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Department of Public Administration

(DPA)

Faculty of Management and Commerce

**A Mini Dissertation Submitted in Partial Fulfilment of the Requirements for
the Degree of Master of Public Administration**

**TITLE: AN ASSESSMENT OF YOUTH EMPOWERMENT
PROGRAMMES AND JOB CREATION OPPORTUNITIES: A CASE OF
MHLONTLO LOCAL MUNICIPALITY.**

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January 2023

Declaration on previous submission

I, Tumeka Patricia Mabono, student number: **201415434**, declare that this Dissertation/Thesis titled “An assessment of youth empowerment programmes and job creation opportunities: A case of Mhlontlo Local Municipality.”, submitted for the award of Master of Public Administration in the Faculty of Management and Commerce at the University of Fort Hare, is my own work and has never been submitted for any other degree at this university or any other university.

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DEDICATION

DEDICATION

This research is dedicated to my family especially my children and siblings who can be inspired to achieve more in their lifetime through this research project.

I would like to dedicate this to my loving parents, Mr. Lizo and Mrs. Nolulamile Ntshidi who supported me without weary, especially in times of need, emotionally, spiritually and otherwise, I am grateful to have parents like you as part of my life. I would also like to dedicate this research to my husband Mthembu Mabono who has been there for me all the time and being the pillar of my strength to make this a success. Mcwerha you have played a wonderful role. I salute you!



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ABSTRACT

Youth unemployment is a major policy concern in South Africa. This study aimed to assess youth programmes and job creation opportunities in Mhlontlo Local Municipality.

This study intended to:

1. Examine the context, purpose, objectives, assumptions and claims of the national youth empowerment policy on job creation,
2. To assess the implementation of the youth empowerment programs in Mhlontlo Local Municipality for improved job creation, and lastly
3. To provide suitable recommendations on improving youth empowerment programmes and job creation in Mhlontlo Local Municipality.

This study adopted a qualitative research design, that included and adapted the use of semi structured interviews and focus groups discussions in the context of COVID 19 regulations. The key findings from the analysis of data included the following –

- The Mhlontlo Local Municipality has not developed its own local youth development and empowerment policy.
- The design limitations in the theory of change of the National Youth Policy negatively affected the implementation of youth programmes in Mhlontlo Municipality
- Mhlontlo Local Municipality's implementation of youth programme failed to achieve its outcomes of creating a sustainable employment for youth.
- There was distinct difference between the espoused views of municipal managers and actual experience of implementation of youth programmes the Mhlontlo Local Municipality that impacted negatively on the implementation of the youth development programme.

- Their leadership buy-in and championship for youth development in Mhlontlo Local Municipality from selected managers in the municipality and but not from the political office.
- There was lack of transparency and communication mechanisms by Mhlontlo Local Municipality the for-youth participation and engagement with of all stakeholders in decision making.



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LIST OF ACRONYMS AND ABBREVIATIONS

ANC - African National Congress

DA - Democratic Alliance

DTI - Department of Trade and Industry

EFF - Economic Freedom Fighters

FGI - Focus Group Interviews

IDP - Integrated Development Plan

NDP - National Development Plan

NSD - National Skills Development

NSDS - National Skills Development Strategy

NYC - National Youth Commission

NYDA - National Youth Development Agency

NYP - National Youth Programme

NYP - National Youth Policy

RDP - Reconstruction and Development Programme

SDA - Skills Development Act

SETA - Sector Education and Training Authority

TOC - Theory of Change

UN - United Nations

YEDS - Youth Enterprise Development Strata



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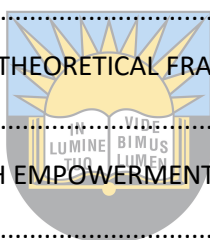
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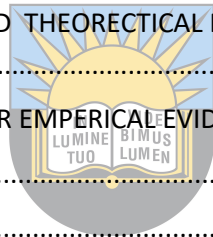
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CHAPTER ONE

1.1 INTRODUCTION AND BACKGROUND

Youth unemployment is currently a serious challenge in the country. Youth in South Africa are increasingly being excluded from the economic mainstream due to low levels of education, negative attitudes, poor participation in decision making, youth marginalization, undefined youth legislation regarding youth participation, improper communication channels, low levels of education that trigger rural to urban migration for greener pastures (Nicols, 2011; Mtwesi, 2014). Another factor for exclusion of youth from mainstream economy, is the lack of technological know-how which is a necessity for driving the economy in the digital age (Mtwesi, 2014). Further, the economic participation of the youth is being hindered by escalating unemployment that has caused greater marginalization of the youth (ILO, 2013).

The South African government has introduced many youth empowerment programs with the intention to support youth development and to reduce youth unemployment and poverty in communities (NYDA, 2016:9). Youth empowerment programmes are targeted at the youth who range from 14 to 35 years; which are considered the most economically active group (Economic Focus, 2014:1); and responds to the challenge of young population facing the risk of growing unemployment due to rising population and socio-economic inequalities (Asamaoh, 2017:1). In the opinion of Severino (2020:1), Africa's young population is composed of a huge potential workforce which can trigger economic development and prosperity (Ashford, 2015:1).

The South African government attempts to redress youth inequalities through youth employment programmes which are meant to emancipate the youth. These programmes include entrepreneurship and skills development programmes such as cooperatives, agriculture, crafting and manufacturing skills programmes. Many youth empowerment programmes fail due to socio-economic inequalities (National Youth Development Agency, 2011:7), poor participation by youth, lack of formal education or unemployment

and poverty, crime and drug abuse, xenophobia and limited educational opportunities especially among rural youth (Nicolson, 2018:1). This study, therefore, analyses whether youth empowerment programmes in Mhlontlo Local Municipality contributed to job creation opportunities.

The World Bank (2012) states that youth unemployment is a serious global concern which has serious effects on the economic well-being of youth in third world countries. In 57 low-income countries, the World Bank offered youth development programme to foster employment creation for the many jobless youths. The International Labour Organization (ILO) (2011) states that close to 12.6% (percent) of youth in the global workforce were rendered jobless. The unemployment rate of the youth varies considerably in low and middle-income countries depending on gender, education levels, religion and ethnicity.

This study intends to assess whether government youth programmes in Mhlontlo Local Municipality contributed to youth socio-economic development and job creation opportunities.

1.1.1 The context of Mhlontlo Local Municipality

This research study used Mhlontlo Local Municipality as a case study. The section describes the context of the municipality.

Mhlontlo Local Municipality was established in terms of section 12 of the Local Government Municipal Structures Act (Act 117 of 1998). This is a rural municipality located in the OR Tambo District Municipality in the Eastern Cape province. According to the Mhlontlo Municipal IDP-2017-2018 there are low levels of education and literacy, high levels of poverty and unemployment as well as poor service delivery.

1.1.2 Definitions of key concepts

a. Youth

The United Nations General Assembly (2005:23) defines “ youth as the population between 15 and 24 years” whilst in South Africa, youth is defined as the population

between 15 and 35 years. The National Youth Commission (NYC) Act of 1996 affirmed this definition as follows: “The essence of these was that many of the older youth, most of whom were disadvantaged by their role in the struggle against apartheid, needed to be included in the youth development initiative”. This study defined youth as the population between 15 and 35 years.

b. Job creation opportunities

Job creation is defined as ‘the process through which number of jobs in an economy increases’. The National Development Plan 2030 is committed to creating jobs through various interventions at all government spheres. Mhlontlo Local Municipality provided various youth empowerment programmes such as furniture making, traffic management training, cooperatives and forestry management. These programmes were meant to empower the youth in the municipality for job creation opportunities.

This study will assess how the youth empowerment programs offered by the local municipality address unemployment.



1.2. THE PROBLEM STATEMENT

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The Mhlontlo Local Municipality IDP Final Review 2021-2022, indicated that youth unemployment is very high owing to limited economic opportunities. Socio-economic inequalities are a common sight in the municipality inherited by the former apartheid regime although this may not be the only cause of poverty in the municipality. There is limited investor confidence due to the ‘ruralness’ or geographical location.

In response to high levels of poverty, government began rendering youth empowerment projects in Mhlontlo as part of spearheading developmental local government.

However, these youth empowerment programmes are not sustainable due implementation challenges that include: poor monitoring and evaluation of programmes, corruption, mismanagement of funds, lack of accountability, poor funding model, and lack of tenacity among youth which makes the government fail to realize the returns of these

initiatives. Further, Madumo (2018) discovered that many municipalities in South Africa do not encourage youth participation which hinders employment creation.

The youth programmes also fail due to design challenges: there is poor coordination of traditional, political and economic partnerships; and poor local governance to improve youth participation (Brynard and Musitha 2019; Tshitangini & Francis, 2016). This study, therefore assesses whether youth programmes in Mhlontlo Local Municipality contributed to job creation opportunities.

1.3 RESEARCH OBJECTIVES

- To examine the context, purpose, objectives, assumptions and claims of the national youth empowerment policy on job creation
- To assess the implementation of the youth empowerment programmes in Mhlontlo Local Municipality for improved job creation.
- To provide suitable recommendations on improving youth empowerment programmes and job creation in Mhlontlo Local Municipality.



1.4 RESEARCH QUESTIONS

- What is the context, purpose, objectives, assumptions, claims, gaps and planned theory of change of national youth empowerment programme on job creation?
- What is the implementation theory of change, strengths, challenges/weaknesses, risks and threats facing Mhlontlo Local Municipality in implementing the youth empowerment programmes for employment creation?
- What recommendations can be provided to improving youth empowerment programmes and job creation in Mhlontlo Local Municipality?

1.5 SIGNIFICANCE OF THE STUDY

The findings will help national policy-makers to review youth development policy. The study will help the municipality to review existing youth empowerment policies and programmes that enable youth to benefit economically. The study can also contribute

significantly to empirical evidence on youth empowerment for researchers and municipal government policy makers.

1.6 METHODOLOGY AND DESIGN OF THE STUDY

The researcher used a qualitative research method for this study. A case study approach was used, the researcher selected Mhlontlo Local Municipality for the study. The researcher will collect data through interviews and focus group discussions. The research methodology will be discussed in detail in chapter 3.

1.7 SCOPE OF THE STUDY

This research will include registered youth beneficiaries of youth empowerment programmes in furniture making, traffic management and forestry management in Mhlontlo Local Municipality. The study focused on youth empowerment programmes and job creation in the municipality.



1.8 ETHICAL CONSIDERATIONS

To comply with the ethical requirements for this scientific study, the investigator had obtained ethical clearance from the Research Ethics Committee of Fort Hare University (UREC) and the Local Municipality of Mhlontlo. Plagiarism was prevented; the researcher acknowledged all sources used. The researcher was conscious of being completely truthful in citing and acknowledging the references used in this study. Even the paraphrased ideas that were borrowed by the researcher from other authors was referenced.

The researcher objectively and truthfully reported the research findings based in evidence. Respondents were guaranteed that their treated as confidential and they will remain anonymous. Participants were asked informed permission before they were interviewed.

1.9 STUDY OUTLINE

Chapter 1: Introduction and Background

This chapter presented a context to youth empowerment in the municipality of Mhlontlo. It provided the rationale and problem statement, research questions, the scope and delimitations and defined important terms used in the study.

Chapter 2: Literature review and theoretical framework

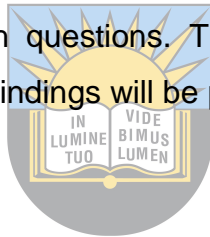
This chapter provides the empirical review of literature; and the theoretical framework s for the study.

Chapter 3: Research design and methodology

This chapter describes the methodology and design in this research, the data collection and data analysis approach and ethical considerations for the research.

Chapter 4: Results, Analysis and Interpretation

This chapter answers the research questions. The data in relation to the research questions will be analyzed, and the findings will be presented and discussed.



Chapter 5: Conclusions and Recommendations

This chapter will present the conclusions and recommendations of this study.

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CHAPTER TWO: LITERTAURE REVIEW AND THEORETICAL FRAMEWORK

2. INTRODUCTION

This chapter will firstly describe the legislative framework for the youth empowerment; secondly, review literature on youth empowerment and job creation in the country; thirdly describe the selected theoretical frameworks for the study; and finally use the key concepts from the literature review and selected theories to develop key analytical issues for the study.

2.1 LEGISLATIVE FRAMEWORKS FOR YOUTH EMPOWERMENT IN SOUTH AFRICA

This section describes various legislative prescripts for youth empowerment in South Africa.

2.1.1 National Development Plan 2030

The NDP 2030 in Chapter 6 speaks to an integrated and inclusive rural economy that plans to stimulate job creation by 2030. The NDP calls for youth to take ownership to stimulate local entrepreneurial opportunities and to create own jobs. Further the NDP, encourages youth to actively participate in government structures to ensure that government exercise accountability to citizens. Active citizenry therefore requires citizens to hold government accountable and contribute to policy making in the three spheres of government.

2.1.2 Constitution of South Africa Act 108 of 1996

The Constitution of South Africa 1996 in the Bill of Rights provides for the democratic right for the youth to freely express themselves and participating in elections where they have reached the age of eighteen. This involvement of youth can be further exercised in various economic sector where youth voice is expected to make a difference. The Constitution provides for equality clause Section 9(3) of the Bill of Rights that prohibits any form of discrimination based on 'race', or 'gender' and 'age'. Therefore, the youth will need to participate in politics and in process of decision-making to enhance youth economic development (Verba, 2011).

2.1.3 National Youth Development Agency (NYDA)

The 1994 democratic dispensation developed the NYDA framework that provides for the need to empower the youth in the country. The enactment of National Youth Commission Act of 1996, which led to the formulation of the National Youth Commission that aimed to spearhead reconciliation among various races. The aim was to improve the lives of the youth to curb poverty and inequalities.

2.1.4 Skills Development Act of 1998

This framework informs local municipalities in South Africa to improve the skills of their employees through training. It works hand in glove with the National Skills Authority Fund, SETAs, labour centres including the Skills Development Planning Unit. These agencies promote private-public partnerships in order to grow the economy. The municipality is provided with a legal framework, structures and mechanisms to partner with various SETAs to empower young men and women with skills to empower them to become employable and improve their lives.

2.1.5 Affirmative action in training and development

When the Employment Equity Act, 55 of 1998 was enacted, it was believed that when recruiting government officials based on principles of equity that they will undergo skills training and development to improve their competence. The policy advocates for the human resource department to be an effective department within government departments which was fundamental for driving the socio-economic and transformation agenda (Mathis and Jackson, 2003:19). On principle, the affirmative action aims to empower the historically marginalized individuals, these categorically include blacks, Indians, Coloureds, women and people with disabilities. Affirmative action, therefore, stipulates that the recruitment of individuals from the specified groups of people in communities needed to be coupled with adequate training and development.

2.1.6 Youth Enterprise Development Strategy (YEDS) 2013-2023

The National Youth Enterprise Development Strategy provide a strategy for youth to actively participate in the economy, targeting previously disadvantaged youth.

2.1.7 The National Skills Development Strategy (NSDS)

This legal framework sets out a national platform for the youth to tap into the opportunities provided by the state. In terms of the strategy, SETAs to conclude service level agreement with Department of Labour to provide job opportunities for youth.

In summary the key legislative frameworks for youth empowerment and job creation include:- the NDP 2030 that envisages an integrated and comprehensive rural economy that plans to stimulate job creation for the youth.; Section 9(3) of the Bill of Rights in the Constitution that encourages active youth participation ; the NYDA that provides a framework to empower the youth in the country; the Skills Development Act of 1998 and The National Skills Development Strategy (NSDS) provides municipalities with a legal framework, structures and mechanisms to partner with various SETAs in empowering young men and women with skills to enable them to become employable and improve their lives.



2.2 LITERATURE REVIEW ON YOUTH EMPOWERMENT PROGRAMMES

To understand the implementation of the youth empowerment programs in Mhlontlo Local Municipality in this study, the literature review will first examine the generic challenges affecting youth empowerment programmes in the country.

2.2.1 Barriers to youth empowerment

There are several challenges that confront youth empowerment and job creation in South Africa. These have been discussed in detail in the following sections.

2.2.1.1 Inherited systemic challenges

The systemic socio-economic injustices due to apartheid still plague contemporary youth attitude and participation in the mainstream economy. Youth have negative attitudes and mistrust of government programmes, their participation in youth programs and decision-making processes are small. This calls for various state department to collectively work together to harness the potential of youth by creating an enabling environment that

promotes youth cohesion and economic networking for youth development (Van de Byl, 2015:33).

2.2.1.2 Red tape that hinders youth empowerment and job creation.

The Red tape is one of main obstacles to proactive youth active participation in the economic sector. Empowering youth becomes a challenge as many procedures must be followed in order to get projects or funds approved. Red tape hinders entrepreneurship, as people are frustrated by delays in approvals of loan, lots of paperwork and long with for licensing of business. It stems from poor government management mechanisms that prevent small business and entrepreneurial projects from being developed. Active citizenship comes with economic power and so these structural failures work against the growth and empowerment of young people (DTI, 2005). In Kenya, the government recognized youth issues and made various attempts in 2005 to resolve them through the Ministry of State and Youth. This was strengthened by the 2006 Kenya National Youth Policy as well as Strategic Plan (2007-12). These policy standpoints were meant to increase youth awareness on the existence of government departments which could provide help in education, policy making and setting up of business ventures.

2.2.1.3 Limited funding on youth empowerment projects

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Although literature evidence shows that South Africa recognized the mandate to support youth development projects and boost the economy and job creation, however, underfunding still remains a challenge. Youth find it hard to obtain funding from government hence active participation in economic matters remains low.

2.2.1.4 Corruption that adversely affects youth empowerment and job creation

Corruption has negative consequences on the economic lives of the youth in South Africa. Public resources are abused and embezzled through corruption tendencies. The government procurement systems and processes are manipulated by corrupt officials. The youth development projects often suffer as corrupt local government officials often divert or steal the funds for personal gain hindering youth economic participation. In 2016 the corruption watch ranks South Africa 64th out of the 176 countries whereas the

Transparency International Corruption Perception Index ranked it 69th out of 176 countries in terms of corruption. These statistics clearly indicate that corruption is still rife and has penetrated the three-sphere of government thereby affecting youth development as projects lack the necessary human and financial resources.

2.2.1.5 Poor Intra-governmental coordination.

Poor co-ordination amongst the different government organs act as a barrier to successful delivery of youth programme outputs and outcomes. Research studies have shown that youth empowerment in the Eastern Cape Province is being constrained by poor intra-governmental coordination (Satgar, 2007:19).

2.2.1.6 Poor governance that negatively impacts on youth empowerment and job creation programmes.

Various local municipalities are grappling with weak accountability structures that are marred by corruption and maladministration. There is inadequate participatory governance in local government, making it difficult for youth to actively participate in the municipality. The lack of participation by youth and local community in the municipal structures, culminates in community protests for better service delivery. The youth who are supposed to be at the forefront of demanding good governance often lack the expertise nor knowledge on how government can be held to account (Union, 2011).

2.2.1.7 Technological skill deficit affects youth participation in programmes.

Youth have inadequate technological knowledge and skills in rural communities. The skills gap in information communication technology amongst youth is mainly due to few or no vocational schools in rural communities. In South Africa, youth entrepreneurship in information and science has marginally declined (Booyesen, 2011:17). Government in partnership with key stakeholders need to introduce information communication technology skills empowerment programmes targeting youth in rural communities.

2.2.1.8 Lack of youth participation in science and technology.

Poor or negative perceptions about technology emanate from various problems such as poverty, unemployment and general socio-economic inequalities (Langley, 2016). In several countries as Resnick and Casale (2011) observed, youth participation in science and technology issues in fast decreasing or if not developing fast. This emanates from lack of interest in science and technology which often manifests itself in schools where curricular choices are made. There has been a significant decrease in the number of students from undertaking science subjects which reduced youth efficiency in almost every economic sector of the country (Nicholson, 2013).

The similar trend has been evident and consolidated in admissions to tertiary education where student shun study fields such as engineering and technology studies. Such a negative response by the youth presents numerous challenges to youth development as information science remains largely untapped thereby rendering the field somehow inefficient (Reddy, Borat, Powell, Visser & Arends, 2016). Apart from student enrolling for information science in some developing countries youth students even ignore to enroll for mathematics and physics opting for humanities and other management studies. Based on the ongoing discussion, therefore, youth are marginally decreasing their efficiency which poses a challenge to government including South Africa to devise other strategies on how to increase youth economic empowerment and advancing the field of information science.

2.2.1.9 Unemployment

In summarizing the following key issues from literature review that examined several barriers to youth empowerment included - poor intra governmental coordination, inherited legacy of the apartheid, complex government bureaucratic processes, limited funding on youth empowerment projects, corruption, poor Intra-governmental coordination in youth development projects, poor compliance to governance principles such as transparency and accountability, skills deficit, lack of scientific and technological knowledge and skills, and unemployment.

In sum, the general challenges that confront youth empowerment and job creation in South Africa are inter alia., former apartheid regime's systemic socio-economic injustices still plague contemporary young people; red tape is one of main obstacles to proactive youth active participation in the economic sector; limited funding on youth empowerment projects; corruption that adversely affects youth empowerment and job creation; poor intra-governmental coordination in youth development projects; poor governance that negatively impacts on youth empowerment and job creation programmes; technological skill deficit affects youth participation in programmes; lack of youth participation in science and technology; and unemployment.

The legislative framework and key concepts from literature review will be used in the analysis of data in Chapter 4, and will also be used to corroborate the findings from this research study.



2.2.1.10 Recent research evidence on youth empowerment and job creation programmes

This section will highlight findings from selected recent research evidence on youth empowerment and job creation. The key findings by Javeed (et al., 2022) in their study on factors that impact the youth empowerment and job creation in Pakistan, indicated that government policies, lack of political participation, employment opportunities, and social engagement had an impact on youth empowerment and their ability to initiate entrepreneurial activities.

Vale (et al., 2022) in their study “Boosting decent employment for decent employment for Africa youth” had shown that youth will navigate between formal and informal sectors in the future context of work; the study had shown the need for more research and government interventions to focus on creating sustainable livelihoods for young people that include youth participation and careful targeting most affected youth.

The key findings based on research evidence synthesis mapping of **interventions to increase youth employment** globally (Apunyo et al. 2022) indicated that most evidence

was in the category of 'training', while categories that had least evidence were - information services; decent. This research responds to the need for geographically locating the study in the context of low-income rural population; and need for qualitative method to systematic investigation to produce reliable and credible findings based on evidence.



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2.3 THEORETICAL FRAMEWORK

The study uses the concepts from Capability **Approach** developed by Sen and the **Theories of Change** to construct a theoretical framework for this study to inform youth empowerment programmes and job creation.

2.3.1 Capability Approach

The Capability approach makes an assertion that when individuals think about wellbeing and development they should think about these things in terms of what people can actually do, what this tries to say is that people must pay attention to the kinds of lives they live as individuals, and the life choices they make. Unlike other traditional development methods which focused mainly on GNP per capita, income the capability approach makes us see that human development and well-being, and also includes physical, social, psychological and environmental well-being.

Traditionally development has been associated with economic growth. Sen's capability approach challenged this view by introducing a paradigm shift in the way development is understood. The capability approaches had two important changes; firstly, this approach looks at the **individual as the unit of analysis** and not the economy; secondly, progress is measured in terms **human capabilities and the freedom** instead of income.

In defining human capability, Sen (1999:23) argues that "young people are mandated to have various skills that enable them to be self-sufficient and improve their human capability". In assessing the extent of a person's real freedom, Sen pays closer attention to both the "**well-being and agency**" aspects. According to Sen, "well-being can be assessed in terms of valuable states of being, such as being well nourished, health, educated and so forth".

According to Sen for people to have attained a certain standard of living some direct or basic functioning need to be available which include inter alia admission to schooling, asset index, body mass index, income, self-reported health and number of times you eat eggs (basic nutritional need).

In terms of freedom, Sen argument is premised on the fact that, to attain the quality living standard individuals need to have the freedom to make a rational choice that shapes their personal destiny.

The concept of development refers to increasing human freedom or agency in ways that make it possible for individuals to make choices on what they think is valuable and useful to them (Sen, 2004). The capability approach view that it is this expansion of people's freedom is called development. Education can also be used by individuals in society to make sure the freedom exists in people so that they can do whatever they want to do. Sen,2004:178 asserts that development is about improving and ensuring that individuals enjoy and do what they want to do.

Human beings are placed at the center of progress and development. Human development must be centered around bettering human lives. Most countries are looking at their ideas to find ways to deal and be able to attain the human development of their citizens. The human development index in many countries across the globe has improved because of the determination to improve people's lives. There is a paradigm shift from the development that focuses only on the success in terms of the economy to the one that focuses on the well-being of human beings.

The Capability approach informs youth empowerment in a way that advocates for improvement in skills which is important given the current unemployment in South Africa. The approach provides distinct views on how development can be attained using available resources; and specifies the need for governments to focus on some basic issues of development that are not given priority, for instance, public policy, poverty and inequalities as well as social performance (Sen, 1999).

This theory raises key elements important for youth development. The theory provides concepts such as individual capability, life opportunities, participatory approach on youth empowerment and role of individual agency which could be used to inform this study.

2.3.2 Theory of change

Many scholars have used theory of change (ToC) as conceptual tool to design and evaluate social action programmes. According to Oxfam (2015:7), there are three main crucial routes (change pathways) to support youth empowerment in societies. The first change pathway encourages the **participation of youth in youth empowerment programmes**. Both young females and males are required to work together to find a common path to achieve a collective objective or individually to find own path following collective action. **Participation of both groups in decision making** is fundamental for introducing **innovative solutions** for community development. Authorities within communities should give the youth the much-needed voice to influence change through enabling communication channels.

In the second change pathway, the ToC encourages young men and women across various regions to **organize a collective action**. This is enabled through exercising **transparency and accountability** on how youth programmes are being undertaken. Youth leaders need to be open, exercise good communication and provide feedback which is vital to the youth and relevant stakeholders. Networking on youth is core to achieving youth empowerment. Affected young men and women need to share ideas on how their communities should sustain poverty and economic inequalities (World Bank, 2012).

In the third change pathway, **youth (men and women) need to be active in institutions that take decisions**. They should **participate in government meetings**, NGOs and private sector corporations to make their voices heard on how they want the youth to be developed. Organizations tend to undervalue youth decisions which hinder youth empowerment.

2.3.3 Linking key concepts from theoretical and legislative frameworks and empirical evidence

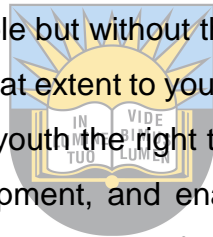
The key concepts from the literature review and selected theories will be used to develop key analytical issues for the study.

2.3.3.1 Holistic Human Development and Capability to empower youth to actively participate in youth programmes

In this study youth will be at the center of the in human development process, youth will be seen as having the capacity that is made up of the various skills that enable them to be self-sufficient and use to these skills to improve their lives.

Youth will be seen as having the autonomy and having “substantive freedom” to make choices to make decision making on various matters that affects their lives and society.

There is a paradigm shift from autonomous model to agency model in development. “The autonomous model is a process of development characterized by policy makers and planners to conceive of economic development as a project which targets the people as ends in themselves” (Ake,1996:12). In other words, development becomes an end result that has been achieved for the people but without the people. In this study the capability model will be used to analyses to what extent to youth development policy recognizes the individual ability and agency, gives youth the right to make choices to contribute to both the process and product of development, and enables youth to be active agents the development project, and provides opportunities for continuous learning and growth.



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2.3.3.2 The role of individual agency to actively participate in youth empowerment and job creation.

In this study the concept of “agency” will be used to analyses the various ways in which youth use their capacity to act independently, and exercise their freedom of choice to achieve their personal goals and contribute to society.

2.3.3.3 Use of participatory approach and youth voice in institutions to improve transparency and accountability.

This study will examine to what extent officials in designing and implementing youth empowerment programme to allow youth, and citizens to take actively participate.

The study will also examine in what ways youth (men and women) are given the opportunity to be participate in institutions that take decisions, and to what extent their voices are heard in identifying what they need.

2.3.3.4 Collaborative approach – young women and men work together in decision making on innovative solutions

The study will examine whether participation of youth in youth empowerment programmes includes both young females and males. The study will also examine whether both women and men when required to work together find a common path or work individually.

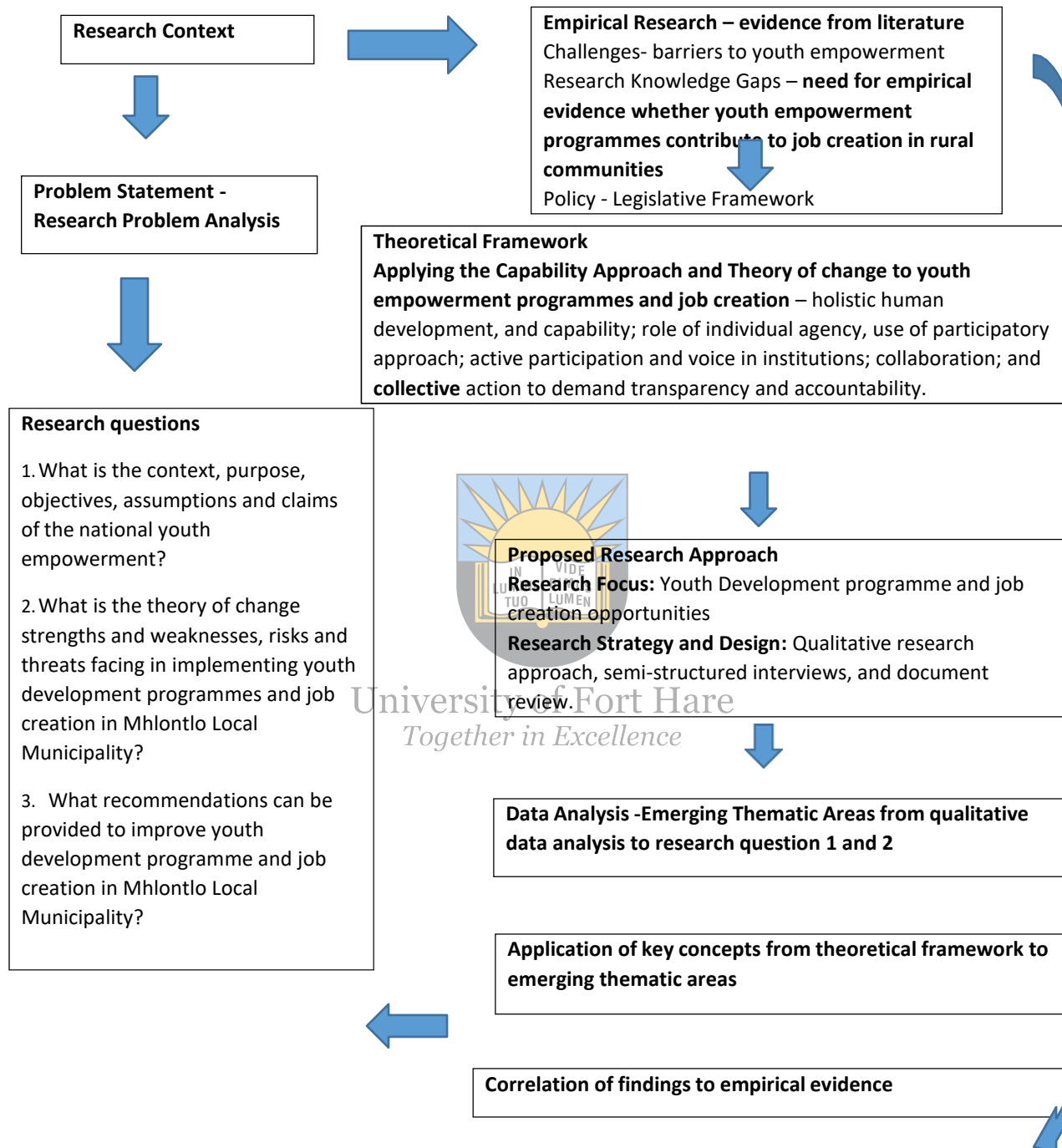
2.3.3.5 Collective action to improve co-ordination, communication and transparency on youth empowerment programmes

The study will examine to what extent officials and youth leaders are open and transparent, exercise good communication, co-ordination and provide feedback which is vital to the youth and relevant stakeholders. The study will examine how youth take collective action to hold the municipality accountable in delivering on the decent and sustainable jobs for youth in the community; and in shaping how youth programme can be improved or adjusted to make it more effective.

Based on the key concepts from the theories, legislations and empirical evidence the following theory of change will be analyzed in this research study - if the following actions and mechanisms by government programme managers are implemented, then there will be desired improvement in youth participation. The actions and mechanisms include- the holistic human development and capability for youth empowerment and job creation; the role of individual agency in youth empowerment and job creation; the use of participatory approach for youth empowerment and job creation, active participation and voice of institutions in youth empowerment and job creation; collaborative decision making amongst youth – both women and men ; collective action to demand transparency and accountability for youth empowerment and job creation opportunities. These concepts will be used to analyses the data and emerging thematic issues in the in Chapter 4.

2.4 CONCEPTUAL FRAMEWORK FOR THE STUDY

Conceptual Framework – Youth Empowerment and Job creation opportunities



2.5 CONCLUSION

This chapter first described the legislations related to youth development in South Africa, followed by a discussion on challenges facing youth in South Africa. The chapter then described **capability approach** and the **theories of change** as its theoretical frameworks; and how the concepts from both literature review and selected theories will be used in the study. Finally, the chapter provides an illustration of the conceptual framework that brings together the different parts of the study.



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CHAPTER THREE: RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter will describe the research paradigm selected to guide the study; and will then explain research methodology and data collections tools. The chapter will further describe the research population and sampling technique, the data analysis procedure, scope of the study, ethical consideration, study limitations and methods to verify the findings.

3.2 RESEARCH PARADIGMS

Neumann,2014:96 states that “paradigm is a general organizing framework for theory and research that include basic assumptions, key issues, models of quality research and methods of answering questions”. Research paradigms include positivist, critical theory, interpretivist and feminist. This study took an interpretivist approach, as shown in its use of qualitative method to guide its enquiry.

3.2.1 Positivism paradigm

Positivist paradigm uses scientific method to investigate social environment and reality. Positivist researchers mainly rely on quantitative methods when trying to understand reality, numbers are used as well as statistics in testing theories (Wayhuni,2012:14). Natural science researchers use questionnaires to gather accurate data from participants to present, interpret and understand reality. In using natural sciences, the positivist researcher will view knowledge as being value free and unbiased. Positivist paradigm does not work with subjective perspective of people and their perspective are discarded.

3.2.2 Interpretivist paradigm

Interpretivist paradigm uses the qualitative approach to understand social action through individual’s experiences. According to interpretive paradigm, reality is viewed as being as subjective, based on individual experiences and perceptions. Qualitative researchers believe that there are multiple ways of knowing and making sense of the reality. Interpretivist paradigm is deemed fit for this particular study in that the researcher wants to get experiences and problems faced by unemployed youth in Mhlontlo Municipality.

3.3 RESEARCH METHODOLOGY

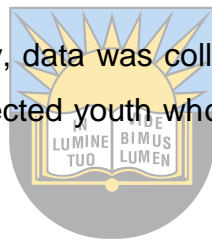
3.3.1 Research approach

A research approach is a strategy that guides researchers in finding answers to the study's research questions (Neuman,2014:61). This study uses qualitative research approach to get deep understanding of role of officials and youth in youth empowerment programmes based on their own experiences and perspectives.

3.3.2 Qualitative approach

The qualitative approach focuses on gaining a comprehensive understanding of a situation by seeing it from the subject's perspective. The qualitative research approach has an interpretive nature in that it seeks meaning and context, interprets, comprehends, and reflects, and is underpinned by an interpretive paradigm that unifies qualitative methods (De Vos et al.,2011:60).

A qualitative approach in this study, data was collected through interviewing municipal officials as key informants; and selected youth who participated in youth empowerment programmes.



3.4 DATA COLLECTION INSTRUMENTS

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In this study data was collected using interview schedule for individual and focus groups and document review of key selected documents. These instruments are discussed in more detail below.

3.4.1 Semi-structured interviews

Semi-structured interviews were used to answer the first and second research questions. Due to restrictions that are imposed by the government in terms of lockdown measures, the researcher used telephonic meetings or other online technology like Zoom for interviews.

3.4.2 Focus Group Interviews

The focus group interview was used to collect data from sampled youth to address research question 2. Due to Covid-19 restrictions the researcher will use the technology

to first communicate with the respondents (apps like WhatsApp and face book messenger will be used) to facilitate focus groups meetings.

3.4.3 Documents

The researcher also used secondary information as important source of information.

3.5 RESEARCH POPULATION

According to this study, the target population will be the accounting officer and all municipal managers and officials responsible for the youth programme, the youth leaders, and the young people in Mhlontlo local municipality who took part in the youth programs.

3.5.1 Sample and Sampling Techniques

3.5.2 Sample

A sample was taken from the Mhlontlo Local Municipality consisted of 78 people in total that was divided into 70 youth and 8 officials, however due to Covid-19 the number of the youth had to be reduced to 30.



3.5.3 Sampling techniques

As described in the following section, this study uses purposive sampling techniques.

3.5.3.1 Purposive sampling

Purposive sampling is a non-probability sampling technique. The sample consisted political head responsible for youth development, selected officials from the youth empowerment section in the municipality, these officials were responsible for youth programme; youth leaders and youth (male and female) who participated in the programme.

Table 3: Summary of Sample and Data Collection Methods

Category of respondents	(n) Sample	Data collection method
Municipal Manager	1	Structured interview
Corporate Service Director	1	Structured interview

Director of Local Economic Development	1	Structured interview
Political Head responsible for Skills Development	1	Structured interview
Project Manager for Youth Programmes	2	Structured interview
Youth leaders who participated in youth programmes	2	Structured interview
Youth (male and female) who participated in youth programmes	30	Focus Group Discussion

Total



3.6 QUALITATIVE DATA ANALYSIS

Transcripts and field notes from the interviews were transcribed verbatim. Qualitative data analysis included first following steps: firstly, data from document review and interview transcripts was coded and categorized into themes; secondly, the researcher selected and described the data from the interviews to answer the research questions; thirdly, the researcher provided an explanation to make sense of the data. Based on the descriptive and explanatory narrative the researcher then identified key emerging themes. Each theme was provided with the detail narrative based on multiple sources of data. Finally, the researcher deduced key findings and recommendations for his study.

3.7 SCOPE OF THE STUDY

This study focused on youth empowerment programmes in Mhlontlo Local Municipality.

3.8 ETHICAL CONSIDERATIONS

This study was conducted in accordance with the ethical principles described below.

3.8.1 Permission to gather data from participants

Research was conducted in accordance with ethical requirements, ethical clearance was obtained from the University of Fort Hare Research Ethics Committee (UREC). Furthermore, the researcher applied for permission to gather data from municipal officials from the Mhlontlo Local Municipality, which was approved.

3.8.2 Avoidance of plagiarism

The researcher cited sources used. All sources used were referenced correctly. Moreover, the researcher clearly referenced the paraphrased ideas borrowed from other authors. This research report was subjected to plagiarism assessment and scored below 15% similarity index, thus meeting university academic requirement.

3.8.3 Consent after informed disclosure

The researcher explained the purpose and rights of participants before interviewing them. The participants agreed in writing to participate in the research.

3.8.4 Confidentiality and anonymity

Participants were reassured that their personal information will be treated as confidential and they will remain anonymous. Information shared by participants was only viewed by the researcher and postdoctoral fellow who assisted in presenting and analysing the findings. The information gathered will only be used for the purpose of this study.

3.9 STUDY LIMITATIONS

Since this study was not funded, it took the researcher a lot of money to register at the institution, pay for transport and printing, as well as to communicate with participants. Moreover, because some of the barriers to implementing empowerment programs have been internal, some respondents were reluctant to provide information. Even their names will not be revealed and no information they give will be shared.

3.10 METHODS OF VERIFYING PARTICIPANT DATA

By using structured interviews, focus groups and documentation, this study gathered qualitative data from its participants. For qualitative studies, this section explains Data Trustworthiness

3.10.1 Data trustworthiness for qualitative studies

When all ethical principles and processes have been observed, a research study can be trusted. A researcher demonstrated the soundness of a study's methodology and adequacy in the process of trustworthiness.

3.10.2 Credibility

The concept of credibility is to make sure the researcher presents, describes, and interprets the participants' views in their very exact form according to Gura and Lincoln (1982:246). Various methods of data collection were used to assess the findings' credibility. In both cases, key informant interviews and semi structured questionnaires were conducted. The data was described and interpreted from the participants' perspective.

3.10.3 Transferability

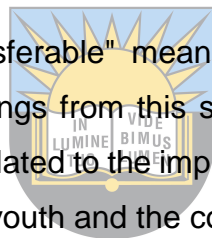
In Neuman (2014), the term "transferable" means that findings can be applied to a different setting. The research findings from this study may be transferable only if the context of the municipality, issues related to the implementation of the youth programmes by officials, and the experiences of youth and the community of the study is similar.

3.10.4 Dependability

Dependability refers to the fact that the same population and instruments can be used to collect data in the same environment to get the same results (Rubin & Babbie, 2013). As part of the assessment of the findings' credibility, the researcher described in detail how they were gathered and analyzed. As part of the assessment of the findings' credibility, the researcher described in detail how they were gathered and analyzed. Additionally, peer examination was conducted. Post-doctoral fellows helped the researcher with the analysis and presentation of data.

3.10.5 Conformability

To assess conformity, the researcher used a triangulation of qualitative methods that complemented each other to address a phenomenon.



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3.11 CONCLUSION

The research design and methodology that supported this study was described in this chapter. This study used an interpretivist paradigm and qualitative approach. The study used of semi-structured interviews, focus group Interviews, and document review to collect data. This chapter described the research population and sampling technique, the data analysis procedure, scope of the study, ethical consideration, study limitations and methods to verify the study. The next chapter will focus on the analysis and presentation of data.



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CHAPTER FOUR: RESULTS, ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

This chapter will analyse the data to respond to the following key research questions. The first research question examines the context, purpose, objectives, assumptions, claims, and gaps and planned theory of change of national youth empowerment programmes on job creation. The second research question assesses the implementation theory of change, strengths, challenges/weaknesses, risks and threats facing Mhlontlo Local Municipality in implementing the youth empowerment programmes for employment creation. The third research question provides different ways in which the Municipality can assist in making sure that job creation improves (for the youth). The chapter concludes with identifying and describing the emerging thematic areas that cuts across all research questions. The key concepts from the conceptual and theoretical frameworks will also inform the analysis, namely- theory of change, holistic human development, and capability; role of individual agency, use of participatory approach; active participation and voice in institutions; collaboration; and **collective** action to demand transparency and accountability

In this qualitative research study, the data for the research was based on interview data and review of key documents.

Table 5: below shows the summary of sample for interview participants

INTERVIEWS	SAMPLE	FINAL RESPONSES	PERCENTAGE
Municipal Manager	1	1	100%
Corporate Services Director	1	1	100%
Director of LED	1	1	100%
Political Head responsible for skills development	1	0	0%

Programme managers for youth programmes	2	1	50%
Youth leaders who participate in youth programmes	2	2	100%
Youth who participated in the youth programmes	30	30	100%
TOTAL	38	36	95%

The other documentary source of information used to respond to the research questions are listed below:

- NYDA is Act No. 54 of 2008
- National Youth Policy (2009-2014)
- Mhlontlo Local Municipality Integrated Development Plan (IDP) 2017-2022
- Mhlontlo Local Municipality Integrated Development Plan (IDP) Final Review 2019-2020
- The Mhlontlo Local Municipality Annual Report 2014-2015



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4.2 Research Question 1: What is the context, purpose, objectives, assumptions, and claims/key issues, planned theory of change, gaps and limitations of the National Youth Empowerment Policy?

The analysis below is because of the review of the National Youth Empowerment Policy.

4.2.1 Context

The legislative framework that governs the National Youth Empowerment Policy is the National Youth Development Agency (NYDA) Act No. 54 of 2008 and the National Youth Policy (2009–2014). The National Youth Development Agency (NYDA) was formed in 2008 by an Act of Parliament, Act no. 54 of 2008. The Agency was formed to become the custodian of youth development policy, with its policy focus on youth empowerment and provision of economic opportunities for youth.

The NYDA youth grant policy responds to the needs expressed in Mhlontlo local Municipality Integrated Development Plan (IDP) 2017 – 2022. One of the key objectives of the municipality expressed in its IDP 2017 -2022 is to address the absolute poverty, food security and reduction of youth unemployment.

The Municipal Act Section 153 provides the legislative context and clarifies the role and responsibility of the municipality for youth development and empowerment. The municipalities must “structure and manage its administration and budgeting and planning process to give priority to the basic needs of the community and promote the social and economic development of the community and participate in the national programmes”.

The IDP- 2015 -2020 states the population profile of the youth in Mhlontlo local Municipality. In 2015 the female population for the 20 – 34 years’ age group amounts to 12.7% of the total female population while the male population group for the same age amounts to 12.4% of the total male population. In 2020, the male working age population at 11.8% still exceeds that of the female population working age population at 11.6 %.



4.2.2 Purpose

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The purpose of national youth policy is expressed by NYDA as the youth policy “aims to address the needs and demands of the youth by providing employment opportunities by providing literacy and business skills” (National Youth Policy Framework,2002-2007:6). Young entrepreneurs could access both financial and nonfinancial business development support at the Grant Programme in order to start their survivalist businesses (NYDA Grant Programme Operations Manual,2013:5).

4.2.3 Planned theory of change of the National Youth Empowerment Policy

A theory of change is an explicit presentation that illustrates and explains how changes are expected to happen within any particular context and in relation to a particular intervention based on a set of assumptions. The theory of change shows how a planned inputs and activities deliver a set of outputs of an intervention contribute to outcomes as well as long-term impact results. It considers assumptions that are made at policy design

stage to make the implementation happen. The implicit theory of change stated in the National Youth Empowerment Policy is illustrated below.

Table 6: Theory of Change of the National Youth Empowerment Policy

Input	Activities	Output	Outcome	Impact
National Youth Empowerment Policy	<ul style="list-style-type: none"> Managing the grant programme Co-coordinating youth training programmes Funding the youth, in terms of starting businesses, mentoring them where necessary Strengthening state capability To monitor and report on implementation of youth policy and programmes 	<ul style="list-style-type: none"> Grant programme managed Empowered youth Funded youth Organs of state with capacity to deal with youth 	<ul style="list-style-type: none"> Skilled and ethical government workforce to manage youth development and empowerment programmes Entrepreneurs able to create and sustain jobs for youth Employed youth in decent jobs 	<ul style="list-style-type: none"> Improved Economy Improved livelihoods

The diagram above illustrates how the policy as an input, with its key activities are intended to empower the youth through training, funding of the youth programmes to start their businesses, strengthening of government departments to be able to deal with youth problems. These activities are intended to produce that following outputs - that the grant programme is adequately managed, youth programme is funded and youth trained. These outputs intended to contribute to outcomes that include - employed youth, skilled labour force to be able to tackle youth problems. These outcomes are intended to contribute to the intended impact of improved economy and livelihoods.

4.2.4 Limitations and gaps in the policy

In reviewing the National Youth Empowerment Policy, the following limitations and gaps were identified -

- there were no explicit and clear theory of change to explain how planned inputs, activities and outputs will contribute to outcomes and impact (the above theory of change was reconstructed by the researcher based on the review of the official youth policy);
- there was no resource implication in the form funding and HR implications in the policy;
- the policy did not have clear and realistic assumptions for implementation of youth programmes in the municipalities; and
- there were no clear monitoring and evaluation framework of policy implementation to hold government institutions accountable for budget allocation and programme performance.
- The policy was not based on the philosophy of a holistic human development and capability model; failed to place the youth at the centre in enhancing the role of individual agency and; collaboration; and failed to use youth and citizen **collective** action to demand transparency and accountability

4.3 Research Question 2:

What is the implementation theory of change, strengths, challenges/weaknesses, risks and threats facing Mhlontlo Local Municipality in implementing the youth empowerment programmes for employment creation?

4.3.1 Implementation theory of change

The implementation theory of change measures the performance of the youth empowerment programmes and job creation opportunities in terms of efficiency and effectiveness in Mhlontlo Local Municipality.

To measure efficiency and effectiveness of the youth programme the data was organized and analyzed under following key questions:

- What were the enabling/disabling conditions for implementation of **youth empowerment programmes in Mhlontlo Local Municipality?**
 - How efficient and effective was the implementation of the youth empowerment programme?
- a. **What were the enabling/disabling conditions for implementation of youth empowerment programmes in Mhlontlo Local Municipality?**

The enabling or disabling conditions for the youth empowerment programme were described by different respondents below:

A senior municipal official participated in the interviews said

“if the Municipality is committed they must ensure that there is a youth policy in place, implemented successfully with the assistance of all stakeholders and managers (within the municipality), where there is a need for resources to be allocated, resources must be used effectively and efficiently. For example, when there is a need for a workshop or a seminar resources that are needed must be made available”.

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A respondent who is employed to be in charge of the youth programme said that

“organizational commitment is of essence when it comes to the empowerment of the youth and to make sure that unemployment is eradicated, as this normally translates to organizational culture emanating from collective involvement, committing to the objectives of the department with the same mind set tends to improve the expected results”.

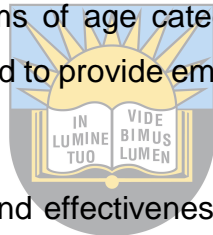
One respondent at the focus group discussion stated that

“there must be consultation, organizations must be committed to youth empowerment, they must have a voice they must be always allowed to view their opinions and lead the process themselves”.

Based on the above analysis of interview data above the following enabling conditions were identified by municipal managers for effective implementation of the youth empowerment policy in Mhlontlo Local Municipality – municipality needs to have local youth development policy, capable leadership from municipality, approved resources, efficient and effective use of resources, enabling organizational culture and commitment, stakeholder participation and active voice, and buy-in municipal youth development programmes.

b. How efficient and effective was the implementation of the youth empowerment programme in Mhlontlo Local Municipality?

Based on the interview data and review of performance data, it was found that the municipal youth empowerment programme in Mhlontlo Local Municipality was efficient in achieving its planned target in terms of age category, but ineffective in achieving its outcomes since the programme failed to provide employment to target unemployed youth in rural areas in the Municipality.



This assessment of the efficiency and effectiveness of the municipal youth programme was corroborated by response of a senior official who said:

“although the programme was implemented, it was not implemented as planned. The target group in terms of age (in the context of South Africa and Mhlontlo Local Municipality) was achieved but I am of the view that as the Municipality we should have went down to deep rural areas within the Municipality where poverty really exists, don’t get me wrong those targeted and on the programme also deserved to be there because they themselves needed to be trained and acquire skills so that they can be employed as they were and some of them still unemployed”.

The youth programme failed to achieve its planned outcomes, since the trained youth were still unemployed nor did they start their own businesses due to them not having the capital. The programme also failed to provide employment to target unemployed youth in rural areas in the Municipality.

Another respondent who highlight that most trained youth were unemployed, said that

“ although the programme had good intentions and the young ones recruited to be on the programme the outcome was not achieved because most of them are not on the system they are still out there and not employed, they still did not manage to start their own businesses because when asked they say that even though they have the skills they do not have the means (in terms of capital) to start their own businesses due to lack of funding which means the ultimate goal still is not achieved of ending unemployment with positive impact of economic growth.”

According to conducted interviews most respondents voiced out that unemployed young people were trained by the Municipality, but not a single one of them was absorbed because of budget constraints. The respondents pointed out that there was a lack of readiness by the Municipality when it came to developing young people because they were trained and never absorbed in employment by the municipality. These trained youths with the skills are still unemployed.

4.3.2 Strengths in the implementation of the youth empowerment programmes and job creation opportunities in Mhlontlo Local Municipality?

a. Clarity of purpose of the youth programme by senior managers to guide implementation

Based on responses from sample of senior managers it can be inferred that senior management were clear about the purpose of the youth development programme in the Mhlontlo Local Municipality.

One of the senior managers described the purpose of the youth programme as:

“job creation assists those who are unemployed and create more job opportunities to those who are educated and in need of practical training”

Another manager went on to say

“chapter 4 of the skills development act 97 of 1998 states that a SETA may establish a learnership as long as there is a structured learning component, the learnership must have a structured work experience component”.

b. Municipality acknowledged the importance of participation by youth in its programmes

Based on responses from managers in the Mhlontlo Local Municipality, municipal managers acknowledged that the principle of youth participation is vital since youth are the ones who be at the forefront looking for opportunities discussing ideas and networking to find strategic and sustainable ways to earn a living in wake of high unemployment. They further indicated that many programmes offered by the municipality require the collective participation of youth for instance in furniture making, traffic management and forestry management training, youth need maximum participation so that youth unemployment and poverty can be mitigated.

One respondent said that

“the youth at Mhlontlo are encouraged to participate so that they benefit from the activities meant for them at the Mhlontlo Municipality, but the Municipality must go on road shows and make the young people aware ...there are youth forums that represent the youth in matters that are of interest to them and will benefit them”.



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4.3.3 Challenges/weakness the implementation of the youth empowerment programmes and job creation opportunities in Mhlontlo Local Municipality?

a. Municipality did not adapt the national youth empowerment policy to develop its own local youth empowerment policy

Respondents argued that the **ineffectiveness** of the implementation of policy was due to the Municipality using the National policy, and not developing its own youth development policy to respond to local context and realities.

The following responses from respondents supports the above claim:

“the municipality is using the national youth policy; it would be better for the municipality to have its own policy” (Respondent 1).

“the municipality does not have a policy on youth development programme “the municipality is using the National Youth Policy.”

b. Need for better co-ordination and collaboration between municipality with communities

In the focus discussion most respondents were of the view that the problem areas must be identified so that the youth empowerment can be done in the easiest way possible, they felt that the communities, the stakeholders and senior municipal officials must not work in silos, they need to work together, it is very important for the right hand to understand what the left is doing.

4.3.4 Risks and threats of the implementation of the youth empowerment programmes and job creation opportunities in Mhlontlo Local Municipality?

a. Inadequate funding for the implementation of the youth empowerment programme



The lack of funding posed a serious risk in the implementation of the youth empowerment programmes and job creation opportunities in Mhlontlo Local Municipality

Respondent argued that the

“The Municipality tries by all means to obtain funding from the SETAs so that the youth can be assisted and the unemployment statistics can be reduced”.

Research Question 3: What are the ways in which the Municipality can assist in making sure that job creation improves (for the youth)?

Based on interview data the following reasons were elicited to improve the youth programme.

a. The need for Political champion and leadership

Respondents said that one of the strategies would be to get a political buy-in from relevant politicians, those that are within the Municipality.

b. Mhlontlo Local Municipality need to develop its local youth development policy

Some employees interviewed suggested that Municipality needs its own youth policy, if it does exist then it must be transparent and must be made available to everyone, most importantly it must be in line with the national youth policy.

c. Resources (budget planned and funding allocated) by Municipality for youth empowerment programmes and youth employment

The data from interviews demonstrate that allocating funds from municipal budget for youth development and employment will contributing to the success and effectiveness of youth policy and municipal youth programmes.

A manager within the municipality who participated in the interview said

“the municipality can assist in making sure that job creation improves for youth by prioritizing youth in the available entry jobs within the Municipality by having funds available to support youth empowerment, meaning there needs to be a budget allocated for youth empowerment”.

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One respondent was of the view that the youth what are participating in the youth development programme for learning and training purposes must be absorbed by the municipality, hence it is important for municipality to allocate budget to provide jobs for youth.

In answering this question, a senior official from the Municipality said

“ that increased resources will most definitely improve youth development and employment service delivery, this also speaks to the budget from the provincial government to the local government, it must increase”.

Another respondent said that

“if the allocation of resources adequately and time then automatically the municipality will be able to look at this issue of the youth unemployment, meaning youth empowerment looking specifically at the youth empowerment will be strengthened”.

Another participant simply said

“increased resources, will improve service delivery it’s as simple as that, youth will benefit they will study and get employed, or be assisted to access funding and start their own businesses.”

Another respondent said that

“with sufficient time and resources on a project that is objectively bound, monitored timeously gives high yield to the project, then it becomes key to ensure that all the required resources are allocated to the project, resulting to the positive impact when it comes to youth empowerment and therefore making sure they are employed or are able to start their businesses and become employers”.

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d. The need for more transparency and inclusiveness of all stakeholders in decision making

Interview data indicated that there is need for more transparency, and inclusiveness also all employees to be involved in decision making, moreover a youth platform to be open so that all young people who can have a voice and also raise their concerns.

One respondent said that

“the municipality must maybe establish its own youth forums where there will be regular debates, sharing of information, discussion of critical issues especially the youth unemployment”

In the focus discussion of those who participated also feel that a youth structure reporting to the municipality will play a major role in solving the youth unemployment problems. They feel that the municipality must engage directly with the youth.

One respondent further stated that the Constitution directs local government to encourage the involvement of communities and community organizations in the matters of local government. The respondent emphasized the importance of local government to involve communities and youth in particular in all matters related to youth development and youth employment.

When the respondents were asked about the importance of support from all stakeholders in terms of making sure that the implementation of the youth empowerment programme is effective. Most respondents felt that stakeholders must play their role; the Municipality must give the stakeholders space to perform their duties in terms of making sure youth are given employment opportunities.

One respondent said



“Stakeholders must be taken seriously they must be involved in every decision making when it comes to the affairs of the municipality”.

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Another respondent said

“stakeholders must be active, interact with youth organizations to try and solve unemployment youth problems.”

A manager said that

“it is very important for stakeholders to support an initiative of this nature of making sure young people are developed and also are employed especially at Mhlontlo Municipality”

At the focus group discussion there was also a general consensus that stakeholders must be active and make sure the young people are engaged and their voices are listened to by the municipality.

e. The need for a project leader and youth structure in Municipality to be responsible for youth development

Respondents indicated the need for project managers who understands youth issues, and need for youth forum that facilitates youth participation.

One participant said

“a person must be employed by the municipality within the area, a young person, who is able to speak and interact with young people, a person who understands youth problems especially when it comes to unemployment”

Another respondent interjected and said

“maybe not one person but a group consisting of between four and six people (where both males and females are represented) to be invited maybe twice a month to sit with a project leader from the municipality to discuss youth unemployment issues”.

Another respondent argued that a youth leader already exists within the municipality, such a person is already in the employment of the municipality, perhaps what could work is a structure to assist the person who is already there and obviously the structure be represented by both males and females.

“We believe that central to the development of the youth is an active participation of the youth itself in determining their destiny”, this was said in the focus group discussion by one of the participants”.

f. Support from all stakeholders, buy-in and collective action within the municipality can contribute in making sure that the implementation of the youth empowerment programme is effective

The support and buy-in from all stakeholders within the municipality for the need for a youth policy can contribute in making sure that the implementation of the youth empowerment programme is effective.

One of the employees of the municipality who participated in this study was of the view that managers have no choice but to accept the policy. However, the respondent indicated that there was a need for the Mayor and Municipal manager to communicate the importance of youth policy with other managers (section 56 managers).

One manager said that having a buy in from all managers will have a positive influence in the in addressing youth unemployment. The respondent indicated described as positive influence of buy-in as

“Everyone would be on the same page with the same objectives, managers will also influence their subordinates in ensuring that once the policy is adopted and all managers accept then the unemployment amongst the youth will decrease”.

One of the respondents in a management position felt that managers needed to be trained in this regard and me mindful of the fact that the municipality have a responsibility of curbing unemployment and for that to succeed the managers need to be capacitated to plan, implement, monitor and report on youth policy and programmes.

g. Training of all managers to enhance their capability to contribute to the effective implementation of the youth empowerment policy

One respondent representing middle managers described how the allocation of training budget and training of senior managers are given preference over the training of middle managers in youth development policy:

“Generally, training of management is often ignored, this is often because senior leaders set the training budget, often putting aside the bulk of the resources for

their own training and improvement need, without considering how worthwhile investment in middle management can improve the company, instead senior leaders attend seminars, participate in leadership discussions, engage in team building exercises and take courses on new technologies that serve to increase efficiency. Training managers on the importance of adopting a policy on youth development with the aim of trying to curb youth unemployment, that kind of training can have a positive influence for senior leaders”.

An employee who participated in the study emphasized the importance of training of managers of middle managers:

“managers must make time for training they must not always come up with excuses that they are busy and not have time to go for training, they must be willing and the senior leaders like the municipal manager must guide, remind them of the importance of training. Another employee felt that training of managers would benefit the youth in terms development and therefore eradicating unemployment”.

In the focus group discussions there was consensus that managers must accept and be ready to be trained in youth development policy and programmes.

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4.4 Emerging thematic areas

The following themes emerged from the above responses to the research questions.

Theme 1: Mhlontlo Local Municipality has not developed its own local youth development and empowerment policy as part of the Integrated Development Plan.

In the analysis of The IDP 2017-22 it was observed that as a local development policy does not deal directly with addressing youth unemployment. The interview data indicated that Mhlontlo Local Municipality used the National Youth policy, and did develop its own youth development policy. The risk of using the national youth policy in the municipal context is that the national policy will not be responsive to local Mhlontlo Local Municipality context and realities.

In reviewing and analyzing National Youth policy, there were serious limitation and gaps were identified that affected the implementation of youth development programmes in the Mhlontlo Local Municipality - there were no resource implication in the form funding and HR implications in the policy; there were no explicit and clear theory of change to explain how planned inputs, activities and outputs will contribute to outcomes and impact; the policy did not have clear and realistic assumptions for implementation; and there were no clear monitoring and evaluation framework of policy implementation to hold government institutions accountable for budget allocation and programme performance.

Theme 2: Lack of leadership buy-in and championship from political office

It was revealed through interviews that there is lack of buy-in from political office bearers to provide leadership and champion the cause of youth empowerment. Documents perused like the IDP 2017-22 does not show the Municipality is dealing with the problems the youth is facing in that Municipality.

Theme 3 There was a difference in the planned theory of change in terms of the National Youth policy and theory of implementation in the Mhlontlo Local Municipality.

Whilst the implicit theory of change in the National Youth Policy illustrated how the youth policy with its key activities are intended to deal with youth problems to produce that following outputs and outcomes that intended to contribute to the intended impact of improved economy and livelihoods, however the implementation reality in the Mhlontlo Local Municipality showed different a theory of change/ action.

Based on interview data it can be deduced that the theory of change implicit in the National Youth policy was not implemented as planned, due to several reasons such as lack of financial resources to implement policies; and lack of buy-in from all stakeholders within the municipality.



Although the youth empowerment programme was efficient in achieving its planned target in terms of age category, but ineffective in achieving its outcomes since the programme failed to provide employment to target unemployed youth in rural areas in the Municipality. The implementation was ineffective given that outputs have not contributed to the desired outcomes of creating jobs for youth in the municipality. Although the youth are trained, they were not given jobs by the Municipality, therefore the Municipality is not having sustainable strategy to deal with youth unemployment. When the effectiveness of the policy is compromised, the end results/ the goals are not achieved in dealing with youth unemployment and therefore improving the local economy.

Theme 4 The youth development programme was inefficient due to insufficient inputs in the form of funding, trained HR capacity to implement the youth development programme

There was not enough budget allocated for youth programmes; lack of personnel at the Municipal Human Resources Department; insufficient capacity of managers (both senior and middle management) to implement youth development programmes.

Theme 5: Need for more transparency and mechanisms for participation of all stakeholders in decision making

Municipal managers acknowledged the importance of participation by youth in its many programmes offered by the Municipality for instance traffic management, furniture making, forestry management.

But the actual implementation indicated there was lack of participation by all stakeholders. There was a clear need for support and buy-in by all stakeholders within the municipality – Mayor, the Council, Municipal Manager, senior and middle management. There was a need for a youth structure as a mechanism for youth to engage the Municipality on issues that affect them. The youth structure was seen to help facilitate better collaboration and co-ordination of youth programmes between the municipality and community.

Theme 6: The difference between the espoused views of municipal managers and actual experience of implementation.

Managers from municipality espoused that they were clear about the purpose of the youth programme and identified the enabling conditions for effective implementation of the youth empowerment policy – municipality needs to have local youth development policy, capable leadership from municipality, approved resources, efficient and effective use of resources, organizational culture and commitment, stakeholder participation and voice, and buy-in. But their actual experience in implementation of the youth programme was opposite.

4.5 CONCLUSION

The key issues that emerged from the analysis of data in addressing the research questions will be summarized.

Based on the review the National Youth Empowerment Policy, it was observed in the implicit policy theory of change that there was inadequate financial resource to achieve

the activities and outputs, unstated assumptions for implementation; and a lack of clear monitoring and evaluation framework of policy implementation.

The data on the implementation theory of change had shown that the Mhlontlo Municipality youth empowerment programme was efficient in achieving its outputs and targets; but was not effective in creating job for the trained youth in Mhlontlo Local Municipality.

The respondents highlighted following strengths of the Municipality youth empowerment programme. First, there senior managers were clear about the of purpose of the youth programme; and the municipality acknowledged the importance of participation by youth in its programmes

The key challenges/weakness the implementation of the youth empowerment programmes and job creation opportunities in Mhlontlo Local Municipality were identified by respondents. Municipality did not adapt the national youth empowerment policy to develop its own local youth empowerment policy. There was a need for better co-ordination between municipality and its communities.

Inadequate financial resource was identified as the main risk and threat to the implementation of the youth empowerment programmes and job creation opportunities in Mhlontlo Local Municipality identified by respondents.

Respondents proposed that following ways in which the Municipality can assist in making sure that job creation

- the need for Political champion and leadership;
- the need for Mhlontlo Local Municipality to develop its local youth development policy;
- the need for adequate financial resource;
- the need for more transparency and inclusiveness of all stakeholders in decision making; the need for a project leader and youth structure in Municipality to be responsible for youth development,

- the support from all stakeholders and buy-in within the municipality can contribute in making sure that the implementation of the youth empowerment programme is effective; and,
- the training of all managers will contribute to the effective implementation of the youth empowerment policy.

The analysis resonates with the key concepts from the conceptual and theoretical frameworks- the need for an application of principles of a holistic human development and capability model by municipal managers in developing youth empowerment programmes to create jobs; the need for role of individual agency, use of participatory approach; active participation and voice of institutions; collaboration; and collective action by all stakeholders to demand transparency and accountability in the implementation of the youth empowerment programmes in creating jobs.

This chapter analyzed the data collected to address the key research questions. In the next chapter the key findings and recommendation of the study will be discussed.



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CHAPTER FIVE: SUMMARY AND RECOMMENDATIONS

5.1 INTRODUCTION

The previous chapter analyzed the data to address the key research questions and deduced emerging thematic areas. This concluding chapter will firstly, give a summary of key issues from the previous chapter; secondly, describe the key findings and recommendations; thirdly the theoretical framework of the capability approach will be applied to the research findings; and finally, the research findings will be correlated to other empirical evidence in described in the literature review.

5.2 CHAPTER SUMMARY

Chapter One introduced the study, the background and the reason for the study, the research problem appeared in this study. The significance of the study together with the limitations of the study and the definitions of key terms and concepts. The researcher developed research objectives and research questions which were stated as follows:

RQ 1: What is the context, purpose, objectives, assumptions, claims, gaps and planned theory of change of national youth empowerment programme on job creation?

RQ2: What is the implementation theory of change, strengths, challenges/weaknesses, risks and threats facing Mhlontlo Municipality in implementing the youth empowerment programmes for youth creation?

RQ 3: What recommendations can be provided to improving youth empowerment programmes a job creation in Mhlontlo Municipality?

The main objective of Chapter one was to contextualize the study and to explain the relevance and significance of the study.

Chapter two critically reviewed the literature that was deemed relevant for this study It is paramount that every research project starts with a review of the existing literature in a particular field of study (Mouton:86). It is in this chapter where the theoretical framework was discussed, and the capability approach was deemed fit for the study because This theory fits in the youth empowerment jigsaw as it raises key elements important for youth

development. The chapter also reviews empirical literature on youth empowerment in South Africa. The challenges affecting youth empowerment were described. Barriers to youth empowerment in South Africa was looked into. The chapter also explains the relevant legislative prescripts related to youth development and empowerment.

Chapter three looked at the research design and methodology, and the scope of the study was clarified. A qualitative research design and the data collection techniques were presented in this chapter. Data collection was done using an interview guide to interview participants that were deemed relevant for the purposes of this study. The researcher also looked at the validity and the reliability of the study. Ethical issues were described and the delimitation of the study was discussed.

Chapter Four presented the data collected, analyse and discussed the data to answer the key research questions.

Based on responses to the research questions the following key thematic issues emerged and was described. Mhlontlo Local Municipality has not developed its own local youth empowerment policy as part of the Integrated Development Plan. There was a lack of leadership buy-in and championship from political office. There was a difference between the espoused views of municipal mangers and actual experience of implementation. he differences in the planned and implementation theory of change impacted on the effectiveness of the policy and programme outcomes. The youth development programme was inefficient due to insufficient inputs in the form of funding, trained HR capacity (including youth project manager specifically and management in general) to implement the youth development programme. There was a need for more transparency and mechanisms for participation of all stakeholders in decision making.

In the next section the findings and recommendations of this study will be explained.

5.3 THE KEY FINDINGS

Based on the research evidence the following findings can be deduced.

Finding 1: Mhlontlo Local Municipality has not developed its own local youth development and empowerment policy as part of the Integrated Development Plan.

There is a national legislative framework and policy that guides youth development programmes in the national, provincial and local government, namely the National Youth Empowerment Policy Act No. 54 of 2008 and the National Youth Policy (2009–2014). The National Youth Development Agency is the custodian of all youth matters with the mandate to address youth development issues in the country (NYDA, 2014: 2).

The municipality mimicked this national policy without developing its own local youth empowerment policy. This impacted negatively on the implementation of the youth programme in the Mhlontlo Local Municipality, as the national policy was not responsive to the local contextual needs and problems.

Finding 2: The limitations of the implicit planned theory of change of the National Youth Policy had posed serious challenge in implementing youth programmes in Mhlontlo Municipality.

The following policy limitations impacted negatively on the implementation of the municipal youth development programmes - inadequate resources in the form of funding and HR, lack of a clear theory of change that guided the national youth policy to explain how planned inputs, activities and outputs will contribute to outcomes and impact; the national youth policy did not have clear and realistic assumptions for implementation; and there were no clear monitoring and evaluation framework of policy implementation to hold government institutions accountable for budget allocation and programme performance. .

Finding 3: Mhlontlo Local Municipality's implementation of youth programme failed to achieve its outcomes of creating a sustainable employment for youth.

Although the youth were trained in the development and empowerment programmes, they failed to get a job by the Local Municipality.

Finding 4: There was distinct difference between the espoused views of municipal managers and actual experience of implementation of youth programmes the Mhlontlo Local Municipality impacted negatively on the implementation of the youth development programme. Although the municipality espoused that they were clear about the purpose of the youth programme and identified the enabling conditions for effective implementation of the youth empowerment policy , described as – municipality needs to have local youth development policy, capable leadership from municipality, approved resources, efficient and effective use of resources, organizational culture and commitment, stakeholder participation and voice, and buy-in; there municipal manager s actual experience in implementation of the youth programme was opposite.

Finding 5: There leadership buy-in and championship for youth development in Mhlontlo Local Municipality from selected managers in the municipality and but not from the political office

Finding 6: There was lack of transparency and communication mechanisms by Mhlontlo Local Municipality the for-youth participation and engagement with of all stakeholders in decision making.



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5.4 APPLICATION OF THE CONCEPTUAL AND THEORETICAL FRAMEWORKS TO THE RESEARCH FINDINGS

In this section, the conceptual and theoretical frameworks will be applied to the research findings.

- 1. The municipality failed to adopt the distinct view of the capability approach on how youth development can be planned and implemented. The municipality failed to re-orientate its Municipal Integrated Development Plan policy on some basic issues of development to address youth unemployment, poverty and inequalities in the community it serves. The municipality failed to use available resources to create jobs for trained youth.** The municipality failed to provide an enabling environment for youth participation. Finally, the municipality failed to use the participatory methods and tools to include the local community

and youth in planning and implementation of youth development and empowerment programmes.

2. The empowered youth failed to use their human agency to contribute to human development in the local community. The research has shown that youth that were trained failed use their individual enhanced capability to contribute to the development of the local community.

3. The Municipal managers failed to adequately use of participatory approach, actively facilitate participation of youth and their voice in the youth development and empowerment programmes.

The findings from the research has shown that the municipality did not sufficiently encourage the participation of youth in youth empowerment programmes. The absence of an enabling communication mechanism by the municipality failed to give the youth the much-needed voice to influence change. The municipality failed to pay attention to issue of gender and rurality where both young females and males from most economically affected spaces could have worked together to find a common path to achieve collection action;

4. There was no collective action and lack demand for transparency and accountability from the community and youth in the municipality.

The research has shown how limited youth participation of both male and female groups from most vulnerable areas in decision making rendered the youth programme ineffective in achieving its outcomes. The youth did not exercise their rights to call for transparency and accountability on how youth programmes are being undertaken in the Municipality.

5.5 REFERENCE OF THE FINDINGS TO OTHER EMPIRICAL EVIDENCE IN CHAPTER 2

The key research finding that there was a need for more transparency and communication mechanisms for youth participation with key stakeholders in decision making, concurs with empirical research that indicates that youth are referred to as victims not critical stakeholders in policy making (SIIA, 2015). Politically the youth felt a sense of exclusion in the governance matters despite themselves having brilliant ideas that can transform the economy.

Another finding from this research was that youth were active in holding the municipality accountable for the delivery of youth development programmes and job creation. Other researchers (Nicols, 2011 and Mtwesi, 2014) also concur with this finding, in stating that poor participation of youth in the economic and political mainstream are due to low levels of education, negative attitudes, poor participation in decision making, youth marginalization, undefined youth legislation regarding youth participation, improper communication channels, low levels of education that trigger rural to urban migration for greener pastures.



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The finding that youth development programme was adversely affected due to lack of adequate funding concurs with other literary evidence (South Africa: Economic Policy Analysis”, 2000; Khosa, 2000; Miller, 2000) that point out that underfunding still remained a challenge; and affected previous policy interventions and programmes.

5.6 RECOMMENDATIONS

The following recommendations are made based on the above findings.

1. **Mhlontlo Local Municipality has to develop its own local youth empowerment policy** to respond to the needs of the communities and contextual realities.
2. **The Mhlontlo Local Municipality should adopt the distinct philosophical perspective of the capability approach on designing and implementing youth development programmes.** The municipality needs to re-orientate its priority to

address basic development issues of unemployment, poverty and inequalities in the community it serves. The municipality needs to use available resources and source other funding to create jobs for trained youth.

3. **There is need for clear theory of change that informs and aligns the policy, youth programme design and implementation.** This will enable planning for adequate inputs in the form of financial, human resources and activities that will produce the intended programme outputs to achieve the desired of creating jobs for the trained youth in the municipality that will contribute to the youth socio-economic impact. The theory of change at different levels needs to include with clear and realistic assumptions and risk management. There will be a need for clear monitoring and evaluation framework of policy implementation to hold government institutions accountable for budget allocation and programme performance.
4. **There is a need for leadership buy-in and championship at the political level, all levels of management** at the municipality for youth development in Mhlontlo Local Municipality.
5. **There is a need for communication mechanisms and collaboration structures by Mhlontlo Local Municipality to share information and deliberately engage youth in decision making.** There should be regular workshops, sharing of information between the municipality and all relevant stakeholders. The Municipality must also try and source funding from other organizations, for an example even in the private sector.
6. **The trained and empowered youth should use their acquired skills to contribute to local economic development.** The empowered youth both male and female groups should mobilize and organize themselves to take collective action and demand for transparency and accountability from the Mhlontlo Local Municipality, and contribute to improve the quality of life of the local community.

5.7 CONCLUSION

The research has shown that the use of different philosophical perspective of the capability approach will redefine the identities and contribution of municipalities, and youth and local community in general. The local municipalities need to take the human development perspective to prioritize basic issues of development, unemployment, poverty and inequalities in the community it serves. The municipality needs to allow the youth and community to use their ability to exercise their freedom of choice to participate, empower and co-create public goods and services. On the other hand, when youth, both males and females, and the community are empowered they become “agents of change” in their communities.



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Steve Mokwena. Youth Participation: taking the idea to the next level: a challenge to youth ministers.

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7. APPENDICES

1. Appendix 1: Ethics Clearance Certificate
2. Appendix 2: Interview Guide
3. Appendix 3: Biography of the researcher
4. Appendix 4: Editing Certificate



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Appendix 1: Ethics Clearance Certificate



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ETHICS CLEARANCE REC-270710-028-RA Level 01

Project Number: NAI011SMAB01

Project title: **An assessment of youth empowerment programmes and job creation opportunities: A case of Mhlontlo Local Municipality.**

Qualification: Masters in Public Administration (Mini Dissertation)

Student name: Tumeka Patricia Mabono

Registration number: 201415434

Supervisor: Prof V Naidu

Department: External Staff

Co-supervisor: Dr T Rulashe

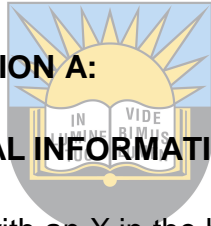
On behalf of the University of Fort Hare's Research Ethics Committee (UREC) I hereby grant ethics approval for NAI11SMAB01. This approval is valid for 12 months from the date of approval. Renewal of approval must be applied for BEFORE termination of this approval period. Renewal is subject to receipt of a satisfactory progress report. The approval covers the undertakings contained in the above-mentioned project and research instrument(s). The research may commence as from the 11/08/20, using the reference number indicated above.

Note that should any other instruments be required or amendments become necessary, these require separate authorisation.

Appendix 2: Interview Guide

THE INTERVIEW GUIDE: It is envisaged that the target group will all be from Mhlontlo Local Municipality and will consist of 78 people in total that will be divided into 70 youth and 8 officials. It will be constituted of the Municipal Manager, Director Corporate Services, Director Local Economic Development, Project Managers, Youth leaders, and Youth (females and males) from the furniture making, traffic management and forestry management projects

SECTION A:
BIOGRAPHICAL INFORMATION



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1. Indicate your choice by marking with an X in the box of your choice

1.1 Gender

MALE	FEMALE	
------	--------	--

1.2 Age

21-30	31-40	41-50	51-60	60 and above
-------	-------	-------	-------	--------------

1.3 Educational Qualifications

Grade 12	Diploma	Degree	Honours	Other(state)	
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1.4 What is your job title?

SECTION B:

1 Theory of Change

1.1 How inputs and activities contributed to producing the outputs that contributed to the desired outcomes and impact at the level of theory?

1.2 How inputs and activities contributed to producing the outputs that contributed to the desired outcomes and impact at the level of policy?

1.3 How inputs and activities contributed to producing the outputs that contributed to the desired outcomes and impact at the level of implementation?

1.4 What are the significant line of sight or difference between ToCs of theory, policy and implementation?

2. Enabling environment

2.1 What is the context that led to the development of the policy?

2.2 Were there appropriate governance, bureaucratic structures and mechanisms?

2.3 How effective were the governance and bureaucratic structures and mechanisms?

2.4 Were there adequate funding for the project?

2.5 What structures and mechanisms for coordination?

2.6 How effective were the coordination of the project?



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3 Human Development

3.1 What assumptions did the programme make about contributing to human development?

3.2 Did the implementation of the policy contribute to human development?

4 Purpose and objectives

4.1 Was the purpose and objectives of the policy clear about empowerment and agency of the youth?

4.2 Did the implementation contribute to empowerment and agency of the youth?



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5. Participation of youth

5.1 What did the policy claim about participation of the youth?

5.2 Did we have adequate participation by youth? Why?

6. Implementation

6.1 Did policy provide clear direction for implementation?

6.2 Was the implementation effective?

7. Sustainability

7.1 What did policy claim to be the sustainability of the project?

7.2 What mechanisms were put in place for the sustainability of the project?



8. Impact

8.1 What did the policy claim about the impact of the project?

8.2 What was the impact of the project?

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Appendix 3: Biography of Ms Tumeka Patricia Mabono

Student number: 201415434

My name is Tumeka Patricia Mabono, I was born and grew up in Ngqeleni and I am the 2nd born girl child out of eight children from my parents in the family, where my father was the only person working at Northwest Province as a mine worker and responsible to support his parents and his family. I passed my Matric in 1995, the only thing in my mind by then was to get employed so that I can be able to assist my father in supporting the family, but my father wanted me to further my studies at least to have the tertiary qualification where I pursued National Diploma in Business Management because I was ambitious to become the business woman but I got employed by Mhlontlo local municipality and after five years I was promoted to become the Skills Development Facilitator and Employment Equity Officer in 2008. I became very passionate about the life of young people and the struggle of the black child.

One of the duties was to source funds for the training of both employed and unemployed , I worked tirelessly to source funding for the development of young people through Sector Education and Training Authorities and I was successful in sourcing funding for the unemployed people within Mhlontlo municipal area of jurisdiction i.e. in 2013, I secured more than R10m from various SETAs towards youth empowerment programmes and my office managed to train high number of youth and provide number of bursaries , we captured all our beneficiaries in the municipal database, one of the funded programmes include but not limited to the following: Traffic management, furniture making, forestry management , clothing manufacturing currently the only young people that are employed are the ones that studied Diploma Traffic Management, the rest of the beneficiaries are just out there looking for the employment and funding, so that where my interest to conduct this study is when sitting in my office and counting millions of rands spent in empowering young people but no clear exit strategy and follows after completing those programmes. Our government treat youth empowerment programmes as short lived interventions where young people will enjoy the stipends whilst enrolled in those empowerment programmes then after that nothing happens to those skilled young people, no policy in place that talks to youth empowerment and their impact on the municipal local economic development.

I think this study can assist the municipality to do better in considering change in number of activities that the municipality is doing and those events based activities/ events are not assisting the young people to become better in our societies. I have received a bursary from LGSETA that paid my first year tuition fees only, then I funded my studies.

As the MPA enrolled student at University of Fort Hare, I am currently holding a Bachelor of Honours in Public Administration after approved RPL application by the University of Fort Hare, National Diploma in Public Management, National Diploma in Business Management, extra –curricular Diploma in Practical Labour law, Certificate in Organizational Design and Change Management and many other programmes.

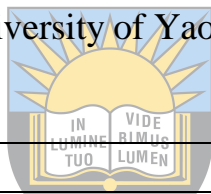
Appendix 4: Editing Certificate

**Statement of work No.
20221018**

18/10/2022

ATT: Tumeka Patricia Mabono
University of Fort Hare

From: Edward Ndiloseh
Member of Professional Editors' Guild (MPEG) MA
(Publishing), Wits University.
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<i>Work done</i>	<i>Title</i>	<i>Status</i>
Editing and proofreading of Master's Thesis.	<i>AN ASSESSMENT OF YOUTH EMPOWERMENT PROGRAMMES AND JOB CREATION OPPORTUNITIES: THE CASE OF THE MHLONTLO LOCAL MUNICIPALITY</i> ISBN (print): MA Thesis ISBN (epub): MA Thesis	Completed
Final Remarks		Edits conducted and edited version returned