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**YOUTH PARTICIPATION IN LOCAL GOVERNANCE; EXTENT, CHALLENGES,  
AND STRATEGIES FOR EFFECTIVE ENGAGEMENT IN KAMPALA DISTRICT**

**CASE STUDY: CENTRAL AND KAWEMPE DIVISIONS**

A dissertation presented to

**SCHOOL OF ARTS AND SOCIAL SCIENCES**

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**Master of Arts in Local Governance and Human Rights**

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*Making a Difference*

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**AHMED Hadji  
2012-MO83-10004**

Supervisor: Ika Lino

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## **DEDICATION**

I dedicate this work to the youth who wonder in a miasma of confusion, outcast, and marginalized in development processes. May this be the beginning of a dialogue for effective youth engagement.

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Great thanks to the Almighty ALLAH who enabled me accomplish this noble task of search for knowledge to better society.

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# TABLE OF CONTENTS

<b>DECLARATION.....</b>	<b>i</b>
<b>DEDICATION.....</b>	<b>ii</b>
<b>ACKNOWLEDGEMENT.....</b>	<b>iii</b>
<b>TABLE OF CONTENTS .....</b>	<b>iv</b>
<b>ABBREVIATIONS.....</b>	<b>vi</b>
<b>LIST OF TABLES &amp; FIGURES.....</b>	<b>vii</b>
List of Tables .....	vii
List of Figures .....	viii
<b>ABSTRACT.....</b>	<b>ix</b>
<b>CHAPTER ONE: .....</b>	<b>1</b>
<b>GENERAL INTRODUCTION.....</b>	<b>1</b>
1.0 Introduction.....	1
1.2 Background.....	2
1.2.1 Local Governance Concept.....	2
1.2.2 Participation in Local Governance .....	3
1.2.3 Participation in Local Governance in Uganda.....	5
1.3 Statement of the Problem.....	8
1.4 Objectives of The Study.....	9
1.4.1 Main Objective .....	9
1.4.2 Specific Objectives.....	9
1.4.3 Research Questions.....	10
1.5 Scope of the Study .....	10
1.5.1 Geographical Scope.....	10
1.5.2 Time scope .....	10
1.6 Significance of the Study .....	10
1.7 Justification of the Study.....	11
1.8 Definition of Key Words.....	11
<b>CHAPTER TWO .....</b>	<b>12</b>
<b>LITERATURE REVIEW .....</b>	<b>12</b>
2.0 Introduction.....	12
2.1 Theoretical Framework .....	12
2.2 Review by Objectives .....	13
2.2.1 Youth Participation In Local Governance .....	13
2.2.2 Capacity and Participation In Local Governance .....	16
2.3 Challenges Facing Youth Participation.....	17
2.4 Summary of the Literature Review (The Gap) .....	18
<b>CHAPTER THREE .....</b>	<b>21</b>
<b>RESEARCH METHODOLOGY .....</b>	<b>21</b>
3.0 Introduction.....	21
3.2 Research Design.....	21
3.2 Study Population.....	21
3.3 Sample Size and selection.....	21
3.4 Sampling Techniques and Procedure .....	22
3.5 Data Collection Methods and Instruments.....	22
3.5.1 Data Collection Methods .....	22
3.5.2 Data Collection Instruments .....	24
3.5.3 Data Type .....	24
3.5.4 Administration of Data Collection Instruments .....	25
3.6 Data Quality Control.....	25



3.7	Procedure of Data Collection.....	25
3.8	Data Analysis.....	25
3.9	Measurement of Variables.....	26
3.10	Ethical Considerations.....	26
3.11	Limitations and Assumptions of The Study.....	27
<b>CHAPTER FOUR.....</b>		<b>28</b>
PRESENTATION, ANALYSIS AND DISCUSSION OF THE FINDINGS.....		28
4.0	Introduction.....	28
4.1	Gender.....	28
4.2	Division.....	29
4.3	Title Of The Respondents.....	30
4.4	Youth Participation and Local Governance.....	31
4.5	The Extent To Which Youths Understand The Local Governance Structure.....	33
4.6	Capacity Of The Youth To Participate In Local Governance.....	35
4.7	Youth Participation In An Advocacy Campaign.....	36
4.8	Youth Participation In Policy Discussions.....	40
4.8.1	<i>Policy Provisions</i> .....	42
4.8.2	<i>Legal Provisions/ Domestication</i> .....	45
4.8.3	<i>Institutions (Activities &amp; Programs)</i> .....	46
4.9	Youth Political Participation.....	48
4.10	Youth Attendance In A Planning Meeting, Or Evaluation Meeting, Of A Local Governance Program.....	52
4.11	Challenges Facing Youth Participation In Local Governance.....	54
4.11.1	<i>Youth Representation Is Not Recognized In KCCA Act</i> .....	54
4.11.2	<i>Limited Resource To Facilitate Youth Participation In The Local Governance</i> .....	55
4.11.3	<i>Limited Oversight Role By The Youths In The Local Governance Business</i> .....	56
4.12	Strategies And Recommendation.....	58
4.12.1	<i>Enhance Youth Entrepreneurship Schemes</i> .....	58
4.12.2	<i>Promotion Of Youth Forums On Local Governance Of The City</i> .....	58
4.12.3	<i>Youth Sensitization On Local Governance</i> .....	59
4.12.4	<i>Promotion Of Youth Representation And Recognition In The Law</i> .....	60
<b>CHAPTER FIVE:.....</b>		<b>62</b>
<b>SUMMARY, CONCLUSION AND RECOMMENDATIONS.....</b>		<b>62</b>
5.0	Introduction.....	62
5.1	Summary of findings.....	62
5.1.1	<i>Youth Participation In Local Governance</i> .....	62
5.1.2	<i>Capacity Of The Youth To Participate In Local Governance</i> .....	62
5.1.3	<i>Challenges Facing Youth Participation in Local Governance</i> .....	63
5.2	Recommendations.....	63
5.3	Conclusion.....	66
<b>REFERENCES.....</b>		<b>67</b>
Books.....		67
Statutes, Conventions and Policy Documents.....		69
Journal Articles & Reports.....		69
Other Publications and Internet Sources.....		70
<b>APPENDICES.....</b>		<b>73</b>
Appendix A: Time Plan.....		73
Appendix B: Budget Estimate.....		74
Appendix C: Documentary Check-List.....		75
Appendix D: Questionnaire to Youth.....		76
Appendix E: Focused Group Discussion Guide/Key Informant Interview Guide.....		119

# LIST OF TABLES & FIGURES

## List of Tables

Table 1: Respondents .....	22
Table 2: Gender of Respondent .....	28
Table 3-Divisions Visited .....	29
Table 4-Title of the Respondents .....	30
Table 5-Rating The Youth Engagement And Participation In Local Governance Initiatives.....	31
Table 6-The Extent To Which Youths Understand The Local Governance Structure .....	33
Table 7-Programs Carried Out To Build Youth Capacity .....	35
Table 8-Youth Participation In An Advocacy Campaign .....	36
Table 9-Youth Participation In A Policy Discussions .....	40
Table 10-Youths As A Political Leader Or Vied To Be A Political Leader .....	48
Table 11-Youth Attendance in a Planning Meeting, Or Evaluation Meeting, of a Local Governance Program.....	52
Table 12-Youth representation is not recognized in KCCA Act .....	54
Table 13-Limited Resource To Facilitate Youth Participation In The Local Governance .....	55
Table 14-Limited Oversight Role By The Youths In The Local Governance Business.....	56
Table 15-Enhance Youth Entrepreneurship Schemes.....	58
Table 16-Promotion Of Youth Forums On Local Governance Of The City .....	58
Table 17-Youth Sensitization On Local Governance .....	59
Table 18-Promotion of youth representation and recognition in the law.....	60

**List of Figures**

Figure 1-Histogram on Gender ..... 28

Figure 2-Respondents by Division..... 30

Figure 3-Title of Respondents..... 31

Figure 4-Programs to Build Youth Capacity ..... 35

## ABBREVIATIONS

CBO	Community Based Organizations
CDFU	Communication for Development Foundation Uganda
CRC	Convention on the Rights of the Child
CAO	Chief Administrative Officer
CAP	Chapter of the Laws of Uganda
CSO	Civil Society Organization
DFID UK	Department for International Development
EC	European Commission
EU	European Union
GOYS	Government Department of Youth and Sport
GSEA	Gender and Social Exclusion Assessment
GTZ	German Technical Co-operation
ILO	International Labour Organisation
KAS	Konrad-Adenauer-Stiftung
LC	Local Council
LGA	Local Governments Act
LGs	Local Governments
MDGs	Millennium Development Goals
MOGLSD	Ministry of Gender, Labour and Social Development
NGO	Non-Governmental Organization
NYC	National Youth Council
NGOs	Non-Governmental Organizations
NRM/NRA	National Resistance Movement/National Resistance Army
PRSP	Poverty Reduction Strategy Paper
UNDP	United Nations Development Programme
ULGA	Uganda Local Governments Association
UPE	Universal Primary Education
WHO	World Health Organization

## **ABSTRACT**

Promotion of youth participation in development is a key policy, legal, and institutional objective. Participation in development does not only ensure that stakeholders drive the development agenda but also enhances participation of youth since they are the majority of all populations. Youth constitute the majority of workforce and consequently those who will be affected most by any policy, law, or institutional program. Further, participation in development is a legal right, a human right, and an obligation that the government's duty holders ought to fulfil to the right bearers, in this case, the youth. This study sought to analyze the status, challenges and success factors for youth participation in local government in Kampala. The key determinants for youth participation addressed were involvement in policy, advocacy, political processes, and service delivery.

Employing a case study design with both qualitative and quantitative approaches, the population of the study included youth, youth leaders, political leaders, and bureaucrats of the Kampala Capital City Authority (KCCA). The study analyzed and reviewed government initiatives to promote youth participation in development in the triploid context to laws, policies, and institutional programs, which involves organizational structures and offices, as well as activities, using Key informant interviews, Focus group discussion, questionnaires and document review.

The results of the study indicate that the local government has reduced engagement of youth since the coming into force of KCCA in 2011, yet there are laws and policies for engagement of the youth. However, the youth are not as well informed on participation, especially the female youth who participate less than the male youth. Further, participation in planning has been reduced, due to the current culture of promoting bureaucracy, and reducing politics, at the KCCA because of the ongoing rift between the Executive Director appointed by the President and the elected lord Mayor. The results indicate gaps in the areas of local government involvement of the youth, youth access to financial services, and youth health services. Gaps also exist in the monitoring and reporting of the extent to which the various activities and initiatives have improved youth participation in development. In light of the results of this study, there are numerous opportunities for promotion of youth participation in development at local government.

The entry points for both government and civil society partners are various, but generally categorized into legal, policy, and programmatic activities. For the government, there is need to ensure full legal provisions in the areas of constitutional rights for enabling rights enforcement in line with African youth charter, with specific legal issues at the policy level, there is room for policy directives on financial support, health, education, and governance. Further, the youth need to be involved as partners, and not mere participants in training sessions. There is also room in development of policy positions so as to promote key gaps in education, etc. In addition, there is need for multi-dimensional lobbying efforts to advocate for youth participation in decision making. Also, the civic society needs to start, and grow the culture of research based, empirical analysis, and monitoring, evaluation, and reporting on the status of youth rights generally, and the implementation of dictates of African youth charter by the government of Uganda. Finally, and outside the role of government, the study crafts unique advocacy plans, to serve dual functions of lobbying the government to fulfil its obligations, while at the same time, offer strategic interventions which can be implemented by the civil society.

## **CHAPTER ONE:**

### **GENERAL INTRODUCTION**

*“There is nothing for us, without us.”*

Motto of African Youth Development Link (AYDL). (AYDL, 2015)

#### **1.0 Introduction**

Albert Einstein was only 25 years when he wrote his famous theory of relativity. Gandhi was about 25 years when he was instrumental in founding the Natal Indian Congress which molded the Indian community of South Africa into a homogeneous political force before he moved on to fight for the freedom of India. Che Guevara was about 28 years when he joined the revolutionary movement with Fidel Castro for the freedom of Cuba. Nelson Mandela was about 30 years old, when as a leader, he was spearheading against apartheid policy of racial segregation. There are several such young leaders today that exemplify their leadership in the field of science, medicine, technology, business, art, sports, politics, literature, and other sections of the society.

The above great world icons were young and all of them acted at the local level to cause lasting global change. This exemplifies the importance of youth, and the need to enable them to act at the local levels, the local governments, to cause lasting change to the world.

Governance, that is, the process which includes all the actors involved in influencing the decision-making process (such as lobbies, parties, medias), is centered on the relevant "governing body" (Marc, 2011). Whether the organization is a geopolitical entity (nation-state), a corporation (a business or organization incorporated as a legal entity), a socio-political entity (chiefdom, tribe, family, etc.), or an informal one, its governance is the way the rules, norms and actions are produced, sustained, regulated and held accountable.

Local government, as the lowest level of state interaction with the citizens in development programs, is key to sustainability, and effective delivery of developmental interventions (Lockner, 2013). Referred to variously as cities, counties, municipals, or towns, these organs are the main entry point for citizen participation (Kemp, 2007).

Bessant (2004) argues that youth participation in governance, that is, the totality of engagement in the processes and outcomes of electoral, economic, and social initiatives, is a prerequisite to equitable development of a nation. In public policy, governance and communities there is increasing awareness of the critical role that young people play in forming and sustaining healthy communities. Given the predicted demographic trends, young people in fact form the vital human resource base for future communities which are increasingly ageing. (Hart, 1992) Projects without this can result in disillusionment, manipulation, control and exclusivity (Hart, 1992; Arnstein, 1969). Further, youth participation in governance is a key policy, legal, and institutional objective. Youth participation in local governance will ensure that they drive the development agenda, since they are the majority of all populations. In addition, participation in

governance is a legal right, a human right, and an obligation that the government's duty holders ought to fulfil to the right bearers, in this case, the youth.

The purpose of this research paper was to analyze the levels of youth participation in local governance in Kampala District, using Central and Kawempe Division for the case study. The results of this study will inform the policy makers, advocacy professionals, academia, and development partners of the levels of youth participation in local governance; the main factors affecting participation; and promote recommendations and strategies of enhancing youth participation.

This chapter will present the background of the study, the problem statement, the purpose of the study, general objectives, the research questions, conceptual framework, significance and justification of the study, the scope of the study (geographical, time and context scope), operational definition of terms and concepts, assumptions and limitations.

## **1.2 Background**

### **1.2.1 Local Governance Concept**

Bevir (2013) defines governance as referring to all processes of governing, whether undertaken 'by a government, market or network, whether over a family, tribe, formal or informal organization or territory and whether through laws, norms, power or language. In Investigating Policy Processes: The Governance Analytical Framework (GAF) Hufty (2011) conceives the scope of governance as covering the interaction and decision-making among the actors involved in a collective problem that lead to the creation, reinforcement, or reproduction of social norms and institutions. In this case, governance is a process, as distinguished from government, which is a formal body invested with the authority to make decisions in a given political system.

Levi-Faur (2011) outlines the processes through which public governance occurs as including networks involving public-private partnerships (PPP) or with the collaboration of community organizations; the use of market mechanisms whereby market principles of competition serve to allocate resources while operating under government regulation; and through top-down methods that primarily involve governments and the state bureaucracy.

The World Bank (1991) defines governance as the manner in which power is exercised in the management of a country's economic and social resources for development. The above indicate that governance considers the process by which governments are selected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies and the respect of citizens and the state of the institutions that govern economic and social interactions among them.

Local governance, on the other hand, refers to all processes of governing, whether undertaken by a government, market or network, whether over a family, tribe, formal or informal organization or territory and whether through laws, norms, power or language. (Bevir, 2013). It

relates to the processes of interaction and decision-making among the actors involved in a collective problem that lead to the creation, reinforcement, or reproduction of social norms and institutions. (Hufty, 2011)

Local governance as a concept leads to improved results in service delivery, peace building, environmental sustainability, and democratic representation. (UNDP, 2014)

According to the United Nations Development Programme's Regional Project on Local Governance for Latin America: Governance has been defined as the rules of the political system to solve conflicts between actors and adopt decision (legality). It has also been used to describe the "proper functioning of institutions and their acceptance by the public" (legitimacy). Finally, governance has been used to invoke the efficacy of government and the achievement of consensus by democratic means (participation). (Applebaugh, 2012)

### **1.2.2 Participation in Local Governance**

Participation is a commonly used approach and concept within development. It has numerous definitions, for example, the World Bank has defined participatory development as: "... a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them." (World Bank, *World Bank Participation Source Book*, 1996, p.13)

There is increasing interest in youth participation, driven to some extent by the discourse on children's rights. However, this has been limited, and is often only at a superficial level, in the sense that young people are often included in one-off discussions, where their contributions of 'voice' do not actually affect core structural policy decisions.

Several efforts have been conducted in the research and international development community in order to assess and measure the quality of governance of countries all around the world. (Castro, 2013) Measuring governance is inherently a controversial and political exercise. A distinction is therefore made between external assessments, peer assessments and self-assessments such as the African Peer Review Mechanism, and self-assessments which are country-led assessments that can be led by government, civil society, researchers and/or other stakeholders at the national level.

However, despite the name or scope of measurement, participation is an indicator that appears in various indices for governance. For instance, the World Governance Index (WGI)(World Governance Index, 2009), considers several parameter including Peace and Security, Rule of Law, Human Rights and Participation, Sustainable Development, and Human Development. Effectively, a key component of governance, and by extension, local governance, is participation.

Participatory governance focuses on deepening democratic engagement through the participation of citizens in the processes of governance with the state. The idea is that citizens should play more direct roles in public decision-making or at least engage more deeply with



political issues. Government officials should also be responsive to this kind of engagement. In practice, participatory governance can supplement the roles of citizens as voters or as watchdogs through more direct forms of involvement. (IDIS, 2009)

Participation in local governance leads to several direct benefits. For instance, Kamal writes that participation in local governance for improved service delivery and MDG acceleration. Most basic services for citizens are provided by local governments. The aim is to improve their ability and capacity to become better administrators, raise revenue and deliver high-quality services to accelerate progress towards the MDGs. (Siddiqui, 2012)

Lockner (2013) also writes that local governance participation builds for state- and peace-building. Government can promote peace and reconciliation at the local level. They can build consensus through dialogue, promote trust, and integrate conflict prevention into programmes and services at the local level. (Lockner, 2013)

In addition, local governance and democratic representation, as local leaders engage with marginalized groups and promote accountability, inclusion and participation, the representation of citizens will enhance democracy. (Kemp, 2007)

Finally, local governance participation promotes environmental sustainability since such local networks develop robust local governance systems, capable of addressing the challenges posed by climate change, environmental sustainability and disaster risk reduction.

Youth participation is the active engagement of young people throughout their own communities. It includes decision-making, sports, schools and any activity where young people are engaged. Young people want and deserve a voice in their communities. Nothing is more important to the health of our democracy than the active engagement of young people in representative government at the local level.

On the other hand, disappointing progress in meeting national goals through centralized processes has induced many countries, especially in the developing world, to think beyond top-down development more seriously than in the past (Ronald & Henry, 2000). Rapid political, economic, demographic, and technological changes have fueled the trend to rely more heavily on lower levels of government for public sector activities (Giorgio, 2000). Decentralization has emerged as a highly popular strategy for improving public sector efficiency, responsiveness, and accountability in the developing world. According to Braun and Grote (2000), he increased opportunities for citizen participation and ownership under decentralized systems are also claimed to contribute to social and political stability. Indeed, according to Devas (2005), Mwalimu Julius Nyerere expressed his disappointment and regretted the abolition of local governments in 1972 and the disbanding of co-operatives.

The UNDP Youth Strategy offers key entry points for systematic and coordinated action to support youth within an increasingly complex development context for their social, economic and political development. UNDP's Youth Strategy identifies development challenges and issues facing youth today, and more importantly offers forward-looking recommendations for strategic

entry points and engagement of a broad range of partners, including young people themselves, in addressing youth empowerment issues around the world. (UNDP Youth Strategy 2014-2017)

Elsewhere, the Qatar's third National Human Development Report sees youth as a critical force in shaping national development. The report offers key entry points for systematic and coordinated action to support youth within an increasingly complex development context for their social, economic and political development. (UNDP, 2014)

Holdsworth (2003), writes of research which suggests young people who are involved in positive activities such as community service and participation in civic affairs are less likely to pursue risky behaviors or get into trouble.

Such concerted efforts to encourage youth participation and involvement also can help municipal leaders make better decisions and wiser public investments. Young people are the foremost experts on their experiences, needs, and interactions with other segments of the community. Involving youth in local decision-making taps this important knowledge.

Youth participation and involvement in local government promotes the full and healthy development of young people (Kemp, 2003).

The regional policy making and standard setting institutions have outlined principles for the involvement of young people in local governments' activities. The World Bank and other donor agencies have advocated, and even required, decentralization in a number of countries in Africa (World Bank, 2009).

City officials and non-government organizations in communities large and small have already taken steps to ensure that youth have a voice and a role in local government. Through civic engagement, young people gain work experience, acquire new skills, learn responsibility and accountability, develop a greater sense of confidence, empowerment, and membership, and forge meaningful connections with other youth and adults (Hart, 1992).

In countries like Somalia, although the majority of Somali youth believe they have a right to education and decent work, they feel disempowered by multiple structural barriers. Radical shifts in policies and attitudes are needed to empower and place them at the core of the development agenda. At the district levels, local development plans have been utilised for their great potential for responding to the needs of Somalia's youth, whether in terms of service delivery or in encouraging their constructive participation in society. Local engagement can also become a launching pad for the broader participation of young people in state and national political processes, particularly in light of the expected transition to a permanent constitutional order. (Empowering Somali Youth for Peace and Development, 2012)

### **1.2.3 Participation in Local Governance in Uganda**

Many African states were centralized during colonial rule and local authorities were inspired by local government systems in operation in the time of the respective colonial masters (Olowu 2004). However, at independence, and immediate post-independence, governments

adopted centralized governance, to promote regional and balanced development, and enhance service delivery, as well as self-governance (Mutibwa, 1992).

In Uganda, the constitution at independence in 1962 established a decentralized system combining federalism, with semi-federalism and unitary (Nsibambi, 1998). It granted a federal status to the kingdom of Buganda and a semi-federal status to the kingdoms of Ankole, Bunyoro and Toro, and the territory of Busoga. It also provided for Councils to be established in the districts of Acholi, Bugisu, Bukedi, Karamoja, Kigezi, Lango, Madi, Sebei, Teso and West Nile. Even as the independence constitution was abrogated in 1966, there was still central government system, even though centralised powers were enacted. As Frederick Byaruhanga notes in *Student Power in Africa's Higher Education: A Case Study of Makerere University of President Obote's* , National Union of Students of Uganda (NUSU), a politically vibrant youth movement, students were always dispatched to upcountry stations to articulate to the masses the meaning of socialism and in particular Obote's Common Man's Charter. NUSU was a formidable conduit for President Obote's UPC political aspirations, not only at university but in the countryside too.

Rt Hon Dr Ruhakana Rugunda (Current Prime Minister of the Republic of Uganda), who was then a youth winger in the UPC, was one of those who were constantly dispatched. "We were committed radicals who denounced imperialism and all forms of oppressions," he described their actions, then, in a 2002 interview quoted in Byaruhanga's book. Former UPC ideologue and current opposition Chief Whip, Ms Cecilia Ogwal, says Dr Rugunda and Mutebile were among the well groomed cadres of UPC that Obote believed would rise to take the leadership of the country.

However, NUSU members' robust political activism hounded them into exile when Amin started clamping down on those with divergent political views.

Further, with the military take-over in 1971, the military regime of Idi Amin (1971-1979) also retained local governance, albeit through new structures, provincial and district administrations (Mutibwa, 1992). The coming back of Obote, and his reign between 1980-1985 also retained the centralized system of Amin, except without the provinces (Rondinelli, 1981). The above analysis shows that local governance and participation of local people particularly youth through local councils and students unions in development programs is not a creation of the NRM government, but rather, has been enshrined in the constitutions since independence.

The main impact of NRM, on coming to power in 1986, was the setting up of a stratified system of decentralization (Villadsen, *et al.*, 1996). The promulgation of the legal system created five levels of government (village-LC 1, Parish-LC 2, Sub-county-LC 3, County-LC-4 and District-LC 5), but political authority and significant resources are only with LC 3 and LC 5 (units of decentralization). The central government opted to create districts as the highest level of local government in an attempt to satisfy regional and tribal demands for political power (Makara, 1998). The local governments have various platforms, and offices, through which the local residents can engage in and participate in development programs. With the implementation

of the decentralization policy, deliberate effort has been undertaken to decentralize the decision making powers on the planning and budgeting process.

Participation in local government in Uganda is provided for through the following avenues:

The *Planning Manual*, which facilitates bottom up planning, with key planning centers at the Village/Community level, Parish level with a Parish Development Committee (PDC) as an institution in charge, sub-county level where there is a technical planning committee and an Executive Committee. At the district level there is a Technical Planning Committee. At every level of this structure there is both a technical and political organ which work together to promote economic development.

*Budgeting Manual* which facilitates the budget formulation and execution processes. The Manual was designed to specifically promote the decentralization objective of promoting local government autonomy, widen decision making and ensure that local government expenditures facilitate efforts to eradicate poverty in the country. The participatory planning and budgeting provide a framework of reviews of performance before plans for the next financial year are agreed upon. The reviews take place at all levels. However, the key ones are those to roll over the local government development plans and sectors at the centre which draw participants across all levels of Government. This is done in recognition of the different stakeholders/partners in development.

*Reporting:* In addition, the local governments provide periodic reports on their performance in terms of financial and physical outputs. This provides inputs into the performance review and national assessments.

According to projections from the Uganda Bureau of Statistics (UBOS,2014), Uganda's population is estimated at 34 million people, with close to 78% of this population below the age of 30. Uganda is thus one of the youngest countries in the world. Youth between the ages of 18-30 constitute 21.3% of Uganda's population.

In Uganda, the government has extensively promulgated laws, policies and institutions for the purposes of promoting youth participation in governance. Uganda has legislation providing for participation of the youth in governance, including the *grundnorm*, the constitution; and subordinated by the various acts of parliament, chief amongst them being the national youth council act, which provides for the effective participation of the youth in electoral processes.

The Constitution of the Republic of Uganda, further under the National Objectives and Directive Principles of State Policy, provides among others that the state shall be based on democratic principles, which empower and encourage the active participation of all citizens at all levels in their own governance, a clear manifestation that youth participation is a constitutional role since they are the majority citizens. (Uganda 1995 Constitution, National Objectives II Part (i))”

Also the Local Government Act of 1997 guarantees youth participation guided by the principle of decentralization and devolution of governmental functions and powers to the people at appropriate levels where they (youth) can best manage and direct their own affairs.

The policy framework in Uganda encourages youth participation in governance and decision making at both national and local government level. At national level, the Constitution of Uganda provides for affirmative policy for the entire marginalized groups including the youth. This policy on affirmative action has ensured the representation of the youth (male and female) in the national assembly by five MPs and at the district local councils by 2 youth councilors. This has enabled the youth to present their views and concerns for consideration in the national development agenda.

There are also various local civil societies carrying out initiatives to implement the letter and spirit of the promotion of youth participation in governance, to name but a few, Plan Uganda, which offers cheap access to capital, as well as capacity building; Africa Youth Development Link (AYDL), which offers capacity building in participation in governance; Action Aid Uganda, which brings together smaller outfits for capacity building; Reproductive Health Uganda (RAHU), which addresses mentoring and reproduction; Young Leaders' Think Tank for Policy Alternatives, which is a technical body for policy formulation; Open Society Institute of East Africa (OSIEA), which funds and provides technical support to multiple youth initiatives; Uganda Youth Network (UYONET), which has recently launched a leadership academy, amongst other initiatives; and Open Space Centre (OSC), which provides training programs in capacity building.

From the foregoing, there is a multitude of interventions to promote youth participation in local governance in Uganda. The only issue is whether or not there is efficacy, effectiveness, relevance, reach and sustainability of the interventions, to lead to the desired outcome of meaningful development and sharing of benefits of the development process.

### **1.3 Statement of the Problem**

Despite the human rights foundation of youth participation in governance, anchored in the constitution, international legal documents, as well as policy documents, there still exist challenges facing the youth participation in governance, with special reference to participation at the local governance level (Kemp, 2007). In Uganda, young people participation has been hindered by lack of structured frameworks (NYC, 2014, p.3). Under the Uganda Local Government Act, citizens have the right to participate in annual budget conferences at each level of local government. However, in many cases this is little more than a formality, with participation limited to a few special-interest groups (Blore et al., 2004). Effectively, despite the existence of representatives in parliament and other lower decision making levels, youth still express concern that their voices are not heard and they are still left out in all major decision making processes in development of their communities, mostly due to their levels of poverty (Mohan, 2008). The new KCCA regime has also been noted to exclude youth political participation, preferring to focus on development, attended by lack of responsiveness of public

institutions to citizens, particularly the poor, and their lack of 'voice' in service delivery (AYDL, 2014). Indeed, city and municipal councils in Uganda have also been known to undertake the planning and budgeting in isolation of their electorate, further reducing the logic of bottom up planning and the identification of development programs by the targeted beneficiaries (Nyirinkindi 2007). Further, there are mechanisms for participation and accountability but which are often dominated by local elites to the exclusion of the poor and uneducated youth (Crook, 2003).<sup>50</sup>

While youth represent the country's present highest population segment in Uganda, and suffers the most in terms of highest youth unemployment, with unemployed youth aged 15 to 24 constituting 83% of the unemployed population in Uganda (World Bank Report: African Development Indicators 2008/09), most youth are also limited to participate in governance and development programmes due to their lack of skills/capacity (Porter and Onyach-Olaa, 2001). Further, the status of girl child and young women, or female youth, also offers unique challenges to participation in development and governance. This is despite the deliberate policies and efforts to support and/or enable participation of female youth, youth with disabilities, youth out-of-school and youth living with HIV/AIDS are particularly crucial for sustainable development (Uganda Gender Policy, 2007). The female youth hence face a unique challenge to participation in development (Mayoux, 1995).

In summary, despite the various policies, programs, and activities, there is still lack of effective youth participation in local government.

## **1.4 Objectives of The Study**

### **1.4.1 Main Objective**

The purpose of this study was to investigate the extent and challenges of youth participation in local governance in Kampala District, taking a case study of Central and Kawempe Divisions.

### **1.4.2 Specific Objectives**

The specific objectives of the study were as below:

1. To analyze the status of youth participation in local governance in Kampala District, with a focus of Central and Kawempe Divison Uganda;
2. To analyze the capacity of the youth to participate in local governance in Kampala District, with a focus of Central and Kawempe Divison;
3. To identify the challenges facing youth participation in governance in Kampala district; and,
4. To recommend strategies for enhancing youth engagement in governance in Kampala district with a focus of Central and Kawempe Division.

### **1.4.3 Research Questions**

The research questions were as below:

1. What is the status of youth participation in local governance in Kampala District, Uganda specifically Central and Kawempe Division?
2. Do the youth have the capacity to participate in local governance?
3. What are the challenges facing youth participation in local governance in Kampala district specifically Central and Kawempe Division?
4. What are the recommended strategies for enhancing youth engagement in local governance in Kampala district specifically Central and Kawempe Division?

## **1.5 Scope of the Study**

### **1.5.1 Geographical Scope**

The study was carried out in the two divisions of Kawempe and Central located in Northern, and Central parts of Kampala District, respectively.

### **1.5.2 Time scope**

The researcher mainly sought to cover six months and was carried out from April 2015 to November, April 2016. The indicators of the study, that is, the extend of youth participation, was analyzed between 2006-2014, with 2006 being the year of adoption of the African Youth Charter, which is the leading and guiding document on youth participation in Uganda, and the leading advocacy tool for the rest of Africa.

## **1.6 Significance of the Study**

There is need to enhance youth participation in governance initiatives, especially at the local level, so as to ensure that development programs, strategies and policies are responsive to the youth, and are sustainable. Indeed, some observers have argued that, in terms of thinking and practice about development, we are currently in the ‘age of participation’ and it is the ‘paradigm of people’ (Muraleedharan, 2005; Oakley, 1991). Consequently, there is a need to better understand the constraints and challenges faced by youth in participation in local governance. This is the main objective of this research study.

The results of this study will form a database on the ideas and experience of advocacy, programmatic and policy initiatives which could be adapted to solve challenges of youth participation in local governments. By analyzing the strategies of youth participation in local governments, the study will help in redesigning the advocacy strategies for effective engagement of the youth.

The study will also provide vital information to the stakeholders involved in enhancing local governance, on important aspects of youth participation. With this information, it is hoped that both the government, civil society and the private sector was motivated to improve the engagement of new and strategic models for youth participation in local governance.

Finally, the research seeks to relate this study to the larger, ongoing dialogue in the literature about youth participation in local governance, and the role of building the capacity of the youth. Subsequently, the results of this study will provide useful academic knowledge and resource to students, academicians, policy makers and other stakeholders who wish to understand in depth the area of study. Consequently, it will offer a basis for further criticisms and development of the knowledge on the thematic area.

## **1.7 Justification of the Study**

The youth constitute over 70% of Uganda's population, and effectively, the labour population. The future of Uganda is in their hands, and consequently, their involvement in the creation of the future is key. An understanding of their current engagement in governance issues is hence key in ensuring that the development programs, initiatives, policies, and laws, are in line with their interests. If the youth mode of effective involvement of the youth is not clear, then such initiatives will lead to unsustainable development programs.

## **1.8 Definition of Key Words**

### **Capacity**

Ability. An organization or community is said to have more capacity when it has more ability to reach its goals. (Barnett, 1986)

### **Capacity building**

The notion that an outside agency can build the capacity, strength or power of an organization or community. (Kaplan, 2000)

### **Participation**

Taking part in the activities. Doing. Not relying only on observing. A recommended way to train and teach people. (Mohan, 2008)

### **Participatory development**

Participatory development is a process through which stakeholders can influence and share control over development initiatives, and over the decisions and resources that affect themselves. (Cornwall, 2002)



## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.0 Introduction**

Literature review shows the overall scenario of the terms of local governance and youth participation as well as its evidence in the world. The reviewed research articles, thesis or dissertations, etc. were received from friends, national and international libraries, journals, publications of youth participation and websites. A review of those studies was important in order to develop an approach that can be employed in this study. This chapter will present the theoretical review which is the review of literature on the theory which is the guiding principle of the study, actual literature review which is discussed objective by objective using the existing literature on the subject revealing the contributions made by earlier scholars, weakness and existing gaps. Finally a summary of the literature review identifying the lessons learnt and the gaps that have been identified.

#### **2.1 Theoretical Framework**

This study proposes to focus on Armatya Sen's (2004) capability approach to development as a ground to base the analysis of youth participation in development. Armatya Sen (2004) argues that the core focus of the capability approach is on what individuals are able to do (i.e., capable of). The capability approach to development inspired the creation of the UN's Human Development Index (a popular measure of human development, capturing capabilities in health, education, and income). The approach, emphasizes functional capabilities ("substantive freedoms", such as the ability to live to old age, engage in economic transactions, or participate in political activities); these are construed in terms of the substantive freedoms people have reason to value, instead of utility (happiness, desire-fulfillment or choice) or access to resources (income, commodities, assets). Consequently, any involvement of a people, through programs intended to improve participation in development, must look at their real gains, the "functional" gains, as opposed to just paper rights (Nussbaum, 1998).

The study also focuses on rights based approach to development, which requires the development partners to engage the recipients of the benefits of development, the right bearers, in the process, and end results of development (Hamm, 2001). The rights based approach to development leads to effective, relevant, efficient, sustainable, and high impact reach of the development interventions (Harris-Curtis, 2003). This approach lists the two stakeholder groups in rights-based development—the rights holders (who do not experience full rights) and the duty bearers (the institutions obligated to fulfill the holders' rights) (Tsikata, 2009). Rights-based approaches aim at strengthening the capacity of duty bearers and empower the rights holders. The UNDP (2006) argues, and rightly so, that the rights based approach ensures that both stakeholders are knowledgeable about their individual rights, responsibilities, and roles in society. This enables effective communication necessary between rights holders and duty bearers.

Finally, the study is based on the theory of participatory approach to development. Participatory development (PD) seeks to engage local populations in development projects (Mohan, 2008). Through giving the communities a part in initiatives designed for their benefit, it is hoped that development projects was more sustainable and successful. Advocates of PD emphasize a difference between participation as “an end in itself”, and participatory development as a “process of empowerment” for marginalized populations (Cornwall, 2002). Effectively, hence, participation is both a means, as well as an end. Research conducted by several development agencies (World Bank, 2009) suggests that there are many benefits to be gained through the use of PD (Jennings, 2000). These studies suggest that while PD projects may have high start up costs, they was less expensive and more sustainable in the long run since the projects and contents under PD are developed with the beneficiaries, and hence are better at addressing local needs and are generally more relevant to local populations than traditional development projects (Watkins, 2008). Further, community participation is also thought to increase the efficiency of development projects (Osmani, 2008). In addition, participation can also contribute towards more equitable outcomes so long as elite capture of participatory mechanisms is avoided.

In summary, from a theoretical perspective, this study is a mix of various schools of thought, meant to ensure sustainability of youth led interventions, and governance programs, at the local level. PD is a bottom-up approach that involves extensive discussions, conversations, and decision-making with the target community.

## **2.2 Review by Objectives**

### **2.2.1 Youth Participation In Local Governance**

The definition of youth varies according to contexts (Golola, 2003). The United Nations defines a "youth" as being between the ages of 15 and 25. "Teenagers" are often defined as between 13 and 19 years of age; and "young adults" as 20 to 24 years of age.

The National Youth Council (Amendment) Act 2010 adopts the definition of youth laid out in the African Youth Charter, as people between the ages of eighteen (18) to thirty (30) for purposes of eligibility to comprise the National youth council structures.

For purposes of this study, the definition of youth as a person within the age bracket of 15 to 30 years, in line with the Constitution of the Republic of Uganda (1995). The Ugandan Constitution's definition has been informed by international and regional definitions namely United Nations, Common Wealth and African Union.

There are various models of youth participation which can be followed when attempting to get young people involved with decision making or acting for change.

Marc Jans and Kurt De Backer (2003) present the *Triangle of Youth Participation*. This suggests that young people will actively engage with society when presented with three specific dimensions; firstly they must have something to challenge. Following this, they must feel they

have the capacity to make a difference and finally must be able to connect with others in order to tackle the issue effectively.

Working on behalf of UNICEF, in 1992 sociologist Roger Hart(1992) created a model for thinking about youth participation as a continuum of activities. Entitled the "*Ladder of Participation*," this spectrum identifies eight types of youth participation ranging from tokenism and manipulation to engaging youth as partners. Hart's Ladder of Participation is a model that can be used when developing and working on youth participation projects. It aims to enable young people to take an active part in decision making, and give them the opportunity to have a 'voice' in society. Hart states there are 8 steps on the '*Ladder of Participation*" The first three steps, manipulation, decoration and tokenism, are considered not be engaging young people in active youth participation, but instead provide a pathway to move up onto the other stages of youth participation. The following five steps after this look at how to fully integrate young people into the decision making process and how to get them actively involved. These steps evolve in that the next step the adult organize an event for young people to volunteer in (young people assigned but not informed).

Following this approach, the young people's opinions will have some influence on decisions made and they will receive feedback on these opinions (Young people are consulted and informed). Next step involves adults coming up with the initial idea, and young people taking the necessary steps to implement it with their own ideas and organization (Adult-initiated, shared power with young people). The penultimate step looks at young people having full power and creative license over their ideas and projects (Young people lead and initiated action). The final step looks at the amalgamation of some of the final few steps, in that the young people initiate the idea and invite adults to join in, thus leading to an equal partnership. (Young people and adult share decision making.)

Adam Fletcher of the Free child Project has identified a range of youth participation in social change through his "Cycle of Engagement". (Fletcher, A. and Vavrus, J., 2007) David Driskell, another UN-affiliated researcher, has identified several "steps" towards youth participation, while Daniel Ho-Sang has analyzed models according to a horizontal continuum. Some examples of these forms of youth participation activities may include youth councils, participatory action research, youth-led media, and youth-targeted political organizations.

From the foregoing, youth participation often requires some measure of student voice or youth voice, as well as youth/adult partnerships. Results are often measured by youth development goals, academic outcomes or returns on social capital. They may take the form of civic engagement, youth rights or intergenerational equity.

In 1975, the US National Commission on Resources for Youth in the United States defined youth participation as the involving of youth in responsible, challenging action that meets genuine needs, with opportunities for planning and/or decision-making affecting others in an activity whose impact or consequence is extended to others— i.e., outside or beyond the youth participants themselves. Other desirable features of youth participation are provision for

critical reflection on the participatory activity and the opportunity for group effort toward a common goal. (US, 1975, P.8)

Youth participation, also called youth involvement, has been used by government agencies, researchers, educators, and others to define and examine the active engagement of young people in schools, sports, government, community development and economic activity.

In 1995, the Canadian Mental Health Association (CMHA) established a definition of meaningful youth participation as involving recognizing and nurturing the strengths, interests, and abilities of young people through the provision of real opportunities for youth to become involved in decisions that affect them at individual and systemic levels.

In 2006 the Commonwealth Youth Programme and UNICEF remarked: "As there are many types of developmental processes, cultures and unique individuals in the world, participation is not any one phenomenon. There are various definitions of participation. A basic concept of participation however, is that people are free to involve themselves in social and developmental processes and that self-involvement is active, voluntary and informed." (UNICEF/Commonwealth, 2006. Pg. 17)

Youth participation can be viewed as a means to an end or as an end in itself. Dr. Roger Hart defines participation as a fundamental right of citizenship. "Young people need to be involved in meaningful projects with adults. The platform for youth to get involved has continued to increase in contemporary society, however these opportunities cannot be seen to be amplifying the voice of youth in society. (Forbrig, 2005, Pg.4)

Youth participation can be seen as a means of helping to achieve program goals for youth or communities. The World Bank defines participatory development as a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them. (World Bank, 1996,P.12)

According to IPPF (2005), participation as a means is used to achieve effective project implementation, the idea being that participation is a good way to get things done. For example, a youth participation project might be set up to involve young people in designing the Local Youth Centre because they are more likely to know what the target population would find attractive, and hence ensure a popular and successful Youth Centre.

The concept of "governance" has been applied to the processes through which public decisions are made (Ronald & Henry, 2000). Landell-Mills & Serageldin (1991) have defined governance as the use of political authority and exercise of control over a society and the management of resources for social and economic development. This definition emphasizes the political nature and the management aspect of governance. However, it does not define the nature of the relationship between the authorities (the governors) and the public (the governed). Charlick (1992) looked at governance as the effective management of public affairs through the generation of a regime (set of rules) accepted as legitimate, for the purpose of promoting and enhancing societal values sought by individuals and groups.

### **2.2.2 Capacity and Participation In Local Governance**

Youth participation is effectively a subject of the capacity to participate. Education and training are crucial in empowering citizens to effectively participate in local governance, especially in communities that have experienced significant political change (Ronald W. Johnson & Henry P. Minis, 2000).

Dr. Roger Hart developed a widely used conceptual model for youth participation called the “Ladder of Participation”. Hart’s Ladder of Participation depicts participation on a continuum, from manipulation and tokenism, which do not constitute real participation, to higher levels of participation in which young people initiate, direct, and share decisions with adults. The ladder of participation highlights two important characteristics about true youth participation. First, participation is not an either/or phenomenon. Simply having a young person present does not result in true participation. Young people must have a certain level of empowerment, responsibility, and decision-making power to participate meaningfully. Second, the quality and type of the partnership between youth and adults is important.

This can closely be linked to the capability approach of Sen (1984), which provides that the real enjoyment of benefits comes only through effective improvement in the substantial capacities of the people.

In Uganda, the 1995 constitution stipulates one third of councillors at all levels must be women. This had the immediate effect of introducing 10,000 women into a local government system that had previously been dominated by men (Ahikire 2001: 1).

Further, the Africa Youth Development Link (AYDL) (2014) has reported that the engagement of the youth is low, mainly due to lack of effective training and poor understanding of levels of engagement, and the structures of engagement.

Umar (2012) argues that to embrace citizen participation as a fundamental mechanism, there is a need to build the local capacity towards poverty reduction and rural development. He asserts that there is already effective citizen participation and representation, but these are yet to be translated into empowerment and shared benefits for the rural poor. The unfolding central government (CG) control rekindles the ‘recentralization’ of decentralization. It is argued that tackling rural development in predominantly agricultural economies like that of Uganda requires participation to link to mechanisms that can boost agricultural production, increased employment and household incomes. Likewise, the central government’s conceived development strategies should enlist participation in order to attain strong local ownership and empowerment.

Local governments are over dependent on grants from the central government since local governments have limited financial resources (IFPRI, 2011).

The IFPRI report addresses the problem of having less civically people to effectively influence the deliver services to the people and carry out successful development projects affects

general service delivery. However, the central government is working on making trainings available to local governments to increase their capacity (IFPRI, 2011).

### **2.3 Challenges Facing Youth Participation**

Several authors have reported on the various challenges that face youth participation generally, and also with special reference to youth participation in local government.

Ronald & Henry (2000) posit that the greatest challenge of local democratic representation is the failure of its associated human development elements to translate into production and improvement in household incomes. However, decentralization is also often adopted by national level elites as a strategy for mobilizing and maintaining regional power bases (Crook, 2003), and the youth are not involved in the full scale participation in all processes of development, ranging from planning, execution, and sharing of benefits (AYDL, 2014). Even at local levels, according to Olowu (2004), participatory approaches often meet considerable resistance in most developing countries. Local managers complain that NGOs do not have the capacity to engage in partnerships, or that citizens' lack the technical awareness to debate service options.

Further, there is an increasing note of skepticism about the results of youth participation in local governance particularly because of the evident weaknesses of local level democratic processes in so many countries (Olowu et al., 2004; Shah et al., 2004; Wunsch, 2001). In Uganda, this is the case, given the high illiteracy of youth in matters of local governance. (AYDL, 2014)

The realization of the cardinal goals of decentralization and community participation in rural development requires invigoration of the local community's role in resource mobilization, demanding accountability from local leaders, participating in planning, and choosing leaders without manipulation from the local elite and central government (AYDL, 2014).

Olowu (2009) argues that those demographical characteristics like age and gender have a strong impact on the probability to participate. He further states that Social capital variables also show the same trend. However, our results do not show statistical significance on the effect of citizen participation on local financial management or primary education services. Thus, participation must translate into effective representation and empowerment before benefits for all can be realized to spearhead poverty reduction (Muduuli, 2006). Likewise, tackling rural development in predominantly agricultural economies requires participation to link to agricultural production, increased employment and household incomes.

The overwhelming message from a range of participants in all three Districts is that women's participation in the Local Council system is largely ineffective, that the spaces provided by that system are gendered, and that this excludes women at all three levels of the LC system examined by the study. (Adong *et al.*, 2002: 43)

Further challenge to the youth participation lies in the marginalization of their councils. Their finances and decision making powers are extremely limited. Their impact is much disputed. PEAP civil society consultations concluded: ‘The women and youth councils have been marginalized. To date there is no clear policy on organizing and financing these institutions’ (Civil Society Organizations Taskforce for PEAP Revision 2000: 20).

Adong *et al.* (2002: 32) found that Women and Youth Councils helped amplify women’s voice; however, but the impact of this voice is intermittent. Under the Uganda Local Government Act, citizens have the right to participate in annual budget conferences at each level of local government. In many cases this is little more than a formality, with participation limited to a few special-interest groups (Blore et al., 2004).

Uganda has faced challenges in balancing the acknowledgement of traditional leadership while bringing about decentralized government. Another challenge cited by is that only certain youth leaders are engaged (JAALGS, 2012). This finding is supported by AYDL (2014) which reported that most youth across the country said that policy-making is a top-down process because they are never given the chances to express their views and yet they did not believe farmers were well represented in the councils.

Finally, Kiwanuka (2006) also states further reasons as poverty. He argues that participation of the youth in local government issues is still very low. This is possibly because of high poverty and unemployment levels. Their concern is immediate income. This makes their participation ratios very low.

## **2.4 Summary of the Literature Review (The Gap)**

Youth participation ought to look at various perspectives of involvement in governance, beyond simply politics, as expounded by Hart *et al.* above, to include such aspects as youth participation in service delivery in areas health, governance, or youth, agriculture, governance.

In Uganda, there is a gap in the involvement of the youth. There is, for instance, an increasing note of skepticism about the results of decentralization, particularly because of the evident weaknesses of local level democratic processes in so many countries (Olowu et al., 2004; Shah et al., 2004; Wunsch, 2001).

According to Ronald & Henry (2000), participatory approaches often meet considerable resistance in most developing countries. Local managers complain that NGOs do not have the capacity to engage in partnerships, or that citizens' lack the technical awareness to debate service options. Conversely, citizens and NGOs complain that local governments are too bureaucratic, are arrogant, and do not want to share power. Mutual mistrust is the standard.

The position of youth in Uganda, as in most African societies, is a rather marginalized one, youth possessing little power and authority and being expected to listen to and respect elders. In the public debate, youth issues either receive limited coverage (compared to for

instance women issues) or a coverage focusing on problems or concerns related to young people's vulnerability. Unemployed and poor youth thus constitute in the eyes of many a threat to stability, examples highlighted being the youth mobilized as rebels in the conflict in Northern Uganda, and youth in slum areas getting involved in drugs, substance abuse and crime or being mobilized politically in the recent riots in Kampala (Danish Youth Council, 2009).

Even those who believed that the legal-administrative framework can be effective concede that without feasible financial autonomy, local governments cannot adequately respond to local needs and aspirations. This is because, without a reasonable level of financial independence delegated from the central government to local governments, autonomous local activities, which are based on aspirations of local population, can rarely be carried out. The resource base of local governments is, however, very limited, making them reliant on central government transfers for operations. This lack of financial autonomy affects the implementation of development plans and consequently limited service delivery, since most funds are diverted before they reach their final destination (Muriisa 2008). According to Kayizzi-Mugerwa (1999), the success of decentralization depends on the capacity of districts and urban governments to raise their own revenue and use it efficiently in the provision of services.

The legal-administrative framework was reported not to be self-enforcing in many aspects. This is in line with Deininger (2005), who stated that accounting systems, for example, are often extremely weak in local government and are open to all manner of disputes. Annual accounts are often finalized long after the end of the financial year (if at all, in some cases). On the ground, central governments rarely have the capacity to perform comprehensive external audits on all local governments.

The legal-administrative framework is to match the social costs of the fastpaced private sector and is largely unenforceable, and slow-inappropriate to other situations, resulting in corrupt tendencies. The procurement law in Uganda was raised by most respondents, which does not suit local government operations. This finding is supported by Kwame and Jacques (1999), that long and cumbersome procurement procedures cause corruption. A large number of complex, restrictive regulations, coupled with inadequate and inappropriate controls are characteristic of developing countries and helps corruption spread.

Conclusively, the legal-administrative environment in which the decentralization policy is implemented suffers from a number of weaknesses that slows good governance. Decision-making processes are unsystematic and mechanisms of accountability between officials and elected representatives are inadequate. The financial dependence on the center (and in some cases on donors) undermines the accountability of local governments to local voters and taxpayers.

It is important that today's youth be encouraged to take interest in local government decision-making activities and that opportunities be created to foster civic participation by young people.



The above studies both support the theories of capability approach to development; participatory approach to development; and rights based approaches to development.

However, to a large extent, issues dealing with attitudes of the youth; how to build youth capacity to participate in local governance; and actual participation of the youth in decision making, politics, and advocacy, are not well covered in a specific context. In essence, the studies are a generalization of theories, and their applicability to the community generally.

They however fail to show how such general theoretical concepts can be applied in a case specific scenario as Kampala District, to evaluate the quality of youth participation in local governance.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.0 Introduction**

This chapter focuses on the study methods used during data collection which included the research design, population of the study, sample size and selection, sampling techniques and procedure, data collection methods and instruments, data quality control, procedure of data collection, data analysis, measurements of the study and ethical consideration.

#### **3.2 Research Design**

This research used both quantitative and qualitative techniques to gather numerical data and use statistical analysis to arrive at meaningful conclusions. On the other hand, qualitative techniques were used to gather analysis rather than data in words and concepts quantification (Punch, 2005). Qualitative techniques allowed the researcher to understand the views of a person concerning an organization or the behaviours of people in a social or professional setting (Punch, 2005). Mixed method of qualitative and quantitative methods combines to capitalise on strengths and reduce weaknesses that stem from using a single research design. (Leech, 2009)

The study adopted a case study design to improve the quality of the qualitative, as well as quantitative data collected for social research (Shepard, Jon; Robert W. Greene, 2003) through offering descriptive, exploratory or explanatory analysis of a person, group or event. The research used self-administered questionnaires and interviews as the main data collection instruments for the study. Case studies also facilitated an in depth and specific study that will result in reliable and substantial information.

#### **3.2 Study Population**

In this study, the target population was youth, youth leaders, and administrators of non-governmental organizations, as well as government offices, within two divisions in Kampala that is, Central, and Kawempe Divisions.

The national youth policy defines youth as all young persons, female and male, aged 12 to 30 years. In YouthMap: A cross-sectional situational analysis on Youth in Uganda (2011), it notes the draft national youth policy (2011-2016), referring to youth as 15-29. The youth leaders were the ones in youth movements and the elected youth leaders in the local government.

#### **3.3 Sample Size and selection**

This sample size of 100 was selected since Sutton and David (2004) state that a sample size should not be less than 30. This is because it was not possible to cover the entire population. The sample size was selected purposively from employees and management of the divisional offices whereas the youth were also selected randomly, so as to get a clear feel of experiences of youth in participation in governance and development at local government level in the research area.

**Table 1: Respondents& Data Collection Methods**

Category Of Respondents	Number Of Respondents	Data Collection Methods	Sampling Techniques
NGO Officials	10	KII	Purposive Sampling
Youth	60	FGD Guide	Simple Random Sampling
Youth Political Leaders	10	KII	Purposive Sampling
Local Division Officials	10	KII	Purposive Sampling
Kampala District Officials	10	KII	Purposive Sampling
Total	100		

### 3.4 Sampling Techniques and Procedure

The study employed purposive sampling method was used to select senior management, and staff with titles, in various NGOs, as well as local government offices. Also known as judgmental, selective or subjective sampling, purposive sampling relies on the judgment of the researcher when it comes to selecting the units (e.g., people, cases/organizations, events, pieces of data) that are to be studied. (Berg, 2006). These were the officials responsible for youth participation in governance processes. (Hunt, *et al.*, 2001) The research also utilised simple random sampling for the youth.

### 3.5 Data Collection Methods and Instruments

The research utilized multiple data collection methods and instruments due to the nature of data being collected, the nature of respondents, and to realise data quality, validity and reliability.

#### 3.5.1 Data Collection Methods

The type of data collected for analyses which was the basis of this study was obtained from both secondary and primary sources. The study utilised formal data collection process is necessary as it ensures that data gathered are both defined and accurate and that subsequent decisions based on arguments embodied in the findings are valid. (Weimer, 1995).

### 3.5.1.1 Interviews

The study utilized interviews to collect data. The structured one-on-one directed conversations with key individuals or leaders in a community and provided relevant qualitative and quantitative data for the research. Interviews can be conducted face-to-face or by telephone. They can range from in-depth, semi-structured to unstructured depending on the information being sought. Further, response rates are usually higher than for self-administered questionnaires. (Bowling, 1997)

### 3.5.1.2 Documentary Review

The other method used was review of both primary and secondary documents. This method was used to collect primary data retrieved from government records and publications, and was useful in providing both theoretical framework from literature review, as well as contextual and conceptual framework for the study. (Taket, 2010)

### 3.5.1.3 Focus Group Discussion

Further, the study also utilized Focused Group Discussions. This method involved a group of people being asked about their perceptions, opinions, beliefs, and attitudes towards a product, service, concept, advertisement, idea, or packaging. Questions were asked in an interactive group setting where participants are free to talk with other group members. (Marshall, *et al.*, 1999). This was used for youths, and youth leaders, at the two divisions. Focus groups or group discussions are useful to further explore a topic, providing a broader understanding of why the target group may behave or think in a particular way, and assist in determining the reason for attitudes and beliefs. (Hawe, 1990) They are conducted with a small sample of the target group and are used to stimulate discussion and gain greater insights.(Bowling, 1997)

The table below shows the focused group discussion frequencies, and participants.

**Table 2: Focused Group Discussions Data**

<b>Focus Group Location</b>	<b>Number of Participants</b>	<b>Male</b>	<b>Female</b>
Kawempe Division	7	3	4
Central Division	11	5	6

The study had two focus group discussions for the youth category of respondents, one at Kawempe Division, and the other at Central Division. From the above data, the focused group discussion got a total of 18 participants, and the gender participation was almost 1:1 ratio, so as to get the correct picture of the participation.

### **3.5.2 Data Collection Instruments**

The researcher used the following instruments and modes of administration in data collection;

#### **3.5.2.1 Structured Questionnaires (SQ)**

The researcher used structured questionnaires which were thematically based on the research questions and objectives. It is so due to the fact that structured questionnaires are simple to administer and relatively inexpensive to analyse (Kothari, 1990). The questionnaire was constructed with Likert scales for collecting and generating quantitative data. This was used for the youths, as well as key informants namely NGO Officials, Youth Political Leaders, Local Division Officials, Kampala District Officials. A sample questionnaire is herein attached.

#### **3.5.2.2 Key Informant Interviews (KIIs)**

These are expert sources of information, who given their personal skills, or position within a society, were able to provide more information and a deeper insight into what is going on around them. They are "natural observers" and are interested in the behaviour of those around them, they observe the development of their culture and often speculate, or make inferences. This method was used to collect qualitative and quantitative data focusing on the study objectives. A KII guide is herein attached. This was used for the key informants, namely NGO Officials, Youth Political Leaders, Local Division Officials, Kampala District Officials.

#### **3.5.2.2 Focused Group Discussion Guide**

Focus Group was conducted using the focus group discussion guide, so that the in-depth interview accomplished in the group could enable collection and validation of data at the same time. (Morgan, 1988) The focus or object of analysis is the interaction inside the group. The focus group guide also allowed for collection of an appropriate amount of data in a short period of time. (Stewart, 1990) The guide was administered by the researcher as a moderator or group facilitator who introduced topics for discussion and helps the group to participate in a lively and natural discussion amongst themselves.

### **3.5.3 Data Type**

The primary data was collected from the selected divisions through primary data collection methods like questionnaires and focus group discussions, as well as youth development reports and local governance documents.

Secondary data was obtained from literature reviews of writings on the same topic from various sources including desk-top research, textbooks, journals, newsletters and newspapers.

### **3.5.4 Administration of Data Collection Instruments**

The questionnaires were administered to individual respondents and respondent groups by the researcher. In addition, the focus group discussions and key informant interviews were conducted using the interview guides.

The researcher and the research assistants were at the same time recording field notes as much as possible, but also taking pictures relevant to the study. However a deadline for completion was given and the questionnaires were collected in order to avoid wastage of time or questionnaires getting lost.

### **3.6 Data Quality Control**

Instruments were first pre-tested to see if they do capture the required information with respect to the research questions. This testing was important as it helped the researcher to identify and remove sensitive and convoluted questions. This also ensured instrument and data validity. Further testing was done by discussing the research instruments and questions with fellow students and researcher's supervisor who recommended the instrument before the study was carried out.

Amin (2002) defines reliability as the degree to which an instrument consistently measures whatever it is measuring. Reliability was ensured by using similar themes throughout the instruments to permit consistent comparisons.

Furthermore, data was made reliable and valid through editing. Editing was aimed at accuracy and consistency in answers given by respondents. It emphasized the uniformity of answers given and gauged whether the questions were carefully interpreted. Through editing, the researcher was also able to ensure that all questions are answered.

### **3.7 Procedure of Data Collection**

The researcher had an introductory letter to the concerned which was issued by *Uganda Martyrs University Department of Good Governance and Peace Studies*; the letter introduced the researcher to the respondents with the topic and area of study listed. The researcher got permission from the relevant persons in this case clear to authority in order to access the councilors. The data collection was then carried out. The researcher carried out review of other secondary sources of data concurrently with the interviews since there was always time in between when waiting to meet the next respondent.

### **3.8 Data Analysis**

Data from questionnaires was entered into the computer using excel and SPSS software for analysis. These programmes are quick and accurate in analyzing the type of data collected. The rest of the data from focused group discussions, key informant interviews, observational notes and document examination was reduced into categories or themes.

In this study, canonical correlation analysis was used to develop sustainability and community participation indices basing on the responses given by respondents. Canonical Correlation Analysis (CCA) was used since it involves a family of correlation analysis techniques in a more general form. The procedure is used because it investigates the inter-correlation between two sets of variables.

Qualitative data was analyzed using descriptive statistics in the form of frequencies and percentages. The same technique was applied in the computation of means and standard deviations for the key institutional variables in the study.

Once the descriptive results were examined, the analysis used exploratory factor analysis to identify the major variables, which political and administrative stakeholders in local governance should use to strengthen decentralization and realize good governance.

Reliability of the results was confirmed through computing the Cronbach alpha coefficient, which ranged between 0.71 and 0.86, which was well above the internationally recommended 0.7 value.

Finally, the research utilised triangulation to address the validity of the data. (Barbour, 2001) This involved the comparison of the data collected from focus groups and interviews, with documentary review results, and theoretical approaches, to test the veracity of the responses. Observation and in-depth interviews to investigate the evaluation objectives. (Golafshani, 2003) This also ensured reliability. (Ovretveit, 1998)

### **3.9 Measurement of Variables**

The study is both qualitative, as well as quantitative, and consequently, the quantitative data was measured through numerical counting, captured in the questionnaire.

### **3.10 Ethical Considerations**

Throughout the study period the researcher's behaviour in relation to the rights of those who was the subject of this study was checked. The research therefore was guided by the following research principles:

It is important during the process of research for the researcher to understand that participation is voluntary; participants are free to refuse to answer any question and may withdraw at any time.

Another important consideration, involved getting the informed consent of the interviewees during the research process.

Finally, personal confidentiality and privacy are very important since the thesis was public. If individuals have been used to provide information, it is important for their privacy to be respected. Where private information was accessed, confidentiality was maintained (Newman, 1998). All respondents were therefore, re-assured of this before being involved.

### **3.11 Limitations and Assumptions of The Study**

The study looked at youth participation in local governance, and further conceptualized youth knowledge of governance structure; and youth participation in decision making through advocacy, political involvement and policy engagement, the challenges encountered and strategies for effective & meaningful participation in local governance.

This study was based on a number of key assumptions. First, the researcher assumed that the respondents shall be cooperative in answering the questions. Secondly, it is assumed that the respondents would answer questions truthfully. Finally, it is assumed that the research was done timeline of the study herein scheduled.

In the process of carrying out this investigation, a number of limitations were met. Some targeted respondents were not willing to set aside time to respond to the investigator's questions which could end up frustrating the researcher's efforts to collect substantial data. The researcher faced by a problem of some rude and hostile respondents.



## CHAPTER FOUR

### PRESENTATION, ANALYSIS AND DISCUSSION OF THE FINDINGS

#### 4.0 Introduction

This chapter focused on the field findings and mainly looked at analyzing, interpreting, presentation and discussion of the findings.

#### 4.1 Gender

**Table 3: Gender of Respondent**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Male	55	55.0	55.0	55.0
Female	45	45.0	45.0	100.0
Total	100	100.0	100.0	

**Figure 1-Histogram on Gender**

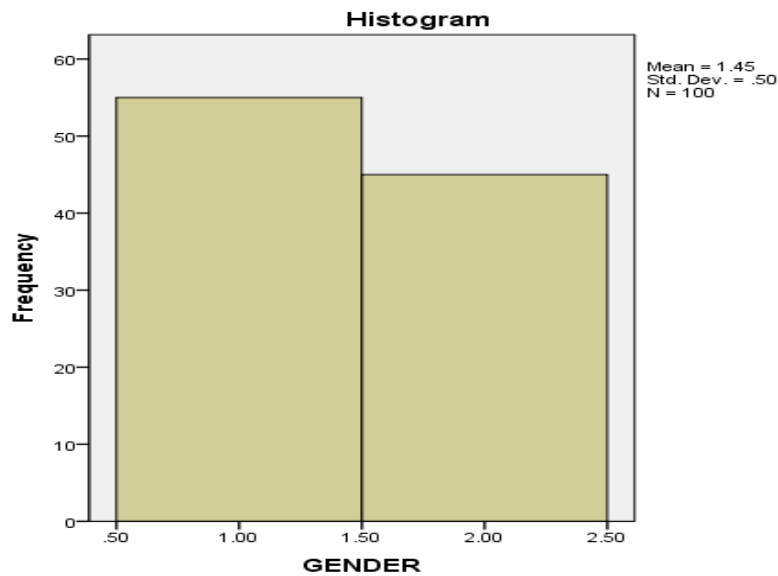


Figure 1 Source; Primary Data, 2015

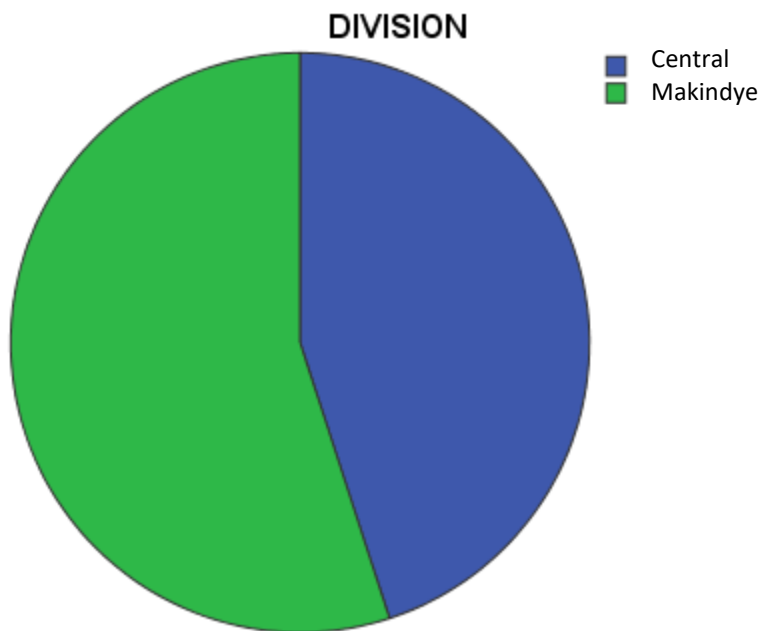
Figure 1 above illustrates findings on gender and 55% of the respondents were males and 45% of the respondents were females implying that majority of the respondents in this study

were males meaning that the study had gender imbalance however this did not put significant effect on the primary findings.

#### 4.2 Division

**Table 4-Divisions Visited**

	Frequency	Percent	Valid Percent	Cumulative Percent
Central	45	45.0	45.0	45.0
Valid Kawempe	55	55.0	55.0	100.0
Total	100	100.0	100.0	



## Figure 2-Respondents by Division

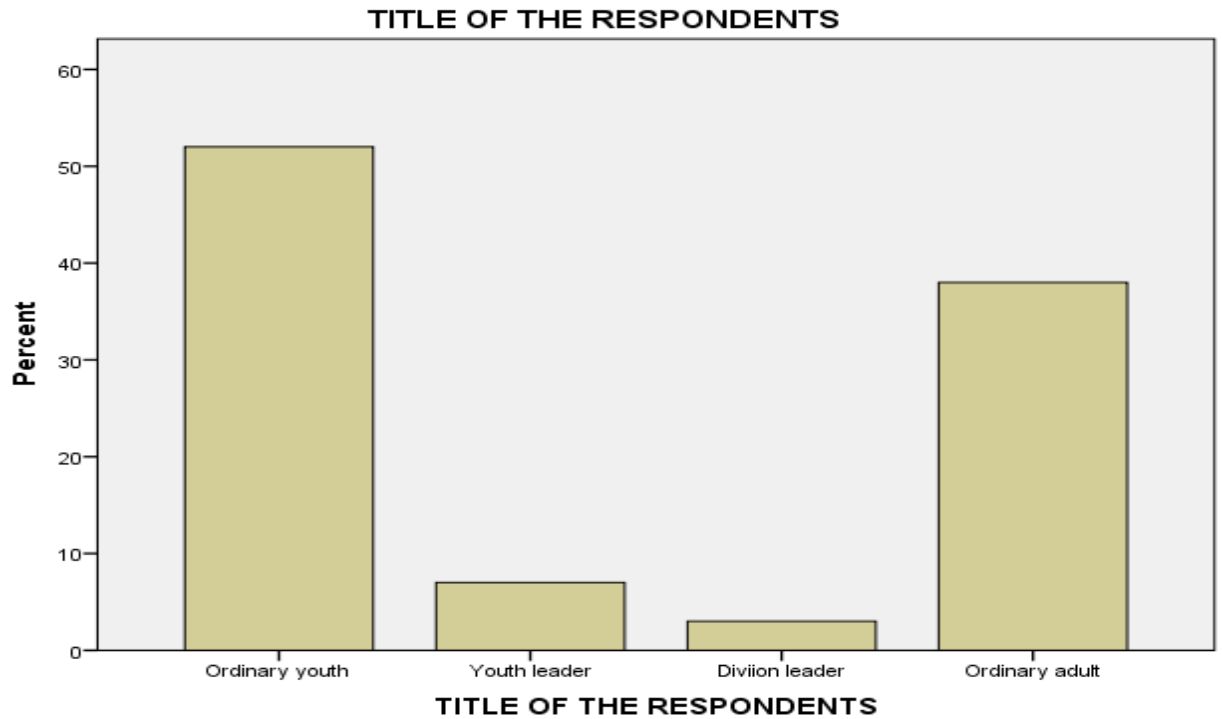
*Source; Primary Data, 2015*

Figure 2 above illustrates findings on the response according to respondent's division and 55% of the respondents were in Kawempe division and 45% of the respondents were from Central division implying that majority of the respondent in this study were from Kawempe division. This means that the respondents were to a large extent, distributed almost evenly, and hence, the study results are representative.

### 4.3 Title Of The Respondents

**Table 5-Title of the Respondents**

	Frequency	Percent	Valid Percent	Cumulative Percent
Ordinary youth	52	52.0	52.0	52.0
Youth leader	7	7.0	7.0	59.0
Valid Division leader	3	3.0	3.0	62.0
Ordinary adult	38	38.0	38.0	100.0
Total	100	100.0	100.0	



**Figure 3-Title of Respondents**

*Source; Primary Data, 2015*

Data in figure 3 above indicate findings in the response according to the title of respondents in this study area and 52% of the respondents were ordinary youths, 38% of the respondents were ordinary adults, 7% of the respondents were youth leaders and 3% were division leaders implying that majority of the respondents were ordinary youths. This means that the nature of respondents in this provided reliable information since these were target population of the study.

**4.4 Youth Participation and Local Governance**

**Table 6-Rating The Youth Engagement And Participation In Local Governance Initiatives**

	Frequency	Percent	Valid Percent	Cumulative Percent
Low	46	46.0	46.0	46.0
Moderate	24	24.0	24.0	70.0
High	30	30.0	30.0	100.0
Total	100	100.0	100.0	

Source; Primary Data, 2015

Table 5 above indicate findings of the response on rating the youth engagement and participation in local governance initiatives and 46% indicated that youth engagement and participation in local governance initiative was low, 30% identified youth engagement and participation in local governance initiative as being high and 24% indicated youth engagement and participation in local governance initiative as being moderate implying that majority of the respondents in this study rated youth engagement and participation in local governance initiative as being low. This means that youth engagement and participation in local governance initiative is low basing on the findings in this study.

Schmidt (1996) defines youth participation as a process by which people, especially disadvantaged people, influence policy formation and control design alternatives, investment choices, management and monitoring of development interventions in their communities.

She further contends that youth participation ensures accountability, trust, predictability and reliability in planning and managing public sector organizations. In discussing the issue of popular participation, he draws four main conclusions:

a) Participation has an important role to play in facilitating sound Public Sector Management. The impact of citizen participation and even the desire of citizens to participate in the public sector depend on the health and effectiveness of the public sector.

b) Participation is not the normal way of doing business in most developing [and many developed] countries. The “attractiveness” of participation increases when institutional mechanisms are in places that improve the willingness and capacity of different stakeholders to participate.

c) The likelihood of effective public participation is considerably enhanced by systems that provide for internal participation within the ranks of the civil servants; once they are empowered, they will have greater motivation and authority to empower those they serve.

d) The sustainability of stakeholders’ participation depends on the ability of outside agencies to help build institutional links among all relevant stakeholders.

These four conclusions are very important in understanding the concept of youth participation. Despite the fact that popular participation has several advantages, it is critically noted that it is not the normal way of doing business in most developing countries including Uganda. Clark (1996) emphasizes that youth participation is the participation of the poor. It includes articulating the needs of the weak, changing attitudes and practices of the most vulnerable groups such as the disabled or the landless. This call was voiced by the youth during the Focus Group Discussion:

You encourage them(youth) to come together to address a problem, and they mostly think about hand-outs.

*(FDG with Volunteers in a small youth organization in Central Division, Kampala 12<sup>th</sup> July, 2015)*

Organizations in outskirts of Kampala city point out the difficulties in mobilizing young people around issues due to their high mobility, their demands in relation to the benefits of participation, their expectations in terms of immediate change of either their life situation or developments in the community, and the limited time they have available because of their domestic tasks. Clearly voluntary involvement in youth development poses a challenge for target groups comprising of poor youth lack opportunities. A youth participant noted:

They only stay if they get (financial) motivation; they only come for trainings if they get something.

*(FDG with Coordinator a small youth organization in Central Division, 12<sup>th</sup> July, 2015)*

On the other hand, a youth project based in Kampala working on youth empowerment through break dances and hip-hop, running on a purely voluntary basis, shows that with the right approach, voluntarism is possible. The success of the project seems to be a result of a charismatic initiator, an open decision making structure, a strong group identity and thus strong feelings of ownership among the youth involved, recognition from parents and the surrounding community and success in creating possibilities for capacity building and exposure for the members of the project (Jørgensen, 2010).

#### **4.5 The Extent To Which Youths Understand The Local Governance Structure**

**Table 7-The Extent To Which Youths Understand The Local Governance Structure**

	Frequency	Percent	Valid Percent	Cumulative Percent
Small	36	36.0	36.0	36.0
Medium	34	34.0	34.0	70.0
Large	30	30.0	30.0	100.0
Total	100	100.0	100.0	

*Source; Primary Data, 2015*

Findings in table 6 above indicate findings of the response in the extent to which youths understand the local governance structure and 36% of the respondents indicated small extent, 34% of the respondents indicated large extent and 30% of the respondents indicated medium implying that majority of the respondents indicated that youths understand the local governance

structure to a small extent. This means that most youths in the study area had limited knowledge about local governance structure based on the field findings in this study.

Participation is a component of democracy which refers to the process whereby people act in political ways to connect themselves to government and thus become self-governing (Grigsby,2005). Participation can occur in two ways: First, people can participate through established structures of the adopted forms of democracy; and second, they can participate through civil associations. In democracies, the election of leaders must be free and fair. In some societies, a referendum is used to decide on major issues of the day. In this way citizens become part of decision-making and governance. One youth activist noted that:

Generally, only a small percentage of young people who have been educated have the capacity for participation. But what about the young ones up-country, in the outskirts of the city or rural areas? They don't have the capacity.

*(KII with a youth activist in Kawempe Division, 17<sup>th</sup> July, 2015)*

According to interviewees, young people's capacity for participating in decision making processes depends very much on their education level. An extensive rural urban divide is generated by the low enrolment rates, low quality of education and limited access to information of young people in rural areas (and especially in marginalized regions of the country) as compared to youth in urban or semi-urban areas. Further, due to the general low quality of public education, youth from middle and high-income families, able to be for private schools or tutoring, obviously receive better education than youth from low-income families. Youth with disabilities seem to constitute a particularly vulnerable and marginalized group, victims of rights violations, lacking education and more often addressed as beneficiaries than as active participants. Organizations highlight that the majority of youth need empowerment in order to be able to participate effectively, and point to low levels of civic awareness.

Experiences in Uganda and elsewhere in Africa also show that leaders can neglect the interests of those who elected them and concentrate instead on their own interests and those of particular groups. It is therefore important for the people to constantly monitor the way their leaders manage their affairs. This is possible through civil associations, for example of farmers, youth, academics, youth, persons with disabilities, veterans, entrepreneurs, environmentalists etc. Participation in such associations is important as they help to protect group interests and as they raise awareness about specific issues and therefore can be educative. Furthermore, participation through such associations and groups eliminates individual isolation and strengthens the people's position in engaging leaders for their own interests and those of the community in general. This becomes even more relevant when the government system expands and its organs become far removed from the people, and when a person as an individual cannot effectively question the government.

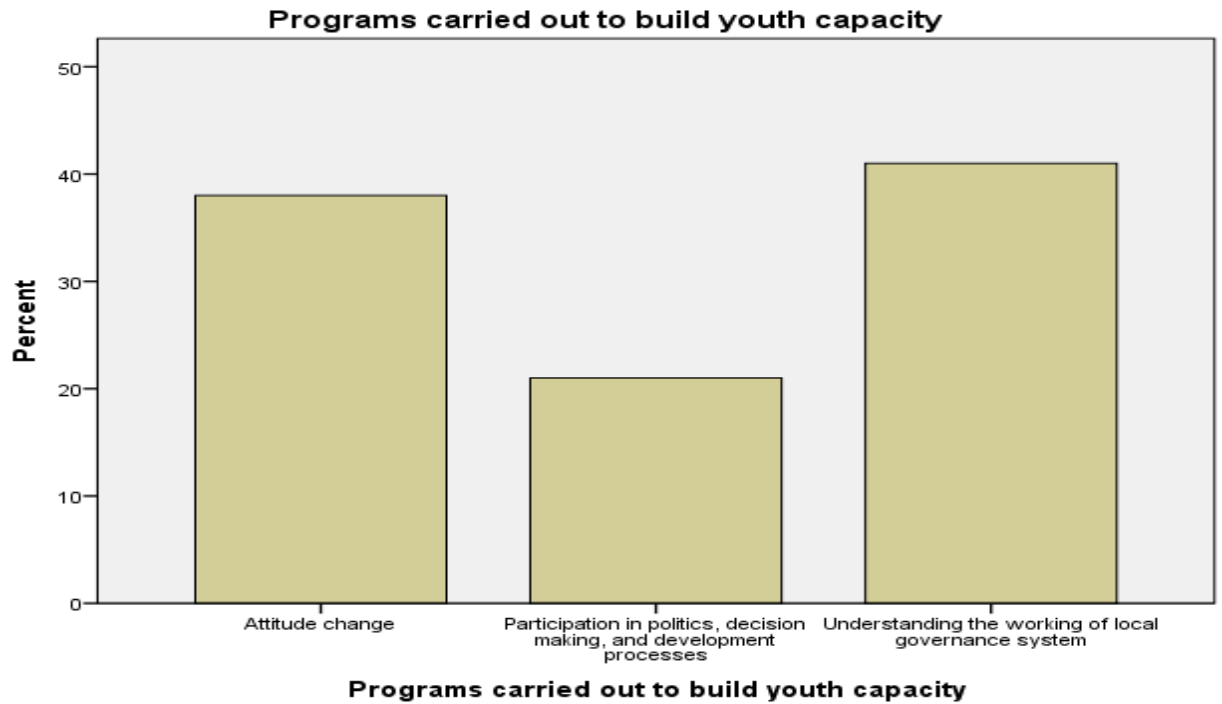
A lack of people's participation in free associations bears the risk that since it is difficult for an individual to pressurize the government into meeting people's needs, the failure of

individual efforts leads to individual despair and frustration, which may in turn lead to withdrawal from the campaign for democracy.

#### 4.6 Capacity Of The Youth To Participate In Local Governance

**Table 8-Programs Carried Out To Build Youth Capacity**

	Frequency	Percent	Valid Percent	Cumulative Percent
Attitude change	38	38.0	38.0	38.0
Participation in politics, decision making, and development processes	21	21.0	21.0	59.0
Understanding the working of local governance system	41	41.0	41.0	100.0
Total	100	100.0	100.0	



**Figure 4-Programs to Build Youth Capacity**

Source; Primary Data, 2015



Figure 4 illustrate data on findings of response on the programs carried out to build capacity and 41% of the respondents identified understanding the working of local governance system, 38% of the respondents identified attitude change and 21% of the respondents identified participation in politics, decision making and development processes implying that majority of the respondents identified understanding the working of local governance system as the program carried out to build youth capacity. This means that the outstanding program carried out to build youth capacity is understanding the working of local governance system.

#### 4.7 Youth Participation In An Advocacy Campaign

**Table 9-Youth Participation In An Advocacy Campaign**

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	60	60.0	60.0	60.0
Valid No	40	40.0	40.0	100.0
Total	100	100.0	100.0	

Source; Primary Data, 2015

Table 8 indicate findings on youth participation in an advocacy campaign and 60% of the respondents accepted that youth participate in an advocacy campaign and 40% of the respondents denied and so indicated that youths do not participate in an advocacy campaign implying that majority of the respondents accepted that youths participate in an advocacy campaign. This means that there is youth participation in an advocacy campaign.

Findings show that the recent growth of civil society and the development of communications media have contributed to some transparency in decision making in Uganda. Local radio has become a medium for debate about local issues, and phone-in programs with local political leaders have become quite common.

Local and international NGOs have often been instrumental in fostering community organizations and encouraging them to make demands.

However, 60% reported that civil society is not effectively involved in local governance and 65% indicated that even the participating civil society (especially local youth NGOs) lack the dynamism to be able to effectively engage with local governments on the nature of services provided in areas like planning, priority setting, and good governance.

At individual level, most of the people at the grassroots level do not know what their roles are vis-à-vis their councilors and administrators. This is mainly due to very limited opportunities for mutual contact between the people and councilors for LC 3 through 5 levels.

Translating grass-roots mobilization into advocacy and influence is also limited due to attitudes of the youth. This was not different from what Youth Chairperson alluded during the Interview:

“Exclusion from the national opportunities is a major challenge youth organizations, groups and associations from the country side faces. A lot of what could have benefited very much youth from the outskirt towns is concentrated around the capital city”.

*(Interview with Youth Chairperson KCCA in Kawempe Division, 17<sup>th</sup> July, 2015).*

While a large number of Ugandan youth are mobilized in some kind of development activities, and whereas Ugandan youth organizations seem relatively well networked, it is clearly still a challenge to ensure that the concerns and opinions of (marginalized) youth at grassroots level are taken up by the well-educated young Ugandans involved in advocacy work at the national level. Organizations based outside Kampala feel that they are left out of policy discussions and inadequately included in national youth networks.

The hierarchy of the local council system is supposed to work in two ways. It has to disseminate government policies from the top downwards. Councils are also supposed to reflect people's views and needs and pass them upwards. Yet, in reality, it functions more as a top-down and less as a bottom-up mechanism. It was often pointed out by respondents that meetings such as budget conferences are called at short notice, and when the gatherings take place, the agenda is often already decided. What the ordinary people wish to propose cannot be easily accommodated in these council meetings. These meetings in the end tend to be informative of government policy, rather than mutual discussions.

Under the Uganda Local Government Act, citizens have the right to participate in annual budget conferences at each level of local government. In essence the powers regarding the initiation, development and implementation of development plans at various levels are derived from section 36 of the Local Government Act. This section gives the district powers to prepare comprehensive plans that incorporate all the plans from the lower levels in their respective areas of jurisdiction. This is premised on the understanding that at the end of the day, the process will bring together the respective committees at the varied levels of the local government (Saito, 2000). In principle, Article 36 empowers the local people to take charge of their development priorities, through locally constructed plans as well as locally adapted solutions. This is premised on the assumption that the locally generated development plans will foster local ownership and sustainability. It is also right to add that under section 78, local governments are given the right and obligations to formulate, approve and execute their own budgets. In many cases this is little more than a formality, with participation limited to a few special-interest groups (Blore et al., 2004).

This finding is supported by a Fumihiko (2007) who reported that farmers in districts said that policy-making is a top-down process because they are never given the chances to express their views and yet they did not believe farmers were well represented in the councils. People often complain of a lack of feedback from previous meetings. Even if they express their views and the councilors promise to take some kind of action, in most cases nothing happens.

Participation of the youth in local government issues is still very low. This is possibly because of high poverty and unemployment levels. Their concern is immediate income. This makes their participation ratios very low.

Civil society, including religious institutions seems to be one of the few arenas in Uganda where youth have real possibilities for involvement and participation which seem meaningful to them. This avenue for participation has to be seen in the context of the situation of civil society in general and youth organizations in particular.

Citizen participation is widespread in Uganda, as a high proportion of the population in rural areas is involved in self-help groups, CBOs and religious organizations.

However, according to the CIVICUS Civil Society Index report on Uganda, this only seldom translates into political involvement. NGOs are to some degree involved in political work, but they are in general donor-dependent and in competition with one another (DENIVA 2006.Pg 23).

Civil society organizations in Uganda are governed by a legal framework comprising of the Uganda NGO Registration Act of 1989, the NGO Registration (Amendment) Act of 2006 and the NGO Regulations of 1990. Community Based Organizations are registered at Sub County or district level, and NGOs under the National NGO Board under the Ministry of Internal Affairs. A number of NGOs are opting to also register as private companies, because this gives the organization stronger rights in terms of ownership and transfer of assets, and because this legal status is considered to be more secure.

The NGO Registration Act of 1989 was amended in 2006, and 2015, but the changes are not yet operational. The amended 2015 act will give the NGO Board stronger powers to control NGOs, and is considered as a set-back by most organizations interviewed.

This is confirmed by CIVICUS' Civil Society Watch, which points out that,

The legal framework for the registration and operation of NGOs reflects a deep distrust of their activities and discounts their vital role in socio-political development. Key provisions in regard to the registration of NGOs create a web of bureaucratic red tape, which constitute a significant hurdle for individuals wishing to form an NGO. Moreover, the functioning of NGOs is impeded by excessive executive interference in their activities.(Civicus, 2015, p.67)

Youth-focused Community Based Organizations' are usually formed by a group of people in a community who wants to improve the situation of young people, often with a parallel

objective of creating jobs or other opportunities for the founding members. The organizations often address a number of different issues, mirroring the different concerns of youth in the communities as well as the interests of potential donors. For most CBOs economic empowerment of youth is a main issue.

Youth-focused NGOs are organizations working in more than one district. Many of the larger ones are adult-initiated and -led, but most have structures for youth participation in leadership. A smaller number are youth-initiated and -led, in most cases by university-educated young people. The Scouts and Girl Guides, YMCA and YWCA are old youth-focused organizations, but apart from those most NGOs were founded in 1990s or later.

The Uganda National Students Association (UNSA) is a national organization organizing students on the secondary and tertiary level, ensuring (in principle) that all educational institutions set up school councils or university guilds (UNSA, 2015). As secondary enrolment rates are low and even lower for the tertiary level, only a minority of youth benefit from this avenue for participation. Further, several interviewees point out that in spite of this structure students have little voice in the educational system, and that student leaders often are co-opted by government, thus moving away from the concerns of their fellow youth.

Civil society in Uganda features a large number of networks, and most youth focused organizations are members of several of those. At district level, NGOs and CBOs gather at district level NGO forums. At the national level many youth organizations are members of the National Youth Council, but several also engage in other networks for youth organizations with a higher civil society profile (as NYC is considered to be closely related to the Government) – e.g. Uganda Youth Network, Youth Plus Policy Uganda or Network Association for Youth Organizations in Uganda, or in thematic networks, among those especially the HIV&AIDS related ones.

It was found that the information flow is, in many cases, not adequate, and without adequate information effective participation is not possible. Accountability depends on information being available to citizens, in a sufficiently comprehensible form, on how resources are being used (Goetz et al., 2001). Although local governments are displaying financial/accounting information in public places, such information is deliberately too broad and technical for the public to understand.

In the final analysis, although citizens are increasingly ready to challenge authorities and demand accountability, their level of involvement and dynamism to effectively engage local governments, and lack of timely adequate information, greatly limits their participation.

Finally, political commitment at the highest level is essential for youth mainstreaming. The responsibility for change cannot be placed entirely on young people themselves, NGOs or the lead agency/ministry; the latter itself may need capacity building to increase its level of political status and influence. Overleaf is a summary of actions that donor agencies can take in

support (government action points are adapted from the Commonwealth Gender Management System (GMS) framework).

#### 4.8 Youth Participation In Policy Discussions

**Table 10-Youth Participation In A Policy Discussions**

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	68	68.0	68.0	68.0
Valid No	32	32.0	32.0	100.0
Total	100	100.0	100.0	

*Source; Primary Data, 2015*

Table 9 indicate findings on youth participation in a policy discussions and 68% of the respondents accepted that youth participate in a policy discussion and 32% of the respondents denied to the same statement and so suggested that youths do not participate in a policy discussions/meetings implying that majority of the respondents accepted that youths participate in a policy discussions. This means that there is youth participation in a policy discussion as based on the findings in this study.

Concerning the clarity of what should be the balance between central direction and local choice in a decentralized system, 32% of those who responded indicated that the balance is not clear.

According to one politician:

“It clearly makes little sense to decentralize if the center then seeks to control in detail the use of resources locally”.

(Interview with Youth Political Leader, *Central Division 17<sup>th</sup> July, 2015*)

Thirty two percent of those who are clear of the balance between the two governments do not approve of central governments detailed control in local government planning, priority setting, and budgeting, under the cover of central government transfers.

In some incidences, findings indicate that the “center-local” relationship that is supposed to facility autonomy in service delivery has turned into a “superior subordinate relationship”, and, in some worst cases, failing some local governments.

Fjeldstad (2001) opined that, in practice, central supervision of local governments is weak and all too often central controls create more problems than they solve, including delays, frustrations, additional costs, and perverse behavior.

Although policy reforms, like the abolition of graduated tax and the recentralization of CAOs are implemented and directly affect local governments, they are not involved. A respondent said,

“Young people want to build stable democracies, sustainable economies and societies based on equity. However, they are seen by the bureaucracy as a problem to be solved”.

(Interview with respondent, Central Division, 17<sup>th</sup> July, 2015)

This clearly undermines the whole purpose of decentralization, in the meantime making centrally appointed staff the focus of local political discontent as they serve the interests of the center rather than the local government.

It was also found that some powerful politicians at the center refuse to detach themselves from the operations of their local governments. This finding is agreement with Golola (2003), who stated that politicians at the center have little wish to cede power to the local government. This failure to cede power by politicians at the center limits democracy and autonomous decision-making at the local level.

In conclusion, the central-local relations have become mired in political/technical conflicts, fault-finding and corruption channels for returning kickbacks for central government transfers, thereby eroding the legitimate objectives of strengthening local government and promoting good governance.

Uganda thus has a quite extensive system for youth participation in political structures and an elaborate policy framework touching on youth participation and youth issues. However, all youth actors interviewed consider actual youth influencing political decision making low. Staff members from a youth organization reported thus:

“We have the youth structures, but they do absolutely nothing. The youth are not involved in policy making or implementation, the structures just exist as formalities”.

(Interview with respondent, Kawempe Division, 12<sup>th</sup> July, 2015)

A member of the administration of KCCA also noted,

“The youth MPs and youth representatives in Local Government, most of them are pushed by the ruling party. Therefore they don’t address issues affecting youth; they just help the ruling party. They don’t listen to opinions of other youths, and nothing is changing on the ground”.

(Interview with respondent, Kawempe Division, 12<sup>th</sup> July, 2015)

This clearly shows an overhand of politics in policy issues, and hence, reduction in quality of participation.

Ugandan government has implemented various initiatives to promote [participation for the youth as below analyzed, covering laws, policies, and institutions, promoting youth participation in development.

#### **4.8.1 Policy Provisions**

Ideally, policy is the first stage of creation of a government intervention at any level, and on any subject matter. The research sought to analyze the policies, that is, statements of intent adopted by government agencies, ministries, or departments, to guide and provide procedure of passing the law, and running programs, and or establishing institutions, to achieve the objective of the policy. In essence, policies are the very first step in the promulgation of a new legal order, constitutional or statutory (Munyonyo, 1999).

In the case of the youth charter, the ratification of the charter, as well as the consequent passing of policies, and establishment of institutions and programs, were as a result of the National Resistance Movement's (NRM) policy outlined in the 10 point program, and later, in other development programs (Olowu, 2004). The election manifesto of any government is the *grundnorm* in terms of government position on governance.

There are several policies to enhance youth participation in development and governance, as exemplified below:

#### **The National Youth Policy (Revised 2014)**

The government formulated and implemented the National Youth Policy in 2000 to provide guidance on the implementation of youth empowerment programme in the country. The Ministry of Gender, Labour and Social Development is the process of finalizing the review of the draft National Youth Policy (2001). In a near future, the country will have a revised National Youth Policy (2014). The review of the National Youth Policy slow and laborious exercise partially due to inadequate funding since the responsible Ministry has mainly reliable mobilizing financial support from development partners with minimum funds from government. The mission of the policy is youth empowerment through education, training and capacity building. However, the youth leaders interviewed said the ministry is not very interested in promulgating a sector wide strategy. One leader said that:

“The government is only interested in lip service, and working with youths to build up election victory, but not in real development of the youth”.

*(Interview with Coordinator a leader of small youth organization in Central Division, 12<sup>th</sup> July, 2015)*

#### **Universal Primary Education (UPE) & Universal Secondary Education (USE)**

The governments of Uganda come up with Universal Primary Education (UPE) and Universal Secondary Education (USE) to enhance access to education for all and improve capacity of the youth for participation in development through better education and skilling, talent identification and development, and career advancement.

## **Uganda National Youth Participation Guide**

MOGLSD in partnership with the UNFPA is drafting a Uganda National Youth Participation Guide as a means to promote meaningful youth participation in meaningful decision making. However, the operationalization of both the National Youth Coordination Framework and the National Youth Participation Guide is yet to be realized.

### **National Development Plan**

Uganda's policy framework for poverty reduction is summarized in the National Development Plan (NDP). The objective of the NDP is to lead in creating a large base of the public that will be able to support, engage with and promote national development by involving a large number of national youth in NDP processes. Under the plan, Government, in partnership with development partners and financial institutions has made available a Youth Venture Capital Fund whose main objective is to finance viable projects proposed by the young entrepreneurs as well as enable the youth benefit from associated mentoring services from the participating banks. The NDP mentions youth entrepreneurship (with USD\$5m earmarked for start-ups) through vocational skills for out-of-school youth with attention to quality and moral aspects and youth-friendly sexual and reproductive health and rights. AYDL (2014) states that the emphasis on vulnerable youth in the sections on gender and social protection is a key component of promoting youth participation.

However, the youth still suffer from inability to access information on market opportunities and the types of technologies being developed by national and local units. There are no mechanisms put in place to facilitate youth to venture into agriculture yet they still take agriculture to be a low prestige occupation. Further, NAADS, which is one of the primary interventions in agriculture only mentions youths as part of the beneficiaries. A youth leader said that:

“Nothing is in place structurally to show deliberate mechanisms put in place to promote meaningful youth participation in the programme”.

(KII with a youth activist in *Kawempe Division, 17<sup>th</sup> July, 2015*)

### **National Employment Policy**

National Employment Policy is meant to be the guiding document in employment programs. However, there has not been any updated labour force data to guide effective implementation of the policy. The country lacks skill survey, and there are constant reports of university graduates having a skills mismatch with the workplace. There are also limited set standards and operational framework on externalization of labour in Uganda. Further, there are limited recognition of trade unions' role in guarding against young workers implementation (Ahamad et al., 2006).



## **Ministry of Gender, Labour and Social Development Investment Plan**

Ministry of Gender, Labour and Social Development Investment Plan is the leading document in the line ministry for youth affairs. This plan provides for coordination of employment policy with poverty reduction; collection and analysis of employment data; promotion of youth employment; and promoting and protecting the rights of vulnerable groups and various programs have been started to help the youth.

However, the youth still face difficulty in securing employment because of the ubiquitous requirement of prior experience by employers. There is still existent poor training, low productivity jobs and low wages trap the working poor and exclude young persons from participating in economic growth.

## **The National Adolescent Health Policy for Uganda (October 2004)**

The National Adolescent Health Policy for Uganda (October 2004) is the leading document in promoting adolescent health. It:

- *Recognizes the critical roles adolescents can play in promoting their own health and development*
- *Emphasizes the need for their participation in planning, implementation, monitoring and evaluation of programmes within the context of the economic, social, cultural, and spiritual realities of Uganda, without giving in to those aspects that are harmful or dangerous to the health of adolescents.*
- *Protecting the rights of and to promote provision of better health information and services for young people with their involvement in conceptualizing, designing, implementing, monitoring, and evaluating health programs*
- *Promoting responsible health-related behaviour amongst adolescents including relations based on equity and mutual respect between genders, and to sensitize them to such gender issues as they grow into adulthood.*

However, it suffers from inbuilt and external setbacks. A key informant, working as a youth policy analyst, said that:

“Concrete strategies are needed to help generate and revitalize youth participation in HIV/AIDS discussion platforms and activities. This is because there are *very* low levels of comprehensive knowledge on HIV amongst the youth yet educators have much higher levels of HIV knowledge”.

(KII with a youth policy analyst in *Kampala, 19<sup>th</sup> July, 2015*)

## **Reproductive Health Policy**

Reproductive Health Policy offers a strategic and inclusive perspective on promoting the health of the youth, through integration of gender into all aspects of development and the rights

of youth to HIV counseling and testing. Further, it focuses on behaviour change among the youth including a delay of sexual debut, increased condom use and reduction in the number of partners has reduced HIV prevalence by more than half since the early 1990s. In addition, the supportive policy environment has enabled NGOs to play a great role in providing RH information and care for young people.

However, there are challenges in the rates of teen pregnancy which are still high i.e. 251%. Further, gaps in the response of the public sector and rural areas and poorer areas of the country. In addition, harmful traditional practices such as wife inheritance and gender discrimination hinder the implementation of key policies. Finally, reproductive health security is a broken promise as stock outs of all drugs occur regularly even in the national medical stores.

### **Social Development Sector Investment Plan (SDIP),**

The government of Uganda (GoU) through MoGLSD developed a Social Development Sector Investment Plan (SDIP), which promotes issues of social protection, gender equality and equity and human rights of the poor and vulnerable. This plan emphasizes mobilization of communities to participate in development programmes and demand for services accountability; reduction in inequality and exclusion; creating enabling environment for increased employment opportunities; protection of vulnerable persons from deprivation and livelihood risks as well as gender mainstreaming in other sector plans. Poverty eradication programmes and activities are implemented through a decentralized framework. Local governments determine local development priorities, plans and budgets and implement local programmes using conditional, unconditional and equalization grants as well as locally generated revenue.

#### **4.8.2 Legal Provisions/ Domestication**

Generally a state's obligation to give legal effect to the provisions of an international agreement is achieved by making the agreement enforceable under its legal system. This process is commonly known as domestication (Oloka-Onyango 2000). Theoretically, domestication depends on whether a state is monist or dualist in its approach to the relationship between international law and its domestic or national law. In general, in monist states international law and national law form a single system of law so that an international agreement or treaty ratified by the state automatically becomes part of the national legal system. However, many monist states often impose a further requirement that the treaty be printed and distributed in a national publication for it to have force. In dualist states the treaty or international agreement must be transformed into national or domestic law through the national legislative process.

In accordance with principles of international law, Member States are required to enact the necessary national laws for the full implementation of the provisions of the charters, conventions, treaties, and conventions ratified. For some countries, the legal regime is such that any law ratified by the national government becomes part of national law, without requirement for passing a law to that effect. This is the principle of monoism. For such countries, of which Kenya is a part since their new 2010 constitution, their constitutions include as part of the

sources of law, general principles of international law as well as treaties ratified or acceded to by the country. However, for a great others, including Uganda, there must be a law passed, and or, amendments to the current laws, to give legal force to the conventions. In other words, this means Uganda must first domesticate the conventions and Protocols to facilitate their full implementation in the Member States, and then go to the second level of policy formulation, as well as developing plans of actions to form institutions and or programs.

### **Ratification of AYC**

The Government of Uganda signed the Charter in July 2006 in the Gambian city of Banjul, it was a positive indicator that government was interested and had the will to create an enabling legislative infrastructure for youth empowerment.

### **The Constitution**

The Constitution of Uganda provides for affirmative policy for all marginalized groups including the youth. This policy has ensured the representation of the youth in the National Assembly by 5 MPs and at the District Local Councils by 2 youth councillors. This has further enabled the youth to present their views and concerns for considerations. Constitutional Commission declared that ‘the whole constitutional draft document should be viewed as a “human rights instrument” conveying rights and obligations to the ordinary Ugandan citizen in their totality’ (Oloka-Onyango 2000)

### **4.8.3 Institutions (Activities & Programs)**

In implementing a policy, and or a law, it is the activities and programmes that give the spirit of the laws and policies essence. Institutions, which mean both organizational infrastructure, as well as specific activities, programs, and projects, are the ways and means through which policy positions, and legal provisions are transformed from words into action; from guidelines into guide posts; and from lofty ideals into tangible benefits. A youth activist noted that:

“The statements of policies, as well as the promulgation of laws, fall short of the goal of causing change. Only action can create and re-create. Only actions can cause further actions”.

(Interview with Youth Chairperson KCCA in *Kawempe Division, 17<sup>th</sup> July, 2015*).

The institutions that have been formed by the government in an attempt to promote the realization youth participation in development include:

The Uganda Government under its operations delegated youth related programming to the Ministry Gender, Labor and Social Development who role is to fast track the implementation of the Charter but the ministry is terribly incapacitated due to a lack of budget to popularize the charter. The Ministry of Gender Labour and Social Development has been set up with the mandate to handle youth affairs in Uganda. A Department for Youth Affairs was created within

the Ministry in 1998 to coordinate youth issues in the country. There is a Minister of State responsible for youth affairs working closely under the overall supervision of the senior minister. The Department of Youth is responsible for policy formulation, standard setting, quality assurance and training of youth in the country. Finally, the National Youth Council was established by an Act of Parliament in 1993 to organize the youth for socio-economic development. The council has structures covering all the local council units in the country and leadership to these structures are accessed democratically through regular elections. The establishment of the youth councils opened further avenues for the youth to take part in the decision making process at all levels of governance.

### **The Youth Venture Capital Fund (2011-2012 Budget)**

This is a program designed in line with the NYP to curb unemployment levels of the youth which is currently at 53.4%. However, the operationalization of the Youth Venture Capital Fund remains a huge challenge in the absence of a legal framework. Existence of regulatory incentives and financial sources for youth entrepreneurs available through Public Private Partnerships (PPPs) and youth targeted Corporate Social Responsibility e.g In the FY 2011/12 government in partnership three participating banks established a 44.5bn Youth Venture Capital Fund to facilitate young entrepreneurs' businesses.

### **Skilling Uganda**

Skilling Uganda, a program that will impart practical skills to students in vocational institutes in Uganda, has also been launched. The program is aimed at unlocking the productive potential of Ugandans. Skilling Uganda will entail short courses for senior four leavers, school drop-outs and graduates, leading to the award of practical qualifications equivalent to those in formal system of education. The Ministry of Education projects an enrolment of about 40,000 students in various institutions by 2016/2017. Skilling Uganda will change the education system from white collar trainees to a competence based education and training. The program will go down to the sub-counties to benefit the poor by equipping them with income generating skills to live a better life. According to Ministry of Gender, youth employment statistics in Uganda show that only 1 out of every 50 graduates gets a job. Some of the major vocational courses to benefit from skilling Uganda are electrical and civil engineering, brick laying and construction, arts and crafts, metal bending, carpentry and joinery. The shift in government's approach to vocational training is premised on addressing unemployment by shaping entrepreneurial attitudes among Ugandans.

### **Youth Livelihood Programme (YLP)**

Youth Livelihood Programme (YLP) is a funding program targeting unemployed youth aged between 18 to 30 years. This category includes dropouts from school and training institutions, youth living in slums, city streets, high risk and impoverished communities, youth without opportunity to attend formal education, single parent youth, youth with disability and youth who have completed secondary school or tertiary institutions. The project is timely

considering that the youth, majority of whom are unemployed, constitute 21.3 percent of the total population of Uganda, translating into 6.5 million people. The YLP is being funded directly from consolidated Fund from the treasury. The YLP will be implemented over a period of five years (2013-2018) in all 112 districts of Uganda. To-date, the Ministry has financed 1,563 youth group projects, worth Shs. 11,430,947,118 for a total of 20,192 beneficiaries under the first phase, which observers say is a miracle compared to previous youth schemes which have crumbled. This was part of various government interventions to address youth unemployment. One of the failures of the Youth Venture Capital Fund was that it excluded “the wider community” and that the Youth Livelihood Program allows the youth at the bottom of the pyramid to also have access. Furthermore the other criticism of the Youth Venture Capital Fund was that commercial banks required collateral, which many youth didn’t have. In fact, the youth are still considered risky to lend money to – by commercial banks – because they rarely have collateral. The banks, according to the youth that complained, had stringent measures making it hard for them to access the money.

### **Equal Opportunities Commission**

The establishment of the Equal Opportunities Commission with youth representation for equity issues is a brave move in the improvement of youth participation in development.

### **Popularization of the AYC**

In 2008, the Government ratified the African Youth Charter and subsequently got support from UNFPA to print and disseminate over 10,000 copies of the charter. The respondents believe dissemination was however not preceded by any activities to popularize the charter but was instead given in bulk to different youth organizations and youth events which were not specifically to discuss the charter.

## **4.9 Youth Political Participation**

**Table 11-Youths As A Political Leader Or Vied To Be A Political Leader**

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	73	73.0	73.0	73.0
Valid No	27	27.0	27.0	100.0
Total	100	100.0	100.0	

*Source; Primary Data, 2015*

Table 10 indicate findings on whether youths had ever been political leaders or vied to be a political leader and 73% of the respondents accepted that youths had ever been political leaders or vied to political leaders and 27% of the respondents denied to the same statement and so

suggested that youths had not ever been political leaders or vied to be a political leader implying that majority of the respondents accepted that youths have been political leaders or vied to be political leaders. This means that youths in the study area have been political leaders or vied to be political leaders.

Seventy-three percent submit that the legal-administrative framework is supportive of political participation and effective in ensuring local governance because it erodes the autonomy of local governments. With the CAOs appointed by the centre and Resident District Commissioners (RDCs) appointed by the President and the councils controlled from the centre, and legal administrative machinery remains a preserve of central government staged on local soil; respondents submitted that the present set-up makes technical personnel officially accountable only to governments and not to the people they serve.

Even those who believed that the legal-administrative framework can be effective concede that without feasible financial autonomy, local governments cannot adequately respond to local needs and aspirations. This is because, without a reasonable level of financial independence delegated from the central government to local governments, autonomous local activities, which are based on aspirations of local population, can rarely be carried out. The resource base of local governments is, however, very limited, making them reliant on central government transfers for operations. This lack of financial autonomy affects the implementation of development plans and consequently limited service delivery, since most funds are diverted before they reach their final destination (Muriisa 2008). According to Kayizzi-Mugerwa (1999), the success of decentralization depends on the capacity of districts and urban governments to raise their own revenue and use it efficiently in the provision of services.

The legal-administrative framework was reported not to be self-enforcing in many aspects. This is in line with Deininger (2005), who stated that accounting systems, for example, are often extremely weak in local government and are open to all manner of disputes. Annual accounts are often finalized long after the end of the financial year (if at all, in some cases). On the ground, central governments rarely have the capacity to perform comprehensive external audits on all local governments.

For under-18s, the right to express one's views freely and have them taken into account in decision-making, in accordance with one's age and maturity, is set out in the Convention on the Rights of the Child Article 12. The greater autonomy and participation rights of older youth (18 to 24-year-olds) are perhaps less visible, being dispersed across a number of civil, political, economic and social rights frameworks. However, participation in development "of the entire population and all individuals" is a theme of the UN Declaration on the Right to Development (1986).

Since coming into power in 1986, the current Government of Uganda (GoU) under President Yoweri Museveni has given special attention to youth. A number of policies and laws in Uganda are thus addressing youth participation or issues of key relevance to young people.

In 1993 the National Youth Council Statute was passed by parliament. At all administrative levels (village, parish, Sub County, district and national level) youth committees are elected to represent youth. The National Youth Council comprises of 3 representatives from 90 districts, 4 student leaders, 14 national NGO reps, 5 youth MPs, and 2 representatives of youth with disabilities. The role of the youth council is to empower youth through promoting youth participation in decision making at all levels, coordinate youth organizations and carry out different training and education programmes. The National Youth Council Act is currently being amended following the re-introduction of multi-party democracy in 2005. When President Museveni came to power, he introduced a so-called no-party democracy. In 2005 multi-partyism was reintroduced after a referendum, and in 2006 the first multi-party elections were held. In the original set-up, there was no space for youth from different political parties in the Council, but this is expected to be changed in the amended act.

Youth council representatives were criticized for furthering their own agendas or getting compromised by adult politicians, and not taking their roles as representing other young people in their constituencies seriously. Further, people complain that no elections for the councils have been held since 2001, although their term officially runs for only 4 years. The youth council leader obviously aware of the criticism and responded thus:

“Many people confuse our relationship with government. We are an independent body, but we have a close working relationship with Ministry of Gender’s department of youth. [...] We cannot succeed in advocacy unless we work with them [...]. NYC pressurizes through dialogue. We are respected by both state and non-state actors. We are legitimate. We are not civil society per se, but our style of operation is almost similar, we are not administrative and bureaucratic like government. We can challenge government positions”.

*(KII with NYC Official, Central Division, July 12<sup>th</sup>, 2015)*

A number of challenges for youth influence in the political structure are highlighted by both NYC and civil society youth. An important one is the lack of funding, both for making the structures effective and for actually responding to the needs of youth on the ground. There are no specific youth budgets, and the Ministry of Gender, Labour and Social Development is said to be the least funded ministry in the country.

The Constitution of the Republic of Uganda from 1995 (amended in 2005) is ensuring that youth are represented in parliament with five MPs and in district councils with two district councilors (The Republic of Uganda 2006.). The Constitution is providing the basis for a decentralization process, further enforced by the Local Government Act of 1997, which is confirming the system of youth representation at district level governance.

In 1998 the Ministry of Gender, Labour and Social Development created a department for Youth Affairs, which, under the Minister of Youth Affairs, is responsible for policy formulation and coordination of youth affairs. A National Youth Policy was formulated in 2002 with the aim

of enhancing youth participation in overall development processes and improving their quality of life. Increasing youth involvement in decision making, leadership, community based and other development programmes is a key objective, which the policy aims to attain through a strategic focus on 1) advocacy for increased effective youth representation and participation in key positions of decision making, leadership and management at all levels of Government and in the civil society, 2) advocacy for review and harmonization of National Youth Council Statute 1993, the Local Government Act 1997 and the Decentralization Policy to support Youth Council Structures and other youth programmes, 3) strengthening and promoting youth networks at all levels, 4) promoting and supporting youth institutions for peace and conflict resolution, and 5) advocating for realization of the rights of the youth with disabilities and ensure their participation in all youth programmes (The Republic of Uganda 2001).

The legal-administrative framework is to match the social costs of the fast paced private sector and is largely unenforceable, and slow-inappropriate to other situations, resulting in corrupt tendencies. The procurement law in Uganda was raised by most respondents, which does not suit local government operations. This finding is supported by Kwame and Jacques (1999), that long and cumbersome procurement procedures cause corruption. A large number of complex, restrictive regulations, coupled with inadequate and inappropriate controls are characteristic of developing countries and helps corruption spread. As a respondent noted,

“The transition of youth to adulthood is being prolonged or blocked; young people are increasingly unable to attain the social and economic status of adulthood because of structural exclusion and lack of opportunities’.

(Focused Group Discussion participant, Central Division, July 12<sup>th</sup>, 2015)

Conclusively, the legal-administrative environment in which the decentralization policy is implemented suffers from a number of weaknesses that slows good governance. Decision-making processes are unsystematic and mechanisms of accountability between officials and elected representatives are inadequate. The financial dependence on the center (and in some cases on donors) undermines the accountability of local governments to local voters and taxpayers.

Lastly, unequal gender relations are affecting youth participation in the political structures. The National Association of Women Organizations in Uganda (NAWOU) in cooperation with the Friedrich Ebert Foundation recently did a baseline survey in two districts showing that young women’s participation in political decision making is very low due to among other factors lack of education, awareness and confidence, lack of time because of their domestic work or because of limited encouragement from families, husbands and elders<sup>11</sup>. According to the director of NAWOU, the problem is further escalated by the fact that most civil society organizations working on political participation of young women are focusing on relationship to the Government of Uganda than civil society youth organizations and is not regulated by the NGO legislation framework. (NAWOU, 2009). The Director of NAWOU stated that:



‘There is still the belief that as a woman, if you are not married, you are not complete. And when a girl is married, she is not considered as youth even if she is young’.

(Key Informant Interview with Director of NAWOU, Central Division, July 17<sup>th</sup>, 2015)

Most interviewees point out that while there has been quite a lot of both political and civil society attention to gender issues in Uganda, this has not translated into a high increase in young women’s participation in decision-making. There are several reasons for this, one main one being that young women’s position in community and family is one of very little authority. An interesting point highlighted relates to the ambiguity of the category of female youth. Young women are only considered to be youth until marriage or pregnancy, which often happens at a rather early age in Uganda, and after that they move into the category of married women and are thus seldom targeted by youth organizations. On the other hand, women groups and organizations are usually dominated by elder women. This situation leaves little space for young women’s involvement in civil society organizations, and further their participation is hampered by low education levels among young women, cultural and religious hindrances for women’s participation, and their heavy domestic workloads.

From the above, male youth and female youth have different dynamics, with male youth participating more in activities as compared to female youth. In the researcher’s experience as a youth activist, this could be due to the additional domestic chores for female youth in the houses. Some dynamics include accessibility, openness, confidence levels, etc. gender aspect of participation. Then conclude on the level of female participation, and call for further analysis, or further study.

#### **4.10 Youth Attendance In A Planning Meeting, Or Evaluation Meeting, Of A Local Governance Program**

**Table 12-Youth Attendance in a Planning Meeting, Or Evaluation Meeting, of a Local Governance Program**

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	65	65.0	65.0	65.0
Valid No	35	35.0	35.0	100.0
Total	100	100.0	100.0	

*Source; Primary Data, 2015*

Data in table 11 indicate findings on response on youth attendance in a planning meeting or evaluation meeting of a local governance program and 65% of the respondents accepted that youths attended a planning meeting or evaluation meeting of a local governance program and 35% of the respondents denied to the same statement and so implied that youths do not attend a planning meeting, or evaluation meeting of a local governance program implying that majority of the respondents accepted that youths attend a planning meeting, or evaluation meeting of a local governance program. This means that based on the findings in this study, youths attend a planning meeting, or evaluation meeting of a local governance program.

In the local government setting as mandated by law, the expected output of participatory planning is the District and Sub-county Development Plan. In essence, the District is expected to focus on the Sub-county and in turn the Sub-county is expected to focus on the Parishes and Villages if participatory planning is to be justified. Ideally the end result is the summation of the resultant District Development Plans that should translate into National Development Plans. If participatory planning encounters problems at the lower level governments, then the higher local government may fail to produce a development plan that includes grassroots concerns. A youth activist noted that:

“Generally, only a small percentage of young people who have been educated have the capacity for participation. But what about the young ones up-country, in the rural areas or out skirts of Kampala? They don’t have the capacity.”

*(Interview with Youth Activist, Kawempe Division, 17<sup>th</sup> July, 2015)*

According to interviewees, young people’s capacity for participating in decision making processes depends very much on their education level. An extensive rural-urban divide is generated by the low enrolment rates, low quality of education and limited access to information of young people in rural areas (and especially in marginalized regions of the country) as compared to youth in urban or semi-urban areas. Further, due to the general low quality of public education, youth from middle and high-income families, able to be for private schools or tutoring, obviously receive better education than youth from low-income families. Youth with disabilities seem to constitute a particularly vulnerable and marginalized group, victims of rights violations, lacking education and more often addressed as beneficiaries than as active participants. Organizations highlight that the majority of youth need empowerment in order to be able to participate effectively, and point to low levels of civic awareness (Nanna, 2011). A staff member of youth organization said:

“People start organizations because they are motivated, but they lack organizational skills, the planning skills, they don’t know how to monitor and evaluate. And they might not adapt to good governance”.

*(Staff member in a youth organization, Kawempe Division, KII, July, 12<sup>th</sup>2015)*

The quotation above from a rather experienced youth NGO working in partnership with several smaller organization points out the limited capacity of especially smaller organizations

with limited possibilities for employing well-educated personnel. Lack of financial management and project management skills are the challenges most often mentioned by interviewees. Clearly, some organizations also have limited capacity in relation to democratic governance; with the decision making processes dominated by a few people, most often men.

Youth structures directly supported by government are considered to be platforms for supporting government initiatives and recruiting young leaders to the ruling party. While the National Youth Council presents itself as an independent body with a protected statutory status, the Council is by most interviewees considered to be apolitical body linked up with government. A youth activist said:

“The National Youth Council is not the place to push issues of young people; it has become a political platform. To be a member of parliament, you need to go through NYC. There is a lot of politicking. People have lost confidence with this structure”.

*(Interview with Youth Activist, Central Division, 12<sup>th</sup> July, 2015)*

#### **4.11 Challenges Facing Youth Participation In Local Governance**

##### **4.11.1 Youth Representation Is Not Recognized In KCCA Act**

**Table 13-Youth representation is not recognized in KCCA Act**

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	45	45.0	45.0	45.0
No	30	30.0	30.0	75.0
Not Sure	25	25.0	25.0	100.0
Total	100	100.0	100.0	

*Source; Primary Data, 2015*

Table 12 indicate findings on whether youths representation is not recognized in the KCCA Act and 45% of the respondents accepted that youth representation is not recognized in the KCCA Act and 30% of the respondents denied to the same statement and so they suggested that youth representation is recognized in the KCCA Act. 25% of the respondents were sure whether or not youth representation was recognized in the KCCA Act. This implied that majority of the respondents accepted that youth representation is not recognized in KCCA Act meaning that KCCA Act missed out youth representation.

Friedrich, (1968) notes that implementation of direct democracy at higher local government level (for example, at the district level) and also at national level can be very difficult. This is because it is not easy to assemble thousands or millions of people in one place,

such as a stadium, in order to discuss and make collective decisions on issues that concern them. Because of this dilemma, representative democracy is used. Representation is defined as the process by which political power and influence which the entire citizenry or a part of it might have upon governmental action, with their express or implied approval, is exercised on its behalf by a small number among them, with a binding effect upon the whole community thus represented.

Similarly, a representative government is understood to stand for ‘the whole people’, or some numerous portion of it. It exercises the ultimate controlling power through deputies periodically elected by the people themselves. Scholar J.S. Mill argued that ‘the people must possess this ultimate power in all its completeness. They must be masters, whenever they please, of all the operations of government’ (Mill, 1963).

**4.11.2 Limited Resource To Facilitate Youth Participation In The Local Governance**

**Table 14-Limited Resource To Facilitate Youth Participation In The Local Governance**

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	49	49.0	49.0	49.0
No	32	32.0	32.0	81.0
Not Sure	19	19.0	19.0	100.0
Total	100	100.0	100.0	

*Source; Primary Data, 2015*

Table 13 indicate data on whether there was limited resource to facilitate youth participation in the local governance and 49% of the respondents accepted that there was limited resource to facilitate youth participation in the local governance and 32%of the respondents denied to the same statement and so they suggested that there were resources to facilitate youth participation in local governance. 19% of the respondents were not sure whether or not there was limited resource to facilitate youth participation in the local governance. This implied that majority of the respondents accepted that there was limited resource to facilitate youth participation in the local governance meaning that youths do not participate in the local governance business due to limited resources.

The results also show that there was limited resource to facilitate youth participation in the local governance meaning that youths do not participate in the local governance business due to limited resources. A participant in a focused group discussion noted that:

“A big problem with youth associations is that they are influenced politically. Some are formed during times of campaigns, people come up and register to get money from the government, and afterwards they die. Some don’t have focus”.

*(Quote from focus group discussion, Central Division, Kampala, 12<sup>th</sup> July, 2015)*

This has been confirmed by previous studies. The lack of adequate funding of local governments paralyzes the participation agenda (Muriisa, 2008). The same problems of shortfalls in funding and personnel were pointed out in health, with limited medical personnel, and in education, with limited teaching staff. This finding is supported by UNDP the (2004), that increase in school enrolment was not matched by increased recruitment of new staff.

Realizing young people’s right to participation is the responsibility of a wide range of actors. Each actor (as well as collaborating with others) represents a potential arena for participation – be it an institution or social group:

Networks which bring together these different stakeholders can help to identify and address obstacles to participation, e.g., sharing and learning networks and youth working groups.

We don’t have a direct permanent income, so members have to contribute. We have problems to fund transport to areas far from Kampala, and we also have a problem of paying head quarter staff; actually people here have not paid for the last 3-4 months.

*(Staff member in a larger youth-focused organization, Central Division, Kampala, 17<sup>th</sup> July, 2015)*

Lack of funding is a challenge mentioned by almost all organizations interviewed.

Interviewees complain that the government set aside too little funds for areas related to young people’s needs, and as a consequence organizations are depending on highly unpredictable donor funds with many conditions, or on local fundraising and membership contributions, which are usually rather limited especially if the membership consists of young people. The high donor dependency clearly poses a challenge to the internal democracy and decision making processes in organizations, as priorities are more often set in light of possibilities for funding than by the interests of the membership, and accountability tends to work more upwards than downwards.

#### **4.11.3 Limited Oversight Role By The Youths In The Local Governance Business**

**Table 15-Limited Oversight Role By The Youths In The Local Governance Business**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	55	55.0	55.0	55.0
No	16	16.0	16.0	71.0
Not Sure	29	29.0	29.0	100.0
Total	100	100.0	100.0	

*Source; Primary Data, 2015*

Data in above table indicate findings on whether there was limited oversight role by the youths in the local governance business and 55% of the respondents accepted that there was limited oversight role by the youths in the local governance business and 16% of the respondents denied to the same statement suggesting that there is adequate oversight role played by the youths in local governance business. 29% of the respondents were not sure whether or not there was limited oversight role by the youths in the local governance business. This implied that majority of the respondents in this study accepted to the statement that there was limited oversight role by the youths in the local governance business meaning that youths are ignorant about local governance business in the study area.

Another challenge highlighted is the unequal regional distribution of resources and power in Uganda. Central Region (around Kampala) and Western region (where

President Museveni was born) are the geographic areas considered to be advantaged in the national power game, while the disadvantaged parts comprises of the impoverished, low-educated population the northern region of Uganda which is emerging from years of conflict, and the traditionally politically marginalized pastoralist population in the eastern part of the country. The regional bias in power distribution is pointed out by several interviewees. Staff members from an organization working in the northern region explained:

“Those who are wealthy and have resources are the ones you find in leadership”.

(Key Informant Interview, Kampala, 17<sup>th</sup> July, 2015)

In terms of regions, in Western and Central youth are more involved and more self-reliant. They have not been affected by conflict, and in Western they are from the president’s tribe, they have more youth in government and in offices compared to the rest of us.

An official of local government noted that,

“Young people bring too much politics and we want to create development, hence, we focus on bureaucracy and not endless discussions”.

(Key Informant Interview, Kampala, 17<sup>th</sup> July, 2015)

This statement seems to represent the unofficial position of the KCCA on youth participation in planning. It is wrongly argued that involving young people in decision-making at all levels is more expensive than involving adults. The positive financial repercussions of allowing young people to determine something that may have an impact on their own lives and others, and may be more readily accepted or practical are usually overlooked.

## 4.12 Strategies And Recommendation

### 4.12.1 Enhance Youth Entrepreneurship Schemes

**Table 16-Enhance Youth Entrepreneurship Schemes**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	48	48.0	48.0	48.0
No	25	25.0	25.0	73.0
Not Sure	27	27.0	27.0	100.0
Total	100	100.0	100.0	

Source; Primary Data, 2015

Table 15 indicate findings on whether there should be enhancement of youth entrepreneurship schemes and 48% of the respondents accepted to the statement that there should be enhancement of youth entrepreneurship schemes and 25% of the respondents denied to the same statement and so they imply that youth entrepreneurship schemes should not be enhanced. 27% of the respondents were not sure on whether or not there should be enhancement of youth entrepreneurship schemes. This implied that majority of the respondents accepted that there should be enhancement of youth entrepreneurship schemes meaning that youth entrepreneurship schemes may increase on the resources to the used to facilitate individual participation in local governance.

Youth Empowerment Increases their Participation in Political Processes: Youth In July 2011, USAID/Uganda organized a national youth festival to increase the participation of youth in the political process and protect/promote their democratic rights. More than 7,000 youth, including 24 youth organizations, the media, various political parties, Members of Parliament attended the event (USAID, 2014).

### 4.12.2 Promotion Of Youth Forums On Local Governance Of The City

**Table 17-Promotion Of Youth Forums On Local Governance Of The City**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	57	57.0	57.0	57.0
No	21	21.0	21.0	78.0
Not Sure	22	22.0	22.0	100.0
Total	100	100.0	100.0	

Source; Primary Data, 2015

Table 16 indicate findings on whether they should be promotion of youth forums on local governance in shaping a better city and 57% of the respondents accepted, 21% of the respondents denied and 22% were not sure whether or not they should be promotion of youth forums on local governance. This implied that majority of the respondents suggested that they should be promotion of youth forums on local governance meaning that this will improve on the youth contribution to the local governance affairs for a better city.

#### 4.12.3 Youth Sensitization On Local Governance

**Table 18-Youth Sensitization On Local Governance**

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	60	60.0	60.0	60.0
No	21	21.0	21.0	81.0
Not Sure	19	19.0	19.0	100.0
Total	100	100.0	100.0	

Source; Primary Data, 2015

Table 17 indicate findings on whether there should be youth sensitization on local governance and 60% of the respondents accepted, 21% of the representation denied and 19% were not sure whether or not there should be youth sensitization on local governance. This implied that majority of the respondents suggested that there should be youth sensitization on local governance meaning this will increase of youth literacy on the local governance affairs of the area.

As a youth policy activist and expert, the researcher notes that as a starting point, donor agencies should always consider using international and national frameworks which enshrine the rights of young people to participate in development as a mechanism for overcoming the above obstacles. In doing so, it is also crucial to speak out for the rationale for engaging young people, who represent a growing proportion of national populations and are increasingly affected by development issues.

Many of the above obstacles can be overcome by challenging the perceptions and values of colleagues, key stakeholders, and gatekeepers for youth through dialogue. Transforming and negotiating values for working with and for youth is crucial to fostering an enabling environment for youth participation in development. Youth participation is action orientated – a process rather than an end in itself, and therefore is embedded in managing relationships effectively.



When working with young people it is vital to consider and acknowledge the decision-making (or power) dynamics of any given situation, because young people are often in situations where decisions are being made for them, and exerted over them by older adults and institutions.

There are instead more positive forms of decision-making relations to consider. These are:

Working with young people: Through collaboration and collective action, implying mutual trust, joint learning and collaboration (youth as partners).

Empowering young people: Through supporting the development of their personal capabilities and feelings of self-worth and confidence (creating youth as leaders and initiators of development).

Finally, the respondent at a focused group discussion noted that:

“Capacity building before the consultation can equip/empower youth to discuss and prioritize key issues in a more effective manner”.

(FGD Participant, Kawempe Division, July 12<sup>th</sup>, 2015)

#### 4.12.4 Promotion Of Youth Representation And Recognition In The Law

**Table 19-Promotion of youth representation and recognition in the law**

	Frequency	Percent	Valid Percent	Cumulative Percent
1.00	61	61.0	61.0	61.0
2.00	12	12.0	12.0	73.0
3.00	27	27.0	27.0	100.0
Total	100	100.0	100.0	

Source; Primary Data, 2015

Table 18 indicate findings on whether there should promotion of youth representation and recognition in the law (proposed 2015 KCCA amendment) and 61% of the respondents accepted, 12% of the respondents denied and 27% were not sure whether or not there should promotion of youth representation and recognition in the law. This implied that majority of the respondents suggested that there should promotion of youth representation and recognition in the law (KCCA Act 2010) meaning youth representation will legally binding at the local governance.

In 2008, Uganda ratified the African Youth Charter. The charter highlights State Parties’ responsibility for recognizing and ensuring young people’s right to participation through guaranteeing the participation of youth in parliament and other decision making bodies, creating

or strengthening of youth platforms, ensuring equal access for young men and women, giving priority to policies and programme including youth advocacy and peer-to-peer programmes for marginalized youth, providing access to information, instituting measures to professionalize youth work, building institutional capacity of youth organizations, instituting policy and programmes of youth voluntarism, and including youth representatives as part of delegations. The Charter further highlights the need to eliminate discrimination against girls and young women, under this State Parties' responsibility for ensuring that girls and young women are able to participate actively, equally and effectively at all levels of social, educational, economic, political, cultural, civic life, leadership and scientific endeavours (African Union, 2015).

Less directly, a number of other policies are touching on youth issues, including the National Gender policy (addressing issues of women's participation of relevance to young women), the National Equal Opportunity Policy (addressing problems of unequal distribution of opportunities for youth, women, disabled and minority groups), the Adolescent Reproductive Health Policy, and the National Employment Policy.

One of these efforts to create an internationally comparable measure of governance and an example of an external assessment is the Worldwide Governance Indicators project, developed by members of the World Bank and the World Bank Institute. The project reports aggregate and individual indicators for more than 200 countries for six dimensions of governance: voice and accountability, political stability and lack of violence, government effectiveness, regulatory quality, rule of law, control of corruption. To complement the macro-level cross-country Worldwide Governance Indicators, the World Bank Institute developed the World Bank Governance Surveys, which are country-level governance assessment tools that operate at the micro or sub-national level and use information gathered from a country's own citizens, business people and public sector workers to diagnose governance vulnerabilities and suggest concrete approaches for fighting corruption.

The OECD considers governance as the extent to which governments can identify, formulate and implement effective reforms that render a society well-equipped to meet future challenges, and ensure their future viability (Josef, 2009).

According to the Local Government Act (1997), the objectives of Uganda's decentralization included transferring real power to the districts (including functions, powers, responsibilities, and services) and reducing the workload of government officials working in central government; to ensure democratic participation in, and control of, decision-making by the people concerned; to improve service delivery ; to improve financial accountability by establishing a clear link between payment of taxes and provision of services and to provide for the election of local councils (and to improve the ability of local councils to plan, finance and manage the delivery of services to their constituents).

## **CHAPTER FIVE: SUMMARY, CONCLUSION AND RECOMMENDATIONS**

### **5.0 Introduction**

This chapter focused on summary of findings from the previous chapter, conclusion and recommendation basing on the study findings

### **5.1 Summary of findings**

The study focused on investigating the extent and challenges of youth participation in local governance in Kampala District, taking a case study of Central and Kawempe Divisions and specifically looked at the status of youth participation in local governance in Kampala District, Uganda, the capacity of the youth to participate in local governance in Kampala District and the challenges facing youth participation in local governance in Kampala district. Based on the findings in chapter four, a sample of 100 respondents was involved and male respondents were more than female respondents, majority of the respondents were from Kawempe division, that majority of the respondents were ordinary youths however, this did not put significant effect on the primary findings as highlighted below.

#### **5.1.1 Youth Participation In Local Governance**

Findings on the youth participation in local governance indicated that majority of the respondents in this study rated youth engagement and participation in local governance initiative as being low. This means that youth engagement and participation in local governance initiative is low basing on the findings in this study. And majority of the respondents indicated that youths understand the local governance structure to a small extent. This means that most youths in the study area had limited knowledge about local governance structure based on the field findings in this study.

#### **5.1.2 Capacity Of The Youth To Participate In Local Governance**

Findings indicated that majority of the respondents identified understanding the works of local governance system as the program carried out to build youth capacity. This means that the outstanding programs carried out to build youth capacity was understand the working of local governance system were on demand for better youth engagement. Majority of the respondents accepted that youths participate in advocacy campaigns. This means that there was youth participation in an advocacy campaigns. Majority of the respondents accepted that youths have been political leaders or vied to be political leaders. This means that youths in the study area have been political leaders or vied to be political leaders. Majority of the respondents accepted that youths attend a planning meetings, or evaluation meetings of a local governance programs. This means that based on the findings in this study, youths attend a planning meetings, or evaluation meetings of a local governance programs.

### **5.1.3 Challenges Facing Youth Participation in Local Governance**

Findings indicated that majority of the respondents in this study accepted to the statement that there was limited oversight role by the youths in the local governance business meaning that youths are ignorant about local governance business in the study area. Youth representation is not recognized in KCCA Act meaning that KCCA Act missed out youth representation.

Following the re-introduction of multi-party democracy in Uganda in 2005, a number of parties have embarked on recruiting members for their youth wings. These recruitments are going on for instance in student forums, and is according to several interviewees hampering the discussion of real issues. An often heard complaint is that strong civil society actors and youth leaders tend to be co-opted by a party and end up promoting the interests of the party instead of the interests of fellow youth. An underlying complaint related to this issue is the lack of political interest in problems of young people.

In the opinion of the researcher, who is a practitioner in the field of youth participation in governance, it is useful to note the distinction between the concepts of governance and politics. Politics involves processes by which a group of people (perhaps with divergent opinions or interests) reach collective decisions generally regarded as binding on the group, and enforced as common policy. Governance, on the other hand, conveys the administrative and process-oriented elements of governing rather than its antagonistic ones. Such an argument continues to assume the possibility of the traditional separation between "politics" and "administration". Contemporary governance practice and theory sometimes questions this distinction, premising that both "governance" and "politics" involve aspects of power and accountability.

Lack of capacity to hire and retain competent personnel at sub-national government level, to exercise responsibility for service delivery, is a daunting challenge facing decentralization as a framework for service delivery and good governance. Local governments fail to manage public finances and maintain proper accounting procedures.

## **5.2 Recommendations**

Findings indicated that majority of the respondents accepted that there should be enhancement of youth entrepreneurship schemes as a strategy of increasing on the resources to the used to facilitate individual participation in local governance. Respondents suggested that there should be promotion of youth forums on local governance affairs and youth representation and recognition in the KCCA Act as stakeholders and contributors of a progressive society meaning youth representation will be legally binding across at the local governance system.

Formation and nurturing of small income generating activities (IGA) groups is an important approach for promoting local communities participation than activities organized at the village level which offer limited scope of participation for most community members. Group

members in their small groups are likely to have more opportunities for decision making leading to their empowerment and sustainable self-reliant development efforts.

The level of participation is much less than is suggested by the legislation. Meetings at the division levels do not happen as frequently as they should; the language and style of these effectively exclude many; and voter turnout at local elections appears to be declining. There is need to undertake a major 'budget outreach' exercise each year, visiting each village to discuss priorities with residents, accompanied by municipal officials, councillors and civil society organisations. (Grant, 2002).

Also, participation should be localized to young people's realities. The challenges of participation including lack of knowledge, can only be addressed through actual practices by and with young people, and trying to understand them in their social and cultural settings (Liebel and Saadi, 2010). To this end, instituting mechanisms to simplify published financial formation and breaking it into clear and user-friendly public information is important. This will substantially increase transparency and accountability, as well as the engagement of local authorities with citizens and civil society. Information will promote the emergence of a strong civil society that is capable of engaging effectively with local government, and not just on behalf of elite interests, but also on behalf of the poor. The reservation of seats for women, youth and disabled does not seem to have had much impact on outcomes, partly because of the limited skills and effectiveness of those occupying such seats. Hence, there is need to develop the skills of these representatives (Rakodi, 2002, p. 12).

There is further need to structure the youth participation through public private partnerships. Government should consider strategies of engaging multiple stakeholders in form of Public Private Partnerships (PPPs) to ensure sustainability. In addition, different stakeholders bring could bring in diversified experiences in terms of resources, business development services and capacities which are critical for the successful implementation of the youth participation. This is likely to stimulate sustainable business expansion and have a lasting impact.

Also, there is need to put in place a strong institutional and M&E framework. An effective M&E framework with measurable youth specific indicators should be designed to monitor performance of youth participation in governance and development. Government through relevant ministries like the Ministry of Gender, Labour and Social development should take the lead in the design, promotion, fundraising, supervision, and evaluation of youth participation in governance and development as opposed to being the implementers. Government involvement in implementation of the youth participations increases the risk of failure as beneficiaries tend to look at the program as a political tool. The implementing agencies who are key to the success of the program should design appropriate and youth friendly lending mechanisms and products empower the youth clients through entrepreneurship, business and management training and ongoing counseling and mentoring.

Further, organizations and individuals highly committed to youth participation may want to proceed to a position of co-management (Peace Child International, 2009) where youth are

working with older adults, and are becoming development professionals or leading political actors themselves. This is a key aspect of the empowerment process at the core of youth-led development, which always acknowledges the importance of local contexts and cultural values and practices.

In addition, local governments should take the initiative and involve the youth and other marginalized and vulnerable groups and address the practical barriers to enjoying the public good. This will bridge the perception gap between the services provided and the local needs of citizens. This can, however, only be achieved with substantial involvement and participation of such groups within a local government youth coordination framework of equal opportunities.

Central government should make/revise policies that will ensure the effective inclusion and involvement of all young people in the enjoyment of their economic and social rights. Government should strengthen institutional reform for local governance, by speeding up the procurement policy reform process, so that clear and local lack of adequate funding of local governments paralyzed the personnel sector (Muriisa, 2008).

KCCA should create periodic Youth Forums as an opportunity for young people to bring their ideas and solutions directly to the Executive Director/ and other city officials. At the forum, the Executive Director / Mayors sits down with the city's top authorities on an issue and asks questions based on their research, meetings and personal experiences as mechanism of delivering on young people's better lives.

KCCA should invest in idea spaces, employment centers, community centre sine ach division, and talent spot centers, to give back to the youth, since they are the biggest population segment.

In addition, increasing the diversity of young people involved in decision-making processes should be a priority. Donor agencies can lead the way in working more with communities, civil society and young people. Effectively, there is a need to increase accountability mechanisms within civil society so that they are not just responsible to the donor community but to the global community including young people and developing countries.

Finally, this research project only focused on selected divisions (Central and Kawempe) in Kampala district, and hence, there is need for further research covering a Kampala and country wide focus, to understand the current level of youth participation across city and country respectively.

### **5.3 Conclusion**

This study based its findings on the hypothesis that there is no significant effect of youth participation in local governance in Kampala district with a case study of Central and Kawempe Division. Youth engagement and participation in local governance initiative was low and youths understood the local governance structure to a small extent despite the fact that youth capacity to participate in local governance was significant where youths participate in an advocacy campaigns, there was youth participation in a policy discussions where youths attend planning meetings, or evaluation meetings of a local governance program, however this is limited by Youth representation is not recognized in KCCA Act, limited resource to facilitate youth participation in the local governance, lack of structured youth forums to inspire shared ideas of a better city and limited oversight role by the youths in the local governance business. Therefore the strategies and recommendations included enhancement of youth entrepreneurship schemes, promotion of youth forums on local governance and youth representation and recognition in the law (KCCA Act 2010).

Uganda thus has a quite extensive system for youth participation in political structures and an elaborate policy framework touching on youth participation and youth issues. However, all youth actors interviewed consider actual youth influence in political decision making low.

From personal experience of the researcher as a youth activist and policy analyst, whilst formal consultation and dialogue may be the most visible form of youth participation, there is a range of less visible, but no less important structural forums, which involve young people as beneficiaries, partners and leaders.

Education systems often fail to prepare young people adequately to participate in decision-making. They do not develop the necessary analytical skills for critical thinking or problem-solving through participatory, active learning. In some cases young people are given the opportunity to participate in decision-making without ensuring that they receive adequate training or access to the appropriate information that would enable them to make informed decisions.

Further, young people lack direct access to institutional systems and structures within governments, the media and private and civil society sectors. This severely impedes their ability to advocate for their rights. In the rare cases where young people have been able to influence or make decisions, barriers within complicated infrastructure have tended to limit implementation. This destroys young people's confidence and trust in such mechanisms.

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## APPENDICES

### Appendix A: Time Plan

ACTIVITY	Nov	Dec	Jan	Feb
Proposal Submission & Approval	***			
Data Collection		***		
Data Analysis & Report Writing		***	***	
Submission of Draft Report			***	***
Submission Of Final Report				***

## Appendix B: Budget Estimate

ITEM NUMBER	ITEM	COST PER UNIT	TOTAL COST (UGX)
1	Research equipment and materials	200,000	200,000
2	Travels:		
	Transport for feasibility	10,000	150,000
	Transport for Data collectors	5,000	150,000
3	Allowances:		
	Field research allowances	5000	150,000
	Field assistant allowances	4000	120,000
4	Consultancy services:		
	Data analysis	10,000	100,000
	Internet services	2,000	80,000
	Illustrations	1,000	50,000
5	Secretarial services:		
	Photocopying		100,000
	Typing		100,000
	Binding		60,000
	Total		1,260,000

### *Appendix C: Documentary Check-List*

The following was studied:

- Youth Membership in Legislative Bodies in Kampala District
- Youth Participation Policies in Kampala District
- Reports on Youth Participation in Governance in Kampala District
- Youth Membership and Participation to Policy Initiatives, Political Bodies, and Advocacy Platforms



## Appendix D: Questionnaire to Youth

### QUESTIONNAIRES FOR RESEARCH ONYOUTH PARTICIPATION IN LOCAL GOVERNANCE IN KAMPALA DISTRICT: A CASE OF CENTRAL AND KAWEMPE DIVISION

#### PURPOSE OF INTERVIEW

The purpose of this research study is to analyze the nature of youth participation in in Local Governance, by analyzing the extent of participation, the challenges, and the possible strategies for Effective Engagement.

This research is therefore interested in knowing your views about this problem; suggest solutions and way forward to ensure increased efficiency of water supply to the rural area.

The research results will help s to provide effective strategies and recommendations of engaging the youth to participate in local governance, and ultimately, promote sustainable development inKampala District.

This research is intended to be used for academic purposes only and results of this study were treated with utmost confidentiality.

Thank you for your time!

Ahmed Hadji.

Masters Research Student, Pursuing Degree in Local Government and Human Rights,  
Uganda Martyrs University (Nkozi)

#### **Part 1: Demographic Information**

1. Sex of respondent  
 Male  Female
2. Division  
 Makindye  Kawempe
3. What is your role/title?  
 Youth  District Leader/Division Leader  
 Youth Leader  Member Of Public (Adult)



**Part 2: Demographic Information**

**2.1 The Status Of Youth Participation In Local Governance In Kampala District: Central or Kawempe Division.**

2.1.1 How would you rate the youth engagement and participation in local governance initiatives?

- Low
- Moderate
- High

2.1.2 On what areas do the youth participate?

- Budgeting
- Planning
- Implementation
- Monitoring And Evaluation
- Political Offices
- Policy Formulation
- Other (please clarify)

.....

**2.2 The Capacity Of The Youth To Participate In Local Governance In Kampala District; Central or Kawempe District.**

To what extent do you think the youth understand the local governance structure?

- Low
- Moderate
- High

Can the youth effectively engage in governance debates, advocacy and decision making?

- Yes
- No

Other (please explain).....

Do you have a program to build youth capacity to participate in development?

- Yes
- No

What programs does your department carry out to build youth capacity cover?

- Attitude change
- Participation in politics, decision making, and development processes
- Understanding the working of local governance system
- Other (please explain)

.....

**2.3 The Challenges Facing Youth Participation In Governance In Kampala District; Central or Kawempe Division**

2.3.1 What are some of the key challenges facing youth participation in governance in Kampala District especially Central or Kawempe Division?

.....

**2.4 Recommendations and Strategies For Youth Engagement In Governance In Kampala District.**

2.4.1 How can youth participation in local governance be improved?

.....

## Appendix E: Focused Group Discussion Guide/Key Informant Interview Guide

### FOCUS GROUP GUIDE/KEY INFORMANT INTERVIEW GUIDE ON YOUTH PARTICIPATION IN LOCAL GOVERNANCE IN KAMPALA DISTRICT: A CASE STUDY OF CENTRAL AND KAWEMPE DIVISION.

#### PURPOSE OF INTERVIEW

The purpose of this research study is to analyze the nature of youth participation in Kampala District.

This research is therefore interested in knowing your views about this problem; suggest solutions and way forward to ensure increased efficiency of water supply to the rural area.

The research results will help us to provide effective strategies and recommendations of engaging the youth to participate in local governance, and ultimately, promote sustainable development in Kampala District, specially Central and Kawempe Division.

This research is intended to be used for academic purposes only and a result of this study was treated with utmost confidentiality.

Thank you for your time!

Ahmed Hadji M.

Masters Research Student, Uganda Martyrs University (Nkozi)

#### **Part 1: Demographic Information**

Number of Focus Group Participants

.....

Sex of Focus Group Participants

Male .....

Female .....

Division of FGD

Makindye

Kawempe

#### **Part 2: Demographic Information**

##### **2.1 The Status Of Youth Participation In Local Governance In Kampala District**

2.1.1 How would you rate the youth engagement and participation in local governance initiatives?

- Low
- Moderate
- High

2.1.2 On what areas do the youth participate?

- Budgeting
- Planning
- Implementation
- Monitoring And Evaluation
- Political Offices
- Policy Formulation
- Others (please specify \_\_\_\_\_ clarity)

**2.2 The Capacity Of The Youth To Participate In Local Governance In Kampala District**

Do you understand the local government structure?

- Low
- Moderate
- High

Have you participated in an advocacy campaign?

- Yes
- No

Have you participated in a policy discussion?

- Yes
- No

Have you been a political leader or vied to be a political leader?

- Yes
- No

Have you attended a planning meeting, or evaluation meeting, of a local governance program?

- Yes
- No

Have you been trained in any of the following areas to build your capacity to participate in local governance?

- Attitude change
- Participation in politics, decision making, and development processes
- Understanding the working of local governance system
- Other (please explain)

.....

**2.3 The Challenges Facing Youth Participation In Governance In Kampala District;**

2.3.1 What are some of the key challenges facing youth participation in governance in Kampala District?

.....

**2.4 Recommendations and Strategies For Youth Engagement In Governance In Kampala District.**

2.4.1 How can youth participation in local governance be improved?

.....

