

**DO YOUTH STRUCTURES FACILITATE MEANINGFUL  
YOUTH PARTICIPATION IN LOCAL GOVERNMENT? A CASE  
STUDY OF MSUNDUZI MUNICIPALITY**

Submitted in partial fulfillment of the requirements for the degree  
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By

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**DECLARATION**

I, Nonhlanhla Gloria Chanza, hereby declare that this dissertation represents my own original work and has not, in its entirety or in part, been submitted previously at any university in order to obtain an academic qualification.

Where use has been made of the work of others, it has been duly acknowledged in the text.

Signature of Student..... *N. G. Chanza* .....

Signature of Supervisor.....

## ABSTRACT

As the third sphere of government, and the one 'closest to the people', local government has been given a mandate of promoting and ensuring community participation in its municipal governance. Both the Municipal Structures Act of 1998 and the Municipal Systems Act of 2000 establish broad principles as well as responsibilities that local government has in promoting a system of participatory governance. The National Youth Policy of 2000 recommended municipalities to establish mechanisms and structures for youth participation in its decision making process. A proposed local youth machinery that municipalities may implement consists of Youth Units/desks, Councillors for the youth, Youth Councils and a support system to ensure effective functioning of the above structures. Other opportunities for youth participation in local government include the IDP and Budget processes and ward committees.

Using uMsunduzi Municipality as my case study, the study looked at the extent to which youth structures realised young people's participation in local government and the difference this makes to its decision making processes. A significant finding of the study was that Youth Units are best positioned to facilitate meaningful youth participation and remain the only youth structure with a potential of bringing greater youth involvement in the IDP/Budget process and ward committees. However, for Youth Units to be effective, functional and be able to play their leadership role they need both financial and human resources from the municipality. Without this kind of support they remain irrelevant and useless to the youth in ward committees who continue to remain marginalised. An understaffed Youth Unit without enough money and resources will always struggle to move youth participation from tokenism to meaningful participation in government participatory structures and processes.

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## LIST OF ABBREVIATIONS

1. ANC	African National Congress
2. CBOs	Community Based Organisations
3. CINDI NETWORK	Children in Distress (NETWORK)
4. DA	Democratic Alliance
5. IFP	Inkatha Freedom Party
6. IDP	Integrated Development Plan
7. NGOs	Non Governmental Organisation
8. KWANALOGA	KwaZulu Natal Local Government Association
9. LED	Local Economic Development
10. MYDF	Msunduzi Youth Development Forum
11. NICRO	National Institute for Crime Prevention and the Reintegration of Offenders
12. NYP	National Youth Policy
13. PACSA	Pietermaritzburg Agency for Christian Social Awareness
14. UN	United Nations

## CHAPTER ONE: INTRODUCTION

No one is born a good citizen; no nation is born a democracy. Rather, both are processes that continue to evolve over a lifetime. Young people must be included from birth. A society that cuts itself from its youth severs its lifeline; it is condemned to bleed to death (Kofi Annan, Secretary-General of the United Nations<sup>1</sup>.)

The idea of involving young men and women in decision-making processes has gained the support of most democracies in the world. The growing acceptance of involving the youth is born out of the realisation that young people are the ones who will live to see and experience the consequences of today's decisions and actions. As a result, youth activists all over the world maintain that the youth should be included and be part and parcel of the decision-making processes. They also call for a move from tokenism towards meaningful participation for the youth.

Various international bodies especially the United Nations, have acknowledged the importance of having young people on board. The United Nations Convention on the Rights of the Child adopted in 1989 by the United Nations General Assembly still remains an important international document to date which affirms youth participation and maintains that it is a fundamental right of all children and young people. According to Article 12 of the convention "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"<sup>2</sup>.

The World Youth Programme for Youth to the Year 2000 and Beyond also made youth participation in decision making processes one of its 10 priority areas. The United Nations World Youth Report of 2003 also states that "youth participation is an essential strategy for ensuring young people's optimal development and for achieving wider developmental goals for society"<sup>3</sup>. As a result, the report maintains "youth participation must become an integral

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<sup>1</sup> Quoted in the UN World Youth Report of 2003 pg 271

<sup>2</sup> The World Youth Programme of Action for Youth to the Year 2000 and Beyond pg 6

<sup>3</sup> UN World Youth Report of 2003 pg 287

aspect of local, national and international politics for youth, and provide the framework for decisions and actions that affect the daily lives of children and young people”<sup>4</sup>.

As a signatory to UN Conventions and World Programmes for Youth, South Africa has a legal responsibility towards her young citizens. As a result, South Africa formed the National Youth Commission through the enactment of the National Youth Commission Act, 1996 (Act No.19 of 1996). This commission was tasked with the coordination and formulation of the National Youth Policy. The National Youth Policy of 2000, now a government-adopted policy, is a framework for both youth development and participation at all levels of government.

The National Youth Policy of 2000 acknowledges the role played by the youth of the country in the creation of the new democratic South Africa. It further values the promotion of young people’s involvement in decisions that affect their lives. It argues that local government is best positioned to make youth participation a reality, to the extent that young people are even able to influence the strategic decisions and developmental priorities of Municipalities. According to the policy, as a minimum requirement, all local governments are recommended:

*to nominate an elected Councillor (preferably from the Executive Authority of Council) and a senior staff member who shall take responsibility for overseeing Council's youth development policies and activities; to undertake an audit of youth programmes, services and organisations located in the local area; establish permanent mechanisms for participation by young women and men, or their representative organisations, in the planning and decision-making of Council*<sup>5</sup>.

To help local government with the implementation of the National Youth Policy, a Municipal Youth Guide was developed by the National Youth Commission. This guide provides a youth machinery that must operate to achieve both youth development and participation at local government level. The proposed youth structures include the municipal youth policy, the Youth Unit/desks, youth councillor, youth committee and the youth council. Besides these proposed structures, developmental local government has various institutional mechanisms at

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<sup>4</sup> ibid

<sup>5</sup> The National Youth Policy of 2000 ( [http://www.nyc.gov.za/documents/policies/ny\\_policy\\_2000.doc](http://www.nyc.gov.za/documents/policies/ny_policy_2000.doc))

its disposal for community participation. These are ward committees, and consultative processes in IDP, Budget and bylaws<sup>6</sup>. These government participatory structures and processes were established by the Municipal Structures Act of 1998 and the Municipal Systems Act of 2000.

To conclude, as members of the community, young people should be provided with opportunities to fully participate in municipal governance. This responsibility lies with the Municipal Council which has to ensure that there are enough youth structures to facilitate maximum youth participation in local government.

### **1.1 Aim of the study**

The aim of the study was to assess the extent to which local government has realised youth participation and the difference that this makes to local government decision-making.

### **1.2 Research questions**

My research questions were:

1. To what extent have the recommendations of the National Youth Policy been implemented at Msunduzi Municipality? If not, why not, and if yes, to what extent?
2. To what extent are young people participating in the existing participatory structures and processes (Youth Units, IDP and Budget process and Ward Committees) and what are the barriers to participation?
3. What difference does youth participation make to local government decision-making?

### **1.3 Research problem**

As a minimum requirement, local government has been recommended by the National Youth Policy of 2000 to ensure youth participation in its decision making process. This it can do by establishing permanent mechanisms for participation by young women and men, or their representative organisations, in the planning and decision-making of Council. The question

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<sup>6</sup>NYC Municipal Youth Guideline, 2004:1-8

[http://www.nyc.gov.za/programmes/gov\\_program/documents/draft\\_guideline\\_lg.doc](http://www.nyc.gov.za/programmes/gov_program/documents/draft_guideline_lg.doc)

is, how far has local government gone with realising youth participation and has this made any difference at all to its decision making process?

#### **1.4 Significance of the study**

As conditions vary from one municipality to the next, it is vital to reflect on the experiences and cases of youth participation across various municipalities in the country. Such an endeavour will contribute to an understanding of youth experiences of local government and the extent of youth participation in local government. This will also provide further insight about the challenges young men and women face when making use of existing participatory structures. The findings will help Municipalities in establishing effective local youth structures and procedures that will ensure meaningful youth participation in the decision making of the Council. The limited number of Municipalities researched before by the South African National Youth Commission has limited the findings in producing best practices for other Municipalities. So reflecting on the experiences of Msunduzi Municipality will contribute to the existing body of knowledge and help others in adopting effective youth participation strategies.

#### **1.5 Organization of the study**

The remainder of the study is organised into 6 chapters, a bibliography, and appendixes.

#### **Chapter two**

This chapter is divided into three parts. Part 1 provides a literature review of government policies and legislation initiatives that mandate youth participation in local government. Part two gives an insight as to what is meant by meaningful participation and also makes a case as to why it is important for South African young people to participate. Part 3 looks at the current status of youth participation in local government, where it should be, challenges identified so far and the solutions to date.

#### **Chapter 3**

This chapter looks at the research design and the methodology of the study. It describes the data collection methods used, sampling procedures, population and size of the study and also looks at how and why the study participants were selected. It is also in this chapter that the researcher looks at how the data was analysed and how the ethical issues were taken care of.

## **Chapter 4**

Chapter 4 has the findings of the data collected. The presentation of the research findings is guided by the three research questions of the study.

## **Chapter 5**

Here the findings of the research are analysed and discussed to determine the extent to which youth participation is realised in local government and the difference this make to local government decision making.

## **Chapter 6**

This final chapter concludes the study, identifying possible recommendations for municipalities interested in establishing effective youth participation strategies. The study concludes with a bibliography and appendixes.

### **1.6 Conclusion**

Chapter one has provided an introduction to the study by briefly explaining what this study is about, its aims, research questions, research problem and why it had to be done. Chapter two will provide a literature review of South African policies and laws that has an impact on youth participation in local government. It will also look at why it's important for young people to be part of the decision-making processes. This chapter will finish by looking at the current status of youth participation in local government, where it should be, the challenges identified to date and the solutions provided so far.

## **CHAPTER 2: LITERATURE REVIEW**

Chapter two is divided into three parts. Part one provides a literature review of South African policies and legislation that mandate youth participation in local government. Part two gives an explanation of what is meant by meaningful participation and why it's important for young people to participate. Part three provides a clear picture of where youth participation is currently at in SA local government, where it should be, the challenges and barriers that young people currently face when making use of participatory structures and the solutions to date.

### **2.1. PART ONE: Policies and Legislation addressing youth participation in local government**

The call to ensure youth participation in local government does not happen in a political vacuum. South Africa has various policies and laws, which put community participation at the heart of the local government system. Part one begins by looking at the National Youth Policy, the Municipal Youth Guidelines of 2004, and then the relevant legislation.

### **2.2 National Youth Policy of 2000**

Adopted in 2000 this policy is now a framework for both youth development and participation at all levels of government. It is founded on various principles and values, some of which are enshrined in the South African Constitution. One value of most importance and relevance to the study is the "promotion of young people's participation in democratic processes, as well as in community and civic decision-making and development"<sup>7</sup>. The youth policy further defines a young person to be someone between the ages of 14 and 35 and this thesis works according to this definition.

The youth policy regards the third sphere of government as very important in its implementation. It argues that local government has many roles it can play in the development of young men and women in its constituency. These include:

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<sup>7</sup> National Youth Policy of 2000 ([http://www.nyc.gov.za/documents/policies/ny\\_policy\\_2000.doc](http://www.nyc.gov.za/documents/policies/ny_policy_2000.doc))

- The institutionalisation of youth development in municipalities by the establishment of standing committees on youth matters/local Youth Units to sensitize councillors on issues, which affect youth.
- Taking measures to ensure that youth, and especially disadvantaged youth, can participate in governance and their own development.
- Engaging local youth organisations in development programmes which will lead to everyone sharing the same vision of local government as well as youth and local councillors mutually participating in development<sup>8</sup>.

Lastly, as a minimum requirement, the National Youth Policy requires municipalities

- to nominate an elected Councillor (preferably from the Executive Authority of Council) and a senior staff member who shall take responsibility for overseeing Council's youth development policies and activities;
- to undertake an audit of youth programmes, services and organisations located in the local area;
- to identify priority needs and opportunities facing young women and men and their development;
- to identify any specific target groups of young women and men which require particular attention;
- to identify the roles Council can play in addressing the needs, opportunities and target groups identified above; and
- to establish permanent mechanisms for participation by young women and men, or their representative organisations, in the planning and decision-making of Council<sup>9</sup>.

### **2.3 NYC Municipal Youth Guidelines of 2004**

To help municipalities with the planning and implementation of the National Youth Policy, the National Youth Commission developed the Municipal Youth Guidelines. These guidelines were meant to simplify what is in the youth policy and municipalities were meant to adapt them to their specific local conditions. More specifically the purpose of the guidelines is “to provide basic guidelines to all municipalities in developing relevant policies

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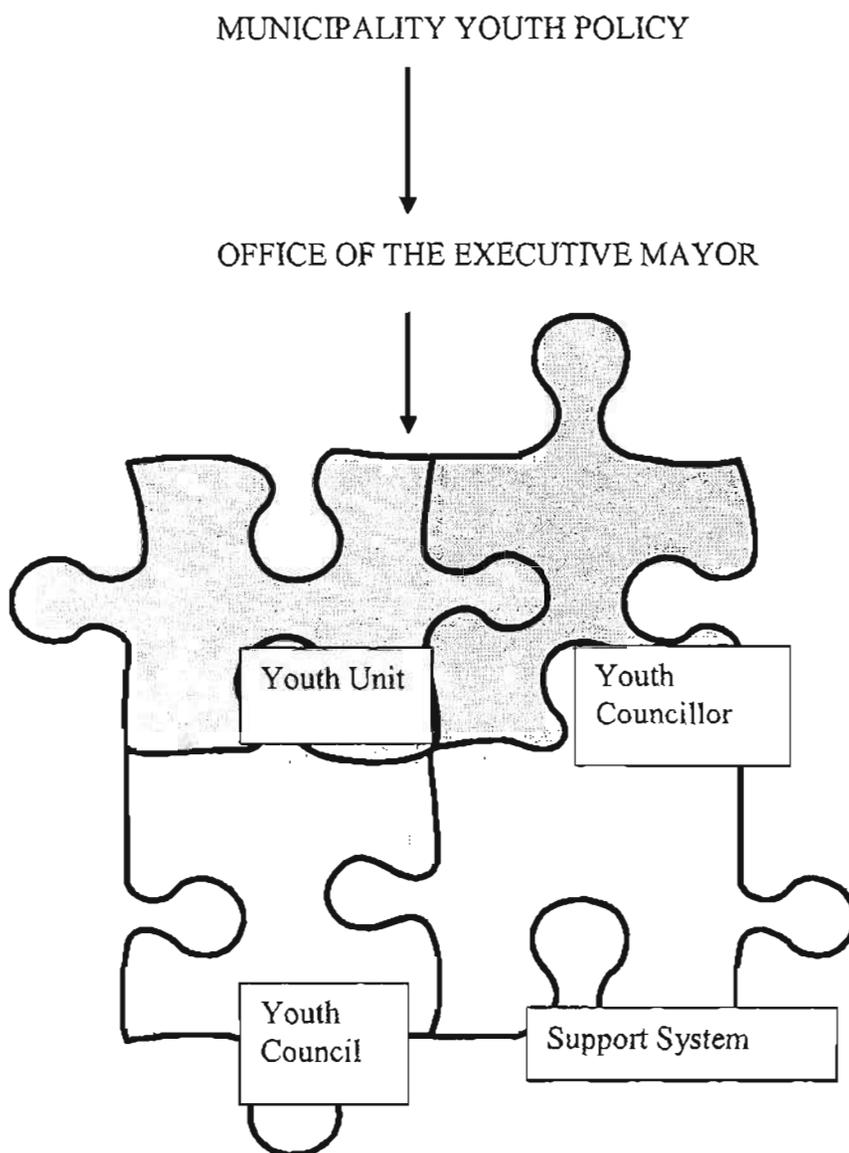
<sup>8</sup> ibid

<sup>9</sup> ibid

and to assist municipalities in institutionalizing youth development and ensuring it's mainstreaming in the broader integrated development planning process"<sup>10</sup>.

The guidelines give a youth machinery that must exist to ensure youth participation and development in local government. The following paragraphs focus on the structures that municipalities can at least have if they are committed in encouraging youth participation and development in their areas of jurisdiction. Figure 1 particularly shows a proposed youth machinery in a municipality.

**Figure 1: Proposed Local Youth Machinery**



<sup>10</sup> Municipal Youth Guidelines: 2004:5  
[http://www.nyc.gov.za/programmes/gov\\_program/documents/draft\\_guideline\\_lg.doc](http://www.nyc.gov.za/programmes/gov_program/documents/draft_guideline_lg.doc)

### **2.3.1 Municipal Youth Policy**

According to the guidelines municipalities need to have a municipal youth policy, which is a statement of commitment which will guide them in their actions regarding youth issues. This policy has to be approved by the municipal council and be implemented thereafter. The Youth Unit and the Municipal Youth committee drive the whole process of the development of the municipal youth strategy.

### **2.3.2 Institutional Structures**

Municipalities have to establish structures that will ensure the implementation of the National Youth Policy. These are usually called the Youth Units or youth desks. These structures are responsible for the management of youth affairs in the municipality and are best positioned to facilitate youth participation in municipal governance. The Municipal Youth Committee works hand in hand with the Youth Unit in managing youth affairs in the municipality.

### **2.3.3 Management structure**

The guidelines further require municipalities to appoint a senior member of staff who will be responsible for youth affairs. This person will have executive powers to implement and report on all matters affecting the youth in the municipality. For this person to be effective she/he will need to have an office that has enough resources, office equipment, technology and full time office staff. However, it is up to the municipality to decide on the staff component of this office.

### **2.3.4 Youth Councils or Summits**

The guidelines also talk about the need for municipalities to have a platform for engagement with all youth stakeholders in their areas. They can either have a youth council inclusive of all stakeholders or a youth summit. If they decide on the youth council, the council should have powers to consult the municipal council on youth issues. This will be a permanent structure with members elected at its general annual meeting. The Youth Unit and the Municipal Youth Committee will represent it before the Municipal Council.

If they decide on the youth summit it should be an annual youth summit called before the end of the financial year. The summit will look at the reports of both the Youth Unit and the municipal youth committee. All youth stakeholders will definitely be represented in such a

summit. The municipal council should have a resolution on the calling of a youth summit and provide resources for such an endeavour.

## **2.4 LEGISLATIVE FRAME WORK**

South African local government has various pieces of legislation that require municipalities to promote local democracy or 'participatory governance' by establishing structures, processes and mechanisms for such an important and valuable task. The few following paragraphs look at government legislation and Acts that establishes the principles of participatory governance.

### **2.5 Constitution of the Republic of South Africa 1996 (Act 108 of 1998)**

Section 152 [1] of the South African Constitution sets out the objectives of local government. According to the constitution, local government has to "provide democratic and accountable government for local communities and encourage the involvement of communities and community organisations in the matters of local government"<sup>11</sup>. This is clearly a constitutional obligation which local government must meet.

### **2.6 The White Paper on Local Government 1998**

The White Paper sometimes referred as the 'mini constitution' of local government maintains that the building of local democracy "is a central role of local government, and municipalities should develop strategies and mechanisms (including but, but not limited to, participative planning) to continuously engage with citizens, business and community groups"<sup>12</sup>. It further points out that as the sphere of government with an immediate impact on the lives of the people "citizens may have greater incentives to participate at the local level and fewer disincentives"<sup>13</sup>.

### **2.7 The Local Government: Municipal Structures Act, 1998 (Act 117 of 1998)**

The Municipal Structures Act requires municipalities to strive within their means to achieve the objectives of Section 152 of the South African Constitution. Section 152 urges municipalities to promote local democracy by encouraging public participation in the matters of local governance.

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<sup>11</sup> Constitution of South Africa, 2005, Chapter 7 S 152 [1]

<sup>12</sup> The White Paper on Local Government, 1998

<sup>13</sup> The White Paper on Local Government, 1998

This Act further provides for the establishment of the ward committee system. According to the Act only metropolitan and local municipalities of ward committee type can establish ward committees and this should be done in all the wards. The main objective of a ward committee is to “enhance participatory democracy in local government”<sup>14</sup>. This committee is also expected to be an independent; community-based advisory committee without any executive power and represents the interests of ward residents including traditional leaders<sup>15</sup>.

Regarding the composition of the ward committee Section 73[2] of the Structures Act states that a ward committee should consist of the “councillor representing that ward in the council, who must also be the chairperson of the committee, and not more than 10 other persons”<sup>16</sup>. Municipalities are also required to come up with the procedure for the election of the 10 members. The Act further stresses the need for women to be “equitably represented in the ward committee and for a diversity of interests in the ward to be represented”<sup>17</sup>. De Visser argues that the philosophy behind the reference to the ‘diversity of interests’ is for interests that have not been accommodated yet in the Municipal council to be included also in municipal governance<sup>18</sup>. An ideal ward committee will be that one which is inclusive and representative of most different groups in that community.

As part of the diversity of interests in all wards, young people have to be part of ward committees. Section 18 of the Guidelines for the Establishment and Operation of Ward Committees also mentions the youth as one sector where ward committee members should be drawn from.

Regarding the functions and powers of ward committees Section 74 of the Structures Act states that “ward committees may make recommendations on any matter affecting its ward to the ward councillor; or through the ward councillor to the metro or local council, the executive committee, the executive mayor or the relevant metropolitan sub-council; and may have duties and powers as the metro or local council may delegate to it in terms of section 32”<sup>19</sup>.

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<sup>14</sup> Chapter 4 Part 4 72 [3] of the Municipal Structures Act, 1998 [Act 117 of 1998]

<sup>15</sup> See Guidelines for the Establishment and Operation of Ward Committees in KZN Municipalities, 2005

<sup>16</sup> Section 73[2] of the Structures Act

<sup>17</sup> Section 73 [3] of the Structures Act of 1998

<sup>18</sup> De Visser, J. 2005. Developmental Local Government. A Case Study of South Africa. Intersentia, Oxford pg 107

<sup>19</sup> Section 74 of the Structures Act of 1998

As a recognised government participatory structure that has the potential of facilitating meaningful community participation in municipal governance, it is important to know how young people are represented there. This is also bearing in mind that the ward participatory system is now an important feature of local government in South Africa.

### **2.8 Local government: Municipal Systems Act, 2000 [Act 32 of 2000]**

Section 16[1] of the Municipal Systems Act requires municipalities to establish a “culture of municipal governance that complements formal representative government with a system of participatory governance”<sup>20</sup>. Municipalities are for this purpose urged to develop mechanisms, processes and procedures for public participation in the IDP/Budget processes, delivery of municipal services, preparation, preview and implementation of the Performance Management Systems etc. The Act further states that community participation should occur through political structures as pointed out by the Municipal Structures Act of 2000 namely ward committees. Election to these structures, the Act maintains, should take into consideration the special needs of “people who can not read or write, people with disabilities, women and other disadvantaged groups”<sup>21</sup>.

Section 5[1] of the Act further points out that participation is a right for all citizens. As a result, citizens have a right to contribute to the decision-making process of the municipality. They can raise whatever issue they have with the council. The Municipal council has an obligation of responding to such complaints and also inform the public of their decision. Other mechanisms for participation in local government include “public hearings, public comments or submission on IDP, Bylaws, Performance Management and Municipal Budget, petitions and consultative meetings”<sup>22</sup>.

### **2.9 Municipal Planning and Performance Management Regulations, 2000**

This Act is about greater involvement of residents in the planning, implementation and review of municipal IDP’s as well as the Performance Management system. Integrated Development Planning “is a process through which municipalities prepare a strategic plan

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<sup>20</sup> Municipal Systems Act of 2000 [ Act 32 of 2000] Chapter 4 S16[1]

<sup>21</sup> Municipal Systems Act of 2000 [ Act 32 of 2000] Chapter 4

<sup>22</sup> Webster, N, 2004. Are we getting it right? Effectiveness of current institutional mechanism for participatory local youth development. Youth Development Journal. Creating Space for Youth Participation, September 2004 (15<sup>th</sup> ed), pg 64

containing short, medium and long-term developmental objectives, strategies and programmes for the municipal area”<sup>23</sup>. The IDP has a five-year life span and informs the budget of the municipality.

This Act points out that in cases where there are no structures for participation in the IDP, municipalities should have IDP forums. These should be representative of all stakeholders and their views should be taken seriously. It further says that effort should be taken to institutionalise structures like ward committees in the IDP process. It requires the involvement of communities in the decisions regarding the delivery of municipal services and setting up of performance indicators. Communities are also required to be part of processes that decide and choose service options and providers.

Since all service delivery occurs through the IDP it is very crucial for municipal IDPs to have youth programs and projects. Young people have to be part of processes that decide on what gets to be on the IDP.

#### **2.10 Local Government: Municipal Finance Management Act, 2003**

The Municipal Finance Management Act of 2003 emphasises the need for communities to know about the financial situations of their municipalities. This is most likely to happen if municipalities have a transparent financial management.

The Act points out the roles and responsibilities municipalities have in ensuring that their local residents know about their finances. They firstly have to make their budget and other documents accessible and easily available to communities. This should happen immediately after the budget has been tabled before the Municipal council. Communities can then be given an opportunity of providing their input to the budget and they should make presentations on the budget. Ward committees can be used to facilitate community participation in the budget process. Other ways of informing the community about the finances involves the displaying of municipal documents on its websites.

The Act further says that municipalities should produce an annual report that will give people a clear picture and information about municipal activities, performance against budget, the

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<sup>23</sup> please refer to the website of SALGA at [www.salga.gov.za](http://www.salga.gov.za)

state of finances, including arrears, the Auditor General's assessment and the municipality's responses to audit remarks. Council meetings and general discussions that deal with the annual report should be made open to the public. The public should also be given time to address the municipal council on any arising issues<sup>24</sup>.

To conclude, Part one has looked at the relevant policies and legislation that establish the broad principles and values for public participation in local government. Part two provides an insight as to what different authors mean by meaningful youth participation in local government. It also gives reasons why it is important for young people to participate.

## **2.11 PART TWO: Youth Participation. What does it mean?**

According to Sinclair "children participation in decision-making is complex: it is undertaken for different purposes and is reflected in different levels of involvement, different contexts and different activities"<sup>25</sup>. It is more than just taking part and being consulted upon but implies "a more active involvement in deciding which issues are important enough to be consulted upon in the first place"<sup>26</sup>. It also involves "nurturing the strengths, interests, and abilities of young people through the provision of real opportunities of youth to become involved in decisions that affect them at individual and systematic levels"<sup>27</sup>. Bartlett defines participation as "real engagement, according to age/ability, in all stages and development of a programme from conceptualisation, through operation to evaluation"<sup>28</sup>. Participation is also a "fundamental right of citizenship... the means by which a democracy is built and ... a standard against which democracies should be measured"<sup>29</sup>.

Webster argues for a kind of participation where young people "have citizen power not only to participate in their own projects but to be part of municipal initiatives such as the

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<sup>24</sup> Please refer to Making Ward Committees Function. Ward Committee Resource Book. Best Practises and Lessons Learnt for Municipal Officials, councillors and local government governance practitioners, Prepared by Idasa and dplg, 2005

<sup>25</sup> Sinclair, R. 2004. Participation in Practise: Making it Meaningful, Effective and Sustainable. [www.interscience.wiley.com](http://www.interscience.wiley.com)

<sup>26</sup> Quoted in the Carnegie Young People Initiative Report of the study by the National Youth Council of Ireland. [www.youth.ie/issues/part.html](http://www.youth.ie/issues/part.html) pg17

<sup>27</sup> Mc creary Centre of Civil Society at [file://h:/meaningful%20youth.htm](http://file://h:/meaningful%20youth.htm).

<sup>28</sup> Quoted in the Carnegie Young People Initiative Report of the study by the National Youth Council of Ireland. Pg17 [www.youth.ie/issues/part.html](http://www.youth.ie/issues/part.html)

<sup>29</sup> Driskell, D. in collaboration with members of the Growing Up in cities Project. 2002. Creating Better Cities with Children and Youth. A Manual for participation. UNESCO. UK

Integrated Development Plan [IDP's) and Local Economic Development [LED]”<sup>30</sup>. When young people are able to have a say and inform developmental priorities of municipalities they would than have participated meaningfully.

Green points out the three conditions that must be met for successful participation to take place. He argues that cultural attitudes must encourage and tolerate youth participation. This will mean that people will have to change whatever negative cultural beliefs they have towards young people. Secondly, he points out that there must be political, legal, and administrative structures in place. These structures he maintains should at best ensure rights to participation. Thirdly, he says that economic and social conditions must enable people to exercise their right to participation. This is because participation involves use of resources and other equipment. Green therefore maintains that “involvement in the exercise of rights and the ability to participate in decision making cannot be understood in isolation from the inequalities of power, status and resources”<sup>31</sup>.

This thesis therefore understands meaningful youth participation to be when young people’s views, aspirations and submissions are reflected on Municipal Plans i.e. IDP, Budget, LED and ward plans. This is most likely to happen when there are youth structures with clear plans on how to involve young people in a manner that they are able to be part of and contribute constructively to the municipal decision making processes. Young people will also be given a chance to even choose and decide on the agenda.

## **2.12 Should young people participate?**

Sinclair and Franklin provide a summary of reasons which make a case for youth participation in decisions that have an impact on their lives. They are:

1. To uphold children’s rights: Children are citizens and service users and share the same fundamental rights to participate as others;
2. To fulfil legal responsibilities: The right of children to be consulted is included in the UN Convention on the Rights of the Child, Children Act 1989, Best Value Framework;

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<sup>30</sup> Webster, N, 2004. Are we getting it right? Effectiveness of current institutional mechanism for participatory local youth development. Youth Development Journal. Creating Space for Youth Participation. September 2004 (15<sup>th</sup> ed pg No. 60

<sup>31</sup> Quoted in the Carnegie Young People Initiative Report by the National Council of Ireland ‘Taking the Initiative: promoting young people’s involvement in public decision-making in Ireland. [www.youth.ie/issues/part.html/](http://www.youth.ie/issues/part.html/)

3. To improve services: Consulting with children enables services to be improved and adapted to meet changing needs, that children can help define; participation gives them a level of influence and an element of choice about the provision offered and can help them understand their own wants and needs;
4. To improve decision-making: Participation leads to more accurate, relevant decisions, which are better informed and hence more likely to be implemented;
5. To enhance democratic processes: Representative democracy can be strengthened as children gain new opportunities to become active members of their community, whether in schools, local authorities or organisations;
6. To promote children's protection: A recurring theme of successive inquiries into abuse has been the failure to listen to children. Participation is an important aid to protection.
7. To enhance children's skills: Participation helps in developing skills useful for debate, communication, negotiation, prioritisation and decision-making;
8. To empower and enhance self-esteem: Effective participation can provide a sense of self-efficacy and raise self esteem. (p. 1)<sup>32</sup>.

The World Youth Report of 2003 further argues that youth participation in democratic decision-making processes whether at schools or local communities enables young people to better understand and experience the working of democratic processes, principles and values. Such an engagement helps young people to learn and appreciate the fact that communities are made up of people with different views and interests different from their own. The report goes on to say that such an experience is very crucial for young people who are in countries and continents experiencing wars, conflicts and other threats to democracy. According to the report "young people need opportunities to learn what their rights and duties are, and how their freedom is limited by the rights and freedom of others, and how their actions can affect the rights of others"<sup>33</sup>.

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<sup>32</sup> Quoted in Sinclair, R.2004. Participation in Practice: Making it Meaningful, Effective and Sustainable. Children & Society Volume 18 ( 2004) pg 108)

<sup>33</sup> Chapter 10 of the World Youth Report of 2003: Youth Participation in decision-making. Pg276.

Again, young people want to participate but face a lot of problems when making use of participatory structures. In a study by the National Youth Commission a youth respondent said, *“When we want to participate we are told that we are too young”*<sup>34</sup>.

Lastly, according to the World Youth Report of 2003 adults have perceptions which are sometimes different from those of the youth. This therefore calls for the physical presence of young people where adults can support and build the confidence of young people who want to participate<sup>35</sup>.

To conclude, South African youth have a constitutional right to participate in all decisions that affect their lives. This right is enshrined in section 152[1] of the SA constitution where the responsibilities of local government with regard to participatory governance are clearly spelt out. Not only are young people positioned than anyone else to know their issues and challenges, they know their priorities, preferences and ways of dealing with them. South African local government has a constitutional obligation of giving space for experiences, aspirations and imaginations of the local youth whenever they make important decisions. Part three will look at where youth participation is currently at, where it should and the challenges and barriers identified so far.

### **2.13. PART THREE: Current Status of youth participation in local government**

Conference and youth summits reports<sup>36</sup> reveal the presence of youth structures in municipalities since 2002. Municipalities are reported to have established Youth Units/desks in their constituencies. Other municipalities have either finalised youth policies or are in the process of doing so. Young people are also said to have played an important role in the development of such policies. Webster reveals that “a review of 24 municipalities (district and local) in the Free State province for example, shows that 79% [19] have appointed youth managers/ coordinator”<sup>37</sup>. However, there are few local youth councils in municipalities and where they exist they are said to be without enough support and mentoring.

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<sup>34</sup>Webster, N, 2004. Are we getting it right? Effectiveness of current institutional mechanisms for participatory local youth development. Youth Development Journal. Creating Space for Youth Participation. September 2004 (15<sup>th</sup> ed] pg 58-67

<sup>35</sup> Sinclair, R.2004. Participation in Practice: Making it Meaningful, Effective and Sustainable. Children & Society Volume 18 ( 2004)

<sup>36</sup> referring to the 2002 and 2004 National Youth Conference Reports and Resolutions[[http://www.nyc.gov.za/documents/reports/youth\\_dev\\_local\\_govt\\_level.doc](http://www.nyc.gov.za/documents/reports/youth_dev_local_govt_level.doc)] and the Youth Summit of 2005

<sup>37</sup> *ibid*

Despite these achievements and the availability of youth structures research reveals a lack of youth participation in local government. Where participation occurs it is said to be often by ‘political’ organisations. The research results are based on the research studies conducted (by the National Youth Commission) in 2002 and 2004<sup>38</sup>. The studies showed that youth participation in local government was limited, confrontational or just token participation. The Action survey research, which was done in 2002 in municipalities with established Youth Units, revealed some of the challenges and barriers that young men and women face when making use of local government participatory structures. Table 1 taken from Webster shows the challenges/ barriers that need to be dealt with if municipalities are serious about making young people part of their decision making processes.

**Table 1. Barriers to Youth participation in Local Government**

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Power Relations	Control of structure and processes of participation “I spent three hours waiting for information from the local authority only to discover I was in the wrong place” Action Survey Report 2002
Participatory Skills	Participatory process is complex and demands different skills, knowledge, experience leadership and managerial capabilities. Youth are encouraged to engage in IDPs but the reality is that they lack skills on how to participate. Capacity Building Course, 6-7 October 2003
Political will	Lack of political will to enforce participation as mandated by legislation. Some Municipalities have not put in place youth structures as recommended by the National Youth Policy 2000
Level of Participation	Moving from tokenism to citizen power. Local government needs to infuse ideas by an inclusive process, encourage a sense of ownership of all stakeholders’. National Conference on Youth Development at local government level, 21-24 May 2002

<sup>38</sup> These were the studies like a case study of Municipal Youth Units, 2004, the Action Survey Report (youth Experiences of Local Government, 2002 and the SALGA Audit of Youth Development in Local Government, 2000. Please also refer to Webster, N [2004] pg59

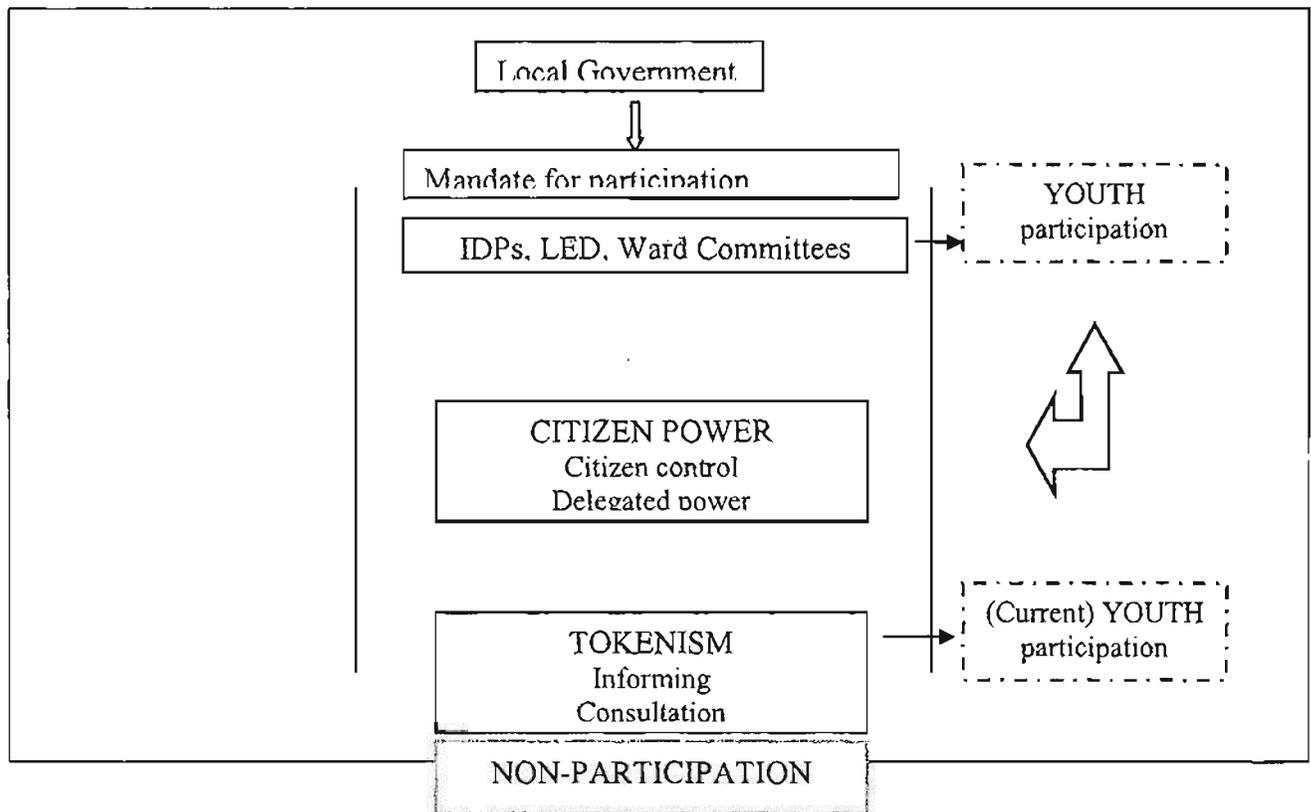
Insufficient Financial Resources	Participation often means using resources. For example making submissions in IDP requires writing submissions [convening meetings, conducting research] and youth do not always have access to financial resources.
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The National Conference on Youth Participation in Local Government held in 2002 identified the following as the other reasons behind lack of participation.

- ❖ Lack of information and understanding about the structures in place for youth participation in local government
- ❖ Lack of knowledge about how government works in general also leads to a lack of interest among young people who see this sphere as ‘a parents’ issue’ i.e. paying of electricity bills, water bills etc
- ❖ Apathy towards political issues in general because young people feel that government has failed them as their needs are mostly not dealt with adequately
- ❖ The departure of youth leaders to public and private sectors has left young people with no one really to organise them around the fight of the legacies of apartheid. Young people do not have leaders anymore who will organise them as it was the case during the apartheid era
- ❖ Others still question the legitimacy of local government which was used and abused by the apartheid government
- ❖ General struggle fatigue
- ❖ Failure by young people to organise themselves outside racial, geographic and political boundaries. This is worsened by youth who will only participate if a certain structure belongs to a certain party
- ❖ Failure by youth organisations to transform themselves into organisations that are apolitical and inclusive of all youth. These organisations are still involved in political struggles
- ❖ Lack of youth structures and those that are there are not capacitated enough to facilitate youth participation
- ❖ Lack of a clear framework to enable youth participation in both the IDP and the budget process

As a result of all the identified challenges that young people face, their participation has been very disappointing. These challenges are also responsible for the way things are. As illustrated in Figure 2: Arstein's ladder of participation provides a clear picture of where youth participation is currently at and where it should be. It also shows that youth participation is at a stage where young people are merely consulted. This is token participation as opposed to genuine/meaningful participation. Webster strongly maintain that the "youth should have the power to influence and inform the strategic decisions and developmental priorities of municipalities"<sup>39</sup>. This is meaningful participation compared to tokenism.

**Figure 2: Measuring youth participation in municipal decision-making processes.** <sup>40</sup>



Webster also points out the limitations of the research findings. She mentions that the research findings of studies by the Youth Commission were limited because the municipalities that participated in the study were selected as a result of their contact with the

<sup>39</sup> Webster, N, 2004. Are we getting it right? Effectiveness of current institutional mechanism for participatory local youth development. *Youth Development Journal. Creating Space for Youth Participation*. September 2004 (15<sup>th</sup> ed) pg 60

<sup>40</sup> *ibid*

National Youth Commission. Again, some Youth Managers who participated in the study did not complete the questionnaire and those that did provided insufficient information<sup>41</sup>.

#### **2.14 Participation in the IDP/ Budget process and ward committees**

The 2002 conference further reported that quite a few young people participate in the IDP Forums and Ward committees. Their participation in such structures was not different to that of the other members of the population. Reporting on community participation in the IDP/Budget the Resource Book on Ward Committees argues that it's not clear if ward committees have been able to ensure that the structure is inclusive of all interests in society. The Ward Committee Resource Book points out that "the integration of ward committees as an institutionalised structure into the IDP process has, in many cases, been an imperfect exercise and ward committees tend to become involved as members of the public at large, with the result that the local consultative and decentralisation potential of ward committees is not fully explored"<sup>42</sup>.

The failure by municipalities to institutionalise ward committees in the IDP Budget process has resulted in members being merely involved during the "needs identification process-a very hush hush process, the approval process, which involves some form of celebration and the annual review process which on average does not take more than three hours"<sup>43</sup>. This was further confirmed by the Ward Committee Resource Book when it reported that in most cases ward committees are usually involved in the identification of community needs and this will be their last involvement in the IDP review.

Research done at Emalahleni local Municipality revealed that all ward committees had limited participation in the IDP review and the budgeting process. Ward committee members mentioned that they were not conscious of what was in the municipal IDP. Regarding the budget process, ward committee members in Mbashe local Municipality also reported a lack of involvement in the process. They pointed out that they only heard about the municipal

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<sup>41</sup> Webster, N, 2004. Are we getting it right? Effectiveness of current institutional mechanism for participatory local youth development. Youth Development Journal. Creating Space for Youth Participation. September 2004 (15<sup>th</sup> ed). Pg 63

<sup>42</sup> Making Ward Committees Function. Ward Committee Resource Book. Best Practises and Lessons Learnt for Municipal Officials, councillors and local government governance practitioners, Prepared by Idasa and dplg, 2005 pg57

<sup>43</sup> Madlala S, 2005. Community participation in Service Delivery. Paper presented at the Service delivery Conference in Johannesburg at the Balalaika Hotel on the 9<sup>th</sup> June 2005 ( www.ddp.org.za)

budget when the mayor presented the draft budget. The presentation of the budget did not mean participation for them, as they were usually spectators<sup>44</sup>.

Since research results revealed a lack of youth participation in local government, the Municipal Youth Guidelines of 2004 talked about earlier in Part I was developed. The main aim of the Municipal Guidelines was to help municipalities in all their efforts aimed at institutionalising youth development and participation in local government. The Ward Committee Resource Book was also developed as a guide to municipalities who have adopted the ward committee system. Webster further recommended municipalities to have youth structures by year 2005. She argued that such a move would help build the capacity of Youth Units tasked with facilitating youth development and participation in local government<sup>45</sup>. She further suggested that we examine “why critical parts of the machine, Youth Units, are not working as effectively-moving youth participation from tokenism to citizen power”<sup>46</sup>.

This chapter has looked at government policy and legislation initiatives addressing youth participation in local government. It has also made a case for why young people should participate in decision-making processes. The current status of youth participation in local government was also looked at as well as the level where youth participation should be. The following chapter will look at where the study was done, the data collection methods used and who made up the research sample. The sample selection process will also be looked at as well as how the data was analysed. I will again look at the ethical issues that were taken care of as well as the limitations of the study.

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<sup>44</sup> These findings are drawn from the National Ward Committee Survey of 2004/05 which was done by the Department of Local Government and GTZ ( Ward Committee Resource Book pg 71

<sup>45</sup> *ibid*

<sup>46</sup> Webster, N, 2004. Are we getting it right? Effectiveness of current institutional mechanism for participatory local youth development. Youth Development Journal. Creating Space for Youth Participation. September 2004 (15<sup>th</sup> ed). Pg 63

## CHAPTER THREE: RESEARCH METHODOLOGY

This chapter looks at where the study was done, research design and the methodology of the study. According to Barbie and Mouton, methodology refers to the “methods, techniques and procedures that are employed in the process of implementing the study”<sup>47</sup>. Chapter 3 therefore looks at the data collection methods used, sampling procedures and how the data was analysed. The ethical issues and the limitations of the study are also looked at.

### 3.1 Where was the study done?

This was a qualitative case study of the Msunduzi Municipality. The Msunduzi Municipality (KZ225) is located within the KwaZulu-Natal Province and is commonly known as Pietermaritzburg or the ‘City of Choice’. It is in the Umgungundlovu District municipality (DC22). The geographical area of the municipality is 633 8340 square kilometres and this makes it to be the second largest city in KwaZulu-Natal and the fifth largest city in the country. It is also the capital city of KwaZulu-Natal and has a population of 522 044 inhabitants<sup>48</sup>.

It furthermore consists of 37 wards out of which the interviewer had interviews with 15 ward councillors. The youth population of Msunduzi municipality is 154 170<sup>49</sup>. According to the Msunduzi IDP Review Draft document of 2006/2007 the Municipality’s location “has a strong influence on the regional channels of investment, movement and structuring of the provincial spatial framework for growth and development”<sup>50</sup>.

### 5.2 When was the study done?

Data collection began in November 2005 up until the 10<sup>th</sup> of April 2006. A visit to the offices of the Msunduzi Youth Unit and the Council Chamber helped the researcher in identifying the research sample as well as key informants. It was out of these offices that a list of ward councillors and the areas they represent was given. The researcher also received a list of youth stakeholders / organisations that had in-depth information about the experiences and

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<sup>47</sup>Barbie, E and Mouton, J. 2004. *The Practice of Social Research*. Oxford University Press. Cape Town.

<sup>48</sup> The Msunduzi Municipality IDP2006-2010. Isixaxa – Pulling Together. pg11 and Statistics South Africa, 2001 Census

<sup>49</sup>Statistics South Africa, 2001 Census

<sup>50</sup> The Msunduzi Municipality IDP2006-2010 Draft-Review 2006-2007 pg10

issues of concern to the youth of the city. Both lists helped in ensuring that the research sample was at least representative of all key informants.

### **3.3 Research Approach**

This was a qualitative study. The nature of the research questions and the research problem made this a qualitative study. Qualitative research “is a research strategy that usually emphasises words rather than quantification in the collection and analysis of data”<sup>51</sup>. It allows the researcher to have an in-depth study and understanding of a selected issue. It results “in the generation of new hypotheses and theories”<sup>52</sup>.

This qualitative research approach allowed the researcher to have an in-depth look at young people’s experiences of participatory structures and processes in the Msunduzi Municipality. Since the study took the form of a case study the researcher had an opportunity of concentrating solely on the experiences of Msunduzi youth. The advantage of a case study is that the researcher can study the case in detail. This helped in learning the extent to which the Msunduzi Municipality has gone in realising youth participation in local government and the difference this makes to its decision-making processes.

### **3.4 Sampling**

Sampling is about selecting specific research participants from the entire population. Its main purpose “is to collect the specific cases, events, or actions that can clarify and deepen understanding”<sup>53</sup>. According to Neuman non-probability or non-random samples tend to be used by researchers whose studies are qualitative in design. This means that qualitative researchers “rarely determine the sample size in advance and have limited knowledge about the larger group or population from which the sample is taken”<sup>54</sup>.

For the purposes of this study purposive sampling was used to identify people who were to make up the research sample. Purposive sampling refers to a non-probability sampling in

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<sup>51</sup> Bryman, A. 2004. *Social Research Methods* [2<sup>nd</sup> ed] Oxford University Press. pg 266

<sup>52</sup> Barbie, E and Mouton, J. 2004. *The Practice of Social Research*. Oxford University Press. Cape Town .pg 270

<sup>53</sup> Neuman, L, W. 2003. *Social Research Methods. Qualitative and Quantitative Approaches* [5<sup>th</sup> ed] Allyn and Bacon, Sydney. Pg 211

<sup>54</sup> *ibid*

which “units are hand-picked on the basis of how they represent a population or category to which they belong. It is useful in case studies”<sup>55</sup>.

Purposive sampling allows the researcher to select people who are knowledgeable about the population under study, its elements and the issues of concern to them. The researcher speaks to information-rich cases. Its disadvantage is that the researcher will never know if the study participants are representative of the population or not.

The research sample for this study consisted of 15 ward councillors, the Youth Coordinator, three members of Msunduzi Youth Unit Committee, five youth organization or government departments, five youth members of ward committees, the Municipal Budget Manager and the IDP Manager. This research sample was very relevant to the research questions.

### **3.5 Sample selection**

The research sample was made up of people who were very much involved in youth structures, government participatory structures or ran youth offices and programs in their departments or organisations. Other participants held positions that required them to facilitate youth participation in municipal governance. Different participants were selected for different reasons.

The youth coordinator Ms Sbongile Mchunu, for example is responsible for the management of the Msunduzi Youth Unit. This is a youth structure responsible for the management of youth affairs in the municipality. Webster argues “Youth Units represent the administrative function of mainstreaming participatory youth development in municipalities”<sup>56</sup>. She however argues that the function of the Youth Unit which is to ensure effective youth participation in local government is in practise difficult to implement.

The three members of the Msunduzi Youth Unit each representing different political parties i.e. ANC, IFP and DA make up the Msunduzi Youth Committee. They run the Youth Unit. Other duties of some of the members, for example the chairperson, involve representing the

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<sup>55</sup> Hart, C. 2005. *Doing your Masters Dissertation. Realizing your potential as a Social Scientist*. Sage. London pg 347

<sup>56</sup> Webster, N, 2004. *Are we getting it right? Effectiveness of current institutional mechanism for participatory local youth development*. Draft Discussion Document. Prepared for the Second National Conference on Youth and Local Government pg 4

youth before the mayoral executive committee; making submissions on IDP on behalf of the youth and mobilising the youth where there are no youth structures to facilitate their participation in local government. These members have to report back to their party caucus the decisions of the Msunduzi Youth Unit that has to be passed to the youth of 37 wards.

Youth organisations and government departments have youth desks or offices that deal with youth issues on a daily basis. They therefore have in-depth information about issues of concern to young people. They are also best positioned to give opinions and provide a clear picture about youth experiences of government participatory structures and processes. Having been in the field for quite some time they have an idea of how far this municipality has gone in realising youth participation in its municipal governance.

Ward councillors were chosen because they are the chairpersons of a ward committee structure. This structure is meant for enhancing participatory governance and is supposed to be inclusive of young people. As chairpersons they are better placed in commenting on youth representation in ward committee. They should also know of the challenges young people face in the structure. Both the IDP and Budget manager should be well informed of the structures in place for community participation in the IDP/Budget process. They are therefore key informants on any issues around the IDP and Budget.

### **3.6 Data Collection Methods**

Researchers work with data that comes from “observation and can take the form of numbers (numeric quantitative data) or language (qualitative data)”<sup>57</sup>. Data collection was mainly shaped by the structure of the research questions and the researcher employed different methods suitable to each question. The study had three research questions namely

1. To what extent have the recommendations of the National Youth Policy been implemented at uMsunduzi Municipality? If not, yet why not, and if yes, to what extent?
2. To what extent are young people participating in the existing participatory structures and processes i.e. (Youth Units, Ward Committees, IDP and Budget) and what are the barriers to participation?

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<sup>57</sup> Terreblanche, M and Durrheim, K. 1999. *Research in Practice. Applied Methods for the Social Sciences.* University of Cape Town Press, Cape Town pg 45

3. What difference does youth participation make to local government decision-making?

### **3.6.1 Official Documents, News Paper Articles, Minutes and Reports by the Msunduzi Youth Unit Coordinator.**

To answer the first research question, the researcher mostly made use of official documents and other available literature that was provided by the youth co-ordinator and a student part of the KWANALOGA (KwaZulu Natal Local Government Association) youth in local government<sup>58</sup>. The researcher also had a discussion with the youth coordinator and in-depth interviews with the three members of the uMsunduzi Youth Committee. This endeavour provided more in-depth information about the extent in which the recommendations of the National Youth Policy have been implemented in the Municipality. The in-depth interviews further allowed for the probing and confirmation of information raised by the official documents and reports.

### **3.6.2 In-depth interviews**

For the second and third research questions, in-depth interviews were conducted with participants. The questions were read to respondents and notes were taken, as this was most convenient for the researcher who finds the transcribing of recorded interviews time consuming. These notes were later typed and filed in a safe place. All the interviews were conducted in English.

This method was selected for a number of reasons but mostly because the researcher wanted in-depth information about young people's experiences of government participatory structures. According to Bryman semi-structured and unstructured interviews are these days "collectively referred to as in-depth interviews or qualitative interviews"<sup>59</sup>. The interviewer has a list of questions/interview guide. The participants are asked all the questions though questions not on the list are also asked. This method therefore allows the researcher to ask respondents questions on other issues they bring up during the interview. This method was also chosen because it allowed for further exploration and probing on issues respondents did

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<sup>58</sup> These were documents like the Msunduzi Youth development Strategy, Stakeholder Participation Framework and reports by the Youth Coordinator to the Municipal Executive Committee. The Kwanaloga youth was part of the policy and development students based at UKZN PMB Campus who helped review the Msunduzi Youth Development Framework

<sup>59</sup> Bryman, A Social Research Methods [ 2<sup>nd</sup> ed] Oxford University Press, 2004: 321

not give full information on. Follow up and probing questions helped respondents in expanding on what they had brought up.

### **3.7 Data Analysis**

The main purpose of the data analysis process is to “transform information (data) into an answer to the original research question”<sup>60</sup>. After all interviews were typed, the researcher read through each and every interview. The aim of this exercise was to come up with emerging themes, patterns and categories. All responses were then grouped according to research questions. An analysis of responses to research questions was done. This resulted in emerging themes, patterns and categories. It was then confirmed that the themes and patterns were consistent with the data collected.

### **3.8 Ethical Issues**

Informed consent was obtained from all participants before any interview could take place. The researcher had an informed consent form with her that participants had to read and sign if they were happy with it. The form explained what the study was about, its purpose and why the participants were part of the research sample.

The informed consent form further made it clear that participation was voluntary. It also stated the rights that participants had. These were the rights to withdraw from the interview at anytime as well as not answering any question they were not comfortable with. The form further stated that the information they were to give was to be treated in strictest confidence and no personally identifiable information was to be released without their consent. Participants had time to ask questions on whatever issue was raised by the informed consent form<sup>61</sup>.

### **3.9 Limitations of the study**

The researcher could not interview as many young people as she would have liked. This would have allowed an opportunity of getting different views from youth of different wards. This was beyond the researchers control though because other ward councillors did not have youth representatives and those that did could not provide their contact details. Some ward

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<sup>60</sup>Terreblanche, M and Durrheim, K. 1999. Research in Practice. Applied Methods for the Social Sciences. University of Cape Town Press, Cape Town. Pg 47

<sup>61</sup> please refer to Appendix 1 for more information

councillors also argued that their youth were not active anymore and some had resigned from the ward committee.

### **3.10 Conclusion**

This chapter has looked at where and how the study was done, the population and sample of the study, sample design and selection, the data collection methods and how the study was analysed. The ethical issues involved and the limitations of the study were also discussed. The following chapter provide a presentation of the research results. These are presented according to the research questions.

## **CHAPTER 4: PRESENTATION OF FINDINGS**

Chapter 4 presents the findings in relation to the three research questions of the study. As such the chapter is divided into three sections. The three research questions were:

1. To what extent have the recommendations of the National Youth Policy been implemented at Msunduzi Municipality? If not why not, and if yes, to what extent?
2. To what extent are young people participating in the existing participatory structures and processes, (Youth Unit, IDP/Budget processes and Ward Committees) and what are the barriers to participation?
3. What difference does youth participation make to local government decision-making?

### **4.1 SECTION ONE: Implementation of the National Youth Policy at Msunduzi Municipality**

The National Youth Policy of 2000 required municipalities to establish permanent structures and mechanisms for youth participation in local government. The Municipal Youth Guide of 2004 recommended a local youth machinery that municipalities could implement in their areas of jurisdiction. However, municipalities could have what best suited their conditions. The local youth machinery consists of Youth Units/youth desks, youth policy, and youth forums/councils, councillors for the youth and youth managers or coordinators. The following paragraphs will provide more information on the Local Youth Machinery that the Msunduzi municipality has.

### **4.2 Msunduzi Youth Unit**

The IDP of the Msunduzi Municipality (2006-2010) states that the Youth Unit was established as a result of the Municipality's commitment to "full participation of youth in pursue for their noble course"<sup>62</sup>. According to the Youth Unit Chairperson the unit was established in 2002 and is located under the City Mayor and thus falls under the mayoral budget<sup>63</sup>. Another member of the Youth Unit maintained that this unit started being highly active and functioning as late as 2004<sup>64</sup>.

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<sup>62</sup> Msunduzi Municipality IDP 2006-2010. Isixaxa-Pulling Together. Pg 79

<sup>63</sup> Interview with the Youth Unit Chairperson on 8/12/05

<sup>64</sup> Interview with Youth Unit member on 13/12/2005

### 4.3 Composition of the Msunduzi Youth Unit

The Msunduzi Youth Unit is headed by the Youth Coordinator. She has the help of five portfolio councillors who make up the Msunduzi Youth Unit Committee. All five councillors represent different political parties who make up the municipal council. As the ruling party the ANC has three representatives while both the DA and IFP each have one representative<sup>65</sup>.

### 4.4 Staff component of the Youth Unit

The Youth Unit has one staff member whose position is that of the Youth Coordinator. She however has the help of one intern but if she is on leave the office remain closed until she returns<sup>66</sup>. The Youth Coordinator also had the help of young tertiary students from KwaNaloga who helped review the municipal youth policy. These students were doing Honours and Masters in Policy and Development studies at the University of UKZN Pietermaritzburg campus.

**Table 2 Duties and responsibilities of the Youth Coordinator, Intern and the Portfolio committee.**<sup>67</sup>

Name	Duties
1. Youth Coordinator	Provide management of the Youth Unit Prepare annual reports and submissions on IDP prepare reports for the executive on monitoring of policy and implementation Manage research and other information gathering processes works hand in hand with portfolio councillors on any issues i.e. advocacy Liaise with youth stakeholders etcetera

<sup>65</sup> The portfolio councillors are Qashane Mchunu [ANC] who is also the chairperson, Tholakele Dlamini [ANC], M.M. Thebolla [ANC], Sizwe Mchunu [DA] and Ntokozo Bhengu [IFP]. Ms Sbongile Mchunu is the Youth Coordinator

<sup>66</sup> The researcher visited the Youth Unit office early 2006 but was told that the office was closed because the Coordinator was on leave. Other young people who wanted to see the Coordinator were told the same thing by security guards at the City Hall entrance.

<sup>67</sup> These duties were taken from the Municipal Youth Guidelines of 2004

<b>Portfolio Councillors/Youth Councillor</b>	Represent the youth before the municipal council Make submissions on IDP and budget Make reports back to their political parties and constituency Attend municipal functions Liaise with youth stakeholders/ government structures and mobilise youth where there are no youth structures
<b>Intern</b>	Help with conducting research Perform general administrative duties

#### 4.5 Roles and Responsibilities of the Youth Unit

- \* Develop a municipal youth development strategy which will ensure that the municipality is able to meet both its policy commitments and legal obligations to the youth
- \* To conduct meaningful research into youth development and its impact in the municipality
- \* To co-ordinate and facilitate the formation of youth council or annual youth summit as may be dictated by the municipality
- \* to manage projects for, and report on, various interventions aimed at youth development
- \* To develop mechanisms such as scorecards or indicators for monitoring and evaluation of the municipality's performance on youth development
- \* Initiate programmes and projects for municipality and ensure their inclusion in the IDP of the municipality including its regular updates and amendments
- \* To provide a platform for advocacy, public consultation and planning for the youth structure in the municipality
- \* To provide a stakeholder liaison and representation function on youth matters on behalf of the management at local, regional and national levels
- \* These roles are executive rather than policy making and monitoring which belong to the elected official and the portfolio committee<sup>68</sup>.
- \* To play a leading, coordinating, facilitative and supportive role in the operation of the Msunduzi Youth Development Forum<sup>69</sup>

<sup>68</sup> Municipal Youth Guidelines of 2004

#### 4.6 Msunduzi Youth Development Strategy 2005-2007

Since October 2004, the Msunduzi Youth Unit embarked on a broad consultation process in which youth stakeholders were invited to participate in the drawing up of the Strategic Framework for the Municipal Youth Unit<sup>70</sup>. It was only late in 2005 that the Msunduzi Youth Development Strategy was finally approved by the municipal council and is now part of the Municipality's IDP 2006-2010 draft. The youth strategy aims to:

*address the major needs, challenges and opportunities of young men and women of race, disability and creed, accommodating all local municipal dynamics and specific sectoral issues*<sup>71</sup>. Its vision is a "a caring city where all young people are able to realize their full potential in the context of integrated, holistic and sustainable youth development programmes that are responsive to the needs of young people, to ensure commitment and participation to city's efforts of becoming a youth friendly city, the capital of KwaZulu Natal and the City of Choice"<sup>72</sup>. Its mission is "to facilitate, plan, manage, provide and support youth programmes and activities within the Msunduzi Municipality, in a developmental, caring, participatory, dynamic, transparent, efficient and effective manner"<sup>73</sup>.

The Msunduzi youth development strategy is founded on the following principles: a holistic and integrated approach, the acknowledgment of diversity, redress, non-discrimination, participatory and inclusive plans and transparent and accessibility. The priority strategic issues are: access to basic services, safety and security, local economic development, HIV/AIDS, skills development, sports, arts, culture and recreation. The target groups are: unemployed youth (both educated and uneducated), vulnerable youth, youth in conflict with the law, youth living with disability (physical and mental), out of school youth (graduates, matriculates and dropouts)<sup>74</sup>

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<sup>69</sup> Towards An Intersectoral Delivery Of Integrated Youth Development Programmes in the Msunduzi Municipal Area : Stakeholders Participation Framework Document Final Draft to be tabled at the 8<sup>th</sup> of June 2005 Meeting:

<sup>70</sup> Youth Coordinator's report for the Executive Committee, 29 August 2005

<sup>71</sup> Msunduzi Municipality 2006-2010 draft-Review 2006-2007

<sup>72</sup> Msunduzi Youth Development Strategy 2005-2007

<sup>73</sup> Ibid

<sup>74</sup> ibid

#### **4.7 Msunduzi Youth Development Forum**

This is a structure representing all youth stakeholders in the Msunduzi Municipality. It is made up of youth organisations, NGOs and government departments with programmes for the youth. These are organisations such as FET College, PACSA, eTembalethu, Cindi Network, the Departments of Correctional Services, Education, Agriculture to name but a few. The Forum is also referred as a Youth Council by the reviewed 2006-2007 Msunduzi Municipality IDP<sup>75</sup>.

According to the Stakeholders Participation Framework Document various youth stakeholders met on 23 March, 20 April and 11 May of 2005. It was out of these consultative meetings and workshops that the Forum was born. This Forum was formed for the purpose of “promoting consultation, collaboration, networking, joint problem-identification and joint decision-making on all matters affecting the policy, strategy, planning and delivery of development services to young people within the Msunduzi Municipal area”<sup>76</sup>. The Forum is also meant to facilitate collective action in meeting the needs of the Msunduzi youth and is for lobbying purposes and holding the Municipal Council accountable to the youth of 37 wards in Municipality. It aims to be a formal structure, which should be recognised by the Msunduzi Municipality. The Main Forum and the Sectoral Commissions make up the Municipal Youth Development Forum.

#### **4.8 Main Forum**

The Main Forum is where all youth stakeholders are represented. It meets once every three months or bi monthly at the City hall<sup>77</sup>. All members of different Sectoral Commissions meet to discuss issues pertaining to youth strategies, the Annual Youth Calendar, the Mayoral Youth Games etcetera. The forum also considers issues put before it by Sectoral Commissions. These could be recommendations, discussion documents and the like. The Msunduzi Youth Unit Portfolio Councillors are expected to be part of these discussions and take whatever resolution to the Municipal Council for debate and approval. They also have to give reports back to the Msunduzi Youth Development Forum (MYDF). The identified stakeholders of the main forum are

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<sup>75</sup> Refer to the 2006-2010 Msunduzi Municipality IDP Draft pg58

<sup>76</sup> Towards An Intersectoral Delivery Of Integrated Youth Development Programmes in the Msunduzi Municipal Area : A Stakeholders Participation Framework Document, Final Draft to be tabled at the 8<sup>th</sup> of June 2005 Meeting: pg4

<sup>77</sup> It's not clear when they really meet the participation framework say once every three months but the chairperson for the Youth Unit said they meet bi-monthly at City Hall.

- **Msunduzi Youth Council** - this category allows for the direct participation and representation of Msunduzi youth and their representatives i.e. youth organisations youth clubs and ward based forums
- **Provincial Government Departments** - this is a category where government departments at all levels whose youth programmes are offered within the boundaries of the Msunduzi are represented.
- **Mgungundlovu District and Msunduzi Local Municipalities** - this category is aimed at all units, services, departments, programmes aimed for the youth within the two municipalities.
- **Civil Society Youth Service Providers** - these are civil society organisations that offer services to the youth i.e. PACSA, NICRO
- **Business and Grant-makers Sector** - this is for business people and Grant maker/Donor Organisations<sup>78</sup>.

#### **4.9 Sectoral Commissions of the Msunduzi Youth Development Forum (MYDF)**

As mentioned before the seven Sectoral Commissions also make up the MYDF. They include:

1. Youth Economic Empowerment Commission
2. Youth Health and HIV/AIDS Commission
3. Youth and Sustainable Environment Commission
4. Youth Social Development Commission
5. Youth and Community Safety Commission
6. Youth Sport and Recreation Commission
7. Youth Education and Training Commission

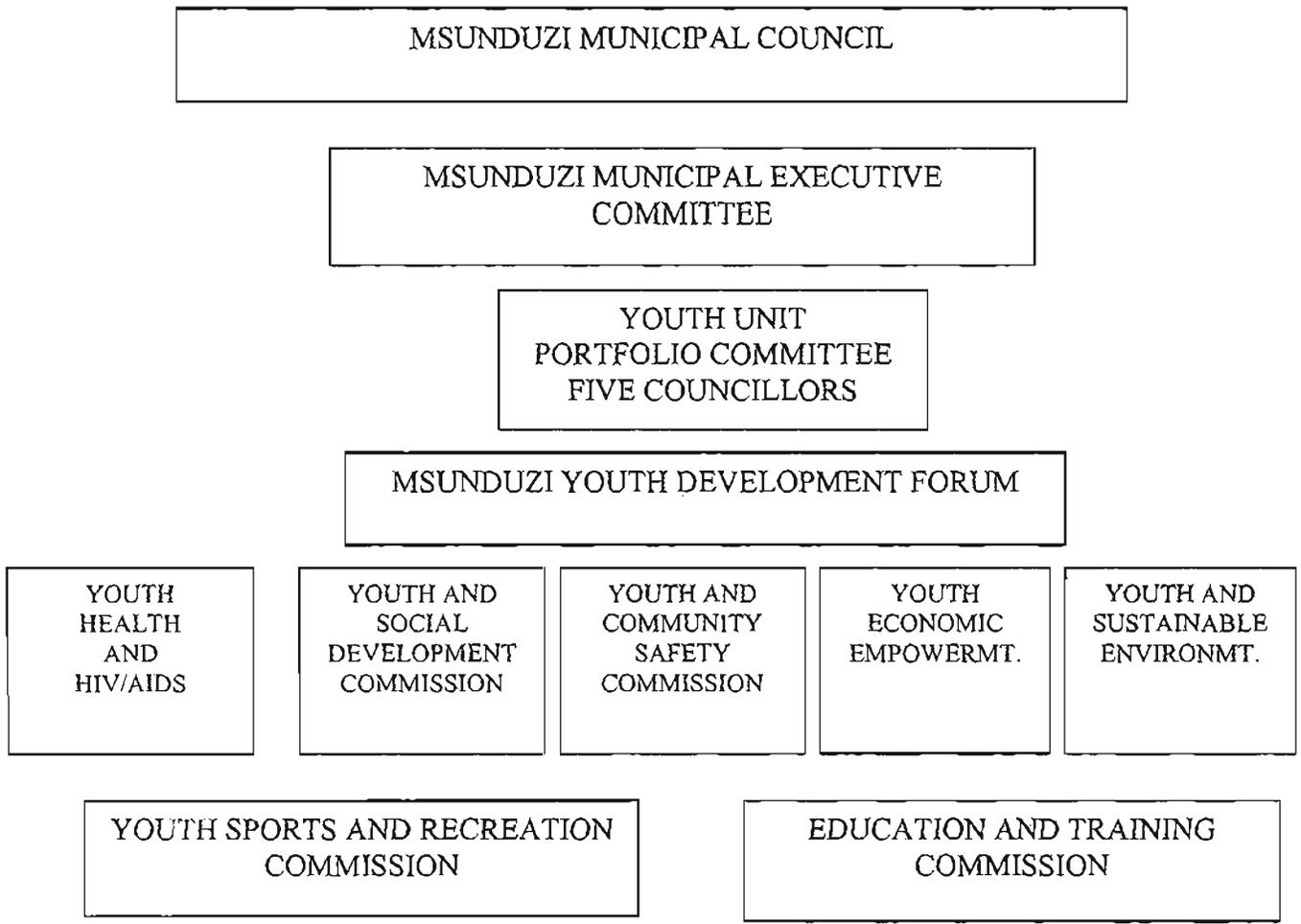
Stakeholders of each Sectoral Commission have to meet at least once a month to discuss issues applicable to that sector. These Sectoral Commissions are an area where members have to agree on programmes, projects and recommendations to be put before the Main Forum (MYDF). Each stakeholder is to have a Youth Development Focal Person who will be continuously engaged in all youth activities initiated by the Sectoral Commissions and the Main Forum. However, stakeholders would continue with their youth programs though effort

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<sup>78</sup> Refer to the Msunduzi Youth Development Strategy 2005-2007

would be made to work in partnership and avoid duplication. Lastly, Figure 3 shows the Msunduzi Youth Organogram

**FIGURE 3. Msunduzi Youth Organogram**



**4.10 Conclusion**

Section one provided answers to the first research question of the study by looking at the local youth machinery that exists at Msunduzi Municipality. From this presentation it is indeed clear that the Msunduzi Municipality does have youth formal structures. The Msunduzi Youth Organogram has helped provide an insight into how far the municipality has gone in implementing the recommendations of the National Youth Policy of 2000. Section 2 provides answers to the second research question and looks at the extent of youth participation in participatory structures and processes as well as the barriers to participation.

## 4.11 SECTION 2

Section 2 presents the findings to the second research question and therefore looks at the extent of youth participation in government participatory structures/processes as well as the barriers to participation. I will firstly look at the Youth Unit, IDP/Budget process and lastly Ward Committees. The aim of this section is to show whether these structures and processes were able or not to facilitate youth participation in local government.

### 4.11.1 Youth Participation in Msunduzi Youth Unit

The Msunduzi Youth Unit had to go through a strategic planning process. The Youth Coordinators Reports<sup>79</sup> describe this to have been a very consultative process, which saw the youth of Msunduzi through their structures, organisations and affiliations being included in the strategic planning process<sup>80</sup>. Various methods were used to invite all relevant stakeholders. The IFP Youth Unit member summed up the sentiments of other members when he said, *“we used all means emails, sent out letters and made telephonic calls. We also publicised on uKhozi FM, P4 Radio, Newspapers i.e. Natal Witness, Echo and uMphithi”*<sup>81</sup>.

In other instances the Youth Coordinator made personal visits to youth stakeholders. In explaining how they were invited, a respondent from the Department of Education said *“we were invited by the Youth Coordinator to take part in the Youth Development Forum. She came in person and asked us to attend. After that we got other correspondences, I think faxes”*<sup>82</sup>. When invited, stakeholders were given and emailed agendas before time to prepare them for the meeting. A NICRO respondent stated, *“We got the agenda before hand and we were able to prepare ourselves”*<sup>83</sup>.

On the 11-14<sup>th</sup> of October 2004 the Youth Unit held its first three-day strategic planning workshop with different stakeholders at African Enterprise Conference Centre in PMB. The purpose of this workshop was to develop the youth strategic plan and it is where the first draft was developed. The workshop was attended by two Provincial Youth Commissioners, District Co-ordinator, representatives from Provincial Departments, Religious Organisations, Non-Governmental Organisations, Educational Institutions, Political Parties, Community

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<sup>79</sup> Youth Coordinators reports dated 29 August 2004 and 07 March 2005

<sup>80</sup> These were reports to the Municipal Executive Committee dated 29 August 2005

<sup>81</sup> Interview with the IFP Youth Unit member on 13/12/05].

<sup>82</sup> Interview with a respondent from the Department of Education on 3 April 2006].

<sup>83</sup> Interview with NICRO respondent on 31/04/06

Based Organisations and Msunduzi Business units<sup>84</sup>. The second phase of the Msunduzi Youth Strategic Plan workshop was held from 16-18 November 2004 with Provincial Youth Commissioners and other youth stakeholders.

The consultative meetings allowed “for the proposed Msunduzi Youth Development Strategy to be interrogated in a structured manner by a broad cross-section of youth in Msunduzi. Delegates made input and commentary and structured debates entertained to enrich the content of the youth strategy”<sup>85</sup>. All the views, ideas and suggestions of all present during the two workshops were minuted. The Youth Coordinator’s report mentions that these views formed part of the youth strategic plan.

To get more input from as many stakeholders as possible, the Youth Unit invited all youth stakeholders to send them their profiles. The aim was to develop a database for Msunduzi youth stakeholders in the municipality. The deadline for this was the 20<sup>th</sup> of May 2005. NGOs, CBOs, youth organisations and Government Departments that offer services for the youth were encouraged to submit their details to the Youth Unit. Such an endeavour enabled easy communication with most youth stakeholders<sup>86</sup>.

Once the draft of the Youth Strategy was developed, the Youth Unit made two requests to the Municipal Executive Committee. The first request was for the draft document to be endorsed for public participation. The other request was for the draft document to be presented to the Msunduzi Councillors for comment. As soon as the draft was approved for public consultation it was presented to the councillors and opened for public comment as from April 20, 2005. The deadline for the submissions, comments and recommendations of any kind was the 20<sup>th</sup> of May 2005<sup>87</sup>.

The public was informed through the written media about the availability of the Youth Strategy Development Draft Document. According to the Youth Coordinators report the document was displayed in public places like libraries, youth desks at ward level, rate

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<sup>84</sup> Report of the Youth Coordinator to the Executive Committee, Ref. 29 August 2005

<sup>85</sup> please refer to the 2006/2007 IDP Draft of Msunduzi Municipality pg 58

<sup>86</sup> refer to the uMphuthi Newspaper, March /April 2005 for an article where youth stakeholders were asked to submit their profile to the Youth Unit

<sup>87</sup> Please refer to the Youth Coordinators report to the Executive Committee dated 7 March 2005 in which a request was made to the Exco Committee to endorse the Msunduzi Youth Strategy Draft Document for public participation. Advertisements were in the Umphuthi Newspaper, March/April 2005

buildings and the City Hall. It contained the year plan and all other programmes and projects for the youth, which the unit was going to implement on a long-term basis. The comments were to be accepted by fax or e-mail<sup>88</sup>.

Other consultative workshops with various youth stakeholders including COMBOCO (KwaZulu-Natal CBO Coalition) were on the 20<sup>th</sup> April 2005, 11 May 2005 and 8 June 2005. It was out of these three-day workshops that youth stakeholders agreed on the formation of the structure representing all youth stakeholders in the Municipality. Such a structure was called the Msunduzi Youth Development Forum. The purpose of this structure as mentioned before was to promote collective action in the planning and delivery of development services to the youth of the city.

Further input and research into the youth strategy was received from KwaNaloga UKZN Policy Developers. This was a team of postgraduate students from the Policy and Development Programme of UKZN-PMB campus. This team reviewed the Msunduzi youth draft document. The Msunduzi Youth Development Framework was approved on the 11<sup>th</sup> of August 2005. It is now part of the reviewed 2006/2007 IDP Draft.

Having explained how youth stakeholders and young people were invited to the strategic planning process it is important to show if young people did indeed participate. This will be followed by a presentation of the barriers to meaningful participation in the activities organised by the Youth Unit as well as the strategic planning process.

#### **4.11.2 Did young people participate?**

Of the five interviewed young people only one confirmed to have attended the consultative workshops organised by the Youth Unit and he is a member of the Msunduzi Youth Development Forum. Youth organisations /government departments that attended had mixed responses as some were happy with the youth turnout while others were not happy at all. A respondent from the Department of Education stated, *"My biggest problem was that I didn't feel that the youth were adequately represented. There were not enough youth organisations there. We had more adults compared to the youth"*<sup>89</sup>. However, another respondent disputed

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<sup>88</sup> *ibid*

<sup>89</sup> Interview with a respondent from the Dept Education on 03/04/06

this and mentioned, *“The youth were well represented. I was extremely happy with the turnout from the youth”*<sup>90</sup>.

Three interviewed Youth Unit members also gave mixed responses with one acknowledging that the low turnout of the youth in any event is a universal problem. The two other members were however very happy with the turnout from the youth of their party constituencies. One member stated, *“I was happy with the way the IFP youth participated and though we are not a majority party we made a meaningful contribution”*<sup>91</sup>.

Commenting on the same issue a youth respondent further raised his concern about the exclusiveness of the proceedings, which he said were dominated by black youth. He stated *“It was not really inclusive of other races since White, Indians were not really part of the process”*<sup>92</sup>. This was confirmed by the chairperson of the Youth Unit who said, *“90% of the youth that participate are Africans, few Indians, coloureds and white people”*<sup>93</sup>.

#### **4.12 Barriers to youth participation in the Youth Unit**

##### **4.12.1 Poor communication strategy**

Ward councillors, youth organisations and young people interviewed expressed concerns with the Youth Units' communication strategy, which they argued left others out of the planned activities for the youth. The Youth Unit's strategy of disseminating information was blamed for being limited to certain youth of a certain race. It was also criticised for being limited again to youth from certain wards, as only some youth seem to know what was happening. This also applied to youth organisations, as some knew what was happening while others were in the dark. For example a respondent from the Department of Education heard through others about a certain meeting though he is on the youth database. This concern was also raised by other youth respondents who never attended Youth Units' activities as they did not know about them. The Youth Unit was also criticised for using ward councillors as vehicles for disseminating information to youths at ward level.

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<sup>90</sup> Interview with a NICRO respondent on 31/04/06

<sup>91</sup> Interview with a Youth Unit Member on 13/12/05

<sup>92</sup> Interview with youth unit member on 16/01/06

<sup>93</sup> Interview with the Chairperson of the Youth Unit on 08/12/05

Of the 15 interviewed ward councillors six or 40% of them raised such concerns while three of the five interviewed young people also stressed this issue. A youth member of the ward committee maintained *“if you are from a certain ward there are things you can not participate in. More importantly there is a lack of disseminating information from the youth desk in the municipality. Those that work for the youth never visit us and we do not really know what is happening with regard to young people”*<sup>94</sup>.

One ward councillor best expressed everybody’s concerns with the Youth Unit’s communication strategy when he argued:

*“There is a lack of communication from the youth desk. They do not have a communication strategy and a participation strategy too. Communication is limited to certain youth, and other youth organisations. Certain youth organisations are catered for while others are simply ignored. Some youth know some don’t know. They use councillors to communicate with the youth. This is not effective as we have a lot of responsibilities too. There should be direct communication between the youth and the youth desk not via the councillors. They should have their representatives in wards. Information should be circulated regularly to other youth organisation and all should be informed of everything that concerns young people”*<sup>95</sup>.

The above comments were confirmed by other respondents who claimed to have heard from other organisations about Youth Units activities though they were on the youth database.

Though the three interviewed Msunduzi Youth Unit members confirmed that it was mostly black youth who attended their activities i.e. the Mayoral games, they all however denied that this had to do with their communication strategy. The Youth Unit’s chairperson argued that the legacy of apartheid has seen a lot of apathy among young people and youth of other races continue to be absent from most activities even national celebrations. The Youth Units Chairperson further pointed out that as the unit they try to involve as many people as possible in their activities. He argued:

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<sup>94</sup> Interview with a youth member of ward committee on 16/01/06].

<sup>95</sup> Interview with ward councillor on 29/11/05

*“If there are decisions taken we communicate with councillors first, then the youth. In fact all parties are represented in the youth committee and it is their responsibility to communicate decisions taken to their constituencies. When we embarked on the youth development strategy, all-political parties were invited, NGO's, youth out of school, youth professionals. This was an ideal opportunity for all youth to get involved”<sup>96</sup>.*

He was supported by another Youth Unit member who argued *“We do consult ward councillors; leave out notices and important information on their pigeonholes. It is their responsibility then to disseminate the information. As an IFP representative I report back to the caucus”<sup>97</sup>.*

#### **4.12.2 Youth Unit understaffed**

The Msunduzi Youth Unit is made up of five portfolio councillors with three from the ANC and the DA and IFP having only one representative each. The Chairperson is also a ward 10 councillor and has to look after the interests of his ward. One staff member Ms Sibongile Mchunu, the Youth Coordinator, manages the Youth Unit. This means ensuring that the Youth Unit carries its task especially that of facilitating participatory youth development.

The current situation is cause for concern for three members of the Youth Unit, five young people as well as youth organisations/government departments. The chairperson of the Youth Unit expressed his frustration at the current situation. He explained, *“The Youth Unit-Youth Committee is made up of politicians with other responsibilities as well. The Youth Unit only has a Youth Coordinator and 37 wards to work for. This Office is understaffed”<sup>98</sup>.*

Of the five interviewed youth organisations three were also not happy with the current situation and regarded this as unacceptable. A respondent from PACSA highlighted the dangers of having an understaffed office. He argued, *“The Youth Unit needs staff members. Without enough staff members it is highly unlikely that the office will be able to competently fulfil all its duties. The current situation is unacceptable and should be looked at immediately”<sup>99</sup>.* Young people felt that the current situation was responsible for the failure of the Youth Unit to mobilise and have contact with most youth in different ward committees.

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<sup>96</sup> *ibid*

<sup>97</sup> Interview with IFP representative in the Youth Unit Committee on 13/12/2005

<sup>98</sup> Interview with Youth Unit Chairperson on 08/12/05

<sup>99</sup> Interview with a PACSA Respondent on 22/02/06.

The researcher can go on to say that the situation is so bad that when the Youth Coordinator was on leave early 2006 her office was closed. All who came to see her at her City Hall office were informed of this by the security guard and turned away.

#### **4.12.3 Youth Unit lack resources and has an insufficient budget**

A respondent from the Social Development Department argued *“every plan and event needs resources and a sufficient budget to be implemented. All of us who work in government know the implications of budget constraints especially the complexities and delays caused by having to go through so many procedures before one can access the money”*<sup>100</sup>. Commenting on the Youth Unit’s financial status, three of the five organisations interviewed felt that there was not enough money available for the Youth Unit to carry out its activities. One respondent commented, *“I do think that the Youth Unit needs resources, as I feel that there is not much money for the operation of the Youth Unit. It can be more effective if it can be given resources”*<sup>101</sup>.

A respondent from the Department of Education mentioned that during their consultative meetings they were usually reminded of the budget constraints. This led him to think that the Youth Unit was not sufficiently funded. The IDP Manager also raised the Youth Unit’s budget constraints and thus confirmed other respondents concerns when he said, *“I don’t think we have done justice to the Youth Unit’s budget but there is hope as the youth strategy is going to be part of the Municipal IDP”*<sup>102</sup>.

Three members of the Msunduzi Youth Unit also confirmed that the Youth Unit did not have enough resources and money to carry its responsibilities and all its year plans. This was further complicated by the fact that the Youth Unit did not have a budget of its own and fell under the mayoral budget. Commenting on the constraints of the Youth Unit the chairperson said *“It (Youth Unit) does not have enough resources, no staff just the coordinator, not enough budget and it does not have a budget of its own it falls under the mayoral budget”*<sup>103</sup>.

Raising his frustrations on the issue another Youth Unit member said

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<sup>100</sup> Interview with a respondent from the Department of Social Welfare and Development on 11/04/2006

<sup>101</sup> Interview with NICRO respondent on 31/04/06

<sup>102</sup> Interview with the Municipal IDP Manager on 11 April 2006

<sup>103</sup> Interview with Youth Unit Chairperson on 08/12/05

*the budget is not enough we cover even disadvantaged areas where there is no infrastructure at all for other sports codes, even if you want to have coaching clinics a lot is needed. We want to have our own budget. Whenever we want to do something we have to consult the mayor's office and via so many people this is time consuming also. With our budget everything will run smooth. We will plan our projects in the beginning of the year within the budget we have<sup>104</sup>.*

A PACSA respondent further said that being under the mayoral budget has made the unit to be politically manipulated by the mayor's office. He said

*The Youth Coordinator has no power and I understand why as she has to go via the mayoral office before anything is approved...the unit has no power of implementation. They (mayors Office) will disagree if it will not benefit the mayoral office or raise the profile of certain people there. The problem is that the unit is still under the mayoral budget and that office changed everything we agreed upon<sup>105</sup>.*

The current situation has led the Youth Unit to remain an organisation that provides information and organises youth events i.e. sports. The Youth Unit chairperson maintained that he did not want the unit to be *"a committee of events but of programmes and projects for the youth"*<sup>106</sup>. Another Youth Unit member confirmed that they have been lobbying for a separate youth budget. However, the Municipal Budget Manager saw nothing wrong with the current arrangement. He said *"I see nothing wrong with this, as his office is also responsible for the Youth Mayoral Games. The money is specific for the youth and is allocated to the youth each and every year"*<sup>107</sup>.

#### **4.12.4 Youth Unit too politicised**

Of the 15 interviewed ward councillors four felt that the Youth Unit was too politicised and not inclusive of youth from other wards. This was also a concern for two of the five young people interviewed as well as two of the five interviewed youth organisations. Since the Youth Unit is made up of politicians, respondents felt that the interests of young people took a back seat while those of political parties were given first preference. A ward councillor

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<sup>104</sup> Interview with Youth Unit Member on 13/12/05

<sup>105</sup> Interview with a PACSA respondent on 22/02/06

<sup>106</sup> Interview with Youth Unit Chairperson on 08/12/05

<sup>107</sup> Interview with the Municipal Budget Manager on interview, 30 01/06

maintained, *“Politics seems to spoil everything”*<sup>108</sup>. He was supported by another councillor who argued, *“The Youth Unit exists politically. It is too much politicised. Not reaching to all youth but to some”*<sup>109</sup>. He was referring to White, Indian and Coloured youth.

Another respondent further raised his concern about the marginalization of apolitical youth. He argued, *“you need sustained interaction with all the youth stakeholders to have an impact. I feel that youth without a label I mean those not political active are not benefiting at all”*<sup>110</sup>. However, politically active youth also felt that they were also excluded because they were from wards not controlled by the ruling party in the municipality. All 3 members of the Youth Unit who are from the three big parties in the municipality i.e. ANC, IFP and DA denied this.

#### **4.13 Youth participation in the IDP/ Budget process**

The IDP of the Msunduzi Municipality was completed in June 2002. It is reviewed annually along with the budget. As a development plan of the municipality it informs the budget and has to be in agreement with the budget. Service delivery occurs through the IDP and it is therefore in the interest of communities to ensure that both the IDP and the Budget addresses their needs.

Both the IDP and the Budget Manager maintained that the budget is always planned in line with the IDP. They further argued that the involvement of communities in the IDP/Budget is a mandate from both the Municipal Systems Act of 2000 and the Municipal Finance Systems Act of 2003. Therefore *“as members of society with needs and other aspirations young people have every right to know how the municipal IDP and Budget will meet and fulfil their needs. Other young people are also ratepayers and have to know how the municipality intends spending their money”*<sup>111</sup>.

#### **4.14 Structures for youth participation in the IDP/Budget Process**

Both the IDP and Budget managers maintained that there are structures that young people can use to influence the IDP/Budget process. They pointed out structures like the Youth Unit, Ward Committees, IDP Forum and Izimbizo (Community Consultative meetings).

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<sup>108</sup> Interview with ward councillor on 03/12/06

<sup>109</sup> interview with ward councillor on 30/11/2005

<sup>110</sup> Interview with a PACSA respondent on 22/02/06.

<sup>111</sup> Interview with Budget Manager on 30/01/06

#### 4.14.1 Youth Unit

This is a recognised municipal youth structure to facilitate participatory youth development. Both managers regarded it as the most important structure that young people can use to participate meaningfully in the review of both the IDP and the budget. Commenting on the importance of the Youth Unit the Budget Manager maintained, *“It is through this structure that young people could have a significant impact and influence on the youth programmes and projects that are in the IDP of the municipality”*<sup>112</sup>. He furthermore maintained that the unit embarked on a very consultative process in which young people and other stakeholders were invited to the development of the Municipal Youth Strategy. He argued, *“Young people should have been part of the Youth Unit strategic planning process. They should have participated effectively and ensured that their views were part of the final document of the youth strategy”*<sup>113</sup>.

#### 4.14.2 Ward Committees

Both managers referred to ward committees as a participatory structure that young people could use to influence the IDP/Budget process. Ward Committee members have to find issues of concern from the residents of their wards. These they have to raise with their ward councillors who have a responsibility of forwarding them to the municipal council. Ward Committee members can also work together with the ward councillor in formulating ward plans that have to be submitted for inclusion in the IDP.

As members of ward committees young people have to participate in ward committee meetings and raise their issues there. They have to make their submissions, which should form part of ward plans. However, both managers pointed out the need to improve the involvement of ward committees in the IDP/Budget process, which they maintained was very disappointing. According to the budget manager this will also mean *“ward councillors taking the draft budget to their ward committees so members can discuss it and see if it does address their needs and problems”*<sup>114</sup>.

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<sup>112</sup> ibid

<sup>113</sup> ibid

<sup>114</sup> ibid

#### 4.14.3 IDP Forum

According to the IDP Manager this is an organised form of community participation in all stages of the IDP process. It is representative of all interest groups in society including ward committees. The ideal is that it meets once in 2 months and hence 6 meetings a year. The Manager also pointed out that the forum is open to young people as well as their representatives. He maintained that it was here that issues of relevance to the IDP are discussed and debated. Regarding youth participation he maintained that the Msunduzi Youth Unit represents the youth before the IDP forum. Like other structures they make submissions before the forum. The Msunduzi Youth Development Strategy that was tabled before this forum is now part of the reviewed IDP.

#### 4.14.4 Izimbizo

Izimbizo are public participation or community consultative meetings held by the mayor in the five regions of the Msunduzi Municipality. They are an open type of public consultation with different communities and they are to facilitate participation in the IDP/Budget review process for that financial year. The 2005 izimbizo especially aimed to “showcase the Budget for the financial year 2005/2006 and at the same time ascertain the community’s needs and priorities that will be considered to inform the Budget and IDP review for the 2006/2007 financial year”<sup>115</sup>. For the 2005/2006 budget the izimbizo were held as from mid April 2005 to early May 2005. Such public meetings were also held this year (2006). Table 3 shows the venues, times and wards covered during the 2005/2006 mayoral budget izimbizo.

**Table 3. Venues and Times of the Budget Public participation meeting for 2005/2006**

No	Place	Ward	Date	Time
1.	Sweetwaters Stadium	1 and 2	16 April 2005	12:00
2.	Nyanda School Ground	3, 4 & 5	17 April 2005	12:00-16:30
3.	City Hall PMB	24,25,26, 33,36 & 37	21 April 2005	18:00-20:35
4.	Copesville Grounds		24 April 2005	12:00-16:43

<sup>115</sup> Msunduzi Municipality IDP 2006-2020 Draft (Review 2006-2007) pg14

#### **4.15 What strategy was used to get residents to attend and participate meaningfully at the izimbizo?**

Both the IDP and Budget manager maintained that every effort was made to ensure maximum and meaningful participation in the whole process. They pointed out the various methods used to facilitate meaningful participation. Firstly, they both argued that people were informed on time about the holding of public meetings in their areas. Where access was needed or where traditional authorities had to be informed, permission was sought from them. Secondly, transport to the venues was provided for and it was hoped that this was going to help people who wanted to go but lacked money and transport. People were also told of the times buses were going to be at their respective bus stops.

Furthermore, the municipality also used the written media to inform the public about the times and venues of the mayoral budget izimbizo i.e. the Umphithi Newspaper. The Mayor Mr Hloni Zondi had again a column in uMphithi Newspaper called 'Mayor's Corner' in which he informed people about such public meetings and explained what they were about. For the 2005/2006 budget the municipality had a booklet which was made available before and during the public participation meetings. This booklet was also on uMphithi Newspaper and could be fetched from nearest municipal offices and 333 Church Street. People were encouraged to get hold of the booklet before time so they could go through it before attending public meetings. This booklet provided "a framework of the budget process, capital estimates, proposed major projects, operating estimates, revenue streams and summary of council's Indigent policy"<sup>116</sup>.

Lastly, residents were provided with the following pamphlets at the imbizo namely the Budget 2006/2007 – Umphithi News Special Edition dated May 2006 (English and isiZulu), Budget Imbizo 2006 (Bilingual) and Indigent Policy Guidelines (Bilingual)<sup>117</sup>. This was done to cater even for the Zulu-speaking people so they could better understand the whole budget process.

#### **4.16 Were people's views considered at all?**

According to the minutes of the public participation meetings there were video cameras and recorders in the mayoral budget izimbizo. The equipment was used to ensure that people's

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<sup>116</sup> Umphithi Newspaper, March/April 2005.

<sup>117</sup> Please refer to Izimbizo minutes dated 30/04/06

views were captured and taken into consideration. The former Mayor Mr. Hloni Zondi, the IDP and Budget Manager confirmed that people's views were considered. Commenting on the previous budget, the Mayor mentioned that people's views resulted in the rates increase being restricted to eight percent instead of nine. He added, *"This milestone amendment illustrates exactly how importantly we view the public participation process"*<sup>118</sup>.

The Budget manager also pointed out how important it was for them to prioritise so that all wards can benefit from the budget. The IDP manager supported him and argued that this would mean that the municipality could not always do what communities ask of it. He further maintained that once Izimbizo were done with, reports back were given to departments and units within the municipality so they could review their plans. The IDP Manager also mentioned that when presenting the budget the Mayor would be at the same time highlighting development projects for that area and the money allocated for all projects in that area. This, he argued, is an opportunity for communities and young people to raise their objections and thrash out whatever they disagree with.

#### **4.17 Did young people attend Izimbizo?**

Both the IDP and the Budget manager pointed out that young people were definitely part of these izimbizo and they did raise their viewpoints, which were recorded and minuted. Table 4 shows some of the issues that were raised by young people who attended the consultative meetings. These were young people from different wards in which the izimbizo were held in 2005.

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<sup>118</sup> Umphithi Newspaper April/May 2005

**Table 4. Some of the issues raised by young people at 2005 Izimbizo**

No	Name of youth	Ward and Place of Imbizo	Issue	Response
	Philani Zuma	Copesville	His concern was that the draft budget did not deal with matriculants who could not further their studies	The mayor said that all the views would be considered before the final budget was passed. He pointed out the presence of video cameras and recorders which were there to capture the views of all present
2.	Sibusiso Makhoba	Peacevalley	He wanted to know if the budget did consider the youth of the city	He was told by the Manager at the Mayors Office that youth issues were considered. He was further refereed to the Youth Unit and told to participate in the completed youth document before it was passed.
3.	Mzomuhle Ncobeni	KwaMncane	He asked for more focus on the youth and for the municipality to invite agricultural experts who will engage the youth in the field	He was again told by the mayor that all the views will be considered and that the budget will benefit the communities of the municipality.

#### **4.18 Barriers to youth participation in the IDP/Budget process**

Public participation minutes reveal the presence of the youth during the Mayoral Budget Izimbizo of 2005/2006. However, of the five interviewed young people only one had been to an Imbizo and none had been to an IDP Forum and were not aware of its existence. Respondents mentioned two reasons as behind lack of youth participation in the IDP process namely lack of knowledge and information and lack of access to other areas.

According to the interviewed youth, young people are very ignorant about the mechanisms and structures in place for their participation in the IDP/Budget process. They do not know about the existence of structures like the IDP Forums, IDP focus groups and how they can be part of them. Young people further mentioned that though they were members of ward committees they were never involved in IDP issues and the budget was never presented to them as the committee. Young people further pleaded ignorance to the activities of the Youth Units. Commenting on the issue a youth respondent said, *“There is a lack of disseminating information from both the municipality and the youth desk”*<sup>119</sup>. Commenting on Izimbizo the Budget Manager stated, *“There is a lack of information as some people do not get to know about the holding of izimbizo in their areas”*<sup>120</sup>.

The Budget Manager also pointed out the difficulties they face when trying to hold imbizo in some areas. Being unable to take izimbizo to other areas kept those people out of the participation process. He stated, *“if you are not from the party that rules that area it’s difficult to hold an imbizo there and this mess up everything as we have to arrange other venues”*<sup>121</sup>. He maintained though that the situation has improved as they have now tried to ensure that all relevant stakeholders were contacted including traditional leaders before an imbizo was held in an area.

#### **4.19 Youth participation in ward committees**

There was an understanding by ward councillors and all responsible for the establishment of ward committees that these should have youth representatives. Three of the five members of the Msunduzi Youth Unit confirmed this and maintained that ward councillors knew of this requirement by both the Structures and the Systems Act. According to the Youth Unit members this information was further communicated to ward councillors.

Of the 15-interviewed ward councillors 11 or 73. 3% had youth representatives and young people in their ward committees. Of this 11 only five had young people in different subcommittees. Again, of this eleven only three ward committees were mostly made up of young people. Four of the 15 ward committees had neither youth representatives nor young

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<sup>119</sup> Interview with a youth respondent on 16/01/06

<sup>120</sup> Interview with the Budget Manager on the 30/01/06

<sup>121</sup>

people in them. Table three based on the 2001 census shows an overall sense of youth representation in Msunduzi ward committees

**Table 5. An overall sense of youth representation in ward committees**

No	Wards	Population Of the ward	No. of youth	% of youth in wards	No. of seats in ward committee	No of youth in ward committee	% of youth representation in ward committee
1.	1	13 923	5478	39,3	10	6	60
2.	2	24 675	9831	39,8	11	6	60
3.	7	17 511	6702	38,2	10	4	40
4.	9	10 560	4104	38,8	10	3	30
5.	10	11 335	4080	35,9	10	5	50
6.	16	12 735	5184	40,7	10	1	10
7.	19	12 180	5223	42,8	10	3	30
8.	25	12 168	3513	28,8	10	0	0
9.	26	16 701	6843	40,9	10	0	0
10.	27	9 717	4548	46,8	8	0	0
11.	29	23 061	9525	41,	10	4	40
12.	30	20 853	7692	36,85	10	4	40
13.	33	13 659	5208	38,	10	3	30
14.	36	18 030	7233	40,15	10	1	10
15.	37	11 097	4350	39,15	10	0	0
<b>Total</b>	<b>15</b>	<b>218 205</b>	<b>89 514</b>	<b>41.0</b>	<b>149</b>	<b>40</b>	<b>26,8%</b>

Table five shows that there is 26.8% representation of youth in ward committees. Though the table show that 73. 3 % of ward committees have youth representatives under normal circumstances close to 50% of the population is capable of participating in the ward committees. The actual representation, which is 26.8% therefore, indicates that the youth are under represented. The youth have the possibility of occupying close to 41% of the seats. The implications are that if young people are underrepresented they are less likely to influence the decision making of the ward committee.

#### 4.20 What were their portfolios?

Young people held different portfolios in ward committees and were also part of subcommittees where they exist. Young people were usually allocated portfolios that dealt with youth interests and issues. Sixty percent of youth representatives in ward committees held the Sports and Recreation portfolio as well as the Youth development portfolio. They were in wards like 1, 7, 9, 10, 16, 19, 29, 30 and 33. In the same ward committee young people were in other portfolios like:

<b>Portfolios</b>	<b>Wards</b>
1. Safety and Security	{9,10& 5}
2. Health and Social Welfare	{10,7}
3. Secretary	{1,7}
4. Agriculture	{7}
5. Police Forum	{30}
6. Animal Welfare	{30}
7. Water Affairs	{29}
8. Treasurer	{1}
9. Travel and Tourism	{10}
10. Communication PR work	{9}

In ward committees where young people or youth representatives held portfolios other than the sports and youth development portfolio it transpired that they were not active in these portfolios. Forty percent spent most of their time active in the activities of the sports and recreation portfolio. This is where they organised sports events and prepared for mayoral youth games held around June. These were wards like {10, 9, 29, 24, 33, and 30}. Out of these ward committees two had young people who spent their time organising cultural events, festivals and Arbour Day [ward 10, and 19]. In a ward committee like ward 24 the youth held the sports portfolio only.

Of the 15-interviewed ward councillors, including the two councillors that the researcher was informed about six of them were youth. These were ward councillors from 3, 7, 9, 10, 16 and 21. These ward councillors were also chairpersons of ward committees. One of the young ward councillors from ward 10 was also the chairperson of the uMsunduzi Youth Unit. His responsibilities included making presentations on behalf of the youth before the municipal council.

#### 4.21 Barriers to youth participation in ward committees?

Respondents mentioned five reasons that they claimed were behind lack of youth participation in ward committees. Firstly, ward committees were said to be too political and this led to some youth representatives resigning from the structure. Asked if they had a youth representative in the ward committee the youth interviewed responded *“They used to be there. They later resigned to do other things. The other young person there is not active at all. I think it is because it’s too political”*<sup>122</sup>. Explaining what being political means the other youth said, *“You cannot work and do more than a ward councillor. It will be as if you want his job”*<sup>123</sup>.

Secondly, young people cited a lack of information as behind their inactiveness in ward committees. They claimed they were never really informed of their responsibilities and were given portfolios without much advice and information on how to be effective and functional. A ward 10 youth who is a Travel and Tourism officer reported, *“This portfolio could not function. It never worked. I am not sure but I think it’s because of a lack of information about how to make it work and also a lack of structures or sites to attract tourist or make this position meaningful”*<sup>124</sup>. Asked on how active the youth representative was ward 19 youth reported *“not that much, I think it’s a lack of proper training and lack of information on how to be active in this position”*<sup>125</sup>.

Thirdly, two of the five interviewed young people blamed the lack of infrastructure and financial support as behind young people’s inactiveness. They reported, *“We do not have resources. We pay for our travelling expenses especially when we have to attend meetings. This is too much for unemployed people and the youth”*<sup>126</sup>. Nine of the 15 interviewed ward councillors further supported young people on the need for more resources and incentives for members. Ward 30 councillor argued *“there is a lack of resources i.e. an office, youth centre, stationery for secretarial services, no travel allowance. This has a negative impact and that is why ward committees have failed”*<sup>127</sup>.

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<sup>122</sup> Interview with youth member of ward committee on 31/01/2006

<sup>123</sup> Interview with youth member on 16/01/2006

<sup>124</sup> Interview with youth member on 20/12/05

<sup>125</sup> Interview with youth member on 24/01/06

<sup>126</sup> Interview with youth member of the ward committee on 20/12/2005

<sup>127</sup> Interview with ward councillor on 29/11/2005

A ward committee youth member and a youth organisation further reported that young people and other members were in positions that did not match their skills, capabilities and experience. This was a result of committee members not given an opportunity of choosing their portfolios. As a result, they found themselves in portfolios they could not function in. A youth member of ward 10 argued that he was never effective as a travelling and tourism officer. He commented, *"I have a background in housing and I work there and believe that I would have been more effective in a portfolio like that"*<sup>128</sup>.

Lastly, young people in ward committees complained of a lack of support from the Municipal Youth Unit. They argued that they did not have any contact at all with the unit and they mostly get to hear about the activities through their ward councillors. This was not enough, young people argued, and did not do much to build the relationship. Young people hoped that in the next term the unit would assemble all youth representatives and maybe brief them on what is expected of them and also help them with some of the challenges they are faced with i.e. lack of participation skills.

#### **4.22 SECTION 3 Did young people have any influence in the decisions of the Youth Unit?**

Section three presents finding to the third research question and therefore looks at whether youth participation did make any difference to local government decision making. I firstly look at Youth Unit, the IDP Budget process and then ward committees.

Three of the five interviewed youth organisations felt that their views were not considered though they were given enough space to discuss and democratically decide on the issues. A respondent explained that there was space to push the house towards a certain direction or decision. He maintained, *"There was a chance to push forward issues though I think that it was guided democracy. I think they had certain ideas, which they wanted to implement so we were there to rubber stamp the whole process"*<sup>129</sup>. Another youth organisation referred to the whole thing as just a political gesture on the part of the municipality.

Other youth organisations had the opposite to say. A NICRO respondent stated, *"We headed one of the Commissions and our input was taken into consideration. The document reflected*

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<sup>128</sup> Interview with youth member of ward committee on 20/12/2005

<sup>129</sup> interview with a Respondent from the Department of Education on 03 April 2006

*most of the things we raised. It was really meaningful participation for us*<sup>130</sup>. This respondent went on further to describe the dilemma young people were faced with. He argued, *“Youth from wards did not contribute anything. Maybe they were afraid or perhaps the environment was not conducive and intimidating. I would like to know how they were selected as they were so quiet. It could also be that organisations had too much experience and were well informed about the issues at stake”*<sup>131</sup>.

#### **4.23 Did young people participate meaningfully in the IDP/Budget process?**

It is important to note that members of the Youth Unit together with the IDP and Budget managers maintained that the IDP/Budget process was best influenced through the Youth Unit. Therefore participating in the activities of the Youth Unit was vital for young people. The Youth Unit made a submission of the youth policy before the IDP Forum and their submission is now part of the reviewed IDP Draft 2006/2007.

Commenting on izimbizo as a method for participation in the IDP Budget process a youth respondent was not that positive about the impact this had for young people. He stated *“the municipality come to the izimbizo with a draft budget and there is nothing much that the community or young people can do as they do not really involve us during the initial stages”*<sup>132</sup>.

With regard to izimbizo other respondents further felt that there was too much information given out and not enough time to deal with all the issues raised in such a gathering. This prevented meaningful participation. In one imbizo a member of the PMB Chamber of Business went on to ask for bilateral discussion with officials regarding matters, which he said, were too detailed for discussion at a public meeting. This request was granted to him<sup>133</sup>.

Lastly, one ward councillor regarded the izimbizo as just a political gesture on the side of the municipality. He stated, *“They hold public meetings because it is expected of them. By the time people get consulted decisions have been made already”*<sup>134</sup>. However, both the IDP and

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<sup>130</sup> Interview with a NICRO respondent on 31/04/06

<sup>131</sup> *ibid*

<sup>132</sup> Interview with a young person on 16/01/06

<sup>133</sup> refer to the minutes of a public participation meeting held at City Hall on the 21<sup>st</sup> of April 2005 at 6pm

<sup>134</sup> Interview with a ward councillor on 03/12/06

Budget manager maintained that people's views were considered but the municipality had to prioritize and ensure that all residents benefit from the budget.

#### **4.24 Did young people have any influence in the outcomes of ward committee decisions?**

Two of the five young people interviewed reported to have a say and at least some influence on the Shosholozza Fund (The Shosholozza fund is the money wards receive for their Shosholozza projects). The Mayor Hloni Zondi announced at imbizo at kwaMncane that it was going to be R210 000. The fund is designed to meet the small but important needs of communities, for example, the maintenance of crèches, purchase of kits for local teams as well as the purchase of seeds and manure<sup>135</sup>. Commenting on the Shosholozza fund a ward 10 youth reported *"When we got R250 000, as youth we made proposals and were able to make the committee cater for the needs of the youth in this fund. We do have influence especially on development programmes we come up with percentages of the number of young people we will want to see benefiting or employed there and this does happen"*<sup>136</sup>.

However, asked if they had any influence on ward committee decisions a ward 9 youth response was *"No, they come to us after they have made the decisions and only want our signatures. Usually you find that they have not prioritised and youth needs are not dealt with"*<sup>137</sup>. Generally, young people did not have much influence on the final decisions of the ward committee. Respondents mentioned three reasons as behind young peoples' lack of influence in ward committees.

Firstly, young people were said to be not active in most of the activities of the ward committee. They did not bother with the attending of ward committee meetings. This means they were never part of the debating of issues and their views were never reflected in the final decisions. Ward 30 Councillor advised young people to *"participate and attend ward committee meetings and put forward their needs"*... He further maintained. *"At present they [young people] are not greatly influential"*<sup>138</sup>.

*Secondly*, ward councillors have control over the agenda and issues of interests to them normally dominate the agenda. Ward 7 councillor reported, *"It's the way meetings are run,*

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<sup>135</sup> Report by UMphithi Newspaper on April/May 2005

<sup>136</sup> Interview with youth member of a ward committee on 20/12/2005

<sup>137</sup> Interview with ward youth member on 31/01/2006

<sup>138</sup> Interview with ward councillor on 29/11/05

*young people do not feel part of them, issues on the agenda do not touch them. Issues on the agenda should attract and be of concern to young people as well*<sup>139</sup>.

Thirdly, while other ward councillors reported on deciding issues by consensus others had a final say on most decisions. The following were some of the comments from ward councillors, which points out how difficult it was for young people and other members to influence ward committee decisions. Here councillors were commenting on how final decisions were arrived at in ward committees:

#### Response 1

*The subcommittees and the ward committee get together and they discuss these issues. They come up with a solution thereafter representatives from each group confirm it and the issue is brought to me. It is my task as ward councillor to review it and make the final decision*<sup>140</sup>.

#### Response 2

*My ward committee is not fond of me so they do not participate in committee decisions when I am present. They sometimes look at the nature of the situation if they see it is a project that they wish to be involved in then they make suggestions. Other than that I am the one person who makes all the decisions*<sup>141</sup>.

To conclude, this chapter has presented the findings to the three research questions. The following chapter will analyze and discuss the research findings in relation to the literature that I reviewed.

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<sup>139</sup> Interview with ward councillor on 02/12/2005

<sup>140</sup> Interview by Dr L. Piper on 17/08/2005

<sup>141</sup> Interview by Dr L. Piper on 19/09/2005

## CHAPTER 5: ANALYSIS AND DISCUSSION OF FINDINGS

A significant revelation of the study was the crucial role Youth Units play in both the implementation of the national youth policy and the facilitation of effective youth participation in municipal governance. The findings showed that the Msunduzi Youth Unit was the most likely, if not the only youth structure, capable of facilitating meaningful youth participation in the development of the municipal youth strategy as well as the IDP/ Budget process.

Where the Youth Unit really played its leadership role and made an effort to involve young people there was a chance for young people's views to be reflected in the final decisions. For example a NICRO respondent who was part of the unit's strategic process maintained that certain parts of the youth strategy reflected most of what they had raised during the consultative workshops. Where the Youth Unit took a back seat and did not give out much guidance and support young people though part of structures remained inactive and unproductive. This was most evident in ward committees where the youth were not only underrepresented but were just spectators with no influence in most of the decisions of the committee. The Youth Unit failed to play its leadership role to the benefit of the youth in ward committees. They did not provide much guidance and support to the youth in ward committees. The findings show that for youth participation to happen effectively the Youth Unit should play a leading and coordinating role.

On a positive note, the research findings further showed that it was through the leadership of the Youth Unit that the Msunduzi Municipality was able to implement the recommendations of the National Youth Policy of 2000. Without its Youth Unit the Msunduzi municipality would not have achieved what they have so far.

In the previous chapter, I presented the findings of the study that assessed the extent to which local government is realizing meaningful youth participation and the difference this makes to its decision-making process. In this chapter, I discuss and interpret the findings in relation to the literature that I studied. My analysis will show the crucial role or lack thereof that the Youth Unit played in facilitating youth participation in the Msunduzi municipal governance. My findings will further show the leadership responsibility that Youth Units have with regard to the facilitation of youth participation in the matters of municipal governance. I will further

show that for Youth Units to be effective in their role they need both financial and human resources. My findings will be discussed in relation to the three research questions

### **5.1 Msunduzi Local Youth Machinery**

The literature reviewed showed that since 2002 municipalities have established local youth structures i.e. youth desks/units and some had even appointed youth managers and councillors for youth. It was also shown that where such structures exist they were without enough capacity to function. Other municipalities were also said to be finalising their local youth policies. A study of 24 municipalities in the Free State Province showed that 79% or 19 of them had youth managers/coordinators<sup>142</sup>.

On the negative side the 2002 National Youth Conference reported a lack of youth databases, youth councils and budgets for youth development in municipalities. Due to a lack of youth councils in municipalities, interaction with the youth was said to be “experienced as unstructured or on a piecemeal basis”<sup>143</sup>. The 2005 Youth Summit further reported that where such councils exist they were neither supported nor mentored<sup>144</sup>.

The Msunduzi case study reveals a presence of youth structures in the municipality and further shows other available structures i.e. a youth forum that young people can use to participate in municipal governance. As the literature says most developments in the municipality started since 2002 and this was when the Msunduzi Youth Unit was established. It was also at this time that the Youth Coordinator was appointed to head the office. Contrary to what the 2002 conference reported about the capability of youth structures, the Msunduzi Youth Unit has been behind all that has been accomplished so far in the municipality. It facilitated and coordinated most activities that led to the implementation of the 2000 National Youth Policy. Among the other achievements of the Msunduzi Youth Unit are the formation of the Msunduzi Youth Unit Committee, the approval of the 2005 Youth Development Strategy which is now part of the reviewed IDP 2006/2007 Draft and the formation of the Msunduzi Youth Development Forum.

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<sup>142</sup> The 2005 Youth Summit by KZN Department of Local Government and Traditional Affairs and Webster, N. 2004

<sup>143</sup> National Conference on Youth Development at Local Government Level held on the 16-18 February 2004 at Benoni, Kopanong

<sup>144</sup> *ibid*

Again, contrary to what the literature says the Msunduzi case study further reveals the presence of a database of youth stakeholders in the municipality. This database has profiles of youth organisations, NGO's and government departments with offices for the youth i.e. NICRO, PACSA, Department of Education and Agriculture etcetera. Moreover, the Msunduzi Youth Development Forum made up of youth stakeholders in the city provides the municipality with a structured and organised way of engaging all youth stakeholders in youth debates. The Msunduzi Youth Unit plays a supportive role to the forum and coordinates all its activities. It is, however, not clear if this arrangement will be sustainable or if the Youth Unit's budget will in future be able to cover the expenses of forum activities.

To conclude, the case study shows that much has been done in Msunduzi municipality to fulfil the recommendations of the National Youth Policy of 2000. It also shows that the Youth Unit was behind most of the developments. I however feel that the Msunduzi Municipality has done what is expected of them. Not only are they the second largest city in the province they are also the capital city of KwaZulu Natal. Their positions make it impossible for them to lag behind any other municipality. They are in the limelight and other small municipalities look up to them. They could therefore not afford to do less.

It's a pity that though the National Youth policy was approved in 2000 the municipality only established the Msunduzi Youth Unit in 2002. The Youth Unit again took its time to mainstream youth development into the development priorities of the municipality. The findings show that it was only in 2005 that they managed to achieve most things including coming with a youth policy now part of the IDP Draft for 2006/2007. As a result, the Municipal IDP developed in 2002 remained silent on youth issues. Service delivery occurs through the IDP and this is likely to have had a bad impact on how young people's needs were catered for.

## **5.2 Youth participation in the Youth Unit**

The Action Survey Report of 2002 revealed a lack of youth participation in local government. It further showed that where participation occurred it was limited, confrontational or just token participation. Through the Arstein ladder of participation it was shown that youth participation was at the lowest rung with young people being merely consulted and informed about decisions that have been taken on their behalf. Through the ladder Webster showed that youth participation should be at the highest rung with young people influencing the

developmental plans of municipalities i.e. IDP and LED. The Youth Summit of 2005 further reported that participation was often by 'political' organizations.

Regarding participation as facilitated by the Msunduzi Youth Unit the case study shows the municipality's commitment in ensuring that young people were indeed part of processes meant to mainstream youth issues into municipal development plans. Through the Youth Unit the municipality was able to come up with a participation strategy aimed at involving the youth in the development of the municipal youth strategy. The development of the youth database further facilitated easy contact with youth stakeholders. This involvement of young people mostly through their representatives in the development of the youth policy ensured that participation was not only limited to youth events i.e. June 16 events and mayoral youth games.

The manner in which the participation strategy was organised allowed for a professional way of engaging and involving youth stakeholders in municipal governance. The formation of the Forum provided the municipality with an opportunity of ensuring that participation was not confrontational as reported before. The Forum was thus a formal platform of ensuring that youth stakeholders were able to debate and thrash out whatever they were not happy with regarding youth development in the city.

The findings further show a move from token participation towards meaningful participation. The youth strategy that youth stakeholders worked on is now part of the 2006/2007 Msunduzi IDP draft<sup>145</sup>. Since some organisations admitted to have influenced it, that was indeed meaningful participation as the strategy appeared to include some of their inputs.

While the findings show the presence and effort made in involving the youth in the development of the youth strategy it is also true that much needs to be done to get as many young people as possible into the processes. Other organisations were not happy with the youth attendance as they felt that young people themselves were not part of the processes compared to their representatives. A respondent said "*We had more adults compared to the youth*"<sup>146</sup>. Though these organisations represent young people they are most likely to be led

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<sup>145</sup> The youth strategy also forms the final draft of the Msunduzi IDP 2006-2010. Isixaxa. Pulling Together. Pg 79--93

<sup>146</sup> Interview with a respondent from the Department of Education on 03 April 2006

by adults. The literature pointed out that adults do not always act in the best interests of young people and their perceptions sometimes differ from those of young people. The literature further maintained that participation is about adults working together with young people. The point is, young people have direct experiences of their situations and are best positioned to find solutions to their situations. They however need the guidance and experience of adults to shape up their arguments and come up with good resolutions to the issues at hand. The Youth Unit could not ensure the physical presence of young people in their processes.

Again, with contact details of youth organisations in the database the Youth Unit should have done better in reaching out to most youth stakeholders. Two of the five interviewed organisations though on the database were never informed of a meeting but only heard through other organisations. One organisation was last invited to the Youth Unit activities when they were organising and planning June 16 events<sup>147</sup>. This is very unfortunate as there were many activities that happened after that which this organisation was left out of. Young people in wards and their ward councillors also blamed the Youth Unit for its selectivity as they argued that some young people knew what was happening while others were in the dark. This would have been avoided had the Youth Unit maintained direct contact with youth representatives in ward committees.

Lastly, contrary to the report of the 2005 Youth Summit the case study shows that participation was not only limited to political organisations. Consultative workshops were attended by organisations like NICRO, PACSA and other government departments. However, the Youth Unit is made up of political parties and political organisations can never be avoided in such gatherings and their input is needed also. Otherwise participation seemed to have been from most sectors in society with an interest in youth affairs.

### **5.3 Youth Participation in the IDP/ Budget Process**

The literature reviewed further showed a lack of youth participation in the IDP/Budget Process. It was shown that very few young people attend IDP Forums mostly because of a lack of a framework on how to involve the youth in the process. The current state of affairs was because of a failure by municipalities to institutionalise ward committees in the

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<sup>147</sup> interview with a Tembaletu respondent on 17/02/06

IDP/Budget process. The common practise, it was maintained, was for ward committees to be consulted on the draft and like other community members they will get to hear of the budget when it is presented during public meetings. This was of no significance, as ward committee members remained spectators without making any contribution. The Ward Committee Resource Book maintained “the integration of ward committees as an institutionalised structure into the IDP process has, in many cases, been an imperfect exercise and ward committees tend to become involved as members of the public at large”<sup>148</sup>. As such, previous research revealed that ward committee members including young people were marginalised in the IDP/Budget Review and clueless about what was contained in the IDP.

The Msunduzi case study reveals that most young people were not aware of the structures for youth participation in the IDP/Budget process. Of the five interviewed young people only one had ever attended an imbizo where the draft budget was presented to the people. This young person was very negative and mentioned that there was not enough time to engage the officials and so much information was given out on the day for one to really make a meaningful contribution. This youth further mentioned that it was not possible to assess the extent of participation because the officials promised to consider their views but there was no way of finding out if this did happen or not.

Again, it was mentioned by Youth Unit members and government officials that the youth influenced the IDP/Budget through the Msunduzi Youth Unit. This meant participating in the activities of the Youth Unit. Young people who had questions during the izimbizo were forever referred to the Youth Unit. Of the five interviewed young people only one was a member of the Forum and had attended some of the Youth Unit’s activities. All the interviewed youth had never participated in the IDP forum and were not even aware of its existence. A member of the Youth Forum however complained that Youth Unit activities were suited to unemployed youth as they were mostly held during the day<sup>149</sup>. This was the concern of a ward 10 youth who also cited this problem as his main problem for not attending though he knew about the planned activities.

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2 <sup>148</sup> Making Ward Committees Function. Ward Committee Resource Book. Best Practises and Lessons Learnt for Municipal Officials, councillors and local government governance practitioners, Prepared by Idasa and dplg, 2005 pg57

<sup>149</sup> By Youth Unit activities the researcher is referring to numerous consultative workshops held to discuss various youth strategies, June events and Mayoral games.

To conclude, the case study shows the non-attendance of the youth in structures meant for their participation in the IDP/Budget process. Though they were represented in the Youth Unit consultative workshops other organisations were not happy with the youth turnout and the majority of interviewed youth admitted to have not attended these activities. The interviewed youth members of ward committees knew nothing about IDP Forums and only one had attended an imbizo. Regarding izimbizo it is important to point out that the public participation minutes reveals the physical presence of the youth during izimbizo.

#### **5.4 Youth Participation in ward committees**

A lack of youth participation in ward committees was also mentioned in the report of the 2002 National Youth Conference. The Ward Committee Resource Book further reported a lack of more information to establish whether ward committees do represent or reflect a diversity of interests.

The findings show the presence of youth representatives in ward committees. This shows that the Msunduzi Youth Unit was able to get the message across that ward committees should have youth representatives in them. This again shows that all involved in the formation of ward committees were aware and understood the requirements of both the Structures Act of 1998 and Systems Act of 2000. Of the 15 ward councillors interviewed only four had no youth representatives in their ward committees. Of the 15 ward councillors four of them were young and some of them had committees made up of the youth. The findings further show that in other committees young people held different positions in the portfolio committees.

Being part of the committee does not mean that young people were functional and productive. Ward councillors reported that though young people were elected they were mostly inactive and did not report for meetings. Some existed in name only as they later resigned to do other things or found jobs somewhere. To those that remained they were mostly not active in the positions they were appointed into. In fact their activeness was limited to the activities of the sports and recreation portfolio and the youth development portfolio. Quite a few young people held positions other than these. The study shows that 60% held the sports and recreation portfolio and those that held other portfolios 40% of them spent their time being highly active in the activities of the sports and recreation portfolio.

To conclude, a significant finding of youth participation in ward committees was that it was limited to certain youth related portfolios and that young people were definitely underrepresented. Table 5 on page 32 showed that there is 26.8% representation of youth in ward committees but under normal circumstances close to 41% of the population is capable of participating in the ward committees. The actual representation, which is 26.8% therefore, indicates that the youth is underrepresented. The youth have the possibility of occupying close to 41% of the seats.

## **5.5 Barriers to youth participation in Local Government**

When analysing the problems that young people are faced with in youth structures certain themes emerged and the barriers will be discussed in relation to these themes.

### **5.5.1 Lack of information**

Ignorance about the structures and mechanism in place for participation prevents young people from getting engaged in municipal matters. Young people are also unaware of how these processes work. The above were the findings of the 2002 National Youth Conference. This conference suggested that all stakeholders be given undistorted knowledge to improve their understanding of the processes.

The interviewed youth were ignorant about structures like the Youth Forum, IDP forum and some even lacked understanding on how the Msunduzi Youth Unit works and how it can be contacted. Most complained about the Youth Unit's communication strategy, which they said, was selective and focused on certain youth of certain wards. The implication was that it was black youth that participated in the municipality's activities particularly those whose wards were under the ruling party. All parties represented in the Youth Unit including opposition parties denied this. One minority party representative even commented on how happy he was with the youth turnout from his party.

Ward committee youth members further complained of a lack of contact from the Youth Unit. They said this office failed to communicate with them and let them know what was expected of them. They were also not given enough information on how to be effective in their positions. As a result, some remained inactive, unproductive and later resigned. It seems that the Youth Unit did not do much to build and maintain a strong relationship with youth representatives. Had they done so, this would have helped them disseminate information to

the youth in different wards. The Youth Unit failed to play its leadership role and provide young people in ward committees with the support they needed to be effective in this structure.

### **5.5.2 Lack of commitment to the functioning of Youth Units and Ward Committees**

Webster pointed out that youth managers faced financial and human resources to carry out the activities of the Youth Unit. She therefore pointed out that there was a lack of administrative commitment to the functioning of Youth Units. She maintained that we should examine why critical parts of the Youth Units were not moving youth participation from tokenism to genuine participation<sup>150</sup>.

Regarding the Msunduzi Youth Unit it transpired that it only had one staff member Ms Mchunu. She had the help of Councillors who complained that they also had other responsibilities. For example the chairperson is the ward 10 councillor and has the primary responsibility of looking after the interests of his ward. Most respondents complained of this situation and stressed that the unit needed staff members. Respondents pointed out that 37 wards to work for was too much work for one person. It is therefore no wonder that the Youth Unit could not roll out its services to all youth especially those in wards. Maybe much more would have been achieved even earlier with enough staff members because responsibilities would have been shared among staff members. This would have fast tracked the delivery of youth services.

Youth Unit members also complained of a lack of money to carry out their activities. This had an impact on how they delivered their services to the youth. Being under the mayoral budget also complicated their problem. The complaint was that the whole process was time consuming and denied the unit with an opportunity of planning for their activities. A respondent went on further to say that the mayoral office was not an enabling office for the delivery of youth services. His concern was that this office agreed to some projects or events if they were going to benefit that office or certain people there<sup>151</sup>.

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<sup>150</sup> Webster, N.2004. Are we getting it right? Effectiveness of Current Institutional Mechanisms for Participatory Local Youth Development. Pg 66

<sup>151</sup> Interview with a youth organisation on 22/02/06

With regard to ward committees it was revealed that the lack of financial support to the structure destroyed the morale and enthusiasm of members. Having to use their money to carry out ward committee activities proved to be too much for young people. Unemployed youth complained that they could not afford this and also believed that lack of incentives to members made others resign from the structure. Webster reported that insufficient financial resources hinder youth participation. To participate meaningfully young people needed to make submissions, do research; call meetings and all this means money, something young people usually do not have access to.

### **5.5.3 Most activities held during working hours**

Planned activities i.e. consultative workshops were usually held during the day. This proved to be a problem for working youth who were usually at work during the day. Two of the five interviewed youth complained of this and argued that though they heard and were aware of what was happening they could not attend. They therefore felt that most activities suited the unemployed youth to the marginalization of working youth.

### **5.5.4 Lack of support from both the Youth Unit and the Municipality**

The 2002 National Youth Conference mentioned that young people needed participation skills to participate. It was reported that young people liked to participate but lacked the skills to do so. Young people in ward committees complained that they never received any kind of support from the municipality. They pointed out a lack of workshops or any other arrangement to help them improve on participation competencies. As such they could not participate effectively and could not engage well in debates. A NICRO respondent mentioned that young people were very quiet during the Youth Units strategic planning process and never contributed anything. Therefore compared to the experiences of NGO's and governments departments young people did not stand a chance and nothing much was done to prepare them for the environment.

### **5.5.5 Youth Structures too politicised**

The 2002 National Youth Conference had reported that some organisations have failed to transform themselves into apolitical and inclusive structures. Respondents felt that the same could be said for some youth structures in Msunduzi Municipality.

Constituted by political parties, the Youth Unit was said to be too political and used to fight political battles instead of serving the youth. Some ward councillors argued that sometimes political parties used the Youth Unit for their own political interests. Political parties were blamed for not thinking beyond the interests of their parties. Respondents maintained that the Youth Unit was supposed to be accountable to the youth of all wards despite their political allegiance. One youth organisation complained that the needs of young people who were political inactive were ignored.

Young people in ward committees also touched on this issue. They argued that too much politics spoiled the functioning of ward committees. One youth explained that as a member you could not work and do more than a councillor because it would be as if you want his/ her position. Other councillors mentioned that sometimes members used their positions to fight them or canvass for their positions. Young people felt that this was responsible for the resignation of some youth representatives. Asked if they had young people in the ward committee a youth said *“They used to be there. They later resigned to do other things. The other young person there is not active at all. I think it’s because it’s too political”*<sup>152</sup>.

### **5.6 Did youth participation make any difference to municipal decision-making?**

The literature reviewed showed that young people were merely consulted upon and informed about decisions taken and this was referred to as token participation.

The case study shows that the municipality tried to move towards meaningful youth participation in the development of the youth policy. Other youth stakeholders that participated claimed to have influenced certain parts of the policy. Other organisations also admitted to have been given a chance of forwarding their views though they could not convince the whole house. The IDP/Budget process could only be influenced through the Youth Unit. It was the Youth Unit that represented the youth before the IDP Forum, which was opened to youth members of ward committees. Meaningful participation in the IDP/Budget process meant participating fully in the Youth Unit’s activities and being able to influence decisions there.

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<sup>152</sup> Interview with a young person on 31/01/06

Youth in ward committees remained underrepresented and appear to have little influence in the final decisions of ward committees. One youth explained that they were mostly told of the decisions taken and asked to sign whatever has been decided upon. There were other contributing factors also. Young people missed meetings, were inactive in ward committee activities and therefore missed a chance of having their views heard in debates that took place. Again, the manner in which decisions were taken also played a crucial role. Though some councillors reported decisions by consensus, the majority seemed to have the last say on most decisions. A ward councillor reported, *“In my ward committee everything is left to me to handle. My ward committee feels that any issue that comes up I should be the one to resolve it. If I am not around nothing will get done. This has been the attitude of members of my ward committee”*<sup>153</sup>.

There were instances however where young people claimed to have influenced how the Shosholozana fund was spent. A ward 10 youth mentioned that as youth they were able to ensure that this fund catered for young people and they even put up percentages of young people who should be employed in certain development projects initiated by the fund.

Regarding izimbizo, only one youth ever attended an imbizo and he mentioned that government officials promised to look at their concerns when making the final draft of the budget. The mayor mentioned that people’s views led to rates in the previous year being limited to eight percent instead of nine.

To conclude, there appears to have been a chance for young people to participate effectively especially in the activities of the Youth Unit i.e. development of the municipal youth policy. However, this was not possible in other structures and participatory processes like ward committees, Izimbizo, IDP Forum, Msunduzi Youth Development Forum and the IDP/Budget process. Though the Youth Unit seemed to have tried to move towards meaningful youth participation in its activities however youth participation still remained token and meaningless in most participatory structures and processes. Young people would have needed the leadership role of the Youth Unit in order to be effective in these structures however the unit could not provide such.

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<sup>153</sup> Interview by Dr L. Piper on 25/08/2005

## CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

This chapter concludes the study and identify possible recommendations especially to municipalities interested in participatory youth development.

Post apartheid South Africa has seen various pieces of legislation placing community participation at the centre of the local government system. Acts of most importance are the Municipal Structures Act of 1998 and the Municipal Systems Act of 2000. Both these Acts require municipalities to promote the principles of participatory governance. The National Youth Policy of 2000 is one of the many policies that require municipalities to establish mechanisms and structures for youth participation in local government. As the third sphere of government closest to the people, local government is seen as very crucial in the implementation of the National Youth Policy of 2000.

To honour the recommendations of the youth policy municipalities were provided with a proposed local youth machinery that they could adapt to their circumstances. The machinery consists of Youth Units/ desks, youth policy, youth coordinator, councillors for youth, youth councils or youth summit. Other opportunities for youth participation involve ward committees and the IDP/Budget process.

Using uMsunduzi Municipality as a case study the researcher aimed to establish the extent to which local government is realising youth participation and the difference this make to its decision making process. Part of realising youth participation involves establishing youth structures as recommended by the National Youth Policy. The study further looked at the extent of youth participation in these structures, and the barriers to participation.

This was a qualitative study with data collection beginning in November 2005 up until April 2006. The research sample consisted of 15 ward councillors, the Youth Coordinator, three Youth Unit members, five youth organisations/government departments, five youth members of ward committees, IDP Manager and the Municipal Budget Manager. All the participants were purposively selected because the researcher wanted to have in depth interviews with people more knowledgeable about the issues at hand. As a result, all participants were either members of youth structures, worked with the youth or responsible for running structures with a mandate of facilitating youth participation in local government. Official documents

and reports were also used to gather data. After all the information was gathered the data was analysed to look for emerging themes and patterns in the respondents answers.

## **6. MAIN FINDINGS OF THE STUDY**

### **6.1 Recommendations of the National Youth Policy of 2000**

The findings showed that the Youth Unit is the only youth structure with a real potential to facilitate meaningful youth participation in municipalities. Any initiative aimed at involving the youth is mostly born out of the efforts of the Youth Unit. As a result of the initiative of the Youth Unit the Msunduzi has the local youth machinery that consists of the Msunduzi Youth Unit formed in 2002 with the Youth Coordinator as the head, Msunduzi Youth Committee, Msunduzi Youth Development Strategy 2005-2007, Msunduzi Youth Development Forum and the Youth Database. The findings further show that the Youth Unit is without enough financial and human resources and also falls under the mayoral budget something seen as not enabling the easy delivery of youth services by most respondents including three members of the Msunduzi Youth Unit.

### **6.2 Extent of youth participation in the Youth Unit, IDP/Budget process and Ward Committees**

With regard to youth participation in the Youth Unit research showed that:

- ❖ Participation was not limited to events i.e. June 16 but the youth were invited to the Youth Unit strategic planning process.
- ❖ Participation not confrontational but organised through structures like the Msunduzi Youth Forum.
- ❖ Youth mostly attended through their organisations, formations and associations
- ❖ Youth Unit communication strategy went short in involving all youth stakeholders including those on its database

With regard to youth participation in the IDP/Budget process the findings show:

- ❖ Lack of youth participation in the IDP/Budget structures like IDP Forum and young people were mostly represented by the Youth Unit in such structures
- ❖ Lack of ward committee members involvement in the IDP/Budget process
- ❖ It is through the Youth Unit that young people can influence the IDP/Budget process.

- ❖ That young people interviewed did not attend Izimbizo though public participation minutes show the physical presence of young people who even raised issues of concern to them.

With regard to youth participation in ward committees research revealed that:

- ❖ Young people are under represented though 11 of 15 ward committees had youth representatives in them.
- ❖ Youth representatives were inactive, and occupied positions that did not match their skills and experience
- ❖ Youth representatives later resigned and those that remained never attended any meetings and remained inactive
- ❖ Youth participation was limited as it was confined to positions of both the sports and recreation or youth development portfolios. Those lucky to occupy other positions spent most of their time in the activities of youth-related portfolios
- ❖ Youth in ward committees had no contact or support from the Msunduzi Youth Unit

### **6.3 Barriers to youth participation**

- ❖ Young people lack information about the structures for participation in the matters of local government i.e. Youth Unit , IDP Forums and did not know how these work or how they can influence them
- ❖ Most activities held during the day and this suited unemployed youth to the exclusion of working youth
- ❖ Failure of Youth Structures to transform themselves into apolitical structures serving the interest of all youth instead of the few. This excluded apolitical youth
- ❖ Lack of support and contact from the Youth Unit i.e. youth in ward committees did not even have contact details of the Msunduzi Youth Unit.
- ❖ Young people and participatory structures lacked resources to carry out their responsibilities. This led to too many expenses for unemployed youth who could not afford this. There were no incentives for volunteers in ward committees and this destroyed the morale of youth members with others resigning.

To conclude, with sufficient resources all participatory structures would have done better and this would have been victory for the youth yearning for meaningful participation in local government.

#### **6.4 Recommendations**

Regarding Youth Units Webster mentioned that it's important to examine why critical parts of the Youth Unit were not moving youth participation from tokenism to meaningful participation. The same examination could be done for other participatory structures like Ward Committees, IDP Forums, Izimbizo's. Having looked closely at the Msunduzi case study I recommend the following:

##### **6.4.1 Establishment of Youth Structures i.e. Youth Unit**

The Msunduzi case study shows that without the Youth Unit nothing much can be accomplished. Municipalities definitely need a structure that will be primarily responsible for driving youth participation and development in the municipality. However, municipalities should show commitment to the functioning of the unit by providing it with enough resources. Having one staff member is unacceptable and this impacts on how fast things get done in the municipality. For example, though the Msunduzi Youth Unit was established in 2002 most of its achievements have been since 2005.

Most respondents expressed concern with being under the Mayoral Budget. If the mayor's office is a problem and has "too much politics" municipalities might have to reconsider this arrangement. This will mean the Youth Unit having its own budget so members can avoid the complexities involved.

##### **6.4.2 More support to youth representatives in ward committees**

Youth representatives in ward committees are without financial support and mentorship but expected to champion the issues of the youth in wards. The Msunduzi Youth Unit needs to improve its relationship with young people in ward committees. They could organise a workshop where all will be represented and this is where they could brief them on what is expected of them and what kind of support they can provide to them. The Unit can also use this opportunity to include these representatives in their youth database so they can communicate with them directly. Too much reliance on ward councillors has not helped young people who still report ignorance about the Youth Unit activities. The Youth Unit

should remember that these representatives could be used to remain in contact with the youth in wards. Follow up workshops could be arranged to check on the challenges and to improve on the participation skills of these representatives. Unfortunately everything needs money and this will have to be budgeted for. Ward committees do not meet often and these representatives could also be used during the June Month or for internship positions. They have to learn as much as they can about the Youth Unit and the Municipality so they can be of help to the youth of their wards.

#### **6.4.3 Municipalities to provide financial support to ward committees**

The Municipality needs to provide some kind of financial support to ward committee members. Ward committees are usually made up of unemployed people who can hardly afford to pay for their travelling expenses and all other expenses. Other municipalities do provide this kind of service. Having a budget for ward committees will help unemployed youth cope better with their responsibilities. Funding for ward committees will also help with the daily functioning of ward committees, as it will take care of secretarial services, stationery, and office equipment etc.

#### **6.4.4 More publicity for public participation structures**

Young people claim ignorance of structures for participation. The office of the speaker needs to publicise the participatory structures and make them more accessible to the youth. The officer responsible for this should be more available and accessible. She has to visit ward committees and thus build a strong relationship with the structure. She has to ensure that ward committees are capacitated and able to function effectively. The same applies to IDP Forums. These could be publicised when they hold izimbizo and uMphithi newspaper could be used to inform the youth about where and when it meets and who should participate.

The Youth Unit has the same job also of making sure that the youth it serves is aware of its existence. For them it would also mean taking interest in youth groups in different wards and using these to reach to the youth. There are so many NGO's that work with the youth and who have built a strong relationship with them. They could take more interests in what these organisations do and also attend youth events that normally happen during weekends. This will mean having staff members who will be willing to do some kind of a public relation exercise for the Youth Unit even if it's only for a year because of the number of wards that the municipality has.

#### **6.4.5 Events to cater for employed youth**

Lastly, the Youth Unit can try to ensure that not all of their workshops are held during the week. This exclude working youth who cannot always ask for time off to attend the activities. Some workshops could be held during weekends to accommodate working youth. This could cause some inconvenience but will be beneficial to the working youth.

This is the end of the study which is hoped will help municipalities ensure effective youth participation in local government.

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## **Appendix 1: INFORMED CONSENT FORM**

**Title of the research project:** Do youth structures facilitate meaningful youth participation in Local Government. A case study of the uMsunduzi Municipality

**Researcher** : Nonhlanhla Chanza  
**Contact Details** : Wildon Hall F201 A / RA Denison Residence  
Private Bag x 01  
Scottsville 3209  
**Contact Number** : 072 679 04 48

My name is Nonhlanhla Chanza and I am a Masters student at the University of KwaZulu Natal- Pietermaritzburg Campus. I am conducting research in order to understand the extent of youth participation in local government.

### **What is this research study about?**

I am collecting information to assess the extent to which local government is realising youth participation and the difference that this makes to local government decision making. I am talking to local government officials, ward councillors, young people and youth organisations of the uMsunduzi Municipality. I would like to ask you some questions and this will take approximately 20-25 minutes.

### **Why have you been invited to participate?**

You are being asked to participate because of your involvement with youth issues and young people and also because of your involvement with structures meant for encouraging youth participation in local government.

### **What will your responsibilities be?**

I will ask you questions about your involvement with young people, your tasks and responsibilities, and what you know about the extent and degree of youth participation in this municipality

### **Will you benefit from taking part in this research?**

The benefit is that whatever you say is important and valuable and will contribute to the existing body of knowledge around youth experiences of local government. Your information will help other municipalities in adopting effective youth participation strategies.

**Are there any risks involved in your taking part in this research?**

No risks at all. I will keep the information confidential. At the end of the study all results will be compiled together and the answers will not be linked back to you. When disseminating my research findings I will not disclose personally identifiable information unless consent has been obtained. When confidential information is used your identity will be disguised.

**What will happen if you decide not to participate?**

Participation is voluntary. You may refuse to answer some questions and may stop the interview at any time. Declining to participate will not have any impact on you at all.

**Do you have any questions?**

If you have any questions or queries after this interview please speak to my Supervisor Dr. L Piper. He can be contacted at 033- 260 5892

**Declaration by the participant**

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.

Signed at (Place) on (date) of 2005

.....  
**Signature of Participant**

.....  
**Time**

**Declaration By Interviewer**

I hereby declare that I explained the information in this document to the participant and gave him or her sufficient time to ask questions and I answered them. I am satisfied that he /she understands all aspects of the research.

Signed at (Place) on (date) of 2005

.....  
**Signature of Interviewer**

## Appendix 2

### Interview Guide for Ward Councillors

1. When did you become a ward Councillor and what are your responsibilities?
2. Do you have a Ward Committee and what does it do? Does it have any power?
3. What best describes your ward? Is it urban, rural, township, informal settlement and does this have an impact at all on how young people participate in the activities of the ward committee
4. Should young people participate?
9. How involved are young people in the activities of the ward committee and what do you think hinders their participation?
5. What would you regard as meaningful youth participation in local government?
6. Any young people in your Ward Committee? If not why or do you have any one dealing with youth affairs?
7. What are their responsibilities or portfolios?
8. What have been the hottest youth issues over the past few months?
9. How does the council get to know about youth issues in your area and has this made any difference at all or has this resulted in any youth programmes?
10. Are Ward Committees then best structures for facilitating youth participation and what can be done to make them more effective especially for young people?
11. Any thing else that you want to say?

## **Appendix 3**

### **Interview Guide for Youth Organisations/ NGO's and Government Departments**

#### **PROFILE**

**Name of organisation**

**Contact person**

**Contact Details**

**Focus Area**

**Date and Time of Interview**

1. How important is it for organisations/departments dealing with youth issues to be part of the decision-making of the Msunduzi Youth Unit?
2. What would you regard as meaningful youth participation in the activities of the Youth Unit?
3. How active have you been in the activities of the Msunduzi Youth Unit?
4. How did your participation come about?
5. When did this happen and what was the first meeting about?
6. Were young people also part of these meetings/workshops? Or do you think that they were well represented?
7. How active were they? Were they part of discussions and were you happy with their participation?
8. Were you given enough time and information so you can participate effectively during these meetings and workshops?
9. Were you happy with the whole participation process? What issues did you have?
10. Did you make any submissions? If yes, what was it about? And if not, why?
11. Do you think that your views were taken consideration?
12. Have you been part of the whole process until now and if not why?
13. Has the forum been active and if not why?
14. Anything else you want to say about the Youth Unit or the Forum?

## **Appendix 4**

### **Interview Guide for Youth Members of Ward Committees**

#### **Profile**

**Name of Youth Representative**

**Ward:**

**Date and Time of Interview:**

**Ward Councillor:**

**Contact No:**

#### **Questions**

1. Are you a member of the ward committees?
2. When were you elected?
3. What is your portfolio?
4. What are your responsibilities?
5. Were you ever informed of your responsibilities? Do you know them at all?
6. Were you ever trained and did this training prepare you for the job at hand?
7. Are you still active in your portfolio? If not why, and what are you then doing for the committee?
8. Any other young people in this committee? Are you happy with youth representation in the ward committee?
9. Do young people have a say or any influence in the outcomes of ward committee decisions?
10. As young people in your ward, how do you get to know about the activities of the Youth Unit?
11. Do young people participate in the activities of ward committee meetings?
12. What are the issues or problems young people encounter in ward committees?
13. What can be done better?

## Appendix 5

Date of interviews with ward councillors, Youth organisations, and Municipal officials and youth members of ward committee.

	Name of Interviewee	Position / organisation	Date of interview
1	N. Ahmed	Ward Councillor	30/11/05
2	M. L Msimang	Ward Councillor	28/11/05
3	D.C. Nxumalo	Ward Councillor	05/12/05
4	T. T Zondi	Ward Councillor	29/11/05
5	Ranjith Zondi	Ward Councillor	29/11/05
6	D H Ngubane	Ward Councillor	12/12/05
7	S. P.Hlela	Ward Councillor	30/11/05
8	B. Zuma	Ward Councillor	02/12/05
9	SR Ntuli	Ward Councillor	28/11/05
10	DP Zondi	Ward Councillor	05/12/05
11	W. F Lambert	Ward Councillor	30/11/05
12	W. J. Coetzee	Ward Councillor	09/12/05
13	A. Kimble	Ward Councillor	06/ 01/06
14	K.D Blomeyer	Ward Councillor	12/01/06
15	R. Ashe.	Ward Councillor	16/01/06
16	Sbongile Mchunu	Youth Coordinator	-10/05
17	M Mchunu	Youth Unit Committee	08/12/05
18	S. Mchunu	Youth Unit Committee	02/12/05
19	P. Bhengu	Youth Unit Committee	13/12/05
20	Gabela Emmanuel	Youth member of Ward Committee	16/01/06
21	Bongumusa Zuma	Youth member of Ward Committee	20/12/05
22	Vilakazi Vincent	Youth member of Ward Committee	24/01/06
23	Steven Zakwe	Youth member of Ward Committee	31/01/06
24	Mpangase David	Youth member of Ward Committee	31/01/06

		Committee	
25	Rangiah Richard	eTembalethu Community Resource Centre	17/02/06
26	Dumisani Ngcobo	NICRO	31 /04/05
27	Nhlanhla Radebe	PACSA	22/02/06
28	G.A Bruce	Department of Education	03 April 2006
29	Ayanda Banzana	Department of Social Welfare	11 April 2006
30	Robby Mkhize	IDP Manager	11/04/06
31	Sixtus Gwala	Budget Manager	30/01/06