe Youth Unit designs a career counselling development programme that will assist young people to choose their future careers. The proposed programme must be aligned with the existing student financial aid offered by various institutions. Working through the Department of Higher Education and Training, Umzumbe Municipality could facilitate the establishment of a University satellite office campus in this area. It is envisaged that this would not only benefit the youth of Umzumbe, but the whole of Ugu District Municipality and Pondoland.

**Table: 4.8.5 Level of formal education \* Occupation Cross tabulation**

		Occupation			Total
		Employed	Unemployed	Self-employed	
Level of formal education	Grade 1- 5	Count	0	1	0
		% of Total	.0%	1.4%	.0%
	Grade 9 - 10	Count	0	1	0
		% of Total	.0%	1.4%	.0%
	Grade 10 - 12	Count	1	40	3
		% of Total	1.4%	54.8%	4.1%
	NQF Level 1 – 4	Count	3	14	0
		% of Total	4.1%	19.2%	.0%
	Diploma	Count	6	3	0
		% of Total	8.2%	4.1%	.0%
	Degree	Count	1	0	0
		% of Total	1.4%	.0%	.0%
Total		Count	11	59	3
		% of Total	15.1%	80.8%	4.1%
					100.0%

**Table: 4.8.6 Occupation \* Gender Cross tabulation**

		Gender		Total
		Male	Female	
Occupation	Employed	Count	7	11
		% of Total	9.6%	5.5%
	Unemployed	Count	29	59
		% of Total	39.7%	41.1%
	Self-employed	Count	2	3
		% of Total	2.7%	1.4%
Total		Count	38	73
		% of Total	52.1%	47.9%
				100.0%

**Table:4.8.7**

Gender			Age (in categories)			Total	
			15 - < 20	20 - < 25	25 - < 30		
Male	Occupation	Employed	Count	1	4	2	7
			% of Total	2.6%	10.5%	5.3%	18.4%
		Unemployed	Count	12	11	6	29
			% of Total	31.6%	28.9%	15.8%	76.3%
		Self-employed	Count	2	0	0	2
			% of Total	5.3%	.0%	.0%	5.3%
	Total		Count	15	15	8	38
			% of Total	39.5%	39.5%	21.1%	100.0%
Female	Occupation	Employed	Count	0	4	0	4
			% of Total	.0%	11.4%	.0%	11.4%
		Unemployed	Count	17	12	1	30
			% of Total	48.6%	34.3%	2.9%	85.7%
		Self-employed	Count	0	1	0	1
			% of Total	.0%	2.9%	.0%	2.9%
	Total		Count	17	17	1	35
			% of Total	48.6%	48.6%	2.9%	100.0%

#### 4.3.7 Section Analysis

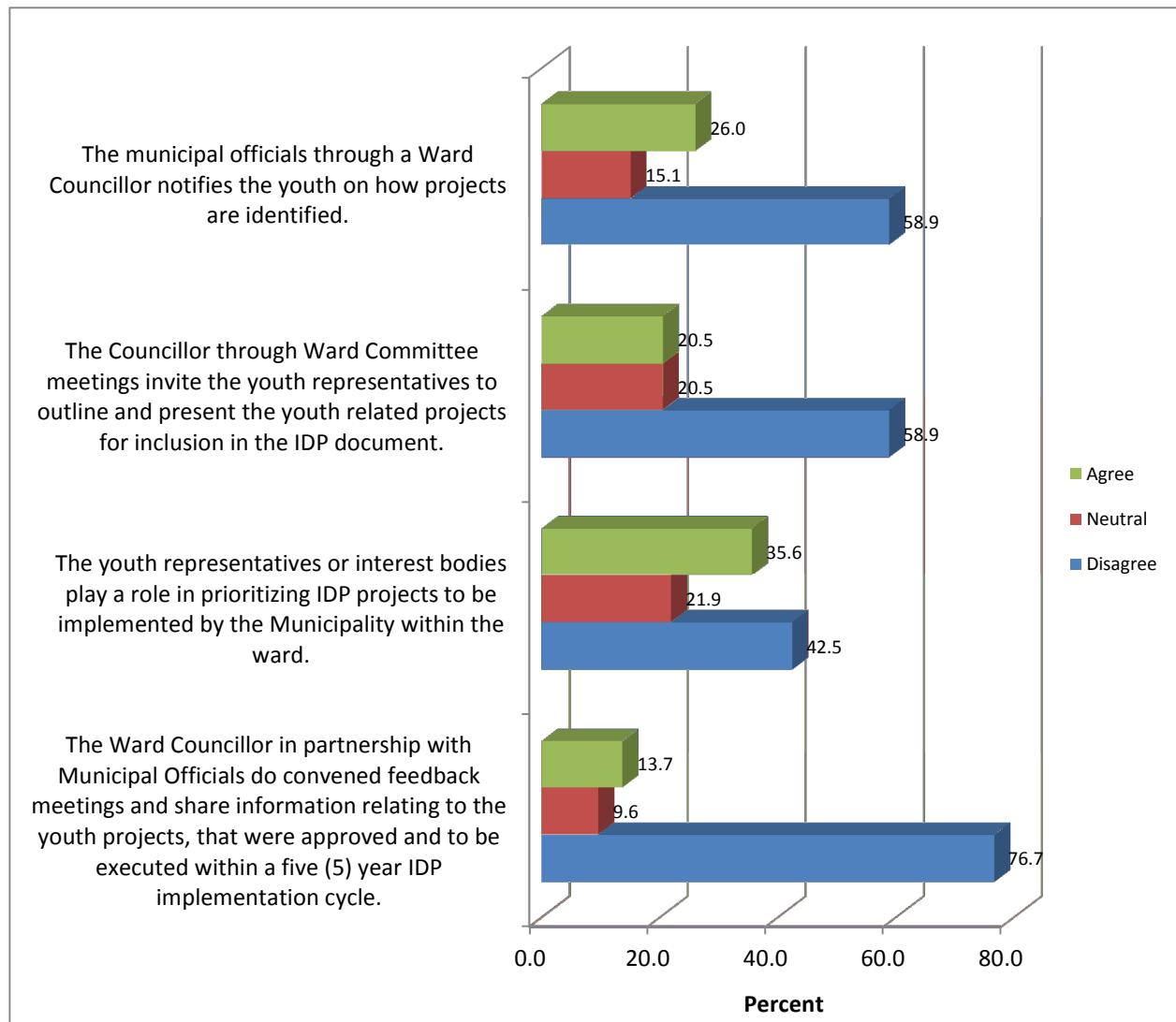
The graphs below indicate the percentages for each thematic statement, for each component. The percentages are aggregate values for agreement, neutral and disagreement. The responses emanate from Likert scale questions asked in the questionnaire, which is informed by the thematic research questions.

#### 4.3.8 Procedures and mechanisms to encourage youth participation in IDP formulation

This thematic statement attempted to establish how the respondents themselves understand procedures and mechanisms employed by Umzumbe Municipality to encourage youth participation in IDP formulation. Respondents

are probed through statements that will make them agree, disagree, or indicate if they are neutral.

**Figure 4.8.9: Attitudes and youth participation in IDP formulation**



In the range of statements that were presented to respondents it is noted that a large percentage (76,7 %) disagreed with the statement that public officials and councillors communicate and interact with the youth population as their mechanism to encourage youth participation in IDP formulation., An average of between (13% - 35,6%) respondents agreed with the statement which probed whether they understand the municipality's youth participation mechanisms and a lower percentage (9,6% - 21%) were neutral.

Surprisingly this is contrary to the highest percentage scored by both the IDP Manager and Umzumbe Youth Development Council responses, which tended to agree with the same statement regarding mechanisms and strategies in place to encourage youth participation. The agreement levels for the statements that constituted this section were low and averaged 24%. The average level of disagreement was close to 60%. The first two statements were close to this average whilst the last exceeded the average. The reason for respondents being so negatively strong is that mechanisms and strategies for encouraging youth participation are a result of the centralised approach, in terms of processes being undertaken between the Umzumbe Youth Unit, a statutory body and the Umzumbe Youth Council which is a civil society organ. Hence most of the respondents came from the ward-based structures.

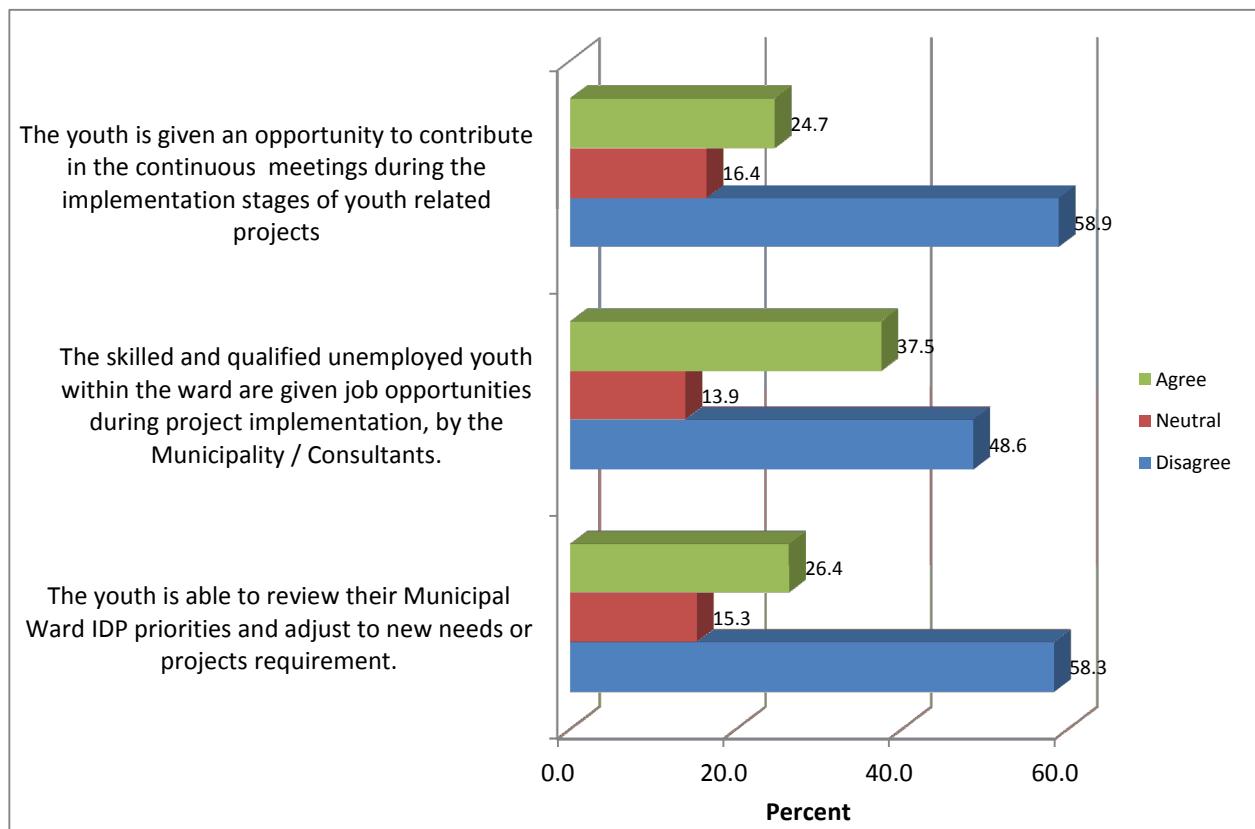
It could be argued that officials have less time to interact and communicate with ward-based youth development structures, which also raises a concern as to whether councillors make effective use of community communication strategies and mechanisms designed by the municipality.

The emerging contradictory trends between the responses from members of local ward youth development forums and the Umzumbe Youth Council in conjunction with the Umzumbe Youth Unit, justify the input from most of the youth council respondents, who indicated that there is a greater need for training on the roles and responsibilities of local ward youth development forums. The Umzumbe Youth Development Council must decentralise the training. It should be noted, however, that the localised training programmes will empower the largest percentage (76,7%). The train-the trainer methodology can be used, and the average 35% of respondents can transfer their knowledge and skills to the larger group.

#### **4.3.9 Attitudes and Youth participation in IDP formulation**

The statements under this thematic area seek to find out whether the youth know the municipal officials and public representatives that are entrusted with ensuring participation in Umzumbe Municipality, and able to identify the youth roles within this context.

**Figure 4.8.10: Establishing youth understanding on powers and functions of local government**



It is noted that a large percentage of respondents disagreed with the statement, which seeks to understand whether young people are given opportunities to continuously contribute in meetings during the implementation stages of youth related projects; this view is coupled with disagreement on the issue of reviewing and adjusting youth priorities. A fairly high percentage (58,3%) of responses disagreed, with an average percentage (37,5%) of respondents who agreed that there is engagement of skilled and qualified youth for job opportunities during project implementation by the municipality or the consultants appointed.

There are significant differences between the agreement levels in this section. There are greater levels of disagreement with the first and third statements than with the second. The reasons for these significant differences could be because the large percentage of the youth is unemployed and they aspire to look for better opportunities in town and big cities, while a small fraction is employed.

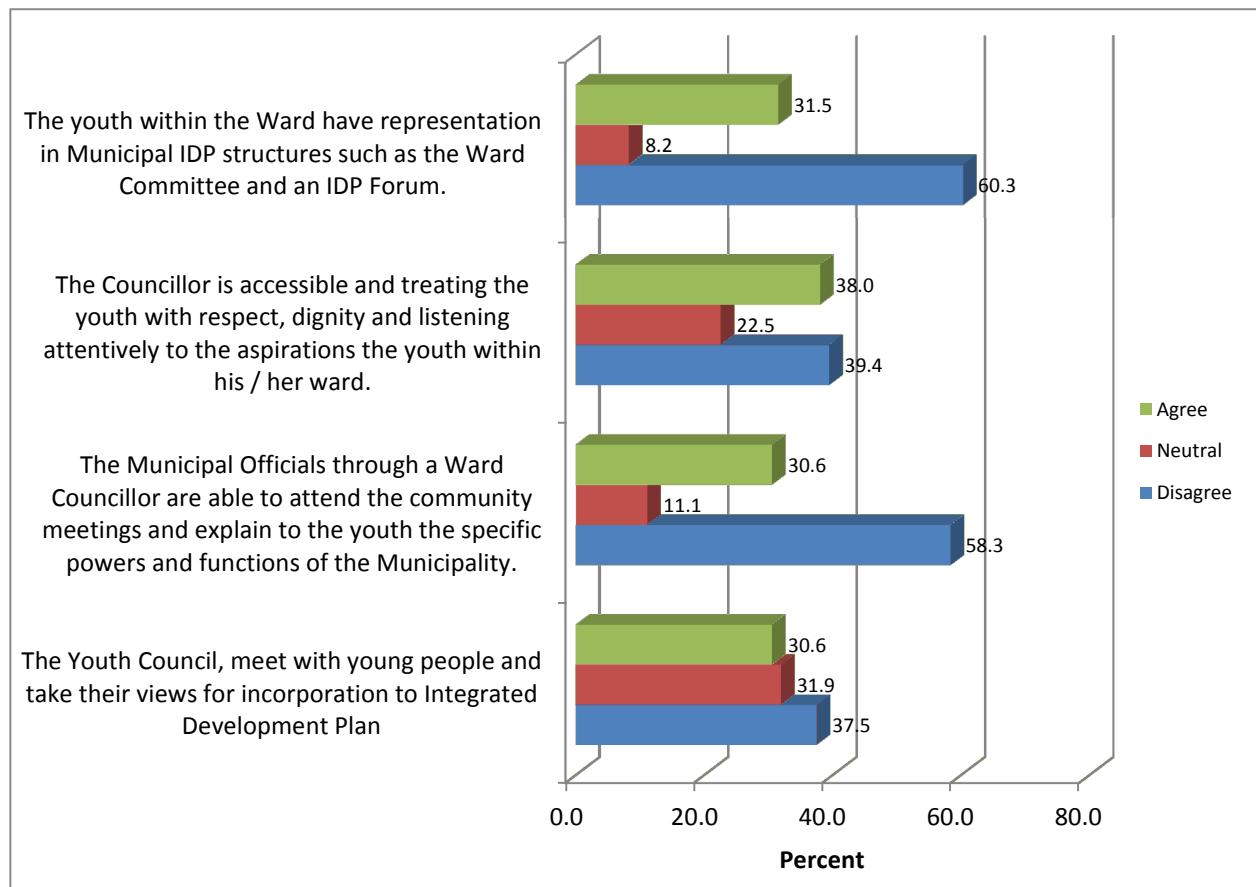
The meetings and IDP road shows are conducted during the weekdays between 8h00-16h00. During these times, most of the youth is either attending school or they are at work in town. This excludes and deprives the larger percentage of youth from participating.

It is however noted that a small percentage of respondents (37,5%) is composed of unemployed youth which is able to access employment opportunities offered by the municipality or consultants, during the actual implementation of projects. This trend could be associated with the fact that, those young people are left in their wards, whilst the others are either still of school age, seeking employment or employed somewhere outside their municipal wards. It is important that councillors and municipal officials conduct public consultation meetings over the weekends or after working hours, when the majority of the youth is not in school or at work.

#### **4.3.10 Establishing Youth understanding of the power and functions of local government**

In this section, the first and third statements show an approximately 30% difference between agreement and disagreement, with the second and fourth statements showing much smaller differences.

**Figure 4.9.1: Verification of the implementation of the NYC and DPLG framework for youth participation**

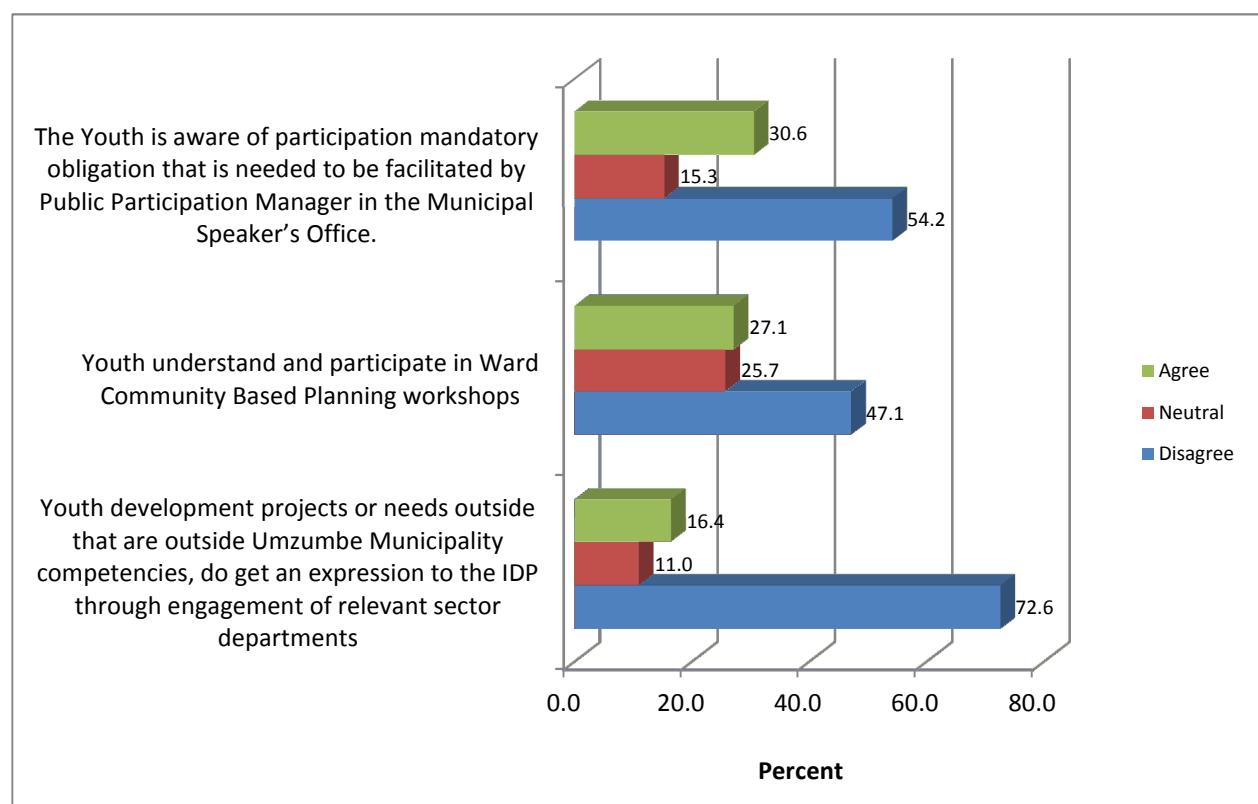


It is noted that (30%) percent of respondents were in agreement with the statement, which suggests that municipal officials explain the powers and functions of the municipality to the youth, with (58,3%) of responses in disagreement. This trend could be associated with the reasons outlined in the previous sections, that concluded that the high rate of youth mobility is a reason for the non-participation of a large percentage of youth in community meetings, with a percentage of those serving in the youth council and remaining in wards getting an opportunity to receive information which is communicated by the municipal officials during the week.

#### **4.5 Verify the implementation of the framework for Youth participation at local government**

This section focuses on verifying the implementation of National Youth Commission's youth development guidelines for local government and the framework for youth participation and the extent to which Umzumbe Municipality had used the CBP model.

**Figure 4.9.2: Verification of the implementation of the NYC and DPLG framework for youth participation**



There is some disagreement on the youth's understanding of CBP application by Umzumbe Municipality, with (27,1%) percent of respondents agreeing, and (47%) disagreeing. This trend could be associated with the fact that, as was noted in the previous section, the CBP model was piloted only in ward 6, with only ward 4 having tried to establish a steering committee which was suppose to deal with daily planning at ward level.

Umzumbe Municipality's IDP Manager should consider embarking on a process that will seek to enhance and intensify the implementation of the CBP model as

a community participation tool beyond the pilot project that was facilitated by CoGTA. The scoring patterns for the first two statements are similar, with approximately half the respondents disagreeing with the statements and approximately 30% agreeing. There is a strong opinion of disagreement (72,6%) for the last statement.

#### 4.5.1 Hypothesis Testing

The traditional approach to reporting a result requires a statement of statistical significance. A **p-value** is generated from a **test statistic**. A significant result is indicated with "p < 0.05". These values are highlighted in yellow. The Chi square test was performed to determine whether there was a statistically significant relationship between the variables (rows vs. columns). The null hypothesis states that there is no association between the two. The alternate hypothesis indicates that there is an association.

**Table 4.9.3:** The table below summarises the results of the chi square tests.

	Gender	Age (in categories)	Occupation	Level of formal education
The municipal officials through a Ward Councillor notifies Chi-square the youth on how projects are identified.	7.222 df Sig.	9.601 8 .294	10.075 8 .260	22.761 20 .301
The Councillor through Ward Committee meetings invite Chi-square the youth representatives to outline and present the youth related projects for inclusion in the IDP document.	4.625 df Sig.	8.063 8 .427	5.046 8 .753	17.419 20 .626
The youth representatives or interest bodies play a role in Chi-square prioritizing IDP projects to be implemented by the Municipality within the ward.	4.764 df Sig.	8.731 8 .365	13.891 8 .085	31.982 20 .043
The Ward Councillor in partnership with Municipal Chi-Officials do convened feedback meetings and share square information relating to the youth projects, that were approved and to be executed within a five (5) year IDP implementation cycle.	2.097 df Sig.	7.872 8 .446	6.573 8 .583	25.589 20 .180

The youth is given an opportunity to contribute in the Chi-continuous meetings during the implementation stages of square youth related projects	df	4	8	8	20	37.509
	Sig.	.363	.153	.180	.010	
The skilled and qualified unemployed youth within the Chi-ward are given job opportunities during project square implementation, by the Municipality / Consultants.	df	4	8	8	16	16.039
	Sig.	.121	.272	.130	.450	
The youth is able to review their Municipal Ward IDP Chi-priorities and adjust to new needs or projects requirement.	df	4	8	8	20	27.848
	Sig.	.670	.590	.108	.113	
The youth within the Ward have representation in Chi-Municipal IDP structures such as the Ward Committee and an IDP Forum.	df	4	8	8	20	27.319
	Sig.	.463	.800	.038	.127	
The Councillor is accessible and treating the youth with Chi-respect, dignity and listening attentively to the aspirations of the youth within his / her ward.	df	4	8	8	20	24.838
	Sig.	.076	.172	.445	.208	
The Municipal Officials through a Ward Councillor are Chi-able to attend the community meetings and explain to the youth the specific powers and functions of the Municipality.	df	4	8	8	16	19.838
	Sig.	.112	.709	.515	.228	
The Youth Council, meet with young people and take their views for incorporation to Integrated Development Plan	df	4	8	8	20	17.107
	Sig.	.581	.928	.587	.646	
The Youth is aware of participation mandatory obligation that is needed to be facilitated by Public Participation Manager in the Municipal Speaker's Office.	df	4	8	8	20	20.902
	Sig.	.372	.844	.214	.403	
Youth understand and participate in Ward Community Based Planning workshops	df	4	8	8	16	13.857
	Sig.	.047	.620	.540	.609	
Youth development projects or needs outside that are outside Umzumbe Municipality competencies, do get an expression to the IDP through engagement of relevant sector departments	df	4	8	8	20	30.062
	Sig.	.282	.970	.251	.069	

The results indicate that there are four significant results with the demographic data. These are highlighted in yellow. For example, the p-value between “Gender” and “Youth understanding and participation in Ward Community Based Planning workshops” is 0.047. Since this value is less than the level of significance of 0.05, it implies that males and females did not score similarly for this question. All the other values are not significant. This means that the demographic variables did not influence the way the respondents felt when scoring the question.

#### **4.6 CONCLUSION**

The analysis of the findings of the study has revealed different patterns of responses, whereby respondents disagreed or agreed with statements related to the various themes probing them within the context of the key research questions. There was also a fraction of respondents who either agreed, or disagreed with the presented statements.

The emerging trends throughout the study are that Umzumbe Municipality has complied with the provisions of Chapters 4 & 5 of the Municipal Systems Act of 2000. This is coupled with adherence with the National Youth Commission’s youth guidelines for local government, and the implementation of the framework for youth participation in local government. There are efforts on the part of officials and councillors to create procedures and mechanisms of youth participation such as the Council Portfolio Committee on youth affairs, which is chaired by the Speaker of Umzumbe Municipality. The results further indicate that the Umzumbe Youth Development Council is working with the IDP and Youth Managers and has a good understanding of and cooperation with the procedures and mechanisms for youth participation.

A significant amount of work still needs to be done, however, by Umzumbe Municipality officials responsible for IDP formulation. The IDP Manager and the Youth Development Manager need to consider designing localised training and capacity building programmes that target members of the local ward youth development forums and the broader youth population. There is also a need to broaden the youth development interest horizon. This study therefore proposes

that Umzumbe Municipality facilitate a process that will lead to the establishment of a university satellite campus in order for the (60,3%) of youth population who have completed grades (10-12) to further their studies.

## **CHAPTER 5**

### **CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 INTRODUCTION**

This chapter concludes the study by outlining the findings, and proposes recommendations to guide Umzumbe Municipality in intensifying its efforts in youth participation in matters of local governance, especially with regards to integrated development planning.

The purpose of the study was to examine the effectiveness of youth participation in the formulation process of IDP, and evaluate the extent to which Umzumbe Municipality has implemented both the National Youth Commission's youth development guidelines for local government (YDG4LG) 2004 and the DPLG framework for youth participation in local government.

The study also investigated the procedures and mechanisms that are used by Umzumbe Municipality to encourage and promote the role of existing ward based youth development structures. Attention was also given to the level of involvement in the CBP model, as an approach that seeks to develop ward based plans that are incorporated into the integrated development planning of Umzumbe Municipality.

This study has applied qualitative methods of data collection. The data collection process commenced with a literature review. Official documents, such as youth summits reports, integrated development planning documents, and youth development strategic documents were used to gather information. The sample target was the Umzumbe IDP Manager, IDP Managers serving in other local municipalities, Umzumbe Youth Development Managers, the Speaker of the Umzumbe Council, and ten youth representatives from ward-based youth development structures known as local ward youth development forums (LWYDFs). These ten representatives were drawn from nine wards of Umzumbe Municipality's area of jurisdiction.

These participants were selected by the researcher in order to collect relevant information from individuals who have knowledge of youth work. The results revealed that the young people of Umzumbe Municipality are partially participating in one way or another during the formulation process of the IDP, especially at three levels of the process: the analysis, project identification and consultation stages.

The results also revealed that the National Youth Commission's youth development guidelines for local government and the DPLG framework for youth participation at local government were implemented by Umzumbe Municipality. In terms of youth involvement in the CBP, the results revealed that there were limited achievements, given that the CBP model has not been applied by Umzumbe Municipality; however CoGTA funded and piloted the model in wards four and six only.

The results revealed that the young people of Umzumbe Municipality view their participation as a stepping-stone to municipal employment and political positions. This is indicated by the fact that most of respondents are employed by the municipality or were elected as councillors during the recent local government elections. They had lobbied and advocated for a 40% youth representation in the Umzumbe Council, with a view to ensuring a generational mix in the Council.

## **5.2 OBJECTIVES OF THE STUDY**

The main objectives of the study were to:

- Assess the effectiveness of youth participation in the formulation of IDP at a municipal ward level;
- Identify policy gaps between theory and practice in the implementation of IDP consultation and participatory process;
- Propose effective youth participation strategies during the formulation of the municipal IDP at ward level; and

- Highlight the importance of the IDP formulation process as a municipal service delivery planning and implementation tool amongst the youth and motivate them to participate.

The salient questions asked in the study were as follows:

- What procedures and mechanisms are employed by the municipal officials and councillors to encourage youth participation in formulating the IDP at ward level?
- To what extent has Umzumbe Municipality implemented the National Youth Commission's youth development guidelines for local government and the framework for youth participation?
- What are the youth's attitudes and the experiences of the youth in participating in IDP formulation process?
- What is the level of youth understanding on the powers and functions of different spheres of government?
- What mechanisms and procedures are used by Umzumbe Municipality to encourage and promote the involvement of the existing wards-based youth development structures and their participation in the IDP formulation process?
- What is the involvement of young people in the formulation of ward based development plans, through the use of CBP as a model?

### **5.3 YOUTH PARTICIPATION IN IDP FORMULATION PROCESS**

#### **5.3.1 Procedures and mechanisms to encourage youth participation in IDP formulation**

Umzumbe Municipality has facilitated the formation of youth interest bodies in all of its 19 wards. These youth development structures are referred to as local youth development forums. These interest bodies are comprised of youth groups or clubs that are involved in issues that affect young people within each ward, for example the local football association, arts, culture and recreational activities, HIV/AIDS voluntary teams, youth self-help projects, and teenagers against drugs associations.

The local ward youth development forum is elected at a ward meeting attended by all the youth interest bodies. This ward youth meeting is coordinated by the Umzumbe Youth Unit, a statutory body within the municipality established in terms of the Municipal Systems Act of 2000, which provides for municipalities to establish portfolio committees of council. The youth political organizations are required to serve only as ex-officio members in these forums, meaning that they do not form part of the decision-making exercise.

The elected chairperson or secretary of the local ward youth forum sits in on Ward Committee meetings in order to present youth interests and aspirations, and the local ward youth forum attends IDP and budget road shows conducted by the municipality in order to express youth views, which are eventually incorporated into the IDP of the municipality.

In addition there is an umbrella structure that is elected by all the local ward youth development forums, known as the Umzumbe Youth Development Council. The Umzumbe Youth Development Council is a civil society organ, which serves as a link between the ward-based youth forums and the Umzumbe Municipal Council. The Umzumbe Youth Development Council is also responsible for the coordination of an annual youth development summit, which all the representatives of the ward-based structures attend to articulate their needs.

The youth summit is a platform created by the Umzumbe Youth Unit, through the Youth Development Council, which serves to consolidate the broader issues identified by members of local youth forums. The resolutions of the youth summit are packaged into the municipality's annual SDBIP, which then become an operational plan to implement youth development projects. The SDBIP is presented to the Municipal Council for approval and for the implementation of youth projects, which are also incorporated into Umzumbe Municipality's IDP.

The researcher has learned that the youth development summit resolutions have serious influence and impact on Umzumbe Municipality. For example, in their previous summit, the youth had resolved that the Umzumbe Municipality

corporate logo be changed, and that a new logo should be designed by local young people. A competition was held for and as a result Umzumbe Municipality has a new logo.

### **5.3.2 Verify the implementation of the DPLG framework for youth participation at local government**

The findings, shown in 4.3.8 and 4.9.2, illustrate that youth development institutionalisation and mainstreaming mechanisms have been established by Umzumbe Municipality. The Umzumbe Youth Unit is a statutory arrangement created as per the provisions of the National Youth Commission's youth development guidelines for local government and the youth participation framework for 2008. The Umzumbe Youth Unit is guided by the Ugu District Youth Development Policy Framework (2007-2012), a document that guides all municipalities on how to implement and coordinate youth development work. This framework has customised and localised the provisions of the above-mentioned national policy directives.

The Umzumbe Youth Unit is the state machinery, that is solely dealing with youth development within the municipality and it is managed by the Youth Development Manager, working with two support staff members whose role is to reach out to wards and work with ward-based youth development structures. The findings also revealed that the strategic location of this unit, in the Municipal Manager's department and the Mayor's office, has yielded positive results because of the reasonable budget allocated to youth work as compared with other interest groups. Most respondents, including the Speaker of the Council, echoed these sentiments.

## **5.4 ATTITUDES AND YOUTH PARTICIPATION IN IDP FORMULATION**

The attitude towards youth participation was assessed in terms of whether the youth understood their roles when attending the ward committee meetings and IDP road. Another focus was their level of understanding of instruments created for participation in Umzumbe Municipality as mechanisms to influence decision-making during the formulation of the IDP. The study revealed that the youth has positive attitudes and understand their roles during the IDP processes; however

the researcher has observed that, most of the educated and semi-skilled young people who were elected to serve in local youth development structures had been employed by Umzumbe Municipality.

This is not a problem, given the fact that youth unemployment has escalated and there is a pool of unemployed graduates; however the recruitment of local youth development members by the municipality has created a perception that being elected to serve in any youth development structure will give individual youth a ticket to municipal employment or to be elected as a councillor. Those who have served for a long time without being employed or elected as councillors have become demotivated, and eventually withdrew from participating in those structures.

Contrary to the rational choice interest, most of the young people serving in the youth development structures indicated that they need to be trained on various aspects that will enable and capacitate them in their structural roles, like fundraising and proposal writing. This view was share by most of the members of the umbrella structure, the Umzumbe Youth Council.

## **5.5 ESTABLISHING YOUTH UNDERSTANDING OF POWERS AND FUNCTIONS OF LOCAL GOVERNMENT**

The majority of respondents understand the roles of the municipality, in respect of provision of service delivery. However, most respondents were not sure how to incorporate youth needs that are outside the municipality's functions in the IDP. The Manager for Youth Development expressed frustration at the lack of sector departments' participation in the IDP formulation process. Some sector departmental officials do not attend the IDP budget road shows or IDP forum representatives meetings. For example, young people serving in the Umzumbe Council, needed to undertake sports development programmes through the introduction of sports administration courses and coaching clinics for local sport associations, but they did not succeed due to the fact that the Department of Sports and Recreation personnel operate from Pietermaritzburg.

## **5.6 CHALENGES OF YOUTH PARTICIPATION IN UMZUMBE MUNICIPALITY**

### **(i) Regarding the extent to which youth participate in ward-based youth structures, the research showed that:**

The extent of youth participation through local ward youth based structures, is affected by the high youth mobility rate. Umzumbe Municipality is predominantly rural and after completing their matriculation young people are destined to look for livelihood opportunities in urban areas. Participation in a municipal coordinated youth structures is perceived as an opportunity to be employed or elected to serve in the municipality.

- The long list of youth needs or projects identified during the annual youth development summits cannot be implemented utilising the municipal budget only and youth development forms part of unfunded mandates.
- Some young people are not actively involved in the youth interest body's activity, and due to the geographical vastness of wards did not know who is serving in their local youth development forum.
- Youth development is a highly contested terrain among the political parties, which sometimes put pressure on and frustrates young people who are not politically aligned. As a result they will be at loggerheads with respective ward councillors. This hinders free interaction with a ward committee, as a ward councillor is legally the chairperson of a ward committee.

### **(i) Participation in actual IDP participation process**

Young people are frustrated by time-consuming bureaucratic channels of protocol. They need things to be done immediately or they lose interest if it takes too long to respond to their needs and aspirations. Delayed youth development intervention leads to a re-prioritisation of youth interests on a frequent basis. On the other hand, municipal officials have to comply with various statutory requirements in delivering needs.

The lack of ward committee feedback meetings and non-availability of well structured ward-based plans, produced at a CBP workshop was highlighted by

the findings of this study. The study also found that, in some instances the youth is underrepresented in the ward committees, and that sometimes their issues are not taken seriously by their older counterparts. The findings also revealed that the IDP and Budget road shows were not attended by employed and schooling youth which deprived this category school an opportunity to interact directly with councillors and municipal officials

The publicised IDP document issued for public comments is placed in central venues and written in English. Distance and language issues prohibit youth from making an input, even though this is a legal requirement.

**(ii) Regarding the effectiveness of the Umzumbe Youth Unit in capacitating local youth development structures:**

The findings of this study revealed that young people felt that the youth unit office personnel was not doing enough in terms of conducting organisational training and skills development workshops, after they have facilitated their establishment. The findings also revealed that Umzumbe Youth Development Council leaders sometimes do not give feedback to local ward youth structures, when it comes to broader youth development updates.

## **5.7 RECOMMENDATIONS**

The following recommendations are derived from the research questions and objectives of the study. They are also informed by the results of the research conducted within Umzumbe Municipality:

- There should be a clear strategy on how to sustain the membership of ward youth forums, and to replace those leaders who leave the structure to look for other opportunities in urban areas.
- The Umzumbe Youth Council must constantly monitor the activities of the local ward youth development forums with a view to identifying any gaps and ensuring the effectiveness and sustainability of local ward youth based development forums.
- It remains a concern that some of the youth in wards did not know who the leaders of their respective local ward youth development forums

were, because they have not developed a culture of knowing people who are facilitators of development in their community. Information dissemination and marketing of local ward youth development forums and awareness campaigns should be intensified to ensure that youth are in a position to proactively set the agenda for their empowerment and development. The, Umzumbe Youth Unit and Youth Development Council should be the drivers of this marketing effort.

- The Umzumbe Youth Unit, through the Umzumbe Youth Development Council should design a well-structured and properly coordinated youth organisational training programme that target members of local ward youth development forums. The recommended training programme should address the skills gaps that may hinder organisational functionality, effectiveness and the growth of local ward youth development forums. The youth organisational training programme could boost self-confidence amongst the youth who are entrusted with the responsibility of leading the local ward-based youth development forums.
- The Umzumbe Youth Council should be registered as a non-profit organisation or a section 21 company, in order to create a formal, recognised youth development entity that would raise funding for broader youth development activities that are outside the municipal competency areas of Umzumbe Municipality.
- The Umzumbe Youth Unit's personnel, working through a ward councillor and the Umzumbe Youth Council must develop a quarterly plan, that seeks to give regular feedback or communication to the youth, on the decisions taken by Umzumbe Municipal Council pertaining to issues raised by youth in their youth development summits; rather than waiting for statutory compliance periodic consultation sessions, which happen at least once a year.
- The implementation of youth development resolutions emanating from the youth summits needs to be communicated to local ward youth development forums on a regular basis, weekends being strategically good times of communicating with the youth population, so as to reach those who are at school or employed during the week.

- A culture of apolitical youth members serving in the local ward youth forums must be maintained to ensure that party political squabbles do not migrate to youth development structures. This will ensure a harmonious and sustained youth development approach.
- The integrated development planning document must be written in *isiZulu* and copies printed for public comment or input can be placed at various community strategic points such as community halls, tribal authority council courts, church buildings, local shops, and multi-purpose community centres.
- The Umzumbe Municipal IDP Manager, through the Speaker of Council should attempt to raise funds for the application of the CBP model so as to enhance the development of ward-based plans, where young people can also make a meaningful contribution.
- Ugu District Municipality, as part of their mandate to coordinate intergovernmental activities should facilitate the integration of all sectors, which have designated youth personnel or youth development directorates to link their efforts with local municipalities.
- That Umzumbe Municipality initiate and facilitate the process of lobbying various stakeholders and the department of higher education to establish a university satellite campus within its area of jurisdiction.

## **5.8 CONCLUSION**

The study conducted in Umzumbe Municipality focused on investigating procedures and mechanisms, and the effectiveness of youth participation using the existing youth development policies and regulatory frameworks, which are derived from the National Youth Commission's youth development guidelines for local government, coupled with the DPLG framework for youth participation in local government.

The above-mentioned policies also serve as a response to international declarations on youth participation such as the United Nation's Charter General Assembly on Youth Participation, and the African Youth Charter. As part of the international community, the South African government has a responsibility to

honour these accords by developing policies and promulgating laws that will facilitate youth participation in accountable and democratic government.

The youth development guidelines and the framework for youth participation for local government are instrumental in encouraging and promoting youth participation in Umzumbe Municipality. This case study on youth participation machinery revealed that some municipalities are responding well to the legal imperatives of ward participatory systems, and also incorporating other interest groups within the broader population of their respective localities.

In conclusion, this study calls for a serious commitment from public managers and a political will on the part of municipal councillors to ensure that youth participate in local government structures. Umzumbe Municipality has gone to the extent of creating a statutory body, the Umzumbe Youth Unit, which is comprised of a Youth Committee, chaired by the Speaker of Council and appointed Youth Development Manager with support staff, who are tasked with budgeting for, coordinating and implementing youth development programmes.

It is hoped that this study will help Umzumbe Municipality to enhance its effort to ensure youth participation in matters of local government, and that the lessons learned can be shared with KwaZulu-Natal's CoGTA, which in turn can advise other municipalities how to encourage and promote effective youth participation in the IDP formulation processes of various municipalities.

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**UNIVERSITY OF KWAZULU-NATAL**  
**School of Public Administration**

Dear Respondent,

**MPA Research Project**

**Researcher:** Khuzwayo S Z (079 883 7502)

**Supervisor:** Dr T I Nzimakwe (031- 260 2606)

**Research Office:** Ms P Ximba 031-260 3587

**Examining the effectiveness of youth participation in Municipal Ward IDP formulation process in Umzumbe municipality**

The purpose of this survey is to solicit information from respondents regarding the effectiveness of youth participation in municipal ward IDP formulation process in Umzumbe municipality. The information and ratings you provide us will go a long way in helping identify the effectiveness of strategies used during the formulation of IDP at ward level. The questionnaire/interview should only take 20-25 minutes to complete.

In this questionnaire, you are asked to indicate what is true for you, so there are no “right” or “wrong” answers to any question. Work as rapidly as you can. If you wish to make a comment please write it directly on the booklet itself. Make sure not to skip any questions.

Thank you for participating!

**UNIVERSITY OF KWAZULU-NATAL**  
**School of Public Administration**

Dear Respondent,

**M P A Research Project**

**Researcher:** Khuzwayo S Z (079 882 7502)

**Supervisor:** Dr T I Nzimakwe (031 260 2606)

**Research Office:** Ms P Ximba 031 260 3587

I, Sipho Z KHUZWAYO (Reg No. 203511155), am an MPA student in the School of Public Administration, at the University of KwaZulu-Natal. You are invited to participate in a research project entitled '*Examining the effectiveness of youth participation in Municipal Ward IDP formulation process in Umzumbe Municipality*'.

The aim of this study is to assess the effectiveness of youth participation in formulating IDP at municipal ward level. Through your participation I hope to understand youth participation strategies used during IDP formulation at ward level.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this research project. Confidentiality and anonymity of records identifying you as a participant will be maintained by the School of Public Administration, UKZN.

If you have any questions or concerns about participating in this study, please contact me or my supervisor at the numbers listed above.

It should take you about 20-25 minutes to complete the questionnaire. I hope you will take the time to complete the questionnaire.

Sincerely

Investigator's signature\_\_\_\_\_ Date\_\_\_\_\_

*This page is to be retained by participant*

**UNIVERSITY OF KWAZULU-NATAL**  
**School of Public Administration**

**MPA Research Project**

**Researcher:** Khuzwayo S Z (079 882 7502)

**Supervisor:** Dr T I Nzimakwe (031 260 2606)

**Research Office:** Ms P Ximba 031 260 3587

**CONSENT**

I \_\_\_\_\_ (full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project. I understand that I am at liberty to withdraw from the project at any time, should I so desire.

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Signature of Participant

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Date

## QUESTIONNAIRE FOR UMZUMBE MUNICIPALITY IDP MANAGER

### **SECTION A**

#### **Demographics:**

Kindly share your information as indicated below. Mark with a tick in the relevant box, and furnish words where applicable.

##### **1. Gender :**

Male	
Female	

##### **2. Age (in categories):**

18 < 35	
35 < 40	
45 < 50	
50 < 65	

##### **3. Designation:**

Integrated Development Planning (IDP) Manager	
Youth Development Manager	
Manager Community Participation	

##### **4. Educational Qualification:**

Qualification	Level
Grade 13 +	
Education	
Town Planning	
Management Studies	
Social Sciences	
Community Development	
Training and Development	
Other	

##### **5. Details of the Municipality:**

Name of the Municipality	Department / Section	Contact Details	E-mail Address

## **SECTION B:**

### **WHAT ARE THE STRATEGIES, USED BY UMZUMBE MUNICIPALITY IN ENCOURAGING YOUTH PARTICIPATION DURING THE IDP FORMULATION AT A WARD LEVEL?**

Information shared will be considered as strictly confidentiality, it is also not compulsory for you to specifically mention your name. Should you reasonable feel to withdraw from participating in the study at any given point in time, feel free to indicate accordingly and please be aware of the fact that, you will receive feedback on the findings and recommendations as a result of this study?

The following set of questions below, seek to understand mechanisms or strategies that are used by the municipality during the formulation of IDP at a ward level. As a respondent you are kindly requested to mark the relevant box, and also make an effort to respond in all the questions.

#### **Directions to the key informants;**

- I. Your are encouraged to respond in all the questions
- II. Kindly indicate by ticking inside the bracket, the answer chosen by yourself
- III. Where narrative responses are required, please write your response clearly in the space provided.

#### **QUESTIONS**

(a) **This question seeks to understand procedures that are undertaken by Umzumbe Municipality in ensuring youth participation on IDP formulation process and budget allocation mechanisms to cater for the needs of this particular community interest group.**

1. How does Umdoni Municipality ensure that youth participation in IDP process is a priority amongst other far more pressing priorities?

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- 2.** How does Umzumbe Municipality allocate the budget for implementing youth based projects that are reflected in the final IDP document?

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- 3.** If Umzumbe had allocated the budget for youth projects reflected in the IDP document, please indicate at least three (3) of those projects that were implemented in various financial years and the expenditure amounts.

No	Project Name	Financial Year 2008 /09	Financial Year 2009 / 10	Financial Year 2010/11
(i)				
(ii)				
(iii)				
(i)				
(ii)				
(iii)				
(i)				
(ii)				
(iii)				

- 4.** Does Umzumbe Municipality regard youth development structures as an important stakeholder during the formulation of Municipal IDP?

Yes	No
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- 5.** If your answer is yes, what is the procedure of involving youth structures at the inception stages of IDP formulation process?

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- 6.** Does Umzumbe Municipality, facilitate the Ward Community Based Planning (CBP) process?

YES	No
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- 7.** If your answer is yes, what is the frequency of CBP sessions / workshop and what are the youth issues that are usually put on the plan?

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(b) This question seeks to understand the extent at which Umzumbe Municipality has implemented the Department of Provincial and Local Government (DPLG), Youth Development Framework For Local Government.

8. Does Umzumbe Municipality have a statutory youth development body, which is responsible to facilitate youth during the IDP reviews?

Yes  No

9. If your answer is yes, what is the representation of this youth development statutory body, please indicate the number of elected Councillors and political parties that are participating in the structure.

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10. At what frequency does the youth normally review their identified projects?

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11. Is the Ward Committee the only legal entity that, work with the Municipality on matters of local governance?

Yes  No

12. If your answer is yes how does an agenda of the ward Committee, accommodates issues of youth participation?

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13. Is Umzumbe Municipality obligated to publicise the IDP document for the youth to verify their input before approval and implementation?

Yes  No

- 14.** If your answer is yes, what is the mode of communication, used to publicise the IDP information to the youth?

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- 15. Does Umzumbe have a public participation policy and a public participation plan?**

Yes	No
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- 16.** If your answer is yes, how does it promote and encourage youth participation on matters of local governance?

**NB:** Your participation in this study is valued and appreciated, and thank you very much.

## **QUESTIONNAIRE TO THE YOUTH POPULATION UMZUMBE MUNICIPALITY**

This questionnaire is intending to collect information regarding your involvement in the formulation of an Integrated Development Plan (IDP) within your ward and your attitudes about youth related projects implemented by Umzumbe Municipality.

### **SECTION A**

#### **Demographics:**

Kindly share your information as indicated below. Mark with a tick in the relevant box.

**1. Gender :**

Male	
Female	

**2. Age (in categories):**

14 < 18	
18 < 25	
25 < 30	
30 < 35	

**3. Locality / Area:**

Tribal Authority Name	
Inkosi of the area	
Ward	
Name of the Councilor	

**4. Occupation:**

Employed	
Unemployed	
Self-employed	

**5. Level of formal education:**

Below Grade 1	
Grade 1-5	
Grade 6-8	
Grade 9-10	
Grade 10 - 12	
NQF Level 1 – 4	
Diploma	
Degree	

- 6.** The following statements reflect attitudes regarding the participation of youth in Municipal IDP formulation within your ward. Please indicate using a tick to what extent would you agree or disagree with these statements.

5 = Strongly disagree  
 4 = Disagree  
 3 = Neither agree nor disagree  
 2 = Agree  
 1 = Strongly Agree

	1	2	3	4	5
<b>PROCEDURES AND MECHANISMS TO ENCOURAGE YOUTH PARTICIPATION, IN IDP FORMULATION:</b>					
6.1 The municipal officials through a Ward Councilor notifies the youth on how projects are identified.					
6.2 The Councilor through Ward Committee meetings invite the youth representatives to outline and present the youth related projects for inclusion in the IDP document.					
6.3 The Ward Councilor in partnership with Municipal Officials do convened feedback meetings and share information relating to the youth projects, that were approved and to be executed within a five (5) year IDP implementation cycle.					
6.4 The Councilor is accessible and treating the youth with respect, dignity and listening attentively to the aspirations the youth within his / her ward.					

<b>ATTITUDES AND YOUTH PARTICIPATION IN IDP FORMULATION:</b>				
6.5 The youth is given an opportunity to contribute in the continuous meetings during the implementation stages of youth related projects				
6.6 The Youth is aware of participation mandatory obligation that is needed to be facilitated by Public Participation Manager in the Municipal Speaker's Office.				
6.7 The youth representatives or interest bodies play a role in prioritizing IDP projects to be implemented by the Municipality within the ward.				
<b>ESTABLISHING YOUTH UNDERSTANDING ON POWERS AND FUNCTIONS OF LOCAL GOVERNMENT:</b>				
6.8 The skilled and qualified unemployed youth within the ward are given job opportunities during project implementation, by the Municipality / Consultants.				
6.9 The youth is able to review their Municipal Ward IDP priorities and adjust to new needs or projects requirement				
6.10 The Municipal Officials through a Ward Councilor are able to attend the community meetings and explain to the youth the specific powers and functions of the Municipality				
6.11 Youth development projects or needs outside that are outside Umzumbe Municipality competencies, do get an expression to the IDP through engagement of relevant sector departments				
<b>VERIFY THE IMPLEMENTATION OF DPLG FRAMEWORK FOR YOUTH APRTICPATION AT LOCAL GOVERNMENT:</b>				
6.12 The Youth Unit and Youth Council, meet with young people and take their views for incorporation to Integrated Development Plan				
6.13 Youth understand and participate in Ward Community Based Planning workshops				
6.14 The youth within the Ward have representation in Municipal IDP structures such as the Ward Committee and an IDP Forum.				

**NB: Your participation in this study is valued and appreciated, and thank very much.**

## **QUESTIONNAIRE TO THE YOUTH POPULATION UMZUMBE MUNICIPALITY**

This questionnaire is intending to collect information regarding your involvement in the formulation of an Integrated Development Plan (IDP) within your ward and your attitudes about youth related projects implemented by Umzumbe Municipality.

### **SECTION A**

#### **Demographics:**

Kindly share your information as indicated below. Mark with a tick in the relevant box.

**1. Gender :**

Male	
Female	

**2. Age (in categories):**

14 < 18	
18 < 25	
25 < 30	
30 < 35	

**3. Locality / Area:**

Tribal Authority Name	
Inkosi of the area	
Ward	
Name of the Councilor	

**4. Occupation:**

Employed	
Unemployed	
Self-employed	

**5. Level of formal education:**

Below Grade 1	
Grade 1-5	
Grade 6-8	
Grade 9-10	
Grade 10 - 12	
NQF Level 1 – 4	
Diploma	
Degree	

- 6.** The following statements reflect attitudes regarding the participation of youth in Municipal IDP formulation within your ward. Please indicate using a tick to what extent would you agree or disagree with these statements.

5 = Strongly disagree  
 4 = Disagree  
 3 = Neither agree nor disagree  
 2 = Agree  
 1 = Strongly Agree

	1	2	3	4	5
<b>PROCEDURES AND MECHANISMS TO ENCOURAGE YOUTH PARTICIPATION, IN IDP FORMULATION:</b>					
6.1 The municipal officials through a Ward Councilor notifies the youth on how projects are identified.					
6.2 The Councilor through Ward Committee meetings invite the youth representatives to outline and present the youth related projects for inclusion in the IDP document.					
6.3 The Ward Councilor in partnership with Municipal Officials do convened feedback meetings and share information relating to the youth projects, that were approved and to be executed within a five (5) year IDP implementation cycle.					
6.4 The Councilor is accessible and treating the youth with respect, dignity and listening attentively to the aspirations the youth within his / her ward.					

<b>ATTITUDES AND YOUTH PARTICIPATION IN IDP FORMULATION:</b>				
6.5 The youth is given an opportunity to contribute in the continuous meetings during the implementation stages of youth related projects				
6.6 The Youth is aware of participation mandatory obligation that is needed to be facilitated by Public Participation Manager in the Municipal Speaker's Office.				
6.7 The youth representatives or interest bodies play a role in prioritizing IDP projects to be implemented by the Municipality within the ward.				
<b>ESTABLISHING YOUTH UNDERSTANDING ON POWERS AND FUNCTIONS OF LOCAL GOVERNMENT:</b>				
6.8 The skilled and qualified unemployed youth within the ward are given job opportunities during project implementation, by the Municipality / Consultants.				
6.9 The youth is able to review their Municipal Ward IDP priorities and adjust to new needs or projects requirement				
6.10 The Municipal Officials through a Ward Councilor are able to attend the community meetings and explain to the youth the specific powers and functions of the Municipality				
6.11 Youth development projects or needs outside that are outside Umzumbe Municipality competencies, do get an expression to the IDP through engagement of relevant sector departments				
<b>VERIFY THE IMPLEMENTATION OF DPLG FRAMEWORK FOR YOUTH APRTICPATION AT LOCAL GOVERNMENT:</b>				
6.12 The Youth Unit and Youth Council, meet with young people and take their views for incorporation to Integrated Development Plan				
6.13 Youth understand and participate in Ward Community Based Planning workshops				
6.14 The youth within the Ward have representation in Municipal IDP structures such as the Ward Committee and an IDP Forum.				

**NB: Your participation in this study is valued and appreciated, and thank very much.**