

**AN ASSESSMENT OF THE ZIMBABWE NATIONAL YOUTH POLICY AS
A TOOL FOR YOUTH EMPOWERMENT WITH A FOCUS ON THE
YOUTH FUND: A CASE STUDY OF MUTARE URBAN**

BY

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**A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE
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Abstract

This study sought to assess the national youth policy as a tool for youth empowerment with a special focus on the youth fund using Mutare Urban as a case study. The study was a response to the growing recognition of youth participation in development. The beneficiaries of policy must themselves be key actors in identifying and addressing livelihood priorities. In the study, the data collection instruments used a survey, in-depth interviews and focus group discussion as this involved both a quantitative and qualitative study. Research findings revealed that whilst youth in Mutare are aware of the Indigenous and Economic Empowerment Act, very few are well informed on the national youth policy which provides the framework through which they can be empowered to participate as beneficiaries of indigenization through the youth quota. Very few young people have so far applied for the youth fund and of those few; a small percentage has been approved for funding. It was also established that there are various factors that resulted in low youth participation in development and these included lack of clear defined roles by the stakeholders to the Zimbabwe National Youth Policy, an indigenous and economic empowerment programme swamped in controversy, the political climate in Zimbabwe, approval of youth fund loans based on one's political affiliation and corrupt practices within the banking sector. This study recommends the strengthening of the multi-sectoral partnership by setting clearly defined roles for the stakeholders to the youth policy. There is need to extensively train youth for enterprise before they apply for the youth fund; it is also necessary for government to improve access to information on the Zimbabwe National Youth Policy by youth from marginalized communities. The National Indigenous and Economic Empowerment Act must be amended to ensure that it is implemented in an enabling political and socio-economic environment.

Declaration

I, Itai R Makumbe, do hereby declare that this research is my own work except where sources have been acknowledged. This work has never been submitted to another university in the awarding of another degree.

Signed

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Dedication

I would like to dedicate this piece of work to the memory of a young woman; Tafadzwa Karase, you were taken in your prime, I will never forget your youthful smile, the powerful visions that you had for our time and the creative imaginations that you held in your mind. This work is also dedicated to the memory of my father, Anthony Mhuruyengwe Makumbe, you left us fully equipped to navigate through life with self-respect and dignity. For my late brother Enzanai Makumbe and to all the marginalized youth of our time, hold fast: A change will soon come!

List of Acronyms

CABS	Central African Building Society
CBZ	Commercial Bank of Zimbabwe
IBDZ	Infrastructure Development Bank of Zimbabwe
IDS	Institute for Development Studies
MDC-T	Movement for Democratic Change- Tsvangirai
MPC	Mutare Polytechnic College
MYDIEE	Ministry of Youth Development Indigenization and Economic Empowerment
NIEEA	National Indigenization and Economic Empowerment
NIEEB	National Indigenization and Economic Empowerment
NIEEF	National Indigenization and Economic Fund
NIEEP	National Indigenization and Economic Policy
SLA	Sustainable Livelihoods Approach
UNCRC	United Nations Conventions of the Rights of the Child
UNDP	United Nations Development Programme
VCT	Mutare Vocational Training Centre
ZANU PF	Zimbabwe African National Union Patriotic Front
ZNYP	Zimbabwe National Youth Policy
ZYC	Zimbabwe Youth Council

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CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 Introduction

The world has witnessed a rise in youth participation in development issues. This has been so as a result of mounting economic and political pressures facing the youth worldwide. The election of first Black American president, Barrack Obama, was youth driven through the effective use of new media, Ekaterina Rosenoer (2012). Youth uprising in the Arab world and in Europe were a continued testimony of this youth awakening. The Zimbabwean government in recent years has begun making efforts to incorporate youth in all areas of development and has formulated the National Youth Policy. The policy recognises the challenges that youth have faced namely colonialism, lack of democratic space to express themselves, marginalization, HIV/AIDS, unemployment, lack of relevant skills and training, drug and alcohol problems which are detrimental to their growth and development. The research will make an assessment of the youth policy as a tool for youth empowerment and the impact that the youth fund has had on young people in the Mutare urban area.

1.2 Background

In recognition of the rights and freedoms set forth in United Nations Universal Declaration of Human Rights, United Nations Conventions of the Rights of the Child (UNCRC) and The African Youth Charter (which Zimbabwe has ratified), the Zimbabwe National Youth Policy seeks to address youth issues in a holistic manner.

According to the Zimbabwe Youth Council, the policy was drafted in recognition of the demographic, socio-economic and political significance of the youth and also to demonstrate the government's commitment to addressing youth's development and empowerment needs. The policy is further described as a framework providing common aspirations and priorities for youth development across the nation, (Zimbabwe National Youth Policy, 2000).

The national youth policy applies a holistic approach to youth matters. It is in the context of some of the challenges facing the youth that the national youth policy was formulated. The socio economic state of youth, slow growth of the economy and rise in unemployment are cited as issues of urgency. Whilst the policy recognizing the inroads that have been made in the area of education, it goes on to state,

Curricula should be redefined so as to meet the specific needs of the informal and small-scale sectors as well as identifying and developing talents. Skill requirements of the small-scale enterprises and informal sectors should be addressed within the formal education and training systems. Moreover, life-saving reproductive health information in schools is desperately needed (Zimbabwe National Youth Policy, 2000).

Unemployment is described in the policy as one of the most formidable problems in the country leaving the youth vulnerable to other social ills. Problems of drug abuse and alcohol abuse and all its effect on the development of youth are treated as areas of focus.

Gender inequality is referred to as "an enemy to development". The policy acknowledges how women have found it increasingly difficult to access economic resources whilst the restructuring of the economy has driven women into insecure

employment, unemployment, dangerous working situations and increased feminization of poverty.

The policy seeks to promote youth participation in development programs and provide opportunities for youth employment and initiatives. At Zimbabwe's independence in 1980, the government created The Ministry of Youth Sport and Recreation in recognition of youth who were denied opportunities for education and basic human rights as well as their vast potential to collectively participate in the development of the nation during the colonial period. As of the year 2000, this ministry now called the Ministry of Youth Development Indigenization and Economic Empowerment (MYDIEE), aims at exposing the youth to mainstream development areas. This is in recognition of the enormous potential that young people have for development.

This potential for effecting change is echoed by Richard Waller (2006) who notes how Youth have always had "power" and "authority" and he gives the example of how the teenage soldiers of the Revolutionary united front had their precursors in *rugaruga* or 'the brutalised young gunmen' of 18th century Tanganyika. He then goes on to explain how notions of *defiance* and *discipline* are two sides of the same coin of intergenerational tension. In the same way, the youth who drove the Zimbabwe liberation struggle are precursors to the youth of Zimbabwe today. The youth policy does indeed recognise the youth as a *formidable force* who can take part in their own development and their own emancipation. Waller goes on to state that whilst the youth are generally regarded as "rebellious" in many societies, they have their own internal codes of discipline. The rebelliousness is not without method or

focus and it is this notion that made it important for a youth policy to be formulated in order that the creative and redemptive energy of the youth be put to its full use. As the Zimbabwe Youth Policy acknowledges

Youths are the potential strength of a nation; they constitute the pillar upon which a nation is built. They are full of energy, enthusiasm and dynamism. Their potentials have to be channelled to enable them to play a constructive role in the socio-economic development of the country.” (Zimbabwe National Youth Policy, 2000).

Richard Waller (2006) also describes the period of resistance and conquest as having been *a time of young men*. It is the young man and women on either side who were doing the fighting and each side had hopes and dreams of improving their lives through struggle. In Zimbabwe today, the youth policy recognises that from the time the nation attained independence, there was no explicit policy for youth until the youth policy came into existence in 2000. The struggle of the youth in Zimbabwe is no longer a struggle against colonialism; rather it is a struggle against poverty, disease and exclusion. The weapons against these forces are enshrined in the talent that youth themselves possess and the youth policy as an instrument of government exists in order to create a playing field that supports their causes.

1.3 Statement of the problem

Whilst the policy is comprehensive, there are arguments that there is a problem of matching theory with practice. It has been noted that in developing countries, failure at implementation of development policies seems to be a common occurrence. Whilst on paper noble ideas are expressed, the actual practice is often troublesome

and marred with controversy and ultimately the beneficiaries of policy end up worse off than before, (Jeanette Marie Manjengwa, 2007).

Whilst some youth have accessed the funding, many have not been successful. The barriers to qualifying for funding through the youth fund range from bank loan requirements that are inaccessible for the youth and youths' lack of information on how to access the youth fund.

This has prompted civil society to question whether the funding is a genuine initiative towards development or a political tool ahead of elections. With elections likely to be held 2013, some analysts expect that towards elections, successful youth fund projects are flashed on Television for political expediency.

The argument is that empowerment is inherently a political process and can be manipulated ahead of elections. There are also concerns that the funds from the Youth Fund are not being used by the youth for the projects they are meant for, but rather the successful applicants of this fund are going on to buy luxury items, resulting in them being unable to pay back the loans.

1.4 Research Objectives

1. To assess the impact of the Empowerment and Indigenous act on Youth Development
2. To investigate whether the Youth policy is bringing about youth Development
4. To establish why the Youth Policy was revised in 2007
3. To come up with recommendations for the youth policy

1.5 Research Questions

1. Is youth aware of the youth policy?
2. Is the youth policy bringing about youth empowerment?
3. Can the Empowerment and Indigenization act bring about development?
4. Is the youth fund being fairly disbursed?

1.6 Assumptions of the study

Youth participation is the hallmark of youth development and without youth participation in the crafting or implementation of policies or legislation meant to empower the youth, such policies remain obsolete and abstract. The study assumes that youth themselves have a better understanding of the challenges that face them and how to deal with those challenges and as such must be consulted and be given space in the empowerment and development process. It has been observed that policies that have been put in place without adequate consultation with the beneficiaries of these policies lose their effectiveness on the ground.

1.7 Justification of the study

In a country where youth make up approximately 70% of the entire population, the successful implementation of the national youth policy has far reaching implications on the overall development of the nation. Discussions from this research will inform future studies on the importance of youth empowerment as a pre-requisite for full youth participation in their own development. The study will also show how youth

participation in development requires empowerment. The outcome of the research will be added on to the available body of knowledge on the existential realities of youth in Zimbabwe.

The research will also further support or challenge existing knowledge regarding the youth policy in Zimbabwe and add to the discourse on youth issues in Zimbabwe. The study will provide a new lens for looking at and understanding youth empowerment and development issues in Zimbabwe.

1.8 Delimitation of Study

In assessing the National Youth Policy as a tool for Youth Development, this study is delimited to The Ministry of Youth Indigenization and Empowerment, the Zimbabwe Youth Council and the National Indigenization and Economic Empowerment Board. Tertiary institutions in Mutare and young people in Mutare who are legible for the youth fund.

1.9 Definition of terms

Youth

According to the Zimbabwe Youth Policy, *youth* will refer to anyone between the age of 10 and 35 years old irrespective of their gender, race, religion, political affiliation, marital status, physical or mental disability. For the purpose of this study youth will be any persons between the ages of 18 and 35. I will use this definition for the purpose of this study because the national youth fund is available to the youth

between these ages. The term *youth* in this study, may be used interchangeably with *young people*.

Indigenization

It is a deliberate involvement of indigenous Zimbabweans in the economic activities of the country, to which prior to 18 April 1980 they had no access, so as to ensure equitable ownership of the nation's resource (Ministry of Youth Indigenisation and Empowerment, 2010). For the purpose of my study this is the definition I will use because it hints at the "underdevelopment" that has existed since colonialism.

Livelihoods

The means by which people survive or subsist (including skills, assets and other resources), as distinct from simply jobs or labour. In the programming context and especially with youth, a livelihood programme would be aimed at more than enterprise/employability to take in life skills, health etc. The "sustainable livelihoods" framework has been adopted by DFID and others. I will use this definition whilst regarding the youth fund as a livelihood initiative.

Participation

The active, informed and voluntary involvement of people in decision-making and the life of their communities (both locally and globally). Participation means work with and by people and not merely work for them. The human rights approach to development acknowledges that youth have the right to participation including under-18s who have the right "to express...views freely in all matters affecting [them] with the views being given due weight in accordance with their age and

maturity” (Convention on the rights of the Child 1989, Article 12). This definition will be used for the research.

Development

According to Walter Rodney (1972), development in human society is a many-sided process. At the level of the individual, it implies increased skill and capacity, greater freedom, creativity, self-discipline, responsibility and material well-being. Whilst some of these are virtually moral categories that are difficult to evaluate, it is undisputable that the achievement of any of those aspects of personal development is very much tied to the state of the society as a whole. For the purpose of this study, I will use this definition.

Empowerment:

“Empowerment” generally refers to development approaches that “enable” the beneficiaries, especially the poor, marginal and excluded groups such as women, to take initiatives to solve their own problems of poverty, exclusion, and chronic dependency, (Narayan 2005). In this research, the marginalised group is Youth as a demographic. For the purpose of this study I will apply this definition with youth as an “excluded” group.

1.10 Structure of Research

Chapter 1 gives the background of the problem to be studied. It gives an overview of the Zimbabwe National Youth Policy, its history and the core aims of current policy. It also highlights the central research questions, objectives, justification and purpose

of study. The assumptions of the study are also included in this study. Chapter 2 offers a Literature review and theoretical framework that informs the study. Literature on emerging trends on youth issues is laid out and an international perspective on youth policy is provided in this chapter. The importance of youth policy at national level is explained in the review and the challenges of matching theory with practice are discussed.

Chapter 3 will focus on the research method that were used and explains why the researcher chose those methods. It describes the research design, population and sampling methods that were used and their validity with regards to the research topic. Chapter 4 gives the presentation and interpretation of research findings and chapter 5 gives conclusions and recommendations.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter provides theories that inform youth development. It reviews literature on issues related to youth policy, how it has been and continues to be shaped through research and international, regional conventions and then adopted by nation states. The idea of youth as agents of development is briefly discussed. The importance of youth participation in their own development is rationalised. Literature reviewed in this chapter includes theory from empirical study which explains the difficulties in matching theory with practice in a Zimbabwean context. It looks at explanations offered and these include lack of youth consultation in the policy making processes as well as political environment that is not enabling. This chapter also helps the researcher to identify the latest developments in this area of research and also helps to identify gaps in literature on youth policy as a tool for youth empowerment.

2.2 Theoretical Framework of the study

This study will be informed by the dependency theory. This theory derived from the work of Karl Marx focusing on explaining the persistence of poverty in developing countries as a direct result of their economic and political dependency on wealthy countries. Marx saw that a capitalist world economy would create an exploited class of dependent countries just as capitalism within countries created an exploited class of workers. A primary mechanism in all cases of underdevelopment has been the

emergence of a dominant social class within the dependent under developing nation which participates in the exploitation of the nation but is itself dependent on the metropolis or centre, (Friedmann and Wayne, 1977).

2.2.1 The Dependency Theory

Dependency is a condition that evolves over time in which a relationship--generally between two states--develops to the advantage of a dominant state at the expense of another, (Prebisch, 1950) thus; Dependency Theory begins by examining the development of this system of inequality. As the industrialized countries began industrializing in the 1600's they needed raw materials for processing in their factories and this saw the beginning of colonialism. Colonialism was a system by which western countries became wealthy by taking raw materials from colonialized societies and reaping profits from goods manufactured in the industrialized countries, (Anderson and Taylor, 2003). Colonialism meant that the people belonging to the colonized societies were largely denied access to these resources.

2.2.2 Indigenization

Through the Indigenization and Economic Empowerment Act; (2007), the Zimbabwean government recognises the "indigenous Zimbabwean" as any person who before 18th April 1980 was disadvantaged by unfair discrimination on the grounds of his/her race and any descendent of such person, (Indigenization and Economic Empowerment Act; Chapter 14:33). In an attempt to address the wealth inequalities brought about by international capitalism, the Zimbabwean government through the IEEA endeavours to ensure that "*at least fifty-one per centum of the*

shares of every public company and any business shall be owned by indigenous Zimbabweans”

Raul Prebisch (1950) one of the early dependency theorists put forward the idea of centre-periphery relations and argued that the remedy for this underdevelopment was inward-directed development through industrialisation. This is essentially what the Zimbabwean government is attempting (on paper) with the indigenization drive, to curtail under development by empowering the youth through the youth Fund.

Virat Dyviakiti (2006) refers to development essentially as “the development of the under developed people”. Virat’s definition is built from the rationale that most of the under developed people are from the countries that are designated as 'least developed' and 'less developed' countries (see Annexe I) by the United Nations (UN). Yet even in these least developed and less developed countries, the disparity between development status of urban areas and rural areas is extremely high. Thus according to Kurai Masenyama (Herald February 13 2012),

Today’s generation of youth in Zimbabwe stands at the crossroads of past inequality and underdevelopment and future prosperity, stability and sustainable economic development of the country.

This invokes the words of Che Guevara (1964) cited by Walter Rodney (How Europe Underdeveloped Africa),

In contrast with the surging growth of the countries in the socialist camp and the development taking place taking place, albeit much more slowly, in the majority of the capitalist countries, is the unquestionable fact that a large proportion of the so-called underdeveloped countries are in total stagnation, and that in some of them the rate of economic growth is lower than that of population increase is lower than that of population increase, Rodney (1972).

2.2.3 Development of Underdevelopment

Andre Gunder Frank (1989) expounded the idea that *underdevelopment* was not just the state of nations that had not been developed but it was the obverse side of the process whereby western states had developed. He explained that the process of underdevelopment is not restricted only to a global level but at more local levels, between cities and their hinterlands as a microeconomic model.

Jean and John Comaroff (1999) wrote about how in South Africa “the dominant line of cleavage here has become generation” and that youth in particular are the focus of rapid shifts in postcolonial and global economy and society. They explain how in the "occult economies" of the region the potency and potential of youth are extracted to sustain the power of those in authority while young people themselves feel increasingly unable to attain the promises of the new economy and society.

In Zimbabwe, a need to combat this continued underdevelopment is expressed through the Economic Indigenization and Empowerment Act. This Law seeks to correct the historical economic imbalances that resulted in the marginalisation of indigenous Zimbabweans prior to the country's independence in April 1980. Such colonial legacy oversees the continued deprivation of the socio-economic aspirations and prosperity of indigenous Zimbabweans, (Ministry of Youth Development Indigenization and Economic Empowerment, 2010).

In this vein, all Zimbabweans and the youth who constitute the majority in Zimbabwe, (Zimbabwe Statistical Office, 2012) are called to forge a united

economic front towards the development of the nation. This vision is thrust by the Ministry of Youth Development Indigenisation and Empowerment. The vision is to

Achieve true empowerment of Zimbabwean youths and indigenous citizens. Its mission is to develop, promote and implement policies and programmes for the empowerment of youths and indigenous citizens in order to achieve sustainable and equitable development (Ministry of Youth Development Indigenization and Economic Empowerment, 2010).

The term development has often been used in an exclusive economic sense with the justification being that the type of economy is itself an index of other social features. A nation develops economically when there is participation of its citizens on a massive scale and as more people increase their ability in dealing with their environment. Their understanding of the laws of nature determines their level of success in manipulating the environment for their benefit. The extent to which they are able to translate their understanding into practice by putting in place the relevant technology is what determines their development, (Rodney, 1972).

The National youth policy provides the Framework that is meant to facilitate youth participation in development. Part of the rationale behind the making of the youth policy is the acknowledgement that “No nation can move forward when its’ young people \are trapped in cycles of poverty”, (Zimbabwe National Youth Policy, 2000).

Colonial rule in Zimbabwe resulted in land dispossession and marginalization of the Africans, (Zimbabwe Government Online, 2010) and according to Sagasti (1973), the main characteristic of an underdeveloped country is that it is dominated, disarticulated and incapable of providing an adequate standard of living for the majority of its population. The Indigenous and Economic Empowerment Act (IEEA)

through the youth policy seeks to address once and for all such symptoms of dependency. The ZNYP can be viewed as a tool through which the indigenization law can take effect and impact on the lives of the youth (who constitute the majority of the Zimbabwe population). The Zimbabwe National Youth Policy seeks to

empower the youth by creating an enabling environment and marshalling the resources necessary for undertaking programmes to fully develop youth's mental, moral, social, economic, political, cultural, spiritual and physical potential in order to improve their quality of life, (Zimbabwe National Youth Policy, 2000).

This objective of the policy is in tandem with the reality postulated by Walter Rodney (1972) that every people has shown the capacity for independently increasing their ability to live a satisfactory life through exploiting the resources of nature.

The Economic and Indigenization drive is one such programme that can be used to empower the youth and benefit from national natural resources. The EEIA has been described (after the Land Reform programme) as a programme designed to make the final correction to the historical imbalances brought about by colonialism, (Zimbabwe African National Union, 2007). Under the Indigenization and Economic Empowerment initiative, loans can be made available for the youth to access and take part in sustainable development initiatives.

Whilst the youth fund is an important step towards youth empowerment by offering the youth capital for development project, it is important to consider the work of Lucas (1990), who pointed out how capital hasn't flowed from wealthy to poor countries. According to Lucas, financial globalization seems to maintain the flow of

capital between the wealthy countries and not wealthy to developing countries. Whilst there has been a flow of capital to the developing countries, high returns would be expected but this has not been the case and the likely reason has been that the capital flowing to the developing countries has only constituted one fifth of that in the developed countries. According to Lucas, the main reason why capital doesn't flow from rich to poor countries is because of the weaker institutional environment in poor countries. Empirical evidence supports this view (Alfaro, Kalemli-Ozcan, and Volosovych 2003, 2004).

2.3 Sustainable livelihoods Approach

This study will also apply the Sustainable Livelihoods Approach. Sustainable Livelihoods (SL) are a way of thinking about the goals, scope and priorities for development in order to effectively address poverty. This entails making the most out of all resources available. SL approaches rest on core values that emphasize people-oriented, responsive, and multi-sectoral approaches to development.

The national youth policy must be assessed in terms of its ability to capture the priority areas for development. The youth can be viewed as a resource that can be developed through Vocational Training Institutions whose key thrust is Training for Enterprise (TFE), (Ministry of Youth Development Indigenization and Economic Empowerment, 2010). According to the Ministry of Youth Development Indigenization & Economic Empowerment (MYDIEE),

The mission of this initiative (VCT's) is to develop an entrepreneurial culture amongst the youth through skills and business management training in order to improve the employment creation opportunities.

The sustainable livelihoods approach (SLA) is a way to improve understanding of the livelihoods of poor people. It draws on the main factors that affect poor people's livelihoods and the typical relationships between these factors. The National youth policy acknowledges such factors that affect the youth as a “marginalised” group. Such factors are, the slow growth in the economy, rising unemployment, difficulties associated with the protection of basic social services in the face of a changing economic environment and the devastating AIDS epidemic, (Section 2:2 of Zimbabwe National Youth Policy, 2000).

The sustainable livelihoods approach is applied in planning new development activities and in assessing the contribution that existing activities have made to sustaining livelihoods. Through the youth policy, new development initiatives for the youth can be implemented. Through a multi-sectoral framework already in place through the policy, laws such as the Indigenisation and Empowerment bill can be affected to address the historical fact of colonialism and underdevelopment which have continued to haunt the youth today.

The SLA was originally introduced by the Brundtland Commission on Environment and Development and followed by the United Nations Conference on Environment and Development which expanded the concept in 1992. The United Nations called for the attainment of sustainable livelihoods as a broad goal for eradicating poverty. In 1992 the following composite definition of sustainable livelihoods (in a rural context at household level) was proposed by Robert Chambers and Gordon Conway,

A livelihood comprises the capabilities, assets (stores, resources, claims and access) and activities required for a means of living: a livelihood is sustainable which can cope with and recover from stress and shocks,

maintain or enhance its capabilities and assets, and provide sustainable livelihood opportunities for the next generation; and which contributes net benefits to other livelihoods at the local and global levels and in the short and long term, (Chambers and Conway, 1992).

The revolving youth fund represents a mechanism that ensures continuity. Thus the fund requires that any projects to be funded must have the potential to generate sustainable income for the project promoters and create employment for other youth (Ministry of Youth Development Indigenization and Empowerment, 2012).

According to Ian Scoones, the concept of sustainable livelihoods is a matrix of many ideas and interests. It is the merging of different strands in the development debate and it always subject to negotiation. In Scoones view this means that different people will have diverse views with regards to the priority indicators and where conflicts are highlighted, choices have to be made. This view stresses that the ability to pursue different livelihood strategies is dependent on the basic material, social, tangible or intangible assets that people have at their disposal. These assets of resources can be viewed as the ‘capital’ base from which production streams are derived and livelihoods created, (Scoones, 1998).

The Ministry of Youth Development Indigenization and Economic Empowerment has set up the facility to provide part of this ‘capital base’ from which the youth can derive livelihoods. These facilities have been set up to fulfil the following objectives; to fund different income generating projects initiated by the youth , empowering the youth through technical and entrepreneurial skills training, creating employment and promoting youth participation, (Ministry of Youth Development Indigenization

Economic Empowerment, 2012). Through the youth fund, technical skills training, employment and participation, livelihoods can be created.

The Institute for Development Studies (IDS) has a framework for analysing sustainable livelihoods with the main question posed in this analysis being- given a particular context of policy setting, politics, history, and socio-economic conditions, what combination of livelihood strategies are best for what combination of resources. The institutional processes which mediate the strategies are of particular interest in this framework as they have a bearing on the success or failure of the strategies to achieve the desired outcomes, (Scoones, 1998).

The youth policy as an instrument for youth empowerment within a sustainable livelihoods paradigm will depend on an institutional framework which is sound. It is paramount to have active political, administrative and technical support for the translation of goals, objectives and strategies outlined in the Policy into actual programmes at all levels of society, (Zimbabwe National Youth Policy, 2000).

The Africa Youth Charter recognises the youth as development partners, assets and unalienable in sustainable development and for the stability and economic growth of Africa with a special contribution to make to the present and to future development, (Africa Youth Charter, 2006). The Youth Working Group of the DFID advocates that development assistance should work for the benefit of youth (as target beneficiaries), with youth as partners and be shaped by youth as leaders. This is an assets approach to youth participation in development, (Youth Working Group, 2010).

2.4 Youth Agency

According to Zeldin (2004) as cited by Ansell et al, youth policies are usually influenced by the conceptualizations of the policy makers. The policy will reflect what the youths are viewed as. If viewed as a problem, the policy will focus on Aids, unemployment, homelessness, delinquency, where viewed as a resource; it will focus on education, participation and empowerment. Ansell et al (2012) goes on to explain how the policy shifts with time to address the questions and problems of the day, from issues of morality, politics and youth assimilation back into society in post war settings.

Scholars and practitioners alike are now accustomed to thinking about children and youth as ‘social agents’ (Honwana and De Boeck 2005), Christiansen et al, (2006) and Panelli et al (2007). For example in the context of Africa, Honwana and De Boeck (2005) describe young people as ‘makers and breakers’ in their collection of ethnographies about how children and youth are transforming the Continent whilst Christiansen et al (2006), provide ethnographic descriptions of ‘youthscapes’ on the continent highlighting how many African youths have shown determination in often unpredictable, difficult realities and have had to accordingly adapt in order to generate meaningful lives for themselves.

This entails that instead of focusing and wasting resources on trying to curb youth violence, enhancing youth developmental needs is more important. Ginsburg et al (2003) found that when consulted, young people preferred that emphasis be placed

on youth development issues through supportive solutions and not focus on pointing out problem areas.

2.4.1 Positive Youth Development

According to Benson (2003), efforts towards youth development must hinge on sustaining youths' positive strengths and building upon them rather than on extinguishing young people's maladaptive tendencies. Benson's approach assumes that the nature of the young people is marked by considerable resilience and vast potential. Policy must assist in maximizing this potential not only as an essential end in itself but also as a means of pre-empting any self-destructive or antisocial tendencies that can arise when there is a vacuum of positive activity. In this way, youth empowerment allows youth to maximise their potential and at the same time offers youth an outlet from which to exhaust any self-destructive or antisocial tendencies, (Lerner and Benson 2003).

James-Wilson (2007), noted how in the past many programmes regarded children and youth as 'victims' and policy would exist in the name of young people's 'best interests' yet in practice youth were excluded from participation and decision-making and were denied an active role. This led to an obscuring of their capacity for action resulting in a sense of powerlessness in the youth.

More recently social interventions have been accordingly re-designed on the basis of the principles of children and youth's *agency* and their right to *participation*. It is now mostly assumed that social interventions should aspire to be youth-focussed and participatory in their nature, enabling youth to take part in decision-making processes

based on an acknowledgement of their capacity for autonomy and self-reflection. The Zimbabwe National youth policy in theory, offers a ‘Participatory approach’ to development as stated in the policy,

Youth empowerment is the creation of an enabling environment for the youth to have the freedom to choose, to participate in and take decisions in matters affecting them and be ready to accept the consequences of their decisions. Empowerment enables the youth to be active participants in both the process and product of development. (Zimbabwe National Youth Policy, 2000).

2.4.2 Youth Empowerment

Empowerment has been referred to as an attitudinal, structural and cultural process whereby young people gain the ability, authority and agency to be decision makers and be involved in implementing change in their own lives as well of other people’s lives encompassing both youth and adults, (Department for International Development, 2010).

This definition places youth at the centre of development. The changes which they make in their own lives affect others around them hence when the youth are empowered; their self-development has a far reaching effect on their immediate environment and national development. In Zimbabwe, the MYDIEE hopes to achieve this by putting youth at the centre of development through the Indigenization and empowerment programme. Youth make up approximately 70% of Zimbabwe’ population (Zimstats, 2012), hence their participation can drive nationwide development.

Empowerment is the expansion of freedom of choice and action, increasing one's authority and control over the resources and decisions that affects one's life (UN Publication, 2003). This means that when freedom of choice and action is given more space, one correspondingly asserts more control over available resources and thereby one can gain more control over one's own life.

In 1995, the United Nations General Assembly adopted the World Program of Action for Youth to the Year 2000 and Beyond (WPAYB) as a framework for signatory states to increase their capacities to address youth needs and issues. The introduction to the agenda states:

Youth are at the forefront of global, social, economic and political developments. In addition to their intellectual contribution and their ability to mobilize support, young people bring unique perspectives that need to be taken into account. The progress of our societies is based, among other elements, on each society's capacity to involve young women and men in building and designing the future, (World Program of Action for Youth to the Year 2000 and Beyond, 1995).

The operationalization of the UN Action for Youth agenda requires that youth voice should be given reign through meaningful representation, participation in community and political decision making bodies. Communities should acknowledge the energy and ideas of the emerging generation of leaders. This would help in bridging the generation gap and in passing the torch.

2.5 African Youth Charter

Zimbabwe has ratified the African Youth Charter (AYC) which is the first legal framework provided to Africa to support national policies, programmes and actions

in favour of youth development. The idea of having a youth charter for Africa was first discussed in the African Union Strategic Planning (2004-2007) to ensure that youth issues are embedded in legal frameworks and taken seriously, (African Youth Charter, 2006).

The African Youth Charter was drafted and adopted as a political and legal framework for action that takes account of the current situation of the youth. Referring to the rights, freedoms and duties of the African youth, the AYC is a framework provided to Africa to support national policies, programmes and actions in favour of youth development. The document was adopted by Heads of States, Governments and recommended for ratification and implementation. Zimbabwe has ratified the Youth Charter.

According to the Zimguardian (14/09/2010), the signing and ratification of the African Youth Charter (AYC) has brought a new impetus for the renewal and realignment of the youth policy in Zimbabwe. The charter calls for alignment of national youth charters with the vision and targets of the AYC. Accordingly in Zimbabwe, the MYDIEE called for input from youth organizations on the making of a national youth policy.

The Youth Forum Advocacy and Research Department in their overview of the National Youth Policy document described the document as one that is designed to provide a comprehensive and multi-sectoral framework for addressing youth issues that are currently considered not commensurate with achieving sustainable socio-economic development. The youth policy is based on eleven (11) guiding principles which provide an ethical context for a rights-based approach in dealing with youth

concerns, (Youth Forum Advocacy and Research Department, 2010). This suggests that on paper, the youth policy is a comprehensive document.

2.5.1 The African Commission

With improved communication technology, the impact of globalization on youth cannot be underestimated. In this respect, the African Commission was set up by the Prime Minister of Denmark in 2008 to help Africa gain more from Globalisation. The Commission consisted of heads of governments, politicians, experts, representatives from regional organizations and business. The majority of these were from Africa to reflect Africa's ownership of the commission.

The Commission addressed ways to create employment for young people through private sector led growth and competitiveness of African economies. Special emphasis was laid on the creation of decent livelihoods and fostering of entrepreneurship amongst youth in Africa. This could be made possible through education; skills training and financial support (The African Commission, 2010).

The Departmental vision of the IEEA in Zimbabwe exists in line with this recommendation from the African Commission and thus seeks to achieve sustainable empowerment of Zimbabwean youths and indigenous citizens. According to the MYDIEE,

Indigenization is a deliberate involvement of indigenous Zimbabweans in the economic activities of the country to which prior to 18 April 1980, they had no access, so as to ensure equitable ownership of the nation's resource, (Ministry of Youth Development Indigenization and Economic Empowerment, 2010).

The Youth empowerment programme activities involve

- Funding youth businesses and income-generating projects.
- Enable youths to participate in the mainstream economy and contribute to economic growth and development.
- Create employment for the young people of Zimbabwe.

The Africa Commission recommends that the financial sector in African countries scales up investment finance for small and medium sized enterprises (SME's) and develops the necessary capacity. For their part, African governments are expected to create the necessary frameworks to achieve this. Through the National Youth Policy, indigenization and the youth fund, small to medium scale enterprises can be given support.

There appears to be a paradigm shift in the approach to youth issues; from youth having being viewed more as a problem to being viewed as a resource. This is expressed through international and regional conventions on youth issues. Former UN Secretary General Kofi Annan describes the youth as *the most precious resource on the planet and providing for them in not just a moral obligation, it is compelling economic necessity*. The World Programme of Action for Youth (WPAFY), asks Governments to consider the contribution of young person's in all policies affecting them. Governments are urged to honour this commitment; *they must also increase the financial, education and technical support made available to young people in order to cultivate their promise and potential*.

2.6 Problems matching Policy Theory with Practice

Whilst the outlook on youth policy appears positive, in practice this may not always be the case. When researchers examine how youth are depicted in the media, it is observed that young people hardly get a chance to speak for themselves. They are rarely depicted in positive terms and few stories speak on their accomplishments (Dorfman and Woodruff 1998) (Figueroa 2000). Accordingly, this exacerbates their marginalization because policy agenda is often set by public opinion which is fed by the media.

William Damon (2004) reinforces this idea by noting how the media portray young people in a consistently negative fashion. He observed how when adolescents appear on television news it is often in the guise of a criminal or other kind of miscreant. This negative perception and depiction of youth invokes the words of Black American Hip hop artist Tupac Amaru Shakur who sang, *unless we are shooting, no one notices the youth* from Me Against The World (Shakur Amaru 1995), suggesting that the youth draw attention from society only when they are breaking the law.

William Damon cites a release titled "The Media Watches Kids," from The Communitarian Network Update of December 1, 2000. The release cited some data collected in October 2000 by Media Monitor, an independent Washington-based research centre, it reported,

“According to a recent examination of a month of network and local TV news coverage of American youth, just 2% of teenagers were shown at home, while only 1% was portrayed in a work setting. In contrast, the criminal justice system

accounted for nearly 1 out of every 5 visual backdrops”. (Communitarian Network, 2000).

William notes how nothing has changed in the years since this observation was made; in fact, many media observers believe that the situation has gotten worse.

Deborah Durham (2000) cites the June 2000 issue of Scientific American which features a story *Children of the Gun* (Boothby and Knudson 2000). Its lead picture depicts young boys in Congo/Zaire, dressed in khakis and crowned with circlets of leaves from the bush, signs of uncontained power and the undomesticated wild, automatic weapons hanging from their backs-images seen all too often in media representations from across Africa. Contained in these reports are striking images of youth as victims of circumstance and the manipulations of older people in power and also images of youth as unruly, destructive and dangerous forces needing containment.

In Zimbabwe, the youth could be viewed with suspicion especially as a result of their involvement in the massively media documented violent ZANU PF Youth Brigades of the 1980’s and youth involvement in the National Youth Service which brought rise to the formation of youth militia who were involved in Election violence in 2000, (Refworld, 2011). One extract from a Zimbabwean media report on their activities reads,

The National Youth Service has been condemned in the West and in Africa for gross human rights violations on behalf of the ZANU-PF party. Within Zimbabwe the graduates of the service are known pejoratively as green bombers after the fatigue uniforms they wear.” (Human Rights Watch 11 Aug. 2008; Lecturer 28 Apr. 2011).

Youth are unwittingly conscripted into armed struggle, used to settle political scores and are exposed to various negative media that erodes their positive heritage- leading them to delinquency, drug use and other risky behaviour, (African Youth Decade 2009-2018 Plan of Action).

In a report titled “Furore over youth quota”, the Zimbabwe Independent newspaper dated (18/01/2013), quoted several civic society leaders expressing their cynicism over policies such as Indigenization and Economic Empowerment which they perceive as a way of luring young people into political patronage. In this report, the MYDIEE youth quota directive is described as a *mobilisation agenda to bring back those youth brigades and violent youth militia groups ahead of elections with the lure of cash and positions*. In the same report, another civic society leader is quoted as saying, *empowerment is inherently a political process vulnerable to partisan political manipulation*.

2.6.1 Youth Participation

In a research carried out in Zimbabwe in August 2011 by Now Zimbabwe Trust to ascertain the extent to which youth participate in policy formulation with special focus on the Indigenization and Empowerment bill, the result was that 15% knew the contents of the bill, 89% claimed to have heard about the bill but none of them acknowledged having contributed towards formulation of the bill. Lack of consultation is often cited as a reason why policy fails to match with practice among other reasons. The youth feel alienated from the policy, are cynical and feel like *outsiders* (Now Zimbabwe Trust, 2011).

In Ghana, since 1992, development plans have been formulated and implemented with little or no participation of the youth even though they constitute the bulk of the nation's labour force and voting population. The youth in Ghana were marginalized in the formulation and implementation of the National Youth Employment Programme, a programme intended to benefit them and to deal with unemployment among them. Consequently, the programme is saddled with several challenges most of which could have been avoided if the youth had been part of the NYEP process, (Ransford Gyampo, 2012).

Ransford draws a contrast with the U.S.A case where the youth were consulted and they actively participated in the process particularly at the community level, (Collura, 2010). He cites the 1991 and 2001 Reports of the US Department of Labour which give detail on how different youth groups participated in the formulation and implementation of employment programmes meant for them in a manner that made those programmes relevant in effectively dealing with their joblessness.

2.6.2 Malawi Youth Policy contradictions

On an analysis of the Malawi Youth Policy carried out by Ansell et al (2012), the many inconsistencies in the policy document were seen as reflecting the diverse actors involved in the policy process. This limits the effectiveness of the policy. Some sections of the policy contain many long lists of priority greatly augmenting the previous list; this is thought to suggest the consultation process with diverse actors. Contradicting moral frameworks take shape in the policy putting its effectiveness into question

It has been observed that in Developing countries, failure at implementation of development policies seems to be a common occurrence .Whilst on paper noble ideas are expressed, the actual practice is often troublesome and marred with controversy and ultimately the beneficiaries of policy end up worse off than before. (Jeanette Marie Manjengwa, 2007). The Indigenization and Empowerment Act is regarded by the Ministry of Youth Indigenization & Economic Empowerment as one that will empower the youth yet on the ground it remains controversial. According to a media report by Voice of America dated 12/09/2012,

Investors have been reluctant to do business with Harare citing policy uncertainties and scepticism over implementation of the indigenization and empowerment law, (Voice of America, 2012).

Another inconsistency noted in the Malawian youth policy is that the *Principles and Values* section includes involvement in decision making, self-development, participation and pursuit of assertiveness but also includes respect for cultural values, respect for elders and national unity.

According to this analysis, whilst the policy generally stresses youth empowerment and involvement in development rather than provision for the youth, *Rights of the Youth section* has been revised to replace civil rights with socioeconomic rights emphasizing right to access to good health, education, employment and other socio-economic services. The Malawi Ministry of youth and Development merely “guides the allocation of resources” but sets no provision for the resources.

2.6.3 Lesotho Youth Policy

The Lesotho youth policy also has been analysed as having an inconsistent tone, on one hand the youth are viewed positively and on the other they are viewed as deviant, alcoholic and drug abusers who are involved with criminal activity. Youth are described as persons between the ages of 15 and 35 (expanded from 15-25 in the 1995 draft), Ansel et al (2012).

In the ZNYP, inconsistencies have been noted. According to (Kubatana.net, 2010), the Ministry of Youth Development Indigenization and Empowerment has been conducting consultative meetings throughout the country in an effort to review the “redundant” and “inconsistent” National Youth Policy. The largest meeting was held in Harare on 15 November 2010 and drew participants from Civic Society, churches as well as political parties and the youth themselves.

The Youth Forum Advocacy and Research Department called for the reform of the National Youth Policy. Its findings were that the current generation of youth is clearly not in touch with the present policy and it has so far failed to champion the interests of young people towards meaningful participation and empowerment, socio-economically and politically. Questions have been raised over the work of the ZYC. The ZYC has been accused of carrying its duties in a partisan manner and this would certainly undermine its capacity to incorporate the views of all youth regardless of political affiliation, economic or social background, colour or creed into policy formulation, (The Youth Forum Advocacy and Research 2010).

2.7 Political Environment

Leftwich (2007) defines predatory states in which political elites who take large amounts of surplus which may have been of benefit to more people and they convert it to their own use in a way which slows down economic progress. The powerful elite in control of predatory states plunder in disregard of the welfare of the citizenry. Moselle and Polak (2001) are in agreement with Leftwich's view of Zimbabwe as being a case of political predation. The reason cited to explain why Zimbabwe turned into a predatory state is that wealth comes from political power. This contrasts with the Marxist assumption that political power comes from wealth (Bayart 1993, as cited in Leftwich 2007) in the context of Zaire.

In such a paradigm, questions are left as to how national policies can thrive when institutions are being used to enrich politicians at the expense of the populace. Those in power can abuse power in a bid to enrich themselves. In this vein, Selby (2006) concluded that many policies implemented by the ZANU-PF in order to cement their rule internally have led to worsening of crisis. An example commonly offered is the Fast Track Land Reform Programme which is one such policy which was aimed at restoring political hegemony out of fear of opposition and economic elites.

In this regard, youth empowerment policies such as the indigenization and economic-empowerment initiative have to be in tandem with educational policies to succeed as opposed to being an abstract and practically irrelevant document created for political expediency. For instance, the majority of youths are failing to understand the concept of national Indigenization and Economic-Empowerment. Like the "agrarian

revolution” in 2000, the youths were expected to take the lead and benefit but this never happened. The education system is in most cases producing employees but the National Indigenization and Economic Empowerment Policy urges youths to get hold of the indigenized resources, empower themselves and become fully fledged entrepreneurs. The financial institutions have been in most cases put forward stringent collateral requirements for youths to secure financial resources. The majority of youths have been left with nothing productive to do and vulnerable to all forms of abuse, (Budiriro Think Tank, 2010).

It has also been observed that the problems encountered in implementing plans or policies and the failure of some development programmes in Zimbabwe can largely be attributed to many factors sometimes including a flawed definition of poverty and development, a lack of political will to undertake radical change, inadequate resources for mammoth tasks and above all a lack of mass participation in the development process by the poverty-stricken groups or communities so as to make them masters of their own destinies (Alcock, 1993). In 2013, according to the Zimbabwe Statistical Office, unemployment in Zimbabwe stands at 10% (Zimstats 2012). This is in contrast with the United Nations figure which places Zimbabwean *under-employment* levels at 80%. This could be viewed as denial of a serious problem of unemployment in Zimbabwe by the Zimbabwean government. All the above factors conjure up the words of Niccolo Machievelli,

*I was hungry and you formed a committee to investigate my hunger
I was homeless and you filed a report on my plight
I was sick and you held a seminar on the situation of the underprivileged
You have investigated all aspects of my plight
And yet I am still hungry, homeless and sick*

Often as Machievelli demonstrated, many policies remain on paper, are not properly put into practice and ultimately they fail. According to Emmanuel Manzungu (2004), in Zimbabwe, good governance is the missing link in the countries socio-economic development.

Implementation of Marxism differed from nation to nation but generally, land, mineral resources and industries were nationalized with foreign trade and investment brought under state control (Kilmister 2000). The intention was to benefit the marginalized and not just the owners of capital. With regards to the National Youth Policy and the IEEA, it is meant for the youth and for every citizen.

It has been observed that the disintegration of traditional society started with and resulted primarily from colonial intervention which created alien political, economic and social institutions. These institutions served to undermine the African traditional system of empowering youth which was controlled by their elders. In recent years, rapid urbanisation (which brought people from different and sometimes hostile ethnic groups together), widespread economic decline and restructuring processes have conspired to undermine traditional kinship structures, (Bennell, 2000).

2.8 Conclusion

This chapter provided the theoretical framework for the study. Literature that was reviewed explained the Dependency Theory and its implication on the study. The sustainable livelihoods approach was also employed as a lens through which to view the policy. In this study empowerment was defined as an attitudinal, structural and cultural process whereby young people gain the ability, authority and agency to be

decision makers. Through research and through international and regional laws, recommendations are set for governments to adopt progressive policies for addressing youth issues in accordance with how youth are viewed in the society. The importance of youth participation is stressed in this chapter and the economic, social and political environment in which policy is implemented is a determining factor for the success of the policy and the translation of policy theory into practice.

CHAPTER THREE

THE RESEARCH METHODOLOGY

3.1 Introduction

This chapter describes the methodological approach adopted in this study. It explains the context of the research setting in the Mutare urban area where young people from across Zimbabwe can be found in the several higher learning institutions. The survey sought to obtain youth perspectives on the youth policy, the indigenization and Empowerment act and the youth fund. Other key informants were the Ministry of Youth, Indigenization and Empowerment, Zimbabwe Youth Council, and NIEEB. The study investigated youth participation in development and the impact of the Youth Empowerment drive on the lives of young people, a largely qualitative bias was adopted.

In this section, methods of data collection, the research experience and the methods of data analysis are summarized. This primary data is collated in Chapter 4 with information from secondary sources such as reports and newspaper articles. The procedures followed were attempts to capture the impact of the national youth policy, Indigenization and Economic empowerment policy and the youth fund on the lives of youth in Mutare.

3.2 Research Design and Delimitation

The study was grounded in both qualitative and quantitative approaches. Data Collection took place in Mutare, the capital of Manicaland province. Mutare is

located in the Eastern Highlands next to the Mozambican border. Data was collected from the Ministry of Youth through face to face interviews with The District head, Zimbabwe Youth Council, NIEEB, CABS, CBZ and youth fund applicants

Unstructured interviews were conducted as they allowed for further probing to capture more of the subjects' opinions and viewpoints. The research was therefore confined to those who were directly involved in work to do with the administering of the youth fund, and the beneficiaries of the youth fund within the Mutare urban area.

The research was conducted through the researchers interface with Mutare youth and during the research period between January and April 2013. The timing of the research coincided with the National Constitutional Referendum in March 2013 as well as student's preparation for end of term exams and both factors brought more relevance to my study. This was likely to be a time when the young people in their final year of college were thinking about their future and that future of the nation as they were preparing for both their exams and a national referendum on the constitution. Issues of indigenization and economic empowerment were the headlines of several news publications in Zimbabwe. My survey, interview questions and the topics of my focus group discussions came at a relevant time.

3.2.1 Quantitative and Qualitative Approaches

Quantitative research consists of those studies in which the data concerned can be analysed in terms of numbers. Research can also be qualitative, that is, it can describe events, persons and so forth scientifically without the use of numerical data. Quantitative research is based more directly on its original plans and its results are

more readily analysed and interpreted. Qualitative research is more open and responsive to its subject. Both types of research are valid and useful. They are not mutually exclusive. It is possible for a single investigation to use both methods, (Best and Khan, 1989: 89-90). In this research I will use both qualitative and quantitative research designs.

3.2.2 The qualitative aspect

According to Casley and Kumar (1988), qualitative research design results in information which can best be described in words, they go further to explain that qualitative data is empirical, meaning that it relies on the practical and concrete experiences described by the subjects under study. The qualitative approach was used for collection and analysis of information in order to assess the impact that the youth fund has had on the lives of young people in Mutare. The rationale behind using qualitative research design lies in its ability to elicit practical and concrete experiences as articulated and described by the respondents under study. The justification for using it in this study lies in the quest to establish how the national youth policy had impacted on the lives of young people in Mutare.

Denzin and Lincoln, (2000), cites (Becker 1998) who describes the qualitative researcher as a maker of quilts who uses the aesthetic and material tools of his or her own craft, deploying whatever strategies, methods and empirical materials at hand. Qualitative research by nature seeks to secure an in-depth understanding of the phenomena being studied and uses multiple methods to achieve this. This research therefore used questionnaires, unstructured interviews and focus groups. This

allowed for objective reality and stakeholder representations to be captured. The combination of multiple methods, empirical practices and perspectives are best understood as a strategy that enriches the depth to any enquiry. For Stake, (2010) qualitative research is interpretive, experiential, situational, personalistic and emphasises personal experience. In assessing the national youth policy as a tool for youth empowerment it was necessary to use this approach as it allowed for insiders' view of the issues under investigation to be accurately captured and affirmed. Hussey (1997) describes qualitative research as an approach bringing meaning to things in their natural environment based on empirical evidence; it is the strength of the evidence that increases the knowledge of all phenomena that can be experienced in the real or imaginary world. The researcher used this method because it allowed for conversation and observation in natural settings as opposed to a controlled artificial setting.

3.2.3 Population

A population refers to a discrete group of units of analysis or whatever groups the researcher wishes to make inference about. According to Polit and Hungler (1991) define population as a totality of all the subjects that conform to a set of specification. In this study my population is young people in Mutare (Individuals between the ages of 18-35) male and females of all races, educational status, socio-economic status who are legible for the national youth Fund. Youth who have already applied for the youth Fund and representatives from The MYDIEE, ZYC, NIEEB, CABS and CBZ. The above category was able to provide information for the research.

3.3 Sampling

According to Schofield (2006), a sample is a set of elements selected in some way from a population and its aim in research is to save time and effort as well as obtained unbiased and consistent estimates of the population status in terms of what is being researched. For Cochrane (1998) a sample is a group chosen out of a large number and is questioned or tested in order to obtain information about the larger group. Sampling allows for the simplification of the research, it addresses the problem of the impracticality of dealing with large amounts of the population. According to Polit and Hungler (1987), the purpose of sampling is to select a portion of the population to represent the whole population.

Participants for the research were identified through the use of snowball and purposive sampling methods. In the selection of the sample, the researcher aimed to select information rich sources that could help the researcher conduct an in depth study on the impact that the Indigenisation and empowerment Act and the youth fund has had on the lives of young people. The sample for this study was made up of a total of 120 individuals, 70 were male and 50 were female. The categories of people involved in the research were young people residing in the Mutare aged between 18 and 35, representatives from the Ministry of Youth Development, Indigenization and Empowerment in Mutare District. In the young people's category, 100 were involved for quantitative purposes in order to determine youth participation in the Indigenization and empowerment process by probing their awareness of the national youth policy and the youth fund. From these 100 young people, 18 were to take part in the Focus Group Discussions. These young people were selected from

Mutare Vocational Training institute and Mutare Polytechnic. The second category of youth were youth who had applied for the youth fund with no success and the other was youth who had been successful.

According to Benard (2002), Purposive sampling, when used appropriately, is more efficient than random sampling in practical field circumstances, because the random members of a community may not be as knowledgeable and observant as an expert informant. In this method of sampling according to Korb (2012), the researcher uses his judgment to select participants that are representative of the population. This study considered factors that might influence the population: in this case it was selected individuals who had successfully applied for the Youth fund and those who had not been successful or had not received a response in over a year.

For data collection the researcher targeted final year students (between the ages of 18-35) from Mutare Polytechnic and Mutare Vocational Training Centre considering their eligibility for the national youth fund as well as their eligibility to benefit from the Indigenization and Empowerment Act which is open to all indigenous citizens of Zimbabwe. The students were purposively sampled with researcher taking careful consideration of their faculty so as to gain a diversity of perspectives through interaction with youth studying different courses.

Respondents were purposively selected on the criteria that they are youth above 18 and legible for the National Youth Fund and in their final year of study. The sample was chosen on the assumption that they were young people already acquiring skills that would enable them to directly benefit from the youth policy, the Indigenization and Empowerment act and the national youth fund. It was based on the assumption

that being in the educational institutions, the young people as beneficiaries of the youth policy would be more likely to be well conversant with the indigenization drive and may have already applied for funds to start income generating projects. For this reason the study targeted Polytechnic College students as well as students from Mutare Vocational Training Centre (MVTC).

Table: 1. Breakdown of Sample involved in Research

Population Category	Number of Male participants	Number of Female Participants	Total Number of Participants
Vocational training college students	70	50	120
Numbers of Ministry, ZYC and NIEEB	5	0	5
Successful loan Applicants	3	3	6
<u>Unsuccessful loan Applications</u>	9	1	10

Source: Own calculations from survey (March 23, 2013)

3.3.1 Data Collection

The researcher made use of face-to-face interviews with individual participants and also held 3 focus group discussions. During interviews, notes were taken in order to

capture all important issues arising during the interviews. The use of interviews immensely facilitated the collection of primary data that was essential for this study. The open-ended interview guide was used to solicit more ideas and study the attitudes and behaviours of the participants. The interviews took an average time of one hour each and the focus group discussions took two hours in total.

3.4 Interviews

Structured and unstructured interviews: Selection of key informants was based mostly on knowledge of the research area. Unstructured interviews were adopted and used. Minichiello (1990) defines unstructured interviews as interviews in which neither the question nor the answer categories are predetermined. They rely on social interaction between the researcher and informant to extract information. For the key informants such as The MYDIEE, ZYC and NIEEB interview questions were designed to bring out their knowledge on current youth empowerment trends in Mutare urban. Youth fund applicants were also interviewed the same way. Through interaction with them, the researcher was able to determine their opinions on youth empowerment issues and whether they were empowerment through government intervention along with other stakeholders. Upon approaching youth fund applicants, the researcher had to introduce the subject matter by first explaining that they were being approached on the basis of third party information.

Youth respondents particularly from the MPC and the MVTC were sceptical about the intentions of the research or who was behind the research. The research took place during the days heading to the national referendum on the constitution and this

may explain their initial reluctance to participate. The researcher assured them that this was a purely academic exercise which would be of use to other researchers and possibly future generations of youth as others would build upon my work.

3.5 Focus group discussions

With a rise in postmodern thought, qualitative research methodologies such as focus groups have become more popular (Kitzinger & Barbour, 1999). Qualitative researchers believe that there is no “truth” or “reality” and that reality is socially constructed. Qualitative research is inductive and therefore requires interaction. According to (Heppner, Kivlighan, & Wampold, 1999) in qualitative research, participants are fully informed and included in the analyses. A focus group is a carefully planned and moderated informal discussion where one person’s ideas bounce off another’s, creating a chain reaction of informative dialogue (Bogdan, 1992). A focus group discussion is best carried out in a comfortable environment with the purpose of eliciting a wide range of views and opinions from participants who share a common experience relative to the issues under discussion. The researcher carried out focus group discussions with 3 groups of respondents. The focus group discussions had more female than male participants all of different age groups falling between the ages of 18 and 35. The researcher acted as moderator of the discussion using the interview guiding questions as a guide for the discussion. Through these focus groups, the researcher was able to gain an in-depth view into youth perceptions on the issues at hand.

The Focus group discussions were held in order to get youth perspectives on the youth policy the national youth fund and the Indigenization and Empowerment Act. The responses gained from the structured questionnaires helped the researcher select which students to include in the focus group discussions based on their response to the questions. Researcher was able to pick out students who would take part in the focus group discussions. Students were selected from different faculties at MPC and the same was done at MVTC

3.6 Secondary Data Sources

To make a detailed and comprehensive assessment of the national youth policy as a tool for youth empowerment, the research also reviewed secondary data, sources including the Indigenization and Economic Empowerment act, the national youth policy, loan application data from the Zimbabwe Youth Council. Newspaper articles and other publication on the youth fund and the indigenization and empowerment fund.

3.7 Data Analysis and interpretation

The research analysis section presents the findings and discusses them at the same time to avoid repetition. The data collected from the field was analysed and the information obtained was categorized according to the interview questions which the responses sought to answer. Analysing the interview transcripts allowed the researcher to identify patterns and images that were emerging from the data and this helped to improve the quality of questions interviews that were yet to be held. From analysing the transcripts, the researcher was able to identify emerging themes from

the responses given by participants through an analysis and interpretation of phrases or words that were frequently used to describe certain situations. Similarities and differences were noted in the responses that were received and the provision of differing views and opinions and experiences regarding the national youth fund, indigenization and empowerment revealed some interesting realities and information that was beneficial to the research study. The interpretation of available data entailed making inferences based on information gathered whilst giving much thought to the theoretical framework shaping the research.

3.8 Research Ethics

The researcher guaranteed the protection of participant's privacy and confidentiality. Upon identifying a respondent to helping the research, the researcher immediately made known to them their rights as respondents. Upon introduction of the topic and stating what the researcher expected from the respondents, the researcher highlighted that the respondent was free to choose whether to answer all questions or some of the questions. The respondents were not required to write their names on the questionnaire. Respondents were also informed that taking part in the research was entirely a matter of choice. In some cases respondents assumed that the researcher was a government official who would help them receive the youth fund in exchange for information. In such instances I made clear and known that this was strictly a research for purely academic purposes. I would produce my University Identity card in all cases.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 Introduction

In the preceding chapter, the researcher described how data was collected from the field in order to assess the national youth policy as a tool for youth empowerment with a focus on the youth fund in the Mutare urban area. This chapter aims to present and analyse the information that was obtained from the interviews, questionnaires, discussions and observations. Information gathered from the research provided an insight into how the Indigenization and Empowerment act had impacted on the lives of youth in Mutare. It was important for the researcher to analyse whether the youth were conversant with policy matters affecting them as this had implications for their level of participation in their own development and ultimately a bearing on the effectiveness of the youth policy. Information gathered from the research provided answers to questions on how the Indigenous and empowerment act was impacting on youth development whether the national youth policy was bringing about youth development, why the national youth policy was revised in 2007 and recommendations for the youth policy.

4.2 Presentation of Findings

The Introduction of the Youth Fund in Zimbabwe: Zimbabwe as a nation state is integrated into the global system as a signatory to international conventions and it is

through this integration that its youth may be exposed, through trade and interaction to global modes of development and global platforms for expression. The Zimbabwe National Youth Policy was crafted in 2000 and is the end product of international, regional and local consultations.

In 2004, the policy was approved by cabinet and adopted. In 2007 the policy was revised to include above other provisions of the revised National Youth Policy, the guaranteeing of the youth quota which seeks to empower and guarantee young men and women a 25% stake in terms of participation in the social, economic and political development of the nation.

Through the framework provided in the ZNYP, resources were to be marshalled towards youth development. These resources were to be provided by government through proceeds from indigenization and would primarily be received by the youth in the form of loans which the youth could access from local banks.

4.2.1 Indigenization and Economic Empowerment

The respondent from the National indigenization and economic empowerment Board outlined how the indigenization mandate was enforced to allow the indigenous citizens to own 51% of all foreign owned companies. According to the respondent, Indigenization is treated as an aspect of empowerment and through indigenization, the ownership of natural resources would be transferred to the indigenous citizens. The respondent further explained that mere ownership of natural resources is not enough and people must be offered the financial resources to enable them to exploit the natural resource. The research noted that a parallel can be drawn here, the

potential of the youth as a national resource can be developed through empowerment (with the youth policy as a framework through which empowerment would take place). In the same sense, natural resources acquired through indigenization can be exploited by the youth (as indigenous citizens) if they are given the financial means. According to the general manager at NIEEB for Mutare District, as far as indigenization is concerned, there are few opportunities for participation that are available for the youth and youth empowerment is more pronounced on the *economic empowerment* aspect of the policy.

Effectively, this meant that *Indigenization* was a framework through which the indigenous people (with the youth constituting a majority) could acquire access to the natural resources of the nation and therefore be empowered. In the focus group discussions held at MPC and MVTC, it was evident that the youth felt alienated from indigenization and had no knowledge on the design of the framework or how it worked. The youth were reduced to mere recipients of the NIEEF and not participants in the building of the framework.

4.2.2 Low Youth Participation

According to the District Manager at NIEEB, the youth along with other special interest groups such as women, the disabled and war veterans were expected to come up with sound business proposals which would then be funded through the National Indigenization and Economic Empowerment Fund (NIEEF). At the time of the research, the resources for this fund were still being mobilized and the fund had not yet been officially launched, only 3 women had so far handed in project proposals to

NIEEB for approval and funding whilst The Youth were being described as being “not so forthcoming”, a similar phrase used by the MYDIEE District Head in describing youth attitude towards the youth fund. At the time of the research in March 2013, 3 applications had so far been received by NIEEB from the youth in Mutare. According to NIEEB, this low response from the youth was because the youth were accustomed to accessing empowerment funds through the MYDIEE.

4.2.3 The “Nieebgate” Scandal

Results from the survey carried out by the researcher had revealed that the youth were aware of the NIEEA with 70% of the participants claiming to have heard about the NIEEA. During the period of research, there were several Newspapers Articles containing accounts on how Indigenization deals were being carried out between government, foreign owned companies and local capital investment firms. From these deals it emerged that the state would have had to pay for the 51% which it was meant to be obtained free of charge through the NIEEA. This development became known as the “Nieebgate Scandal”. The National Indigenization Economic and Empowerment policy has had its controversies as documented in the following article.

Following the exposure of the Nieebgate Scandal by the Daily News, there has been a flurry of denials, deadly fight-backs, intimidation and threats on this newspaper’s investigative crew and editors but we remain unshaken. In investigating the Nieebgate Scandal, the Daily News was certainly not targeting the empowerment programme, it was not targeting Zanu PF or any other political party and it was never targeting President Robert Mugabe.

The indigenisation programme is noble when implemented correctly and we agree with Mugabe that there were some anomalies in the implementation....The fact is that our resources were going to go for nothing. The anomalies in the indigenisation deals signed between the National

Indigenisation and Economic Empowerment Board (Nieeb) and the indigenised companies have fundamental flaws in favour of the companies and as a responsible newspaper; it is our duty to expose such misdemeanours.

It was Zimplats which was going to gain from the deal while government was going to get nothing. A private consultancy firm, Brainworks Capital was going to earn up to \$45 million on full completion of the Zimplats transaction according to the company's mandate letter which was also signed by Nieeb. Brainworks were appointed without going to tender, a fact which was confirmed by the Government Tender Board. All the other facts published by the Daily News are contained in the Brainworks documents... Government should instead institute a commission of inquiry to probe the Nieebgate Scandal and expose those responsible for signing these shameful deals. (Adopted from a Daily News Live report, Indigenization is for Zimbabweans, Daily News, March 25, 2013) accessed April 1.

Such media stories exposed the controversies and political wrangles which marred the Indigenization drive and ultimately discouraged youth participation. During discussions with youth regarding the indigenization policy, most youth were sceptical that it would change their economic circumstances. The 25% quota that the youth are guaranteed through the ZNYP framework was not effective as a result of low participation by the youth whom it was meant to benefit. During the period of research, according to the responded at NIEEB in Mutare, only (3) loan applications had been submitted by youth.

According to a Newspaper report in the Mail & Guardian issue of March 8-14 2013, the Reserve Bank of Zimbabwe (RBZ) Governor complained that indigenization deals that had so far been signed with the government were corrupt. The Zimbabwe Anti-Corruption Commission had already begun investigation into indigenization deals but these investigations were distracted by Zimbabwean State Security agents. On March 22 2013, the Mail & Guardian Newspaper documented these events and

quoted the Leader of the Movement for Democratic Change as saying, regarding the arrest of four MDC officials involved in the investigations,

When change is about to happen, such behaviour becomes normal. In 2000, when people rejected proposals in a referendum, what happened two weeks later? Land invasions and violence ensued, Mail & Guardian (02/22/2013).

In the case of the IEEA, such public scrutiny through private media was clearly unsettling for powerful political and government figures who then ordered the arrest of the Anti-Corruption Commission team in order to halt its investigations. The President of Zimbabwe on speaking of the *Zimplats* deal in particular was quoted in several local newspapers as saying the Minister of Youth had made a mistake. The president stated,

The problem is that companies gave us 51% saying this was a debt which you are supposed to pay....that is where the difference isI think that is where our Minister made a mistake. He did not quite understand what was happening and yet theory is that the resources are ours and that resource is our share that is where the 51% comes from.

During discussions with youth respondents, it was noted that most youth had heard of the IEEA through Newspapers which detailed the problems being faced in the implementation of the IEEP.

4.2.4 Marginalization of Youth Continues

According to media sources, the personal relationship between the owner of *Brainwork's* (the firm which facilitated the *Zimplats* indigenization deals) and the Minister of Youth had led some to view the indigenization and economic empowerment transaction with suspicion. It was evident from the discussions with

youth that most youth believed that a powerful bourgeoisie class had emerged in Zimbabwe and was conniving with the ruling elite and international capitalists in exploiting the nation's minerals whilst the majority had no access. *Brainwork's* was meant to receive \$45 million and such a huge amount for a single deal raises questions as to who is truly benefitting from Indigenization, the ordinary people for which the policy is intended or the ruling elite and their partners in the corporate world.

During the focus group discussions, young people (whilst aware of the existence of the policy as revealed by the survey) pointed out how they had little idea of how they could benefit from indigenization. Many dismissed indigenization as being inaccessible to them. During the discussions youth explained how their participation in the Indigenization and empowerment programme were mere wishful thinking on their part and beyond their reach hence they did not make any attempts towards taking part in it.

The manager at NIEEB explained that the National Economic and Empowerment Funds were still being mobilized through such Indigenization deals as the botched Zimplats deal. The manager at NIEEB Mutare stated that another reason for the slow implementation of Indigenization and Economic Empowerment was the political situation within the country. He stated that NIEEB as a parastatal received their funding through 3 avenues with the basic one being a government grant. However with the Ministry of Finance falling under the Movement for Democratic Change (MDC), the grant had not been released to ensure the efficient operations of NIEEB. In Mutare the NIEEB offices did not have curtains or decent furniture for the offices

as pointed out by the manager who expressed his frustration at having very little to work on as all he had was a desk and a laptop. According to him the reasons why the Ministry of Finance had not released the grant was because the Indigenization and Empowerment programme was a ZANU PF creation which succeeded into becoming Law whilst the finance minister “belonged on the other side” which would be the MDC.

Whilst the NIEEF was not been launched yet according to a Zimpapers report (February 12 2010), there have been reports of local businessman conniving with foreign investors by acting as proxies in order that they defeat indigenization. A reason that has been cited for this development is lack of funding for the business ventures by local business people. This means indigenisation, if not implemented correctly may only lead to localized underdevelopment. As dependency theorist Andre Frank (1969) argued, there has been “development of underdevelopment” outside of Western Europe, North America and Japan as a consequence of emerging relationships among political-economic formations which came to existence as capitalism expanded. In other words as Frank explains,

The expansion of the capitalist system over the past centuries effectively and entirely penetrated even the apparently most isolated sectors of the underdeveloped world, (Frank, 1969).

Focus group discussions revealed that many young people perceived the national youth policy and the indigenization drive as being irrelevant for them and removed from their reality. Evidence gathered for this study through a survey (to be presented in this chapter) showed that only a small number of youth had read the youth policy hence the youth had no platform upon which to fully express the their aspirations.

4.2.5 The actors involved in administering the National Youth Fund

From the interviews and discussions held with respondents it emerged that various stakeholders and players were involved in the administration of the youth fund and they all had various roles to play. The Ministry (MYDIEE) as guided by the framework offered through the ZNYP, approached various financial institutions to ensure youth participate effectively in the mainstream economy as a way of combating the unemployment scourge faced by the country especially for the youth. During time of research, January-April 2013, support for youth empowerment was to be received from

- Stanbic Youth Empowerment Fund
- CABS Youth Empowerment Facility (Kurera/ukondla fund)-Old Mutual
- CBZ Youth Empowerment Fund
- Meikles Youth Empowerment Facility
- IDBZ (Infrastructure Development Bank of Zimbabwe) Youth Development Facility

Findings from the study indicated that to administer these funds the MYDIEE works with the Zimbabwe Youth Council as an implementing arm that is responsible for the day to day running of the fund.

4.2.6 Measuring the Extent of Youth Participation

According to the ZYC respondent, in terms of the purpose and the rationale of the policy, the ZNYP was essentially a framework providing for common aspirations (of all stakeholders to the policy) and priorities for youth development across the nation. Through the policy, Government declared the importance of active involvement of youth in national development, demonstrating the distinctive and complementary roles of government ministries , the non-governmental sector and youth groups in youth development by providing a framework with common goals and promoting a spirit of co-operation and coordination.

The Zimbabwe National Youth Policy, (2000) states that underpinning these policy goals is the need for achieving certain policy Objectives. These objectives include promoting youth participation in development activities; ensuring that adequate resources are directed towards youth development programmes and Promoting research and dissemination of information on youth.

For this study, a survey was carried out to measure the extent of youth participation and involvement in youth development by measuring their knowledge on the existence of the youth policy, how familiar the youth were with the youth policy, the youth fund and the Indigenization and Economic Empowerment Act.

Table 4.0 Extent of Youth Participation In Economic Empowerment Programmes

	Percentage of respondents	Percentage of respondents
National Youth Policy	30% heard of youth policy	70% had not heard of youth policy
National Youth Fund	35% heard of youth fund	65% had not heard of youth fund
Applied for Youth Fund	5% applied for youth fund	95% had not applied
Head of NIEEA	70% heard of NIEEA	30% had not heard of NIEEA
Read Youth Policy document	3% had read policy document	97% had not read document

Table 4.0: (From own calculations)

As depicted in Table 4.0, the survey revealed that 70% of the youth were aware of the IEEA, 35% had heard of the youth fund, 30% were aware of the youth policy, 5% had applied for the youth fund and 3% claimed to have read the youth policy document.

The figures suggest that a higher number of youth were aware of the IEEA yet only 35 % were aware of the youth policy which in essence is the framework providing for the active participation of youth in the Indigenization and Economic Empowerment Programme. This may have been so as a result of an influx of media stories on the IEEA and the controversies following its implementation. During the period of research in March 2013, many of the articles on the IEEA contained stories

detailing what came to be known as the *Nieebgate scandal*. The Mail & Guardian Newspaper dated March 8-14 2013 & Mail & Guardian March 22-27 2013 both published articles documenting the controversies surrounding the IEEA.

Whilst 35% of the youth had heard of the national youth fund and 30% knew of the youth policy, only 5% had applied for the national youth fund and 3% had actually read the youth policy.

As depicted in Table 4.0, a small number of youth had applied for the youth fund. This signified low youth participation in the community improvement opportunities presented by the youth fund through the ZNYP. As outlined in the Literature review, the problems encountered in implementing plans or policy programmes in Zimbabwe was largely attributed to many factors including lack of mass participation by the groups who were supposed to benefit from policy programmes. Only 3% of the youth claimed to have read the national youth policy and this revealed that whilst the ZNYP provided a framework for ‘a participatory approach to development’, in practice the youth were still largely excluded. According to (Ciofalo-Lagos 1996; Ross 2002), youth participation in hands-on activities amplifies the voices of young people and helps them envision a socially just distribution of power and resources. The lack of youth participation in ‘hands on’ activities such as applying for the youth fund or reading the youth policy document meant the youth remained marginalized and disenfranchised as they had not accessed the platform upon which they could be empowered.

4.3 Focus Group Discussions

From the survey carried out, the researcher was able to identify youth who claimed to have heard about the ZNYP, the IEEA and the youth fund. Of these young people who participated in the survey, a total of 18 were included in the focus group discussions and of these 18 young people, 12 were from MPC and 6 were from MVTC.

Youth participation in these focus group discussions would inform the research more meaningfully than in a case where participants had no knowledge on any of the issues to be discussed because participation entails the active, informed and voluntary involvement of young people in the life of their communities, (Convention on the rights of the Child 1989, Article 12).

During the discussions youth revealed how upon completing their education, many preferred to start up their own businesses and create livelihoods for themselves and employment for others. Most of the youth agreed that the minimum and maximum amounts being offered through the youth fund were enough for the youth to start up small enterprises. Youth from the mechanics department at the Polytechnic explained how all that they needed to get started in business was a Tool box, other equipment and a garage to operate from. The same applied for students in Hairdressing, carpentry, plumbing, Fabrication and Electrical engineering.

It emerged that being in the vocational training institutions or having received technical training at the polytechnic, youth felt capacitated with the skills necessary for them to undertake various income generating projects and needed start-up capital

to achieve their endeavours. During the discussions with youth at MVTC, young people in the carpentry department proudly exhibited some of the products they had made during their training. Many explained how \$1000 would be a dream come true for them and how it would certainly be enough to change their economic status. All the youth involved in the discussions were able to clearly outline their aspirations. This suggested that whilst relatively few young people had heard of the National youth policy and whilst fewer still had actually read the document, youth still had aspirations and hoped to be funded for their projects.

4.3.1 Capacity Building

According to the ZYC respondent, the ZYC had been coordinating the Kurera/Ukondla Capacity Building Program which is an initiative under the Youth Fund. It was supported by Old Mutual and the MYDIEE with a purpose of building a national capacity among the youth in the area of business skills and technical skills through training. The aim was to equip the youth with skills to manage their projects, re-pay their loans and become productive contributors to the economy.

This Capacity Building program was running under a US one million dollar budget and included technical skills training, mentorship and market linkages. In September 2012, a capacity building workshop was held at Magamba VCT for youth whose loan applications had been approved. From interviews with other youth (as will be later described in this chapter), some youth from Inyanga who attended this workshop had already received funding.

During the period of research between January-April 2013, few loan applications had so far been approved on a nationwide scale as depicted in Table 4.1. Out of 9 688 applications, 604 applications had been approved nation-wide as at June 2012. This amounted to a mere 6% of the total number of Loan applications forwarded by the youth. Approximately 20% of the applications had been officially declined and 68% were still being processed. As gathered through the research, some youth applicants had been waiting for responses for applications that they had forwarded in January of 2012 and during the time of research more than a year later they had still not received any feedback from the banks.

The MYDIEE respondent explained that the reason for delays in youth fund application were attitudinal problems on the part of bank personnel coupled with bureaucratic procedure. However, in contrast, during the research interview the CABS respondent stated that the MYDIEE had all the power over the youth fund applications because ultimately all the funds belonged to the MYDIEE as these were funds attained from Indigenization deals between government and foreign owned companies. This reflected the lack of a coordinated strategic plan in the tackling of youth issues, the stakeholders were not agreed as to what was delaying the processing of youth funds.

Table 4:1 Figures for the fund at nationwide scale (as at 15 June 2012)

Total number of applications declined		1,913
Capacity Building		569
Being Processed		6,602
Total number approved		604
Total Applications received to date		9,688
Total amounts approved (USD)	\$	1,277,570
Total disbursed (USD)	\$	915,087
Average loan size (USD)	\$	2,115

Source: (ZYC) March 2013

4.3.2 Extent of Achievement

In order to assess the effectiveness of the ZNYP as a framework for youth empowerment it was necessary that the research obtained figures on the actual release of funds or resources. It was necessary to obtain data showing how the fund was being distributed across the different provinces, across gender as well as its distribution by sector. The approval amounts were also gathered by the research and are shown in Table 4.2.

Table: 4.2 Approvals by Amount

Amount	Number of approved Loans	Total Loan Amounts (USD)	Percentage of loan allocations
1 to 1499	170	150,900	28%
1500 to 2499	162	295,000	27%
2500 to 3499	277	641,200	38%
3500 to 4999	31	120,470	5%
5000	14	70,000	2%
Grand Total	604	1,277,570	100%

Source: (Zimbabwe Youth Council) – March 2013

The approved amounts suggest that the Fund had only focused on small scale initiatives rather than serious business ventures that are capital intensive. Discussion with some youth revealed that they had in mind projects that required amounts larger than were available through any of the financing institutions. As gathered by the research interviews with the CABS respondent, the amounts given were too low for some business ventures such as mining.

Andre Gunder Frank(1989) explained the process of underdevelopment as not being restricted only to a global level but at more local levels, between cities and their hinterlands as a microeconomic model.

As depicted in the table (4.3), the fund had a bias on Harare. Whilst the Zimbabwe Youth Council respondent commented that the fund as a national fund was designed

to benefit all provinces and as such the disbursements were meant to be equally distributed in all provinces, the figures in Table 4:3 depict unequal distribution. The city of Harare alone sweeps 26% of the national fund allocation followed by the Midlands Province which received 14% of the allocation.

Table 4.3 Approvals by Province

Province	Count of Loans	Total Loan Amounts(USD)	Percentage of Loan Allocation
Bulawayo	56	100,600.00	10%
Harare	129	374,100.00	26%
Manicaland	81	224,500.00	8%
Mashonaland Central	41	78,410.00	5%
Mashonaland East	46	100,900	7%
Mashonaland West	72	145,360.00	11%
Masvingo	50	61,900.00	8%
Matebeleland North	35	55,700.00	6%
Matebeleland South	26	44,300.00	5%
Midlands	68	91,800.00	14%
Grand Total	640	1,277,570.00	100%

Source: ZYC March 2013

The ZNYP seeks to Promote gender equality and equity among the youth, in particular, in education and training, socio-cultural, political, economic and legal spheres. In practice however, females only constituted 31% of the total loans that were approved.

“Empowerment” generally refers to development approaches that “enable” the beneficiaries, especially the poor and marginal and excluded groups such as women, to take initiatives to solve their own problems of poverty, exclusion and chronic dependency (Narayan 2005). As illustrated, the youth fund had failed to address the usual factors of marginalisation in youth development by not being gender sensitive. Males had so far continued to benefit more than their Female counterparts (Table 4:4) as well as the urban youths benefiting more than their rural counterparts, (Table 4.3).

Table 4:4 Approvals by Gender

Gender	Count of Loans	Total Loan Amounts (USD)	Percentage*
Female	185	367,700	31%
Male	394	852,370	65%
Male and Female	25	57,508	4%
Grand Total	604	1,277,570	100%

Source: ZYC March 2012

As depicted in Table 4.5, most of the disbursements supported agro based projects and less funding had been allocated to the extractive industry, services and manufacturing respectively. Some of the youth involved in the focus group

discussions were engaged in courses such as fabrication and carpentry which were more inclined to the extractive industry. This raised questions as to whether the courses being offered at the MVCT and The MPC were in tandem with the industries that were benefitting more from the youth fund.

Table 4:5 Approvals of Loans by Sector

Sector	Number of Approved Loans	Total Loan Amounts	Percentage of Applications
Agriculture	198	451,970	33%
Distribution	172	336,200	28%
Manufacturing	151	317,100	25%
Service	74	153,300	12%
Mining	9	19,000	1%
Grand Total	604	1,277,570	100%

Source: ZYC – March 2013

4.3.3 Sustainability of the National Youth Fund

As gathered through the interview with the CABS Youth Fund Manager, the majority of the declined cases were due to the quality of the proposals submitted. This suggests that the Youth had not received adequate training to enable them to articulate their projects in a professional and acceptable way. Yet, in order for the multi-sectoral framework provided by the ZNYP to function effectively it was necessary for youth to receive relevant educational and vocational skills training as this would allow them to meet the requirements of the corporate world in which they were meant to be integrated so as to take part in national development.

During the discussions, the researcher found out that youth had little information regarding the loan application processes or how to draft a project proposal yet one of the key objectives of the ZNYP was to *promote the value and development of vocational and skills training for the youth* (Zimbabwe National Youth Policy, 2000). The youth also pointed out that the issue of collateral as required by CBZ was a hindering factor to them applying for the loan because they had not yet managed to buy property. Out of the 18 youth involved in the discussions, 3 of them believed that the youth fund was a fund for civil servants or youth who were working and were on the payroll. This caused youth to conclude that they were not legible for the fund if they were unemployed hence they did not bother applying for the fund. In an interview with the financing institutions it emerged that vetting of youth applicants was not thoroughly done as some undeserving people were receiving the loans whilst some of the young people were already working (for example from the 90 youth who

attended the training at Magamba Vocational Training Centre), slightly above 40 of them were in formal employment, most of them being teachers.

4.4 Youth Remain Vulnerable to Manipulation

In the discussions held at MPC with 6 final year students, there were 2 young people who had unsuccessfully applied for the loan. Initially they were reluctant to share their stories but were encouraged by their peers to share their experiences. During the discussion, one of the participants revealed that whilst he was applying for the loan, he was asked by one of the staff at the bank to pay a bribe fee of \$USD140 for his application of \$5000 to be processed quickly. In this case he did not have the money and offered to pay the fee after he had received the money but the bank staff member insisted that the money be paid first.

The indication here is that whilst the policy framework is sound and comprehensive, it is individuals involved in the administration of the fund who use this fund as an opportunity to enrich themselves. The sustainability of the Youth Fund is compromised altogether. The National youth policy recognises the youth as a vulnerable group and the youth fund is in some cases leaving the youth more vulnerable than before.

Nelson Magamba, a 34 Year old youth who peddles various goods within the Mutare Central Building District related how he had been introduced to someone who worked for the “Presidents office” who would be the one to assist him with his application. Upon handing in the application through the MYIEE in Harare, Nelson was then asked to pay \$1500 as this amount would guarantee approval of his \$10 000

loan application. Nelson did not have the required \$1500 and therefore did not receive the loan.

Such incidences expose how the youth fund has been used to take advantage of the youth by those in decision making positions. As revealed by (Table 4.0), whilst 70% youth are aware of the IEEA and 35% being aware of the Youth fund, only 3% had actually applied for it. Awareness of such corrupt practices were likely to be a deterring factor for the youth as they could not afford to pay bribes in order to procure the loans causing them to shy away from the youth fund programme.

The Respondent from the MYDIEE revealed that there are some influential personalities who manipulated the fund application processes in favour of others. According to the respondent, this, (amongst other reasons) may explain why some youth had not received any response from the financial institutions administering the loans after more than a year of applying whilst some youth had applied and within a month had received the loan.

4.4.1 Paying Back the Fund

The MYDIEE District Head acknowledged that some youth were not paying back and the reason cited for this was that the youth were aware that the government was guarantor of the fund. However some youth respondents interviewed have attributed failure to pay back the fund to the fact that youth who received the money did not actually invest in the projects that the funds were meant for, money was diverted to other purposes such as dowry payment or procurement of luxury items.

During some discussions with youth at MPC and MVTC, young people were able to discuss their different experiences with the youth fund and shared stories of youth whom they knew had received this fund. They spoke on how youth were known to engage in social ills such as prostitution upon receiving the funds. Others were known to engage in excessive drinking.

During the study, the researcher found out that the ZYC had released a communique through its website, addressing the issue of youth not paying back the loan. Through its online publication, the Zimbabwe Youth Council stated the following in its press release dated 25 September 2012,

The Zimbabwe Youth Council wishes to refute claims attributed to the ZYC Director Mr Livingstone Dzikira in an article titled “Youth fund abuse rampant” carried by the Newsday edition of 25 September 2012. The article claims that 70% of the funds disbursed to young people are being diverting to other ends.

The claim that young people are diverting money for personal use is not only false but also unreasonable considering the fact that the young people do not receive liquid cash but instead receive goods and services paid for by the youth fund in support of their projects. Furthermore the project appraisal process is a thorough exercise carried out by CABS, itself a bank with vast experience to be deluded by clients to the 70% extent as claimed by the paper. (Zimbabwe Youth Council, 2012).

The respondent at CABS however, during the interview with researcher did in fact state that the reason that the bank was no longer giving out cash but inputs instead was because many youth were not paying back the cash loans. For the banks to change their policy on how the fund was to be administered suggests that indeed youth clients were not paying back the fund to the extent that a change in policy was deemed necessary by the bank. The respondent from the MYDIEE confirmed the

same, which was that the youth in some cases were not paying back the fund and the reason he gave was the fact that youth had generally become dependent and many who applied and received the fund were aware that government was the guarantor of the fund and as a result did not bother paying back.

Freddy Mukosera, a 32 year old taxi driver Related how he personally had accessed the fund but had not engaged in any project. He had applied for \$3000 for a project but managed to receive \$800 which was less than what the initial project required and was therefore not useful for the project he initially desired.

From the discussions with some youth who had not managed to engage in meaningful projects after receiving the fund, it was noted by the research that the youth having been generally impoverished; upon receiving the loan they immediately used the money to fulfil their immediate needs such as clothes, food and shelter. According to Maslow (1954), one must satisfy lower level basic needs before progressing on to meet higher level growth needs. This means that whilst the youth fund could empower the youth and give them a chance to be independent, the fund, once released to successful applicants was diverted and used to satisfy other needs that may be seen as being more immediate than that which the fund was intended for. The youth remain dependent as a result.

4.4.2 Politicization of the Youth Fund

Mutsago Yenzanai applied for the youth fund in January 2012 and received a letter in September from CABS informing him that his project had been approved. He was required to attend a capacity building workshop at Magamba Vocational Training

Centre (10th – 14th of September) about 40km out of Mutare. Upon return he and other youth were given certificates which were then sent to Harare. During his period at Magamba VCT, approximately 90 other youth attended the workshop. Amongst the 90 youth who attended this workshop, about 55 youth were from Inyanga. From this experience Mutsago noted through his interaction with the youth from Inyanga that these youths had attended the workshop on political party basis and had already received their loans. During the interview Mutsago expressed his disappointment and dejection and never received the fund. After the workshop, the *Kurera/Ukondla* youth fund administrators telephoned Mutsago several times, each time making an appointment to see him so as to make pre-assessments of his proposed business site, each time they never showed up. Their last call to Mutsago was in December 2012 and during time of research in March 2013; they had not given him feedback.

Interviews with the other youth who were called to attend the workshop at Magamba VCT revealed how they did not receive funding after the workshop. They were convinced that they had only been called in to add the numbers of youth who attended the workshop for media purposes. Mutsago was to later hear the chief from Inyanga (who had attended the workshop) on a private owned Radio Station speaking on the success of youth potato projects in Inyanga (same youth who had attended workshop). The owner of the station was believed to be a Parliamentary Election candidate in Inyanga during the on-coming elections in June 2013.

This was yet another case of the youth being used as scapegoats for political manoeuvring. The National Youth Policy is supposed to cater for all youths of Zimbabwe regardless of political affiliation or any other background yet Mutsago's

story shows that there are certain groups of youth who are receiving the youth fund on political grounds. The youth were mere pawns in bigger political chess games. The funds received by youth in Inyanga ranged between \$300 and \$350 dollars each.

During the research interview, the CABS Youth Fund manager pointed out that some provinces were marketing the youth fund more than other provinces and this could partly explain the disparities in fund distribution. The respondent also pointed out that youth participation in politics could be a determining factor because it was sometimes through political forums that youth were identified for the fund by their respective political parties and assisted.

One Zanu (PF) youth in Mutare, Bonface Mazenge, was among the 90 youth called for the training at Magamba VTC and as in the case with Tonderai, a pre-assessment of his business was made. (Unlike Mutsago, Bonface already has businesses within the Mutare Business District and indeed the Kurera project assessment officers visited him). During the interview with him, he expressed his hope in receiving his fund even though he had not heard from the officers in months. Bonface was convinced that the national youth fund and the Indigenization and Empowerment Act were important for youth empowerment. He expressed his conviction that they were indeed ZANU PF's way of empowering the youth and it was a genuine drive to emancipate the youth from dependency.

As gathered through the focus group discussions at MPC, out of the 16 youth, most of them believed the fund to be political hence they did not take it as an urgent matter of youth development. Their argument was that as Zimbabwe moves towards possible elections in June 2013, the youth fund was an opportunity to get something

from government as politician's campaign for the youth vote. As revealed by youth respondents during interviews some believed that politicians only wanted votes and were not sincerely working towards youth development. They believed that after the elections, the youth fund would "go underground" or just die a natural death as it was not a sincere programme but rather a political gimmick.

4.4.3 Funding For Youth Already In Business

The youth who received funding were very difficult to access due to the secrecy surrounding the disbursement of funds. The MYDIEE and the ZYC were not willing to provide names of these individuals or their places of business. However through chance encounters with other employees at the MYDIEE offices, the researcher was able to obtain some names and places of business of some youth who had benefitted from the fund within the Mutare urban area. In total, 128 individuals have so far received the fund as of March 2013. This is a very insignificant number when considering the Mutare youth population.

Destini Muusha 33 has run butchery in the city centre for over three years. During the interview, Destini revealed that she opened the shop with her own savings and help from other friends who own businesses within Mutare. After the introduction of the Youth Fund, she was able to apply for funding for the first time and within weeks she received \$1000 from CABS. She related how she was able to successfully invest the money into her business and managed to pay back the loan within the stipulated period. In June 2012 she applied for a further \$5000 and within a month she was offered another loan. According to Destini, the indication seems to be that the banks

seek to create a relationship with the youth and when one already has a business they have higher chances of receiving the loan and upon repayment as they will have gained the banks trust. Whilst Destini met the loan requirements, the researcher noted that she was also known to associate closely with influential politicians.

As gathered by the interview, most of the youth that received the fund within the Mutare Central Building District had in common the fact that they already had established businesses long before they applied for the fund. All the 6 youth who were interviewed received their loans within 6 weeks of applying for them. All of them reapplied successfully for at least a second time after having paid back the first loan. Most of them received higher amounts at second loan application than what they received upon first application.

The businesses that were interviewed funded include a Boutique, a Walling company, a detergents company, a mining consortium in Penhalonga and other medium scale enterprises.

Some of the youth who applied for the fund where soon to turn 35, the age beyond which one cannot access the youth fund. In one of the cases where a married couple jointly owned a boutique, their loan application was initially denied on the grounds that the applicant age 34 and by the time the application was received she had passed the age limit. Her husband could not apply as he was already over the age of 35. However after consultations between the MYDIEE and CABS, a decision was reached and the loan was granted. This was a case of Youth fund being used to benefit other category besides the youth themselves and funds not being allocated to the intended or deserving beneficiaries. The youth fund was intended for the youth

yet in this case, the fund was given to a company not wholly owned by youth. It also showed that the application process could be manipulated. Based on the evidence on the field, the research concluded that the fund was being accessed more by those who needed it less. This was likely so because youth who were already in business were more likely to draft a sound proposal in addition to already having a relationship with the banks.

Youth who were already in business only continued to thrive after injection of the youth fund from the bank. They were able to increase capacity as well as pay back the loans.

4.4.4 Policy Revision

The revised Zimbabwe national youth policy has not yet been published. The MYDIEE respondent in Mutare at the time of research was in possession of the year 2000 document. The main change to this document is the introduction of the Youth Quota, it is stated

With regards to fostering the participation of youth in development, it is important to empower the youth. The national youth policy formulated in the year 2000 sought to empower youth in a comprehensive manner, coordinated multi-sectoral manner, by creating an enabling environment and marshalling the resources necessary for undertaking programmes and fully develop the youth's mental, moral, social, economic, political, cultural and their physical potential in order to improve quality of life, (Zimbabwe National Youth Policy, 2000).

The youth quota provides space for the youth to have their 25% stake in national economic participation. This would mean that from all the gains of Indigenization and Economic Empowerment programme, the youth were entitled to 25% which

would be channelled to issues pertaining to their development. Before the revision of the youth policy, the policy goal to “foster youth participation” in development was merely an abstract policy statement and there was no legal framework to channel resources towards youth empowerment. However with the enactment of the Indigenization and Empowerment Act, resources could now be made available through the framework provided by the act of parliament.

Prior to the revision of the ZNYP, the policy had no explicit goal or objective with regards to youth participation in the nation’s economic and political affairs whereas the Movement for Democratic Change, which was then the most powerful opposition to the ZANU PF government, formulated its own youth policy in 2003. In the MDC’s youth policy, the economic and political exclusion of youth is stressed and addressed in the policy. Whilst the ZNYP in its Policy goals section merely sought to

To contribute towards the participatory eradication of poverty and all forms of social and economic exclusion of the youth since poverty is one of the most formidable enemies of choice, (Zimbabwe National Youth Policy, 2000).

The MDC’s youth policy went further to explain how it would create profitable opportunities for youth economic empowerment through a National Youth Empowerment Commission to ensure that adequate resources are directed towards youth programmes and activities

With regards to political participation, the MDC youth policy objectives included “to promote positive participation in political activities as well as encouraging youth to assume positions of influence in decision making bodies”

The ZNYP document formulated in 2000 did not address the issue of youth participation in politics nor did it state how the policy framework would provide the resources for youth empowerment. However, in 2007 the Zimbabwean government passed the Indigenization and Empowerment Act and it is this law which was to provide for the resources necessary to economically empower all indigenous citizens of Zimbabwe with the youth being guaranteed their 25% stake in the proceedings from Indigenization.

With elections possibly to be held in 2013, the Indigenization and Economic Empowerment Act, a national law, has largely been credited to ZANU PF and happens to be one of its most powerful campaign tools ahead of elections. The Youth constitute the majority of the Zimbabwe population and as such their voice is decisive. The national youth policy, after its revision, now provides the framework that enables government to channel resources towards youth development.

4.5 Interpretation of Findings

Several issues and themes were established from the survey, interviews and focus group discussions that were held by the researcher. The analysis will discuss these findings headed under the objectives that the study sought to achieve and these are:

4.5.1 The Impact of Indigenization on Youth Development

As revealed through the interview with the NIEEB respondent, the potential of the youth as a national resource can be developed through empowerment (with the youth policy as a framework through which empowerment would take place). In the same

sense, natural resources acquired through indigenization can be exploited by the youth (as indigenous citizens) if they are given the financial means. Effectively, this meant that Indigenization was a framework through which the indigenous people (with the youth constituting a majority) could acquire access to the natural resources of the nation and therefore be empowered.

However, during the focus group discussions held at MPC and MVTC it was evident that the youth felt alienated from indigenization and had no knowledge on the design of the framework or how it worked. The youth were reduced to mere recipients of the NIEEF and not participants in the building of the framework. This youth awareness came about as a result of media stories of what has been dubbed the *Nieebgate Scandal* and not because youth had been consulted with regards to the formulation or implementation of the NIEEP.

Some of the youth that were interviewed revealed that they did not bother applying for the youth fund because they were not happy with the way in which the process was carried out. The youth criticized how information of the youth fund was not disseminated widely and how it was all political and being given to youth with political contacts.

The youth expressed displeasure at the lack of transparency concerning the implementation of the Indigenization and Economic Empowerment Programme. Youth acknowledged that empowerment of indigenous citizens was long overdue; however, based on media articles, the youth felt that indigenization was a preserve for the wealthy politicians and their business counterparts. Youth felt as though they had no say and that policies were dictated to them without giving them room to

express the issues that affected them. Some individuals felt that attempting to access youth funds or taking part in indigenization was a waste of time as the resources would not be made available to them. The youth felt that policies remained largely on paper and that one would first have to join a political party if they were to ever hope to access the fund. It was revealed from the interviews held with the youth that some of them were of the view that the national fund simply could not cater for the multitude of young people and only a few would benefit. Fewer of the youth expressed that there was any hope for an economic turnaround through indigenization. Some of the youth stated that the politicization of the youth fund meant that the politicians ensured that the fund was approved for individuals that they could easily manipulate and influence towards election for young people to campaign for them and influence others in their area. To the youth, this meant that the youth fund was not a long term government youth empowerment initiative but rather just a political ploy as the nation moves towards possible elections. The youth concluded that the requirements in order for one to access the fund were discouraging and way too much trouble. Youth felt that those whom they knew to have received the fund were youth who were undeserving as they already had businesses before the youth fund or indigenization was popularized.

The research revealed that there was very low youth participation yet in order for the IEEA to be successful implemented it require mass participation of the people that it is meant to benefit. During the period of research in March 2003, only 3 loan applications for the national economic empowerment fund had been received at NIEEB.

4.5.2 Negative Media

With regards to the negative media attention witnessed over the way Indigenization was being implemented, the research notes that wrangles and lack of coordination over a national policy only served to slow down its implementation whilst the beneficiaries of the policy remained trapped in poverty. As the media sources imply, the ordinary people continued to be marginalised whilst those in positions of influence are the ones who were benefitting from Indigenization transactions. Indigenization instead of being a policy to emancipate the youth and other groups from under-development, when manipulated to benefit the ruling elite only leads to the continued underdevelopment of the nation. In the same way as observed through this research, lack of coordination between stakeholders to the national youth policy was disadvantaging the youth as many had been waiting over a year for responses to their loan applications whilst neither the banks nor the MYDIEE was giving them feedback concerning their loan applications.

Youth continue to be disadvantaged as a result of local businessmen acting as proxy's and sitting on the boards of foreign companies, the youth who were already a marginalized group only continued to be marginalized despite the existence of NIEEA. The reason is that these companies would not be deemed as legible for indigenization because the assumption will be that they are already locally owned

4.5.3 Is the Youth Policy Bringing About Youth Development

With the majority of youth fund applications declined or not having received feedback, the indication is that the majority of youth have not been funded in order to

enable to take part in indigenization. Without the financial resources at their disposal, youth have no access to the natural resources. The evidence is that there are not enough resources for the growing number of unemployed youth in a slowly growing economy.

Failure to provide the youth with feedback on their applications reflects the lack of courtesy on the part of the financing institutions. The youth are not being treated as partners or as being prerequisites and assets for sustainable development. Putting forward Raul Prebisch (1950) idea of centre-periphery relations which argued that the remedy for this underdevelopment was inward-directed development through industrialisation and drawing a parallel with the ZNYP, in the power relations that emerged between all stake holders to the policy upon implementation, the youth were pushed to the periphery yet the national policy is centred on addressing youth issues.

According to Walter Rodney (1972), development in human society is a many-sided process. At the level of the individual, it implies increased skill and capacity, greater freedom, creativity, self-discipline, responsibility and material well-being. Whilst some of these are virtually moral categories that are difficult to evaluate, it is undisputable that the achievement of any of those aspects of personal development is very much tied to the state of the society as a whole. Currently the political and economic environment is not enabling for youth empowerment. As gathered through the research, efforts towards youth empowerment are disarticulated with the parties to the multi-sectoral approach lacking clearly defined roles as evidenced by there being no clear explanation as to why youth receive no feedback for their loan applications.

One of the assumptions of the social contract theory is that an individual can only make meaningful contributions in areas where they are knowledgeable. Lack of knowledge among the youth concerning the contents of the ZNYP was a stumbling block because they did not know their right to participation in national development nor the platforms available upon which to express their aspirations. A mere 3% of the youth who took part in the survey carried out by this research claimed to have read the policy, only 5% had applied for the youth fund.

The results of the survey suggested that youth were alienated from the policy. The missing link in national youth development was the efficient functioning of policy Framework itself. There was lack of coherence in the implementation of the national youth policy.

The youth policy multi-sectoral framework was not working effectively as evidenced by the fact that youth were not receiving feedback on their loan applications as the result of a massive backlog in the financing institutions. This seemed to cause confusion among the stakeholders with each blaming ‘the other’ for delays in loan application processes. The youth policy was not placing emphasis on practical/vocational training to prepare and empower the youth for their roles in society and contributions to both formal and informal sectors. This was evident in the fact that the majority of applications were declined because the proposals were not sound. The youth were not capacitated and did not possess the skills necessary for them to take part in the development process. Having not received the fund, there was no improvement in their well-being brought about by the ZNYP. Self-discipline in some cases was thrown to the wind as youth who received the funds used the

funds for luxuries or other things besides the actual investment which they were meant for.

Financing institutions had a backlog of weak proposals that were not meeting the required standard for approval. Failure by the youth policy to provide for the adequate skills training for youth had resulted in a serious slowing down of youth development. The youth remained unemployed as they waited for responses to their application. This stagnancy had provided space for corrupt practices in the financing facilities as well as at the Ministry. Proposals from youth already in business and therefore less deserving did not follow the bureaucratic order. Their proposals were processed and funds were disbursed within 6 weeks. Personnel from some of the banks were taking advantage of youth's desperation for answers regarding the loan applications by asking the youth to pay a "fee" if they wanted their applications to be approved. African institutions have been accused of being weak and unable to deliver efficient services to the public, in the case of the ZNYP, this inefficiency is evident.

Vetting is not thoroughly done as you would find undeserving people getting the loans, such as people already working. (For example from the 90 people at the training at Magamba slightly above 40 people were working, most of them being teachers). Inability to reach most rural areas and even for the areas reached, it was evident there was inadequate human and technical resources to carry out meaningful monitoring and evaluation of funded projects as well as availing advisory services to the youth.

Whilst the youth fund is recognised as a National project and not exclusively offered to any one political party, it is mainly being championed and driven by ZANU PF (a

fact reiterated by the NIEEB district manager). There has been evidence of the youth being used as scapegoats for political manoeuvring. The National Youth Policy is supposed to cater for all youths of Zimbabwe regardless of political affiliation or any other background yet Mutsago's narrative revealed that there are certain groups of youth who are receiving the youth fund on political grounds. These youth were mere pawns in bigger political chess games.

The sustainability of the fund was further threatened by youth failure to pay back the loan. Whilst this was curtailed by the decision by banks such as CABS to give out implements instead of cash loans, these implements can still be sold and cash misused by youth, this makes the measure ineffective.

4.5.4 Why the Youth Policy Was Revised

As already noted in the Literature review, Ansell et al (2012) explains how policy shifts with time to address the questions and problems of the day, from issues of morality, politics and youth assimilation back into society in post war settings. The revision of the ZNYP came at convenient time when youth empowerment was imperative. ZANU PF needed to gain the political ground it had lost over the decade since 2000. The Fast Track Land Reform Programme (FTLRP) was undertaken ahead of elections in 2000 and scholars today have drawn parallels between the FTLRP and IEEP with the ruling party declaring the IEEP as the completion of the economic revolution. Indigenization requires mass participation in order for it to succeed as a policy and as such politicians can use it to gain political mileage towards elections.

It is however worth considering that instead of focusing on controlling youth and stirring youth towards violence as had happened in the past, the government chose to focus on enhancing young people's developmental needs.

4.6 Conclusion

The researcher employed the use of a largely qualitative research design and also a quantitative research method which allowed the researcher to analyse the content of responses in terms of numbers. Both research methods were used to collect data giving a detailed picture of what was emerging during the study. The major findings from the research revealed that the ZNYP was having difficulties gathering its momentum with few young people applying for the youth fund. 3% of youth had applied for the youth fund (as obtained from the survey) and 6% of the applications had been approved. Youth were aware of the Indigenization and Economic Empowerment Act. Their participation in it was limited to small scale development activities through the Indigenization and Economic Empowerment Fund which was yet to be launched hence at the time of research, there was no development activity. There are various factors to account for this and these run from the political environment in which Indigenization was being implemented and perceptions that the youth had about indigenization and empowerment. In light of the information gathered from the interviews and discussions held, recommendations were made on how the national youth policy could be fine-tuned so as to provide for an efficient participatory and multi-sectoral framework.

CHAPTER FIVE

SUMMARY, RECOMMENDATION AND CONCLUSIONS

5.1 Introduction

This Chapter gives a summary of the research, its major findings and the recommendations that emerged. It is envisaged that the conclusions arrived at will contribute to already existing literature and influence policy. The implementation of the ZNYP, the youth fund and the IEEA may improve but this research drew a lot of lessons from the developments then.

5.2 Summary of research

The study sought to assess the national youth policy as a tool for youth empowerment with a focus on the youth fund using Mutare urban as a case study. It also set out to establish the impact that the Indigenization and Economic Empowerment Act youth development had on youth development during the time of research. It also set out to examine the effectiveness of existing policy, institutions and legislation affecting youth development in Zimbabwe, given the economic meltdown and a largely impoverished populace with close to 80% unemployment. To unravel the experiences, perceptions and perspectives of stakeholders, 3 focus group discussions were held altogether involving 18 final year college and VCT students. 10 unsuccessful youth fund applicants, 6 successful youth fund applicants. The information from these actors was corroborated with findings from key

informants such as Zimbabwe Youth Council, Ministry of Youth Development Indigenization and Economic Empowerment, National Indigenization and Economic Empowerment Board; CABS youth fund management and CBZ management. Given that the research employed both quantitative and qualitative research design, a survey was carried out, verification and collaborative interviews were administered. To ensure that issues related to youth empowerment are adequately revealed, the major method of enquiry was the unstructured interview which allowed for the researcher to be flexible and also created a relaxed environment for the interviewees. For the key informants, formal interviews were conducted.

The implementation of the Youth policy, Indigenization and Economic Empowerment programme and the youth fund are all mired in controversies. With regards to the alleged scandal in Indigenization deals, with particular reference to the *Nieebgate scandal*, the state relied on power rather than transparency to resolve issues. It is alleged that influential actors such as capital management firms, and government bureaucrats were benefiting from Indigenization whilst the rest of the population with youth as the majority remained marginalized. The legitimacy of these policy interventions has also been brought under scrutiny through the press and through research papers as the policy frameworks themselves have been manipulated leading to continued underdevelopment of the youth. Using the dependency theory “core and periphery relations”, the research provides the nature of relations that has developed since the launch of the IEEA and the youth fund. To assess the national youth policy, the sustainable livelihood approach was deployed.

5.3 Conclusions and Emerging Issues

The Mutare case confirms that the passing of good laws and formulation of policies alone are not adequate to ensure that the youth are empowered neither does the issuing of funds to youth suffice to ensure the creation of a sustainable development paradigm. Youth empowerment is not isolated from political, social and economic factors and so has to be assessed within these contexts. The research revealed how those who were fairly well placed economically before the youth fund was instituted benefitted more after the introduction of the youth fund than youth who were marginalized. The same applies to indigenization, the wealthy only become wealthier and politicians became more powerful. Youth have largely remained dependent. The small amounts of money offered to a few youth are not enough to make an impact on the economy at large. The national youth empowerment funds expose the limitations of the national youth policy in providing an enabling environment for the marshalling of resources to the youth. There is incoherence between policy and practice. The youth are unable to make the connection between the national youth policy, the national youth fund and the Indigenization and economic empowerment policy because very few, 3% have actually read the policy. As a result, the youth are largely unaware of their rights. Many youth have given up on the thought of the fund altogether and spend time at local bottle store which are owned by youth who accessed the youth fund.

The ZNYP, the youth fund and IEEA as government interventions to youth marginalization and underdevelopment fall short for instance, when local business people act as proxies for foreign companies or when the banks give funds to youth

already in business over those who are only starting out. Funds are being given out to formal businesses only hence the informal sector has been largely neglected by the youth fund. The Indigenization and Economic Empowerment Act has not so far not shown that it can comprehensively address youth poverty and underdevelopment. Youth remain poor and idle, are reduced to alcoholism, drug peddling or washing cars in the back streets of the city.

Bank personnel involved in administering the national youth fund have been soliciting for bribes from youth loan applicants ahead of favour in the loan approval process. The top leadership at the MYDIEE has been put to question regarding the legitimacy of Indigenization deals between government and foreign own companies. NIEEB offices are bankrupt of any activity as a result of the country's political environment that does not allow for the smooth implementation of policies. Of late, groups of young people have been arrested for attempting to forcefully take over companies in the name of indigenization and Economic Empowerment. All these factors belittle the nation's laws.

Today as Zimbabwe heads towards possible elections, youth empowerment issues are taking centre stage and the Indigenization drive is under public intense scrutiny with the different national social groups receiving it with diverse attitudes. There is uncertainty regarding the national youth fund. The indigenization law has been chastised as a get rich quick scheme for the politically connected as the majority of Zimbabweans are yet to taste the fruits of empowerment laws despite the commissioning of several community share ownership schemes by mining conglomerates.

The MYDIEE plans to ensure a multi-sectoral framework (state, private sector, banks and community) in the implementation of the national youth policy is an important deciding factor for the success of the youth empowerment drive. Global youth policy frameworks should also be informed by the developments on the ground and should be flexible enough to deal with the changing perceptions on youth.

The ZNYP has so far fallen short of adequately addressing youth poverty. The disparities in distribution of resources amongst the youth as a demographic and across gender continue to widen as already seen in the difference in number between the youth who applied for funding and those who received funding. This has resulted in youth losing hope in the system with the youth resigning to informal means of survival as the requirements of the formal sector have continued to push them out.

5.4 Recommendations

There is a great need to strengthen the multi-sectoral partnership by setting clear and defined roles for all the actors involved in the administering of the national youth fund. There is need to start by training youth in vocational skills centres so that they learn and develop a relationship with banks as the banks will nurture them . In order for the youth to participate more in indigenization and economic empowerment, there is need to motivate the youth and this can be done by providing regular updates on the status of the youth fund so as to ensure effective monitoring and improve on management from all sectors involved. There is also need for more sustained Information sharing especially with young people from marginalized communities. It is recommended that youth take the initiative and challenge dominant perspectives

on the participation of young people in the empowerment processes. It is also important that the Indigenization and Economic Empowerment Policy is recognized as a national programme and not as being championed by one political party. This programme requires mass participation in order for it to bring about sustainable development.

In light of the above conclusions, the research recommends that the revised ZNYP be published and distributed widely to reflect governments resolve to empower the youth. The ZNYP as a tool for development must justice, fairness, transparency and accountability. The indigenization law needs to be amended to ensure that during its implementation there are less legal wrangles. Participatory governance over the country's resources should also be entrenched into law which is not contradictory as this only provides room for corrupt practices. The Anti-Corruption Commission must not be seen to carry out its duties without facing arrest from the Zimbabwe Republic Police (ZRP) as this has the effect of discouraging mass participation.

5.5 Areas for Further Research

With respect to research, the claims of corruption within the financing institution as well as manipulation of the youth fund approval process by influential individuals should be intensively probed to inform future policy direction.

5.6 Conclusion

This chapter served as a summary of the research study and also provided recommendations as well as suggestions for further research. The main points put

forward in this chapter as taken from preceding chapters allowed for an assessment of the Zimbabwe National Youth Policy as a tool for youth empowerment with a focus on the youth fund with Mutare Urban as the case study.

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Appendix: A. Interview guides

1. Interview Guide for Youth

- Have you heard of the youth policy?
- Have you heard of the youth fund?
- Have you applied for the youth fund?
- Have you heard of the Indigenization and Economic Empowerment Act?
- Have you read the National Youth Policy?
- What are your plans after graduation?
- Are the loan amounts enough?
- What kind of development projects would you engage in given the courses that you are studying?

2. Guide for Loan applications

(Questions for unsuccessful youth fund applicants)

- How did you hear about the youth fund?
- Briefly describe the loan application process
- Why was your application denied?
- How long did it take to get response from the bank?
- Did you apply through MYDIEE? How did they assist?
- Are you hopeful?

- Will you try again?
- Do you think the youth fund program can work?
- Any experience with indigenization?
- In your opinion is Indigenization and Economic Empowerment a genuine policy meant to benefit the majority of citizen?
- Any suggestions on how youth can become more involved in developmental activities?
- Has your life changed since the passing of the NIEEA?

3. Interviews to successful youth fund applicants

- How long did it take for your application to be approved?
- Can you briefly describe the process?
- Why do you think you were successful?
- What is the nature of your project?
- Would you say the loan is helpful in the long term?
- Did someone prominent assist with application

4. Key informants (MYDIEE, ZYC, NIEEB, CABS and CBZ)

- Role and position in implementation of ZNYP and NIEEP
- What are the challenges encountered in implementation?
- What is causing delays in responding to loan application?

- Are the enough resources available
- Are youth paying back the loan
- Briefly describe monitoring and evaluation process
- Your institutional/ organisational address of the problem, Challenges
- Recommendations for the future
- Any manipulation of youth fund, who and why?
- Indicators of youth empowerment in Mutare

Appendices: B. Guide to Focus Group Discussions

- Opportunities that have emerged since implementation of the ZNYP and the youth fund
- Comments on the NIEEA and its implementation
- How can the youth benefit?
- Any positive changes in life circumstances since ZNYP or Indigenization?
- What are the perceived hindrances to youth participation in national policies?
- What project would youth wish to engage in?