

**THE ROLE OF THE NATIONAL YOUTH DEVELOPMENT AGENCY IN THE  
IMPLEMENTATION OF THE NATIONAL YOUTH POLICY**

by

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## DEDICATION

I humbly dedicate this study to my late father Ephraem Hlophe who passed on in November 2002 and my grandmother Christina Mhlanga who passed on in October 2009. It is through their contribution in my education that I have been motivated to constantly seek knowledge and skills for the purpose of empowering myself. I also want to dedicate this study to the late Mr M.J. Nkosi who was my Grade 12 teacher in historical studies and Professor Petrus Brynard who was my first academic mentor within tertiary. May their souls rest in peace.

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## ABSTRACT

Policy implementation is a process where government's decisions are infused into programmes and rules and an examination of outcomes are made on how and why outcomes were or were not achieved. Programmes become a conduit through which intended services reach intended destinations if all stakeholders involved participate meaningfully and abide by the standards set by the programmes. The standard set by the programmes on how to accomplish policy objectives plays a significant role in paving the way to successful policy implementation.

The study seeks to carefully examine the existing gap between the National Youth Policy (NYP) goals within the Skills Development Unit and the National Youth Development Agency's (NYDA) role in facilitating valid, favourable and realistic policy outcomes through its programmes. The implementation of the programmes will be assessed in this research for the purpose of determining whether they are successful in addressing youth skills development. In as much as the NYDA is not the only government entity responsible for reducing youth unemployment by equipping the youth with job search resources such as introducing the youth to relevant job opportunities or equipping the youth with basic skills required in the job market, it is the main government entity tasked with the responsibility of creating, implementing, facilitating and ensuring that youth development services are available for the purpose of reducing youth unemployment through providing the skills needed to enhance the youth in deriving income in the economy of the country. The qualitative research method applied with the use of self-administered questionnaires in this study aimed to extract relevant information pertaining to the study to be analysed using the 5-C Protocol Model of policy implementation. Recommendations offered by the study emanate from the challenges faced by the NYDA and aim at improving the work of the Agency to effectively implement the NYP

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## LIST OF ABBREVIATIONS AND ACRONYMS

<b>ANC</b>	AFRICAN NATIONAL CONGRESS
<b>AYC</b>	AFRICAN YOUTH CHARTER
<b>AU</b>	AFRICAN UNION
<b>AsgiSA</b>	ACCELERATED AND SHARED GROWTH INITIATIVE FOR SOUTH AFRICA
<b>DTI</b>	DEPARTMENT OF TRADE AND INDUSTRY
<b>NYC</b>	NATIONAL YOUTH COMMISSION
<b>NYDA</b>	NATIONAL YOUTH DEVELOPMENT AGENCY
<b>NYDPF</b>	NATIONAL YOUTH DEVELOPMENT POLICY FRAMEWORK
<b>NYP</b>	NATIONAL YOUTH POLICY
<b>NYSP</b>	NATIONAL YOUTH SERVICE PROGRAMME
<b>PAYE</b>	COMMONWEALTH PLAN OF ACTION FOR YOUTH EMPOWERMENT
<b>SETA</b>	SECTOR EDUCATION AND TRAINING
<b>MTFS</b>	MEDIUM TERM STRATEGIC FRAMEWORK
<b>WPAY</b>	WORLD PROGRAMME OF ACTION ON YOUTH

# **CHAPTER 1: INTRODUCTION TO THE ROLE OF THE NATIONAL YOUTH DEVELOPMENT AGENCY IN THE IMPLEMENTATION OF THE NATIONAL YOUTH POLICY**

## **1.1 INTRODUCTION**

The new democratic government of South Africa has since 1994, been faced with the responsibility of addressing many imbalances brought about by the implementation of Apartheid legislation. Among these imbalances are socio-economic imbalances such as youth unemployment. Prior to 1994 in South Africa, one of the ways of rectifying the imbalances was and continues to be through appropriate policies. According to Brynard (2007:360), the 1990s was mainly a policy formulation phase in South Africa and in the early 2000s the focus turned to policy implementation. Policy continues to be one of the vehicles for rectifying previous socio-economic imbalances, but there is the gap between what policy intends achieving and what it actually achieves. The need to bridge the gap with effective ways of implementing policies becomes pertinent as policies are often a result of a challenge that ought to be addressed within a particular community.

The South African Government News Agency (2013) has itemised a 52% increase in unemployed youth in South Africa. Youth unemployment in South Africa is often linked to the lack of appropriate skills required by the labour market. The lack of appropriate skills required by the labour market thus creates a challenge of high youth unemployment. In response to such a challenge, the South African government strives to address the aforementioned problem by ensuring that the youth participates in the economy of the country as stated in the National Youth Policy (NYP) - 2009-2014. In the process of addressing the skills shortage challenge particularly amongst the youth, the South African government took the initiative to set up a public entity by merging the National Youth Commission (NYC) and the Umsobovu Youth Fund (UYF) to form the National Youth Development Agency (NYDA). The NYDA was established in 2009 and was given the mandate to address youth concerns, such as youth unemployment and skills shortage facing the youth.

In addressing the concerns which contribute to economic exclusion the NYDA established a Skills Development Unit as one of the means to equip the youth with the necessary basic skills needed in the labour market. The Skills Development Unit addresses skill shortage through numerous programmes. However, for the purpose of this study three programmes will be assessed namely: the Job's Programme, Job Preparedness Programme and Career Guidance Programme. In an economic context, Van Baalen and De Coning (2006:216) define a programme as a lengthy multi-activity endeavour implemented for the purpose of achieving service delivery. Although the programmes may be lengthy in terms of the time set in some instances it should however, be understood that programmes should at least serve their intended purpose of delivering a service. Brynard (2007:363) states that the programmes should be effective in policy implementation by reducing delays in terms of implementation. Brynard (2007:363) also mentions that in the process of implementing programmes one should be mindful of costs and avoid over expenditure and finally, the programmes should achieve initial objectives with some amendments if need be. The programmes of the NYDA to be assessed in this study ought to be effective and ultimately achieve their set objectives or else the programmes will be perceived to be a failure.

South Africa is no exception to the challenges of policy implementation in the developing world. Makinde (2005:65) believes that policy implementation is given little attention by policy decision-makers. Makinde (2005:65) claims that there is often a perception amongst policy decision makers that, after government has adopted a policy, implementation becomes inevitable. The appropriate designing of policies and programmes with no proper implementation will ultimately lead to disappointment as the goals set in the policies and programmes will not be achieved. Since the need to properly implement policies involves considering all relevant stakeholders, the study seeks to explore whether or not proper policy implementation exists in the implementation of the NYP, which will include assessing the role of the NYDA.

The study will assess the role of the NYDA in the implementation of the NYP by evaluating the programmes implemented by the Skills Development Unit of the NYDA - focusing on the Gauteng Province of South Africa.

## **1.2 MOTIVATION FOR THE STUDY**

The intension of a policy in any organisation is often linked to implementation for the benefit of the intended recipients. The implementation of a policy ought to translate to the delivery of either goods or services responding to a need or the needs in society. Cloete (2012:158) argues that the ultimate goal of policy implementation is to produce goods or services to those who ought to be recipients. This means that until services are effectively distributed to the intended recipients, proper policy implementation cannot be said to have been achieved.

Since policy implementation involves the delivery of services, the motivation to conduct this study emanates from the challenge of a lack of proper implementation of the NYP by the NYDA which occurs through the selected programmes of the NYDA named. The NYP is a policy document designed for mainstreaming youth interventions and services which are offered in the form of programmes within the Skills Development Unit of the NYDA. According to the NYDA Corporate Plan (NYDA) (2008:6), the NYDA was founded on the basis of designing a platform to create, implement, facilitate and ensure that youth development services are available for the purpose of reducing youth unemployment through skills development. If the identified programmes to be assessed for the purpose of the study are not properly implemented by the NYDA the failure of not successfully executing the programmes will negatively affect the successful policy implementation of the NYP. The study explores the extent of this success as its primary aim.

## **1.3 LITERATURE REVIEW**

In assessing the role of the NYDA in implementing the NYP, it is pertinent to make use of relevant past research relating to the challenge of youth unemployment as well as its causes in South Africa. A literature review is defined by Ridley (2012:2) as the selection of theories and past research pursued which have had relevance in the choice of a research topic and methodology. The literature review also reveals the process involved in arriving at questions and finally answers to the questions within the field of the research pursued. It becomes important to study the challenges of youth unemployment in the country and the level of skills development amongst the youth for that is where the need to assess the role of the NYDA in the implementation of programmes aimed at addressing youth unemployment emanates.

The concept “youth” is one which varies in definition according to organisations or governments in various countries. Gough *et al.* (2013:92) state that the United Nations defines the youth as people who are within the ages of 15 to 24 years old, whilst the African Youth Charter (2006) categorises the youth as individuals being between 15 to 35 years of age. In South Africa the youth are defined as people within the 14 to 35 age range (NYP 2009-2014).

Youth unemployment continues to plague societies worldwide and South Africa is no exception with the youth having a low chance of participating in the labour market. Aardt (2012:1) states that the continuous high rate of unemployment is a pressing socio-economic challenge in South Africa. In Brynard (2011:69), it is stated that there are constant serious challenges of unemployment in South Africa with sometimes long periods of economic growth not translating into increased job opportunities, thus affecting mainly the youth. In the quest to understand the causes of youth unemployment in South Africa various authors have highlighted the causes with the hope that if it can be identified it will be possible to try to address those causes.

The challenge of acquiring work particularly at an entry level into the labour market for the youth is, according to the ManpowerGroup (2012:6) first, the lack of relevant work information and networks - particularly with people who are already employed in the job market. A majority of the youth do not have knowledge of what the work environment is like and have possibly not made right choices in as far as their career options are concerned. Secondly, there is the lack of appropriate work skills amongst the youth in the work environment such as knowledge cooperation, critical thinking, and communication (to mention a few). Rankin and Roberts (2011:129) support the idea of the need for the youth to be equipped with skills for they remark that one of the reasons for high youth unemployment is that the youth are in no position to compete with old job seekers owing to the specific skills required by employers. The training offered in formal institutions is often too limited or irrelevant to what is expected in the labour market. The minimal training of school learners in learning institutions is perceived to be one of the flaws of the school system combined with the lack of adequate communication between the employers and the learning institutions on how best training can be conducted that will synchronise the school training system and the labour market. Thirdly, there is the absence of work

experience and good credentials which creates the fear by the employer to offer a job opportunity to the youth.

Social skills and work commitment of the youth are often perceived as a risk by the employer and because there are available adult experienced workers, often works against the chances of the youth being employed. Nattrass (2002:209) argues that despite all the challenges that the youth encounters, experienced job seekers continue to have a better advantage than inexperienced job seekers of being employed, as experienced job seekers have both the experience and skills required by employers. Finally, there is the fact that there are limited jobs available to suite entry-level skills. There is often a higher level of job demand than that which the economy can supply. Mlatsheni (2012:33) argues that in as much as skills are vital in empowering particularly the youth who are most vulnerable in securing jobs, skills are not the panacea to addressing youth unemployment. Mlatsheni (2012:33) notes that addressing youth unemployment depends on whether the employers have jobs to offer and, if they do, the nature of jobs they make available becomes pertinent. The ability of the economy and the employers to offer job opportunities to the youth becomes a contributing factor to youth employment opportunities. However, based on the above evidence of lack of skills among the youth, it is clear that the deficit of skills relevant to the work environment is the main barrier between the unemployed youth and the employer. It is due to the lack of adequate skills among the youth of South Africa that skills development becomes a significant issue to explore.

In the examination of the state of the level of skills development in South Africa, it is worthwhile clarifying the concept skills development. According to Allais (2012:633), skills development sometimes refers to work-related education and work-place based training programmes, which may include apprenticeships or training programmes offered for a short period in the work-place. It can also refer to all education and training aimed at benefiting employers in the workplace. In understanding the level of skills development, legislation and policy frameworks become a point of departure in order to understand whether the South African government has the political will and commitment to address the on-going challenge of limited skills amongst the youth of South Africa.

Gough *et al.* (2013:97) asserts that policy interventions mainly seek to focus at least on one of the three approaches to address youth unemployment which are: increasing economic growth to expand employment opportunities; to increase youth potential in the labour market through education and skills training at national, provincial and local government spheres; and initiating programmes to address youth unemployment. Increasing youth opportunities through skills training for the purpose of development becomes vital as it forms part of the solution to addressing youth unemployment. However, in a vibrant society such as South Africa, skills development has been and continues to be the centre of discussion be it in the public or private domain. Sheoraj (2007:15) observes that whilst there are on-going discussion on skills development in the country there is agreement among government, opposition parties and the general public which include that: first, the South African economy still encounters the challenge of skills shortage (youth included). Secondly, there seems to be an agreement that the challenge of skills development has, unfortunately, no instant remedy but will have to be addressed through short term measures as it has a deep rooted history. Thirdly, is that skills development is one of the many avenues of increasing economic growth for there are other factors that are of concern such as the levels of inequalities resulting to unequal distribution of income in society which means a majority of people, including the youth, do not actively participate in the work environment.

With regards to the points mentioned above, Sheoraj (2007:15) asserts that South Africa should recognise its skills gap and that the skills gap is a complex matter that cannot be solved completely within a space of two decades of democracy as many decades of anchored roots of inequalities dated prior to and post 1994. The above discussion also recognises that skills development forms only part of the solution in addressing the many challenges of youth unemployment. However, if the economy and the employers do not offer jobs then the youth's high expectations of being employed may not be met. The dire consequences of lack of skills among the youth can ultimately constrain the economy as new talent and creativity that the youth possess may end up as unrealised potential, particularly as if the application of such skills or talent needs an environment to constantly be nurtured. As mentioned earlier, the policy framework for skills development needs to especially be a point of

departure to properly examine the strengths and weaknesses of skills development through the identified NYDA programmes.

The legislative policy framework helps in establishing guidelines in addressing the challenge of skills development in the country, because the shortage of skills has the potential of halting the economy by not having sufficient skilled people to maximise productivity in the workplace considering the fact that South Africa is a developing country. Chelechele (2009:47) identifies legislation which is contributing to addressing skills development in the country, namely, the

- Skills Development Amendment Act, 2003 (Act 31 of 2003): this act was passed mainly to serve as an institutional framework from which national, sector and workplace policies can be established to address the challenge of skills shortage in the workplace.
- National Development Levies Act, 1999 (Act 9 of 1999): this act was passed for the purpose of utilising the skills development levy to finance all that pertains to the processes of skills development.
- National Skills Development Strategy, 2005: the purpose of the strategy was to contribute in skills development growth of the country as well as skills development institutions by ensuring that institutions apply their resources to skills needs so as to achieve effective service delivery.
- White Paper on Public Service Training and Education, 1997: the paper was a mechanism in which a policy framework could be designed to ensure appropriate adequate and accessible public service training and education to address current and future gaps that were and continue to exist in public service and the general public.
- Public Service Sector Education and Training Authority, 2000: the mandate in this regard was to develop a framework which would ensure adequate public service education and training which would cater for the needs of the public service.
- South African Qualifications Authority Act, 1995, (Act 58 of 1995): the aim of this act was to ensure that the quality of the training in South Africa is of a high standard so that it can adequately address the challenge of skills shortage in the country.

The commitment of the government of South Africa to equip the youth with work related skills can be seen in the Monyetla Work Readiness Programme funded by the National Skills Fund (NSF) within the Department of Trade and Industry (DTI). The programme caters for youth who are under the age of 35. In the course of the programme, 48% learners were trained to gain work experience in the Gauteng Province within the period 2010/2011 and 36% in the period 2012/2013. With regard to the Sector Education and Training Programme (SETA), the Skills Development Programme in the period 2011/2012 to 2012/2013 employed learners who participated in the programme and received certificates amounted to 139,590 and those who were not employed but received certificates were 34,428 (National Skills Development Strategy III, 2011:57).

On the basis of the above mentioned, the Monyetla Work Readiness Programme and the SETA Skills Development Programme, outline clearly that the government of South Africa has made some advances in addressing the challenge of skills development. However, Blumenfeld (2012:64) notes that the government has not made sufficient progress pertaining to skills development as he argues that the South African government has repeatedly shown no political will to create an environment of business-friendly economic policies. Blumenfeld (2012:64) asserts that policy failures have worsened over the years which were also evident by an employment figure that decreased by 6.4% from December 2008 to December 2010 and one of the key causes in such a decrease in unemployment is that new job seekers do not possess the appropriate workplace skills and attitudes. The challenge of not developing skills adequately amongst the youth is that less skilled people will be available to replace the current skilled ones in the public and private sector and that may compromise service delivery as a whole in the present and future.

The argument that Blumenfeld (2012:64) raises is one that perhaps gives an indication that there are citizens who may share the same sentiments of government having to show more commitment in implementing the NYP. The commitment and promotion of youth development issues by providing sufficient capacity to implement the already existing programmes, such as those of the NYDA, may assist in increasing the pace of service delivery through these programmes. However, having considered some of the legislation addressing skills development, it becomes worthwhile to also further focus on the role of the NYDA as another extension of

government's will to reduce youth unemployment and promote youth development through establishing skills development programmes.

The NYDA which is a national public entity derives its mandate of addressing youth problems from the NYP which is also founded on a number of legislation and policy frameworks, including the NYDA Act, 2008 (Act 54 of 2008). The NYP focuses on addressing skills development through programmes that will at least comply with the policy imperatives contained in the NYP. The NYP includes some policy imperatives one of which is economic participation. Kampala (2011:42) insists that one of the challenges the NYDA encounters is that of providing the youth with appropriate skills that can eliminate the barriers to entering the job market. Kampala (2011:42) also notes that the effectiveness of the NYDA will not only come from preparing the youth for the job market through skills programmes but also by linking the trained youth to the job market through the skills programmes – which is the mandate of the Skills Development Unit. The Unit is inclusive of various mechanisms or programmes designed to address skills deficiencies among the youth. The Unit has a number of programmes which include the Job's Programme, Job Preparedness Programme and Career Guidance Programme which are the programmes to be assessed in this study. In as much as the NYDA has been tasked with ensuring the inclusion of the youth in the economy by establishing or being involved in activities that accelerate economic development amongst the youth (NYDA Annual Report 2012:2), little existing research has been done on the efficiency and effectiveness of the NYDA.

Previous research done in as far as the NYDA is concerned includes that of Kampala (2011) who conducted a study of the National Youth Policy with reference to the implementation of the Advisory Programme in the NYDA within the Pietermaritzburg office in Kwazulu-Natal. Morgan (2013) reviewed youth development from the NYC to the NYDA to determine whether the NYDA will be more effective than the NYC in the implementation of the NYP. Meyer *et al.* (2011:31) studied the NYDA as an institution playing an integral part in establishing mechanisms to solve youth unemployment in South Africa and focused on the National Youth Service programme (NYS). None of the past research has focused on the role of the NYDA in implementing the NYP through assessing the implementation of the Job's Programme, Job Preparedness Programme and Career

Guidance as programmes related to addressing youth unemployment through skills development.

#### **1.4 PROBLEM STATEMENT**

Policy implementation involves an on-going process where government's decisions are infused into programmes and rules and investigations are made on how and why outcomes were or were not achieved (De Groff and Cargo 2009:47). As South Africa is a fairly new democracy with new policies made for social betterment, implementation of policies and programmes as well as the evaluation of the policies and programmes become significant as they become a guideline to effective policy implementation. Programmes become a conduit through which intended services reach intended destinations if all stakeholders involved participate meaningfully and abide by the standards set by the programmes. The standard set by the programmes on how to accomplish policy objectives plays a significant role in paving the way to successful policy implementation.

The problem to be addressed in this study is the existing gap between the NYP goals within the Skills Development Unit and the NYDA's role in facilitating valid, favourable and realistic policy outcomes through its programmes. The implementation of the programmes will be assessed in this research for the purpose of determining whether they are successful in addressing youth skills development. In as much as the NYDA is not the only government entity responsible for reducing youth unemployment by equipping the youth with job search resources such as introducing the youth to relevant job opportunities or equipping the youth with basic skills required in the job market, it is the main government entity tasked with the responsibility of creating, implementing, facilitating and ensuring that youth development services are available for the purpose of reducing youth unemployment through providing the skills needed to enhance the youth in deriving income in the economy of the country. The NYP 2009-2014 is in its fifth year of existence and a lot still needs to be done to address skills shortage among the youth as well as youth unemployment through its programmes. Dangor (2012:2) agrees that South Africa's NYP is geared towards prioritising the needs of the youth. However, the capability of government to channel services to the youth for its development is also determined by how well the NYDA implements the National Youth Policy of the country. It is the

'how' part of implementation that raises the need to investigate the policy gap that exists between the intentions of the NYP policy and its programmes and whether the identified programmes are implemented effectively.

## 1.5 RESEARCH OBJECTIVES

According to Lankshear and Knobel (2004:51), research objectives allow the researcher to think about or have an overview of the study holistically by thinking of the various aspects involved in the overall design of the study and how these aspects blend into each other. Sutton (1999:23) asserts that the policy implementation process is an on-going process and therefore needs to be managed, because new policies often re-arrange roles, structure and incentives which often add costs to implementers. The policy processes are often influenced by interest groups from the agenda setting stage to the identification of the most favourable solution which will also have clarity on who is involved and at what stage is that individual or official involved. The implementation process has to ensure that all factors needed for proper policy implementation are considered.

Makinde (2005:63) emphasises that when the desired results for the targeted recipients for whom the policy is designed to benefit is not realised implementation problems are inevitable. Makinde (2005:63) claims that if there are any missing factors important to the achievement of proper implementation, policy is bound to fail and the failures may be caused by lack of clear obligations adequately communicated to relevant stakeholders. Insufficient resources such as human or material resources needed for successful policy implementation may often predict failure. It is from the interpretation of Makinde's (2005:63) view that it is learnt that policy implementation within the NYDA in the case of this study needs to comply with a number of important variables to achieve its desired results. Failure to comply with important variables that have an influence in achieving proper policy implementation will lead to unfavourable results of the NYP through its programmes. The objectives of the research study are as follows:

- i) The study will attempt to describe the environment within which the NYDA implements the NYP.

- ii) The study will also explain the role and processes of the NYDA in the implementation of the NYP through the assessment of the selected programmes already mentioned.
- iii) The study will predict that if the programmes identified are not adequately implemented by the Skills Development Unit of the NYDA, they would have failed in their mandate to facilitate and ensure that youth development services are available for the purpose of reducing youth unemployment through skills development.

The prediction of policy implementation failure or success will be revealed after an assessment of the role of the NYDA in the implementation of selected programmes through the use of what Brynard (2006:196) refers to as the 5-C Protocol for policy implementation.

## **1.6 RESEARCH METHODOLOGY**

In the arena of research, there are mainly two types of research. According to Fox and Bayat (2007:5), these are quantitative and qualitative research. Quantitative research is concerned with what can be counted or quantified and one of the most common strategies used is statistics to process and explain data. Qualitative research methods are designed to scientifically explain events; people and matters associated with them and do not depend on numerical data, although it may use quantitative methods and techniques. Thomas (2003:1) explains the quantitative research method as research that relies on the use of numbers and statistics to measure its desired goal, whilst qualitative research studies the natural setting and tries to obtain information through a number of aspects including personal experience, interviews, case studies, observation or visual text.

Public policy is a field of public administration which emanates from a need to address socio-economic challenges. Such challenges may be identified by interviewing or working with people as well as explaining events which are associated with or have an impact on society. The role of the NYDA in implementing the NYP (2009) through specific programmes in an effective manner and with an understanding of societal needs and events becomes crucial; hence a qualitative research approach is pertinent.

In qualitative research, Brynard and Hanekom (2006:37) state that there are various methods used to acquire data which include case studies, in-depth interviewing of key informants, and questionnaires, to mention a few. According to May (2002:226), interviews consist of a dialogue between two or more people. It is the process of the interviewer getting a sense of the interviewee's experiences by allowing the interviewee to participate in the research study and then interpret what the interviewee says and how he or she responds to the questions. Patton and Cochran (2002:11) describe interviews as conversations between two or more people with a focus on attaining data from the interviewee by the interviewer. According to Patton and Cochran (2002:12), the interviews should be valid and reliable and they can be valid and reliable provided they contain the following:

- i) Reproducible: this means that any individual should be able to re-use the same topic and regenerate similar information.
- ii) Systematic: means to avoid selecting interviewees or data that supports our pre-conceived assumptions about the answers
- iii) Credible: means to ensure that fair and unbiased questions are asked so as to obtain authentic answers
- iv) Transparent: means to clearly state the method used to collect data and how the data was analysed.

Kumar (2011:145) notes in this context that there are two types of qualitative methods, which are unstructured and structured interviews. Unstructured interviews have no restrictions on content and structure in terms of wording usage and the manner in which the interviewer explains the questions to the interviewee. In a structured interview a prepared set of questions, which are open ended or closed, are used by the interviewer to extract answers from the respondent. The interviewing may be in a form of person-to-person interaction, telephone or by other electronic media. With regards to interviews, semi-structured interviews will be conducted with the NYDA officials heading the programmes to be assessed, namely, the Job's Programme, Career Guidance and Job Preparedness Programme, (see appendix 1-3). One of the advantages of an interview is that questions can be carefully explained to the respondent whilst the one of the disadvantages can be that interviewing is costly both in time and money.

Apart from conducting interviews, this research study will also make use of self-administered questionnaires which Kumar (2011:145) describes as a written list of questionnaires that require the participant to read, make his or her own interpretation and then respond in writing to the listed questions. The beneficiaries/participants in the Job's Programme, Career Guidance and Job Preparedness Programme, will be given self-administered questionnaires, (see appendix 4). The advantages of the questionnaire are that it is less expensive to the interviewer and offers anonymity between the interviewer and the interviewee. It however, has disadvantages such as a low response rate, a lack of opportunity to clarify issues to mention but two.

The advantages of qualitative research are that through self-administered questions the researcher is able to acquire the desired answers which will scientifically explain events and people associated with the programmes. According to Bless, Higson-Smith and Kagee (2006:44), words and sentences used to qualify and record information about the world is a qualitative advantage and can be added to the advantage of using self-administered questionnaires.

With regard to population sampling, Kumar (2011:192) states that in qualitative research a number of factors may have an influence on the selection of a sample, such as easy access of potential respondents. Kumar (2011:193) defines sampling as the process of selecting a few from a bigger group to become the basis of estimation or predicting the prevalence of an unknown piece of information, situation or outcome regarding the bigger group. A sample becomes the sub-group of the population the researcher is interested in.

In this research study, a non-probability sampling will be conducted where according to Fox and Bayat (2007:58) the units of analysis in the population do not each have an equal chance and sometimes have no chance of being included in the sample. The technique will be that of self-selection sampling where one allows units, which are usually individuals, to identify their wish to participate in the research thus publicising the need to participate. Thereafter data can be collected from those who respond. Those who decide to participate freely often do so as a result of their perceptions or opinions about the research questions or research objectives. A number of NYDA senior officials involved and representing the three programmes listed above, and the head of the National Youth Development Agency and Skills

Development Unit within the NYDA and forty five beneficiaries of the three programmes in total will be targeted for the research.

## 1.7 CONCEPT CLARIFICATION

The following definitions serve to clarify key concepts used within the research study.

### 1.7.1 Public Administration and public administration

Public Administration as a scientific discipline is primarily concerned with the implementation of government policy. Public Administration is a university subject in which the operation of public administration, that is, the field of operation or the sphere of activity is studied (Botes *et al.* 1992:257).

Public Administration as a discipline is essentially the study of various processes and specific functional activities by the institution that must function within a particular environment to improve the general welfare of society by providing goods and services to it (Du Toit and Van der Waldt 1999:49).

Public administration as an activity focuses on government institutions that are entrusted with the responsibility of producing certain goods and services to society. In addition it refers to work done by officials within the total spectrum of government institutions to enable different government institutions to achieve their objectives at three spheres of government which are national, provincial and local (Du Toit and Van der Waldt 1999:10).

### 1.7.2 Public Service

Section 197 of the Constitution of the Republic of South Africa (1996), states that within public administration there is a Public Service. The Republic of South Africa must function, and be structured, in terms of national legislation, and must loyally execute the policies of the government of the day. The Public Service involves policy implementation on citizen engagement and community building. Citizen engaged is perceived as an appropriate and crucial element of policy implementation in a democracy (Denhardt and Denhardt 2007:114).

### 1.7.3 Public policy

Policy designates the behaviour of some actors or set of actors, such as an official, a government agency, or a legislature, in an area of activity such as the NYDA or consumer protection (Anderson 2000:2). According to Thornhill and Hanekom (1995:54), policy can also be defined as a desired course of action and interaction which is to serve as a guideline in the allocation of resources necessary to realise societal goals and objectives, decided upon by the legislator and made known either by writing or verbally. In the context of policy, the NYP lays out the desired course of action and the government agency being the NYDA, a custodian of the NYP has the responsibility of ensuring that the pre-set goals of the NYP are realised. The failure to achieve the goals of the NYP results to a failure in policy implementation which has dire consequences particularly to potential beneficiaries of the policy and its programmes.

### 1.7.4 Policy implementation

Policy implementation encompasses those actions by public or private individuals or groups that are directed at the achievement of objectives set forth in prior policy decisions. Implementation may also be regarded as a conversion of physical and financial resources to concrete outputs aimed at achieving policy objectives (Brynard and De Coning 2006:183). De Groff and Cargo (2009:47) define policy implementation as a reflection of a government process, where decisions are converted into programmes, regulations or practices with the purpose of improving society.

The study focuses on the implementation of the NYP by the NYDA. The policy which is further implemented through programmes is unfortunately dependent on the success of the programmes and if programmes are not adequately implemented due to various reasons, such as finances or a lack of well capacitated officials, an implementation gap can be the outcome which ultimately hampers proper policy implementation. Programmes become a viable conduit in which policy can be properly implemented.

### 1.7.5 Programmes

A programme can be defined as lengthy multi-activity endeavours implemented by networks of a country's institutions in multiple locations whose production and service delivery objectives and impact goals derive from indigenous policy choices. Programmes form guidelines in which projects are implemented (Van Baalen and De Coning 2006:216).

According to the Public Service Commission (2008:39), a programme is a set of government activities that deliver either goods or services of government. These goods or services can include development incentives, implementation, governance and justice. Service delivery programmes can be viewed as sub-programme as it a product of a programme.

The study will identify the gap in policy implementation of the NYP through the programmes already mentioned. The programmes are a guideline on the delivery of services offered by the NYDA hence an assessment of the programmes will be critical to identify whether the implementation of the NYP is adequately achieved and thus worthy to be called effective programmes.

## 1.8 FRAMEWORK OF CHAPTERS

The role of the NYDA in the implementation of the NYP is significant for the successful implementation of the NYP. However, if the NYDA as one of the major role players does not adequately provide appropriate structures for the proper implementation of the NYP, the role of the NYDA stands to be questionable with regard to its capacity to effectively implement the NYP. The research study comprises of five chapters structured in the manner outlined below.

Chapter one introduces the research study and provides a justification of why the topic was selected. The chapter will also outline the motivation for the study followed by a brief literature review, and the problem encountered by the NYDA in the implementation of the national youth policy. In addition, the chapter will explain the research objectives followed by the research methodology which is preferred for the study. Chapter two focuses on the conceptualisation of the role of the NYDA in the implementation of the NYP (2009) within the discipline of Public Administration. Chapter three of the research study outlines the legislative and policy framework of

the NYDA and skills development in South Africa. Chapter four focuses on the policy environment and the significance of understanding policy implementation in the implementation of the National Youth Policy. Chapter five concentrates on the presentation and analysis of the research results

Chapter six outlines a summary of the chapters, and recommendations experienced by the NYDA in the implementation of the National Youth Policy which will provide probable solutions for the agency in implementing the NYP (2009). The recommendations to be given embrace issues that pertain to skills development through the identified programmes among the youth. An analysis of the programmes through questionnaires which will be distributed to a limited number of staff members of the National Youth Service and Skills Development Unit as well as some beneficiaries as mentioned above will determine whether there is progress and capacity to speedily implement the NYP (2009).

## **1.9 CONCLUSION**

The chapter systematically introduced the study by outlining the research topic, motivation for the research, literature review on past research linked to the study, the problem statement, research objectives and research methodology which are suitable for this study. Concepts are also used and clarified in the study to avoid ambiguities and finally, the study is highlighted through a brief outline of chapters which provides a framework of the entire study.

## **CHAPTER 2: CONCEPTUALISATION OF THE ROLE OF THE NATIONAL YOUTH DEVELOPMENT AGENCY IN IMPLEMENTING THE NATIONAL YOUTH POLICY WITHIN THE DISCIPLINE OF PUBLIC ADMINISTRATION**

### **2.1 INTRODUCTION**

A brief discussion of Public Administration is necessary before a valid conceptualisation of the role of the National Youth Development Agency can be extrapolated. Public administration remains to be an integral part in the development or the sustainability of any country or government, as it primarily intends to execute its mandate of service delivery to the general public. Public administration is perceived to be the cornerstone of any functioning government and is essential for the acceleration of political, economic and social endeavours as it is the centre of service delivery. In the definition of public administration it is clearly stated that it can either be a discipline or an activity. Public administration, whether understood as a discipline or an activity has various functions which can be implemented to help achieve an effective government and serve the general public within the principles enshrined in the constitution of the Republic of South Africa which will be mentioned below.

Public administration has administrative functional activities that are important in the discipline of Public Administration. These functional activities are also known as generic functional activities and are noted by Cloete (1991:79), as follows: public policy, human resources, public finances, organising, control and work procedures. However, with regard to this chapter, an emphasis will be on establishing a link between public administration and public policy so as to have a better understanding of public policy within an administrative context. However, before proceeding in understanding public administration and how it links to public policy, the foundation of public administration should be established so as to understand its guidelines, developing trends and the relationship between public administration and public policy.

Public Administration strives to achieve its mandate of providing either goods or services to the public domain. The approach involves democratic guidelines and principles enshrined in the Constitution of South Africa 1996 under Section 195 (1) which are normative in nature and are stated as follows:

- A high standard of professional ethics must be promoted and maintained.
- Efficient, economic and effective use of resources must be promoted.
- Public administration must be development orientated.
- Services must be provided impartially, fairly, equitable and without bias.
- People's needs must be responded to, and the public must be encouraged to participate in policymaking.
- Public administration must be accountable.
- Transparency must be fostered by providing the public with timely, accessible and accurate information.
- Good human resource management and career-development practices, to maximise human potential must be cultivated.
- Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress imbalances of the past to achieve broad representation.

The guidelines and principles stated above help to emphasise the ethical and moral aspects expected from officials within government to be able to deliver impartial services efficiently and effectively to all relevant people within South Africa and to involve citizens where needed.

## **2.2 PUBLIC ADMINISTRATION**

In the continuation of understanding public administration, Rathod (2010:1) defines public administration as a subject matter of study as well as an activity. However, to bring about more clarity to the concept public administration, there must first be a defining of administration derived from the Latin root "administrate" which means to assist or to direct. Public administration is a science that links with political science and other disciplines. Public administration exists mainly for the purpose of achieving politically determined objectives without being separated from government which has

branches that Rathod (2010:1) mentions to be consisting of maintenance of law and order, regulation and currency, coinage, maintenance of land records, promotion of agriculture, education, health, social welfare and services.

In Thornhill and Van Dijk (2010:101), Cloete's idea of administration is reiterated, stating that administration is found where two or more people join in action to achieve an objective. Administration can also take place wherever people work or play and is thus found in all spheres of human activity. Du Toit and Van der Walddt, (1997:41) describe administration as a system that offers services to society, or a system resulting in products or services. According to Du Toit and Van der Walddt (1997:42), the fundamental points of understanding this administration are stated as follows:

- Administration takes place within an environment.
- The environment creates needs in people (the public).
- Administration is stimulated into action by the environment and the needs it creates in the public.
- The stimulation comes in the form of input that administration receives from the environment (the public demanding their needs to be met).
- Administration converts the input from the environment into outputs.
- The output is received, used and, in time, processed by the environment and, depending on the circumstances, fed back into the administration.
- The system is then repeated.

Botes, Brynard, Fourie, and Roux (1992:264) state that administration is an omnipresent activity which increases the quality and standard of living of the community. Administration can be used as a monitoring or controlling mechanism in service delivery as it is vital in terms of such roles as implementing the NYP through programmes. The programmes used in the implementation of the NYP serve as a viable tool of service delivery particularly to the youth of South Africa.

However, Thornhill and Van Dijk (2010:101) state that when the adjective "Public" is added before administration it now means that this administration takes place in a political environment aimed at satisfying societal needs.

In Public Administration, there are two categories with different meanings. According to Botes *et al.* (1992: 257), Public Administration is a university subject where the field of operation or the sphere of activity is studied. This definition of public administration as already highlighted above mainly focuses on the activity part of public administration. The other meaning is stated by LeMay (2006:11) who asserts that public administration is a tool that sees to it that governments do develop and implement public policy. The understanding of public administration is interlinked to political decisions and processes and that is what separates it from private administration. Administration is focused on spreading evenly the limited state resources and ensuring an effective interaction between government structures and political actors within and outside government which in turn constitutes the political system.

The general understanding of public administration, as stated in Du Toit and Van der Waldt (1997:8-21), is that it is an activity that refers to the work done by officials within government institutions to enable different government institutions to achieve their objectives in the three spheres of government, as noted in Chapter one. It can also be said that public administration is when people work together to perform and achieve something collaboratively. Public administration is perceived to be significant in various aspects which have a significant impact on the general public. Hanekom and Thornhill (1983:40) help identify five aspects that are still applicable within Public administration and are as follows:

- **The role of public administration in community development**

There is no doubt that the responsibility of the state is to provide the basics executed through public administration as protector, regulator, law enforcer, and provider of welfare services. The role of public administration may evolve in the future as community needs change. Economy and efficiency are some of the key drivers of change in public administration which enable people to have questions and a right to know what services are offered by government as well as the costs associated with the provided services? Whether financial resources can be used effectively and efficiently in desired quality and quantities if available? Public administration in this regard is the facilitator of the people's needs in the community for it aspires to fulfil

community development. The question of whether the NYDA can successfully implement the NYP is linked to how well the agency will ensure that appropriate administration is conducted to be able to cater for services for the general youth in the desired quality and quantities.

- **Impact of diminishing resources**

Public administration, as it progresses, has to continually upgrade in the adaptation of policy making, organisation, financing, work procedure, personnel provision and utilisation, control measures and planning to mention but a few. The continual adaptation of the above is to ensure that a balance is reached in ensuring resources are available to finance public endeavours for resources are always limited. Thus a need for planning is critical to avoid over expenditure and so that society is constantly taught how to preserve resources and utilise them effectively so as to be able to accommodate even future generations. The current youth of South Africa remains to be part of the future generation and need to developed and trained through the existing training government programmes which include the programmes hosted by the NYDA. The purpose of the programmes serves enlighten the youth on the scarcity of resources and how they can be trained to manage the available resources effectively and efficiently in various sectors of the economy.

- **Impact of rising expectation**

The increase of a population will ultimately result in an increase in government having to meet the demands of a larger society. The expectation on government to deliver will vary from one community to community due to the different calibre of people needing different kinds of services. The challenge is that if government does not meet the demands, a culture of strikes and violence can become the order of the day so the government, through its policies and working hand-in-hand with public administrators has to continually find solutions to meet the different expectations of the public. These expectations can be delivered through public administration. Cloete (1998:135) shares the view that government will be met with demands from society for he mentions that public institutions will never start providing

services 'out of the blue'. He states that there will first be a period where the public will become aware of a need and then the public or interest groups will start making representations to the authorities to satisfy the need. Public institutions exist to satisfy the real needs and justified expectations of the community at large including the youth.

The demands of the youth unfortunately will most often exceed supply from the government. However, various institutions including the NYDA have the responsibility to meet some or a large proportion of those demands which automatically puts a strain on government as there are limited resources.

- **Increasing integration of public and private activities**

There is an ever-growing need for both public and private sectors in the delivery of good and services to the public for when government is involved in an activity it realises that it can either conduct the task by itself or outsource it. It is, nevertheless, advised that government within public administration should strive to have as much expertise as possible, because it is costly to outsource work even though it assists government to fulfil its obligations to society. The NYDA, as an organ of state entrusted with the task of addressing youth concerns mainly youth unemployment, ought to possess the relevant skills to do so as there are little financial resources allocated to the agency in comparison to the demand of the youth requiring services offered by the NYDA such as the Job Preparedness Programme which is a training programme. In as much as public private partnerships are important in the development of the youth the government should have sufficient human and financial resources to itself as opposed to hiring the private sector particularly on activities that it can execute if the right resources are put in place.

- **The role of leading public officials in conducting of government activities**

Leading public officials should ideally be acknowledged and respected for their meaningful contribution to the making of decisions or policy. In fact, there is an understanding that the political office bearer and the leading

official need each other for the advancement of society. In practice, leading officials should give guidance and ensure that work programmes are compiled to execute policy. Leading public officials can provide the necessary guidance in the development of the youth and train the youth on the daily functions of the government so as to produce a generation of the youth that understands government procedures and help improve service delivery through effective administration. The NYDA is one of the government's extensions in equipping the youth and leading the youth in realising its potential through implementing policy and executing effective and efficient administration.

The above mentioned points provide an understanding of public administration more as an activity or work done by officials within government institutions. In other words this signifies implementation of all government policies. Policies agreed upon to be implemented are used as guidelines to achieve an objective(s) within the government spheres through public administration and may include variables such as the diminishing of resources and having to deliver services fairly and equitably as Public administrators are given the task of implementing policy. Public administration in communities has and continues to play a vital part in the development of the youth and society as a whole. Policy implementation, however, within the confines of this research, takes place within the field of public policy found within public institutions. Hence there is therefore a need for the NYDA as a state organisation to exercise its role of implementing the NYP rapidly, taking into consideration the importance of proper administration and implementation of policy and resources. Since policy plays a significant role in administration, policy becomes relevant and must be understood in order to achieve implementation.

### **2.3 PUBLIC POLICY**

A number of scholars have defined the concept of public policy differently. Dye (1972:18) defined it as being whatever government chooses to do or not to do. Easton (1953:129) defined public policy as the authoritative allocation of values for the whole society mainly by government to the whole society. Despite the already mentioned definitions of public policy, Anderson (2006:6) deduces public policy to be a purposive course of action followed by government in addressing a problem or

matter of concern. The concept public is associated with any institutions or agencies which are run, directly or indirectly owned or primarily financed, by central or local government, with some slight intentions covering some form of ownership by or in the name of the whole community (Barker 1972:12). Public policy in Hanekom and Thornhill's (1983:63) understanding is the link between the political and administrative processes.

Sapru (2010:37) states that public policy is a significant component of democratic government because it focuses on the public and its problems. It strives to address all spheres that are labelled as public and goes beyond delivery of services and focuses on societal choice making and decision. It is from the decisions taken and implemented that the government of the day will be judged.

According to Anderson (2011:7), public policies are those developed by governmental bodies and officials having non-governmental actors and other related factors influencing them. Anderson (2011:7) claims that policy is basically a purposive course of action as indicated below:

- Policy is goal orientated meaning proposed policies do not occur in a vacuum but a specific need or problem that ought to be addressed through specific means as a response to the problem(s). The response hopefully positive is the one which becomes the goal to be attained. The NYP was established as a result of various youth challenges, the greatest being youth unemployment. The policy seeks to address the challenges through various initiatives driven by programmes that seek to alleviate the youth from poverty.
- Policy in this context consists of courses of action taken over time by government officials. One of the main ideas behind policy is that policy is not only about the decision to adopt a certain law but is also about the subsequent decisions to enforce or implement the rule of law. The legislating of the NYP seeks to ensure that the NYP can be enforced and that it should be considered as binding to the relevant parties involved which include the NYDA as well as the youth as it also has the responsibility to go request services offered by the NYDA.

- Policies emerge in response to policy demands, or claims of action or inaction on some public issues made by other actors. Demands may vary, some will call for action, while others also specify the action desired. The NYDA (Act 54 of 2008) generally form cornerstone of the NYDA which is tasked with addressing youth matters. In other words, the NYDA has the responsibility of ensuring that action is taken to address youth matters as per mandate of the abovementioned Act.
- Policy involves what governments actually do, not just what they intend to do or what they declare they will do. The NYDA has the obligation of providing support to the youth of South Africa. What the NYDA does to support the youth as an extension of government is considered as an activity executed by government.
- Public policy may either be positive or negative. There are some instances where government action may address a certain problem whereby the response is expected to be positive by those placing demands which would usually be the public. However, there is also a chance that government would not apply its effort on a proposed demand and, in that case, it would be finalised as a negative response. In short, the decision not to take any action by government becomes a public policy in itself too. The action taken by government to assist the youth through the NYP is perceived to be positive: however, if the government decided not to establish the NYDA it would still have been a policy which may have been perceived as having a negative impact on the youth.
- Policy is based on law and is authoritative. Anderson (2011:9) finally mentions that Public policy is authoritative in that it has the monopoly over the legitimate use of coercion unlike the private sector. However, the mere fact that public policy is authoritative does not mean that its authority is sufficient for an effective policy. The NYP is authoritative, however, the role of the NYDA as a custodian of the NYP remains to be evaluated on whether it possess the capacity to cater effective services for the youth.

As public policy emerges from demands that form goals to be accomplished for that policy within societies and can later be authoritative by having government support, implementation should be prioritised by all relevant stakeholders. The NYDA as a custodian of the NYP has a duty to implement the NYP to close the gap of the impoverished youth through public policy and public administration. Le May's (2006:11) understanding is that public administration sees to it that governments do develop and implement public policy.

With the current status quo being youth unemployment in as far as the youth challenges are concerned, the current government of South Africa perceived the need to address the concerns of the youth of South Africa, which are principally unemployment and lack of the skills required by the labour market. The government initiated the formulation of the National Youth Policy (2009) under the National Youth Development Agency to work as a framework or guideline in the implementation of the NYP. The formulation of the policy framework, as in Cloete and Mokgoro (1995:33), is a vital tool in sustainable development as it holds three interrelated and sequential phases, namely, awareness, assessment and action.

- **Awareness**

A large number of South African citizens are not aware of current unsustainable development practices; thus a great deal of information from both the public and private institutions must be disseminated to the general public and public servants should also develop environmental ethics and accountability. Policy should be able to raise awareness among the people and also be implementable by the various stakeholders involved. The NYDA has the mandate of ensuring that it first makes itself known to the youth and then promote the NYP to create awareness of its responsibilities and the services it has to offer to the public domain, but especially to the youth as an organisation. The awareness of its services will better help the youth in making informed decisions and thus avoid or reduce unsustainable development practises particularly within the job market. In creating awareness about the NYP and the services they offer, the NYDA will also be implementing the NYP particularly if services are offered at a satisfactory level to consumers.

- **Assessment**

A thorough data base with adequate information on which development policies and the design of strategies can rely is important to be able to make a positive assessment on progress or failure. The success or failure of the NYP to implement the policy framework of the youth or the NYP in the case of this research study will through assessment be tested and redesigned to ultimately serve its purpose of being a guide to successful implementation.

- **Action**

Until the ability to implement policies is successfully mastered by all stakeholders in public policy, awareness and assessment are futile. In order for the NYDA to succeed with the implementation of the NYP, action will have to be induced and appropriate action will involve some activities mentioned by Cloete and Makgoro 1995:34, such as:

- Supportive investments: these include a mix of macro policies, investment strategies, project activities and organisational networking to increase use of resources to be able to accommodate higher volumes of the youth who are in need of services from the NYDA.
- Institutional development: sustainable developments require policy reforms and effective policy reforms require changes in rules, norms and expectations that govern the transactions and relations among people. The NYP (2009) carries more expectations from the youth to deliver services to them and improve their lives which increases pressure on the NYDA to implement the NYP speedily.
- Human resource development: sustainable reform in this regard refers to investing in human resources through education and the promotion of health in order to be effective. Education and health can be perceived to be the centre of a well implemented NYP as there is a rise in expectation to improve the lives of the youth through some form of empowerment
- Social mobilisation: communities ought to be mobilised with much emphasis on poor communities so that social inclusion may be achieved in the case of

available developmental opportunities. All previously disadvantaged communities should be used as test points to determine how the NYP has been. Public policy, in this regard, will have to be implemented diligently to achieve objectives that have been decided upon in order to serve the youth (Cloete and Makgoro 1995:34).

As a purposive course of action, public policy can only be well incorporated in societies with the help of stakeholders such as administrators to help create awareness, conduct assessments and later to take action. Of course, the youth also has the responsibility to take ownership of such activities and utilise them to the best of its ability. Action can, however, be taken provided there is an awareness of the fact that there is a policy making process which precedes any form of action or implementation. In as much as policies emanate from problems within society after careful consideration and assessment followed by action, there are processes involved in policy making before action is taken to implement policies.

## **2.4 THE PROCESS OF POLICY MAKING**

The policy process involves activities which are normally political in nature and are perceived to be a chain of interdependent phases which occur over a period of time. The aim of a policy is normally to deliver on a mandate set by government or any organisation and to help enforce the decision(s) that are already decided upon by relevant stakeholders of the organisation which is the custodian of the decision or policy. The interdependence of the phases in the policy process means that if any phase is not adequately addressed by parties concerned the outcome of the policy's intentions may not be accomplished. Anderson (2006:3) perceives the policy process as a sequential pattern or cycle of activities which are unique yet closely related.

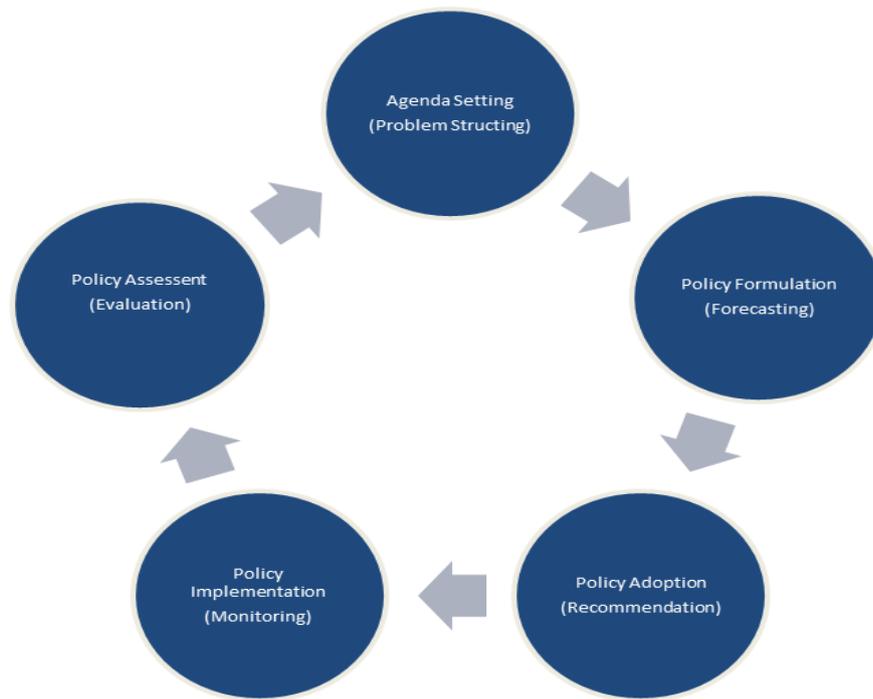


Figure 2.1: The process of policy making

Source: Adapted from Dunn 1994. p.17

In a sequence form the process of policy making starts with identifying the problem and setting the agenda, policy formulation, policy adoption, policy implementation and policy assessment. The problems are placed on the agenda by elected and appointed officials and depending on the urgency of the problem, officials will determine whether to act on the problem immediately or at a later stage or decide not to act on the problem all together (Dunn 1994:16). The NYDA was established as a result of the many challenges that the youth encounters such as unemployment due to lack of skills which is the societal problem. The response of government through the NYDA is to address youth problems of high youth unemployment through appointed officials placing the problem of youth unemployment on the public agenda.

The agenda setting is followed by policy formulation which seeks to find alternative answers in the form of policies to address a matter of concern brought to the public by appointed officials particularly in government structures. The answers to a problem in society in a form of policy can either be court decisions or legislative acts such as the NYDA (Act 54 of 2008) which becomes the cornerstone of the NYP. Dunn (1994:16) also calls the formulation stage a forecasting stage as policy related

knowledge helps create the alternative policy solution to a current or future problem in society. The NYP was developed to at least accommodate all youth concerns with youth unemployment being at the top of the government's agenda before policy adoption.

According to Van Niekerk *et al.* (2001:96), policy adoption is concerned with acquiring adequate support for legitimising a specified course of action. The support involves all relevant stakeholders including political support as a key driving force for legislation as political support is often derived from negotiations, persuasion leadership willingness to support a specified course. The formulation of policy is followed by adopting a policy alternative normally by the majority after having decided on requirements necessary that ought to be met as well the methods to be used to address the problem within society. The NYP was adopted with one of the requirements of being categorised as youth ranging between the ages between 14 to 35 and the decision taken by the NYDA to implement the NYP would be through programmes that include some of which this study will assess to understand the negative or positive effects of the implementation of the NYP.

After policy adoption comes policy implementation which Dunn (1994:16) asserts relies on government administrative capacity which can either be financial or qualified and competent personnel as implementation focuses on what Van Niekerk *et al.* (2001:96) describes as a conversion of decisions into actions. Finally, there is policy evaluation which allows not only results of performance in the case of the programmes to be assessed in this study but also critiquing the values or means in which the policy or programmes are being implemented. Policy evaluations specifically examine the outcomes of policies on a consistent basis to understand the effects of decisions or policies set on the agenda, formulated, adopted and implemented. In the process of policy making there are variables yet to be considered as policy may manifest in different forms or levels depending on the intentions of the policy and its formal adoption as law to be implemented.

## **2.5 POLICY LEVELS**

Precision and understanding of hierarchy in policy levels can help provide perspective in achieving set goals in policy. Both politicians and administrators contribute to the formation as well as the implementation of policy.

Therefore, an understanding of the policy levels by all parties concerned becomes significant. The hierarchy policy levels will be briefly explained followed by the policy levels of public administration found within public policy. The hierarchy policy levels listed by Cloete (1999:82) in the following paragraphs are described as:

#### 2.5.1 Political policy level

The South African government has the mandate of ensuring that it sets policies to give direction to society. Thus, its policies are of top priority within the public sector. The government must have the power to exercise its programme of action without the influence of its public officials who should remain impartial. The main emphasis on political policy is that the executive office bearers of the current government are the centre of policy formation with the help of additional public officials who have the experience so as to achieve viable policies for the benefit of the general public. Cloete (1999:82.) states that an on-going task of then ensuring a close monitoring of policy is crucial so that it keeps up with the current times and that the political office bearers can be held accountable on the basis of their programme of action in terms of implementation and not forgetting the expenditure on every activity performed.

#### 2.5.2 Political implementation policy

Political executive institutions and office bearers have to act upon policies approved by the legislature. The legislation may even offer some direction on what should be accomplished, how it should be accomplished, where and by whom. Cloete (1999:82) elaborates on that the political implementation policy will also require the political executive office bearers, with top officials as advisories to be involved. However, consideration should have to be given to the fact that for, the manifestation of implementation to take place many variables have to be examined. These involve the financing, staffing, organising and the determination of work procedures. Political consideration will always have to address amongst endless community issues, the prioritising of societal needs for the realisation of implementation owing to limited resources.

#### 2.5.3 Administrative executive implementation policy

The administrative executive policy according to Cloete (1999:82) transpires when there is now a completion of the above policies and now the focus is on public

officials. Public officials in this regard are expected to formulate their administrative executive policy nevertheless, the minister in this policy has the power to exercise his discretion on whether a majority of matters can be addressed by public officials or he or she can as a minister would prefer in most cases taking decisions on behalf of the department he or she administers.

#### 2.5.4 Operational policy

Operational policy is policy that addresses the work environment, the operations of the organisation led by a supervisor. This policy is, however, confined to a certain areas i.e. a section, on division of a state department or a specific office. The policy only focuses on routine work done by supervisors on lower levels of government structures.

Public administration, within public policy also contains different levels which according to Roux, Brynard, Botes and Fourie (1997:144-145), are:

- Political party politics: this policy refers to the political party policy which was used to get into power through the election process. This policy is also used to carry out public administration, particularly as a guideline.
- Government policy: the policy is that of the cabinet and individual ministers regarding the functioning of the executive authority.
- Departmental or institutional policy: this policy is a policy that the department must try by all means necessary to execute functionally as a department.
- Administrative policy: the policy focuses on enabling the administrative policy which strives to ensure a smooth functioning of the department.

The various levels in policy and administration share a common denominator which is to function hand-in-hand. Policy needs administration in the process of implementation for without policy crafted by the current government with the help of top officials in government and later executed by the administrators, service delivery may come to a standstill. It is due to the dire need of the youth in South Africa to be skilled and employable that the ability of the NYDA to implement the NYP is achieved from a national sphere considering the importance or existence of both policy and administration as inseparable items. Although policy and administration

are interlinked, politics is also an ingredient in the making of public policy as conflicts arise in communities due to differences of opinion.

## **2.6 POLITICS AS AN INGREDIENT OF PUBLIC POLICY**

Politics as another concept in the context of public policy and administration has a significant role to play as it is, in MacRae and Pitt's (1980:12) view, concerned with the broad question of government in society as government is expected to establish the values and priorities by which society is governed, having the authority from government mandated to it by the people who have been elected into power. In as far as politics and public administration are interlinked, politics and public policy are also interrelated. The way in which policy is defined determines the potential to expand the scope of conflict bringing more people into the policy process and thus shaping politics. Smith and Larimer (2009:37) perceive that public policy always carries with it the expectation that it has to uphold and bring progress to the lives of the general public. Thus for it to succeed, the need for coordination between political office bearers and top officials is significant, for without coordination public policy cannot deliver on the expectation it is burdened with from the public domain.

Politics and public administration are important aspects in the formulation of policy for all administration and policy making within government are interlinked, as already stated, for the order of any decision is always subject to political determination. Shafritz, Russel and Borick (2009:7) subscribe to the notion that politics and administration can never be separated. They assert that public administration cannot exist outside of its political context for it is the context that makes it public and this separates it from private or business administration. Public policy as a significant part of public administration is certainly not purely a domain of politics but a coherence of the public administrator and the politician for without their involvement public policy cannot be made or effected (Totemeyer 1988:202).

The concepts 'politics', 'public administration' and 'public policy' are apparently interlinked and they seem to suggest, as Pearsons (1995:3,31) states, that there is a domain of life which is not private or purely individual, but is held in common. This means that there is an activity within the public domain which constantly needs governmental intervention or social regulation or a common action. Public policy is a

field defined by policy areas or sectors where institutional interaction may take place and involve key sectors such as health, transport, education, the environment, social policy, housing, economic policy, race, urban planning and the National Youth Development Agency as a focus of the research study.

### 2.6.1 Substantive approaches to public policy

Public policy in the past have been perceived as emerging from the legislative process, then applied by the executive and disciplined by the judiciary. Nevertheless, in recent years, the process of making public policy can, through networks of interaction within a political administrative system, embrace formal and informal aspects such as that of legislature, the executive, the judiciary, independent agencies, interest groups, to mention but a few. Public policy has often undergone a process whereby the making of policy has been unstructured, lacking in analytical rigor and descriptively historical. New efforts, however, have centred upon descriptive and analytical models of public policy which Simmons and Dvorin (1977:399) have categorised as:

- First, there are descriptive studies, which focus on the story and the object lesson about how public policy is made within a specific environment
- Secondly, there are prescriptive analytical studies, which focus upon economic choices and the logic thereof
- Thirdly, there are those efforts which are merely explanatory of the public policy process i.e identifying the major determinants of public policy choices. Attention is given to describing and accounting for differences in policy outcome as they relate to socioeconomic and political variables within a specific political environment
- Fourthly, there are normative studies which concern the definitions of a good life. the main emphasis is on what ought to be, including some utopian models of good government, good welfare, good public transport, good educational system, sound tax programmes to mention a few.

- Fifthly, there are evaluation studies that focus on direct impact of on-going program within an organisation or environment. The prime goal is to assess people's lives, policy goals and outcomes of public administration.

The above mentioned models have also been significant in terms of highlighting some critical aspects to be considered by the NYDA in its mandate of implementing the NYP. The models help in understanding the environment for public policy making and hopefully in the making of better policy choices for a better life for all through appropriate programmes that it is the custodian of.

Ultimately, policy is perceived to be larger than a decision and should be viewed as a big decision on how future, smaller decisions will be taken to assist the implementation process of the policy. The basic understanding of policy in a classical point of view is that within public administration is that policy is determined by politicians and implemented by officials. However, in the modern view, it is that after the formulation of policy by politicians, administrators then have considerable discretion with the policy's overall framework in terms of decision making to aid the operational levels of officials (Van Niekerk, Van der Waldt and Jonker 2001:90).

Public administration, as mentioned earlier, is an intergral part of public policy in LeMay's (2006:11) view as it involves bureaucratic agents such as political parties, the media, interest groups and other political actors, who have a meaningful contribution in placing a problem on the agenda of government. Administrators or officials now have a high influence on policy decision as they typically assess the relative costs and benefits associated with each proposal concerning public policy. Elected officials enact policy decisions and can only do so after a thorough participation of officials who ultimately shape the parameters of their decision and moreover, after a policy has been adopted officials are again needed to develop a programme for the implementation of the policy. Public officials in this regard are seen to be the cornerstone of administration as mentioned above by Lemay (2006:11) public officials are expected to constantly report to their superiors, who are decision-makers and to continuously revise and modify a policy.

Public policy remains to be a significant aspect in the lives of humanity. According to Cloete (1991:79), as soon as people start living in communities they are no longer self-sufficient, which means they now need one another to sustain their livelihoods.

This leads to the creation of institutions to provide goods and services to communities becomes vital. In other words, the people within communities and the institutions developed lead to a need to develop a policy with the society's participation which will guide the people in ensuring law and order amongst themselves. The activities of each of the functionaries employed in the public institutions are regulated by policy such as legislation, regulations, proclamations and instructions. Public administration, seeks to deliver services to the public and through the process of achieving the mandate of service delivery, policies are needed to enable them to serve as guidelines according to their specifications. Public administration, according to Simmons and Dvon (1977:397), involves both identifying and satisfying public policy. Public policy involves processes which identify problems, shared needs and common interests, and this process is concerned with determining the means to satisfy them.

In the light of delivering basic services, sustainability should be a key driving force worth exploring and public policy has the ability to give direction to the implementation of any method which can lead to the advancement of society. In the view of Kuye, Thornhill and Fourie (2002:142), there are four public policy areas that could be useful in attaining sustainable development:

- Public policy has the ability to stimulate the role of technologies by allowing investment, introducing subsidies, flexible tax policies and regulatory mandates.
- Public policy should be able to provide encouragement for society to behave differently, meaning resources should be used efficiently and effectively.
- The cognitive approach creates awareness of the environmental problems in people's minds. It is assumed that perception can make people behave differently.
- Legal action facilitates change through laws and regulation. Firm action is expected to be taken towards perpetrators of the law, so much focus is on persuasion as opposed to incentives.

Public policy should be a new way of channelling new ventures into different communities and of bringing encouragement and awareness of challenges as well

as solutions through policy implementation. The proper implementation of public policy should then be used as a tool towards achieving a sustainable environment for the youth to participate in the economy of the country.

Many policy concepts are found within the field of public policy and are namely; policy making, policy implementation and policy analysis. However, in the context of this research study policy implementation is the core focus even though the other two aspects are also relevant to public policy.

## **2.7 POLICY IMPLEMENTATION**

Sapru (2004: 149) states that the success of public administration for development is measured only in relation to the implementation of policies. Public administrators concentrate on the machinery for the implementation of public policies as opposed to the making of them. Implementation of policy in many instances remains to be the missing link within government and private institutions, hence the need to carefully monitor or evaluate the instruments used in the process of implementation becomes critical. Elmore (1993:313) points out clearly that the broad consensus developed among analysts is that the inability of government to deliver on its promises is derived from poorly conceived policies with limited understanding of the problems to be addressed. The other challenging issue is that policies may consist of good ideas but be poorly executed. The good ideas which encapsulate various programmes within the NYDA to implement the NYP owe it to the youth of South Africa to ensure successful service delivery. The image of the NYDA is compromised if policy implementation fails. However, with the focus of the study being of policy implementation is it significant to first define the concept 'implementation', then to discuss policy implementation.

According to Anderson (2006:200), implementation is or its administration has been referred to as what happens after a bill becomes law. It encompasses whatever, is done to carry a law into effect, to apply it to the target population and to achieve its goal. As this research study focuses on policy implementation, it is useful to invoke Brynard's (2009:558) definition of policy implementation as strategic action adopted by government to deliver the intended policy decision and to achieve the intended policy outcomes. According to Brynard and De Coning (2006:183), policy

implementation is defined as those actions by public or private individuals or (groups) that are directed at the achievement of objectives set forth in prior policy decisions. Anderson (2006:200) defines policy implementation as being concerned with the agencies and officials involved, the procedures they follow, the techniques or tools they employ, and the political support and opposition that they encounter. It is from the basis of such a definition that the research study will focus on the agency of the NYDA, the officials who head the programmes to be assessed such as the Job's Programme, Career Guidance and Job Preparedness. The research study will mention the procedures or tools used to implement the programmes and mention the support and challenges experienced during the course of implementation of the NYP.

Policy implementation can be complex in nature, Crosby (1996:1405), explains that it is not necessarily a coherent or continuous process but is rather frequently fragmented and interrupted. The policy makers and policy implementers (administrators) are normally not the same for the implementer lacks the authority to demand resources but is often perceived as the facilitator. The results may therefore differ from the original intention. However, in as much as policy may often be fragmented, there is what Moharir (2002:113), calls minimum criteria for successful policy implementation: effectiveness which refers to the achievements of policy objectives within the context of policy implementation; efficiency which focuses on the realisation of policy objectives in minimum time and costs; responsiveness which is the ability to be responsive to legitimate interest groups affected by the policy implemented; innovation which will induce creativity and innovation in policy design mainly to accomplish the above three criteria mentioned in practice; political feasibility which is the extent of acceptance of policy by all relevant stakeholders; and finally, administrative feasibility which is the willingness, capacity and ability of implementing agencies and target groups to realise policy objectives within a stated time frame and based on cost stipulations. The criteria mentioned above are pertinent to the implementation of the NYP by the NYDA to successfully address youth concerns in the country and also to build on other criteria such as the 5-C Protocol discussed later in the chapter.

Policy is one of the useful instruments used the delivery of services in society however, it does not appear in a vacuum; due process is undergone to make,

implement and analyse policy. Thornhill and Hanekom (1995:57) state that there are three above distinguishable aspects that are pertinent and interrelated in order to carry out proper implementation: policy making, policy implementation and policy analysis as stated earlier.

In the process of policy making, public officials and political office bearers would first be aware of the needs of society and infuse them into government priorities if they were not already included. Objectives such as the intent, how to achieve the objectives and by what means are then set to consider policy options and the costs associated in realising the objectives. After the policy makers have formulated policy it must then be authorised thus meaning it is authoritative (Kuye, Thornhill and Fourie 2002:71). In terms of policy analysis, an analysis can occur only after implementation. In as much as there are three distinguishable aspects as stated above. These all remain relevant to implementation. However, with regard to the research study, emphasis will be upon policy implementation rather than on policy making and policy analysis.

According to Mthetwa (2012:36), research in the area of public policy has always been about analysing the problems of implementing public policy and what accounts for the success of differential public policies in the implementation process. Implementation goes beyond a narrow view of a manager and subordinate to a wider view of nations: it involves on-going decision-making by key actors who work in a complex policy and institutional context and may change over time depending on a variety of reasons. A model or criterion perhaps helps to once again provide a guideline to policy implementation. The criterion used, however, needs to fit the implementation problem so as to be able to address any perceived shortcoming. In the research study the criterion to be applied is called the 5-C Protocol, as noted earlier. The criterion has included input from various scholars who considered the variables to be effective in policy implementation.

## **2.8 THE 5-C PROTOCOL IN POLICY IMPLEMENTATION**

Implementation remains to be one of the channels to unravel the complexities of policy and how it is able to change its surroundings. Policies are continuously transformed by implementing actions. The emphasis on policy is no longer on the

formation or design but rather on re-design as it is required that policy be flexible and adaptable as mentioned above. To carry out a programme, those responsible have to look into a number of variables to ensure success in achieving a particular set goal. According to Brynard (2005:659), the 5-C Protocol Model contains variables which are interrelated depending on the specific implementation situation and they are enumerated below.

### 2.8.1 Content

The content of policy is the function of the level and type of coercion by the government. According to Brynard (2005:659), Policies can be distributive, regulatory or redistributive. Distributive policies create public good for the general welfare without expecting some returns; regulatory policies specify rules of conduct with sanction for failure to comply; and redistributive policies which attempt to change allocation of wealth or power of some groups at the expense of others. The focus here on policy implementation, needs to be distributive and regulatory in nature. It is distributive in a sense that it creates public good by providing services through programmes tailored for the youth such as the programmes to be assessed in the study such as the Job's programme, Career guidance and Job preparedness as stated earlier. It is also regulatory in the sense that the NYDA is accountable to the presidency and the public. If they fail to deliver on their mandate, there may be repercussions such as the youth lacking empowerment in the form of education or skills.

### 2.8.2 Context

Context in any implementation process is vital for without it policy implementation will be futile. In Brynard's (2005:659) view, the institutional context will largely be influenced by the social, political economic and legal realities. Policies need to be implemented within a specified context so as to avoid ambiguity. Although the context of this research study points to policy implementation, social and economic contexts cannot be ignored. The social setting involves the need to keep the youth busy by obtaining skills. It is also economic as the aim of acquiring skills through the Job Preparedness Programme is to be able to reach a platform to derive a form of income.

### 2.8.3 Commitment

A policy may be well designed or even re-designed, but if there is no political will on the part of government to support it, there will be little or no implementation at all. Brynard (2009:562) outlines that it is important that not only should commitment be viewed as a responsibility from top officials filtering to the officials on the grass roots levels within government but rather commitment should be visible from both top officials and those implementing the policies in grassroots levels. Resources in the form of finances and human capital with the required skills in implementing the NYP through various programmes within the NYDA are crucial. However, without the commitment of both on political heads and public officials who implement policy Brynard (2005:659) acknowledges that no implementation can take place. However, with the commitment of all relevant stakeholders including the recipients being the youth, policy implementation should have a better chance of success.

### 2.8.4 Capacity

Brynard (2005:659) points out that capacity refers to the availability of or access to tangible and intangible resources such leadership, motivation, commitment and willingness. Capacity remains a key ingredient to successful policy implementation for without the resources policy cannot come into effect. The capacity of the NYDA to implement the NYP well is largely dependent on human capital or expertise, finances and the programmes used as a vehicle in achieving the set goals of the NYP. The capacity of the NYDA will according to Brynard (2009:560) experience, appropriate training and policy monitoring

### 2.8.5 Clients and Coalitions

The emphasis on clients and coalitions is on government collaborating the interest of groups of people, leader's opinions, and external role players supporting a specific implementation process. Influential clients and coalitions are significant in ensuring a success in implementation as they represent the larger community whether directly or indirectly (Brynard 2005:659). As the NYDA strives to develop the youth and provide them with various services offered within its programmes, the private sector forms coalitions with the government by accepting the youth referred by the NYDA for job opportunities offered by the private sector.

## 2.9 CONCLUSION

Public policy and public administration are perceived to be significant concepts in policy implementation as they share the state of being public in nature. As public policy must include politicians who play a role in policy design, both politicians and administrators become relevant and significant. However, the understanding of the policy levels mentioned above can help in the provision of a form of guideline to both the politicians and administrators so as to avoid too much political interference in administrative work which may later hamper policy implementation. As public administration seeks to provide a well balanced approach to providing goods and services, public policy seeks to look into the demands raised in the public domain and develop guidelines on how to approach those demands. Those demands can either be addressed through the designing of policy or the re-design thereof to suit different communities and thereafter implement them depending on a number of variables including political commitment or will to support the policy initiative. As policy implementation is not necessarily a simple and straight forward process but rather a complex process which entails a challenge of ensuring effectiveness and efficiency, political and administrative viability within an organisation for the purpose of realising policy implementation. Policy implementation should be left to administrators to implement and political intrusion should only be that of support of the policy being implemented. Public policy remains interlinked as little or no policy implementation can exist without being implemented and closely monitored by administrators. As this chapter focuses on the conceptualisation of the role of the NYDA in implementing the NYP within public administration, the following chapter will discuss the legislative and policy framework of the NYDA. The chapter will outline some of the legislative and policy framework that had an influence in the formulation of the NYDA.

## CHAPTER 3: LEGISLATIVE AND POLICY FRAMEWORK FOR THE NATIONAL YOUTH POLICY AND SKILLS DEVELOPMENT

### 3.1 INTRODUCTION

The general understanding is that legislative frameworks create rules that contribute to law-making. According to Garrett (2004:2), the legislative framework sets out default methods of decision-making for administrative agencies. Legislative frameworks within a policy area are not merely general rules like those found in the Constitution but are ordinary rules of procedure for a defined set of future decisions. According to Section 85 (2) of the Constitution of the Republic of South Africa, 1996, the President shall exercise the executive authority collectively with Cabinet members by implementing national legislation with the exception of where Constitution or an Act of Parliament states otherwise, in the development and implementation of national policy, making and initiating legislation. Developing and implementing national policy becomes a significant component in realising the vision, goal and objectives of the National Youth Policy (NYP 2009-2014).

The policy vision, goal and objectives can be implemented through policy which has been based on legislative directives; Fox and Bayat (2006:18) state that legislation represents the implementation of policy and that legislation is policy. Policy making is all about the formulation of policy statements whereas policy implementation specifically addresses who should act and what steps should be taken. Van Niekerk *et al.* (2001: 95) describes policy formulation as a form of a legitimate proposed course (s) of action which emanate as a result of trying to address a problem. Before the legislation and policy can be made there first has to be a problem definition or an awareness of the problem which will need to be addressed and is often crisis in nature. The problem will however, need to receive special attention from policy makers and public officials which will ultimately create the urgency to be addressed depending on its nature. The relevant stakeholders ought to participate and review the proposals available with regards to providing a solution to the problem. In other words, A problem definition involves identifying the problem that society encounters and through the involvement of government appointed officials the problem is publicised to the general public for public awareness with the intension of finding a solution by formulating a policy. Parsons (1995:87) provides an example:

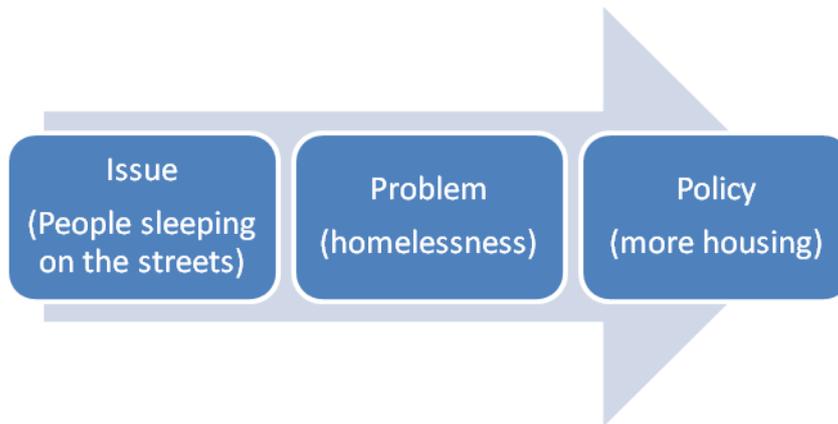


Figure 3.1: The Problem definition analysis and agenda setting

Source: Adapted from Parsons 1995, p.97.

Parsons states that we may all agree what an issue is but disagree as to what exactly the problem is, and therefore what policy should be pursued. In the context of the research study, the issue agreed upon would be that there is an alarming rise to youth unemployment and the problems may be many that the youth of South Africa encounters. However, according to the NYDA (Act 54 of 2008), the problem was the limited skills of the youth in as far as the labour market was concerned. Hence, there was a need to equip the youth with skills through the Job Preparedness Programme so that they are able to participate in some of the policy pillars of the NYP which are education and training, on the one hand, and economic participation.

The chapter briefly introduces some legislations and policy frameworks adopted by the South African government to address skills shortage both within and external to the public service. The chapter will then outline some of the South African youth legislative policy frameworks that have influenced the formation of the National Youth Policy beginning from the cornerstone of legislative policy frameworks since the inception of democracy.

### 3.2 A BRIEF OUTLINE ON THE SKILLS DEVELOPMENT FRAMEWORK

In the need to develop skills among disadvantaged citizens of South Africa in order to address the imbalances created by the apartheid government, numerous pieces of legislations were established. The South African government had and continued to prioritise training and education to ensure competence among employees.

Chelechele (2009:47) itemises some of the general pieces of legislation and policy frameworks as set out below:

- South African Qualifications Authority Act, 1995 (Act 58 of 1995) provides ways of ensuring that training in South Africa is of a high quality and is able to address skills' shortage thus redressing past unfair discrimination in education, training and employment opportunities.
- The White Paper on Public Service Training and Education, 1997, provides a policy framework to enable appropriate, adequate and accessible public service training and education which will meet current and future requirements of public servants, the public service and the general public.
- The Skills Development Act, 1998 (Act 97 of 1998). This act was enacted with the aim of providing a framework to create and implement national, segment and work plans for the development and improvement of skills of the South African labour market and to merge these plans within the National Qualifications Framework anticipated in the South African Qualifications Authority Act.
- The National Development Levies Act, 1999 (Act 9 of 1999) creates a platform for the insertion of a form of skills development tax to finance the facilitation of skills development.
- The National Skills Development Strategy, 2005, aims to make a contribution towards the sustainable development of skills growth and the development of equity.

There are also national policies, laws and strategies that, if properly implemented, may help secure youth employment and Martin (2012:1) outlines them as follows:

- The NYP provides a framework at a national level and an intention to solve youth development challenges including the high levels of youth employment in South Africa.

- The National Youth Development Strategy (NYDS) 2007/08-2011/12 is a framework that provides for a securing of a collective national action for the purpose of improving current youth matters in South Africa.
- The National Youth Commission (Act 19 of 1996) tables the work of the national commission and the development of a national youth development plan and mobilisation of the youth throughout all sectors of society.
- Delivery Agreement for Outcome 4: Decent Employment through Inclusive Growth records South African government's commitment to creating an enabling environment to create descent employment (The Presidency, RSA, 2010:19).
- Delivery Agreement for Outcome 5: A Skilled and Capable Workforce to support an inclusive growth path records government commitment to work on balancing the supply and demand of a skilled workforce. (The Presidency, RSA, 2010 [a].
- The Green Paper for Post School Education and Training creates a policy framework for the development and implementation of policies and strategies for the development of a post-school education system able to meet market labour demands, and the
- National Development Plan 2030 is the national development of South Africa which aims to address shortfalls such as education and youth unemployment as national priorities.

In the light of the above legislative and policy frameworks it can be deduced that some effort has been made by the current government to empower its citizens in 'up-skilling', their knowledge to be able to participate and benefit in the economy of the country. However, in as much as legislative and policy frameworks have been formed there was still a need to concentrate on youth issues and also produce some form of guidelines which translate into legislative and policy frameworks to be able to empower the youth of the country. Legislative and policy frameworks were designed to mainly benefit the working class, particularly the previously disadvantaged groups to enable them to achieve some level of competency in the workplace. Additional legislative and policy frameworks focusing on addressing youth unemployment have been crucial but more effort is needed to ensure implementation. The need to cater

for the youth remains significant, hence a continuous searching for more ways of improving the lives of the youth such as developing and implementing legislative and policy frameworks were considered and now help in a better understanding of some of the issues that led to the formation of NYDA. The policy and legislative frameworks that had influence on the formation of the NYDA and the implementation of the NYP will be discussed in the following paragraphs.

### **3.3 YOUTH LEGISLATIVE BACKGROND IN THE DEMOCRATIC ERA**

Since the inception of the democratic era in South Africa, there have been a number of strides made by government to contribute to youth development to ensure that the youth participates in the growth of the economy. The legislative and policy frameworks seek to create a platform in which the general and specific challenges confronted by the youth, such as a high rate of youth unemployment, are resolved so as to achieve a state of self-dependency by the youth and thus lessen the burden of a majority depending on welfare from the state. The legislative policy frameworks developed since the advent of democracy to address youth challenges do not exist in a vacuum. They are interrelated as they all strive to invest in youth development and to reduce high levels of poverty. In order to address the challenges that affect all citizens of South Africa a number of legislative policy frameworks have been developed with the bases being the White Paper on Reconstruction and Development and the Constitution of the Republic of South Africa to help formulate the National Youth Policy (NYP 2009-2014). The legislative and policy frameworks are explained below:

#### **3.3.1 The Constitution of the Republic of South Africa**

The Constitution, 1996 regarded as the highest law in the land contains rights that everyone ought to adhere to. Chapter 2, section 7 (1) of the Constitution states that the Bill of Rights is the cornerstone of democracy in South Africa. It enshrines the rights of all people in our country and affirms the democratic values of human dignity, equality and freedom. The democratic values can only be guaranteed if one takes the rights and responsibilities of all citizens, including the youth, into consideration.

The rights of human dignity and the equality of the youth should be paramount to government so that government can prioritise the youth in providing an enabling

environment for the youth to equip themselves with relevant skills to be able to partake in the wealth that the economy has to offer. In so doing the dignity of the youth will be retained and youth development will be continuously accomplished.

### 3.3.2 National Youth Commission (NYC) Act

The National Youth Commission was at the centre of youth development as its mission is, according to the NYC Strategy Plan, (1998:5), to coordinate and promote the development of young women and men through the design and implementation of a holistic and integrated National Youth Policy and a national youth development plan. This was done by ensuring an inter-sectoral and inter-governmental collaboration for the advancement of young people. The NYC Strategic Plan (1998:7) lists the following as its strategic goals:

- **Coordination and Facilitation:** this was to promote the coordination of youth development services and facilitate the development of youth programmes and initiatives
- **Monitoring:** to monitor the design, implementation and impact of both government and non-government policies and programmes affecting the youth
- **Advocacy:** to advocate on behalf of the youth, on specific target groups for relevant programmes, facilities and services
- **Research and policy development:** to oversee and coordinate research into the youth and the development of youth policies and programmes
- **Capacity building:** to strengthen the capacity of the youth sector to effectively plan, design and manage youth development programmes and services and to mobilise financial resources
- **Public awareness:** to promote the profile of the youth while and highlight the work of the NYC and other youth development organisations.

The NYC serves as a platform for the formulation of the NYP, lobbying and advocating for youth development, ensuring coordination and implementation of the policy. One of the strategic goals mentioned above is on public awareness which is a critical goal as it aims to create awareness of other organisations that had interest and prioritised the youth by providing services to empower youth development.

### 3.3.3 The White Paper for Social Welfare

The RDP was able to set a platform for policy development for many policies including the White Paper for Social Welfare, 1997. The social welfare document recognises the marginalisation, needs and challenges that the youth encounters and it saw the need for government and society to develop a comprehensive national youth policy and also to develop programmes to address youth challenges. A need for cooperation between government and non-governmental organisation within community based organisations and a creation of volunteering programmes was vital. According to Patel (2012:2), the policy articulates a social investment approach and shows that human capital is significant to economic development as it enlarges the scope of choice among people. The national policy framework provides for the transformation of two pillars of South African social welfare, namely, social security which is public funded for the old age population, people with disabilities and children, and social welfare services which focus on addressing the inequalities of the past apartheid government to ensure there is accessibility of basic services for every citizen including education.

It is the ability to gain access to basic services that are necessary for the youth to be developed and prepared to partake in what the economy has to offer. An investment in poor societies through offering basic services has a positive impact as it reduces poverty. The youth can be empowered through education and training in order to address the challenges most prevalent in their communities. However, with the policy gap which still existed between policy intentions and implementation that meant that the youth would still encounter shortfalls in benefiting from some of the programmes available to create a conducive environment for youth advancement.

### 3.3.4 The National Youth Policy

The National Youth Policy (2000) (developed in 1997) has been an important product of the NYC. The policy was, however, never adopted by parliament but rather played a crucial role in providing relevant issues for the formulation of the National Youth Development Framework (2002-2007) (NYDF) and was used by government in the conceptualisation and implementation of youth programmes. According to the Moleke (2006), the NYP (2000) was a formal recognition and

interpretation of the conditions and needs of young men and women in the country guided by two rationales which were:

- Provisions of opportunities to the youth through programmes and services provided by government and non-governmental organisations to empower the youth
- Active involvement of the youth in national development through promoting a spirit of cooperation and coordination of government departments, non-government organisation and youth groups.

The NYP (2000) was at least able to outline the reality of the challenges encountered by the youth in a general format, creating serious perception that government was considering the plight of the youth. The political will was and continues to be significant as policy can experience difficulty particularly if there is a need to legislate it.

### 3.3.5 World Programme of Action on Youth

The World Programme of Action on Youth (WPAY) 2000 was an initiative of the United Nations (UN) that aimed to promote the livelihood and wellbeing of the youth within the global community. This was to be achieved initially by countries providing proposals on how they can improve the wellbeing of the youth in those countries. The WPAY also focused in strengthening capacities of the youth and increase opportunities of the youth so as to be effective and to enable them to participate more in society. According to the UN (2010:14), governments, intergovernmental and non-governmental organisations were called to support young people from developing countries to obtain education and training at all levels. Many proposals were made by governments, intergovernmental and non-governmental organisations. Those proposals included education, employment, hunger and poverty, health to mention but a few. However, education is selected as a matter of interest and elaborated further. An educational proposal for exchange was made which included:

- Improving the level of basic education, skill training and literacy among youth
- Cultural heritage and contemporary patterns of society

- Promoting mutual respect and understanding and the ideals of peace, solidarity and tolerance among youth
- Vocational and professional training
- Promoting human rights education
- Training for enterprise programmes
- Infrastructure for training youth workers and youth leaders.

The WPAY mainly aimed at alleviating the youth from the epidemic of poverty and help put the challenges of the youth on the top of the agenda of governments worldwide. The education proposal is one way in which poverty can be reduced and the availability of a policy framework would help bring a guideline on how to implement such an initiative. The exposure of the youth to other fields such as research policy and design studies would be one effective and efficient way of educating the youth on the processes involved in policy implementation (UN 2010:14).

### 3.3.6 The National Youth Development Policy Framework

The National Youth Development Policy Framework (NYDPF) 2002-2007 serves as an integral part of youth development. Pahad (nd) states that the work of the NYDP was born from the experiences of the NYC as it started operating in the year 1997. The main function of the NYDPF was to mainstream youth development as this was not the case historically. Under the apartheid government, oppression took form in a context of political, social, economic as well as cultural. The apartheid government did not set up programmes to address specific youth challenges and create a platform for equal opportunities. The aim of the NYDPF was to specifically point to the challenges and opportunities confronting the youth and give direction to youth programmes and services provided by government and non-governmental organisations. Pahad (nd) also notes that although the NYDPF was not prescriptive, it managed to provide some form of principles to be used as guidelines in implementation. The NYDFP defined the youth as being categorised between the ages of 15 to 28 taken from the United Nations definition. However, the need to change it to be between ages 14 to 35 reveals the financial complexities in designing and implementing focused programmes and projects.

The past apartheid government left a legacy of inequality that had to be addressed at all levels, such as political, social, economic and cultural. To address such a legacy there needs to be a focus on the challenges faced by the youth so as to be able to bring a holistic method of addressing these challenges integrating all sectors of the economy including non-governmental organisations that historically played a vital role in fighting all forms of oppression.

### 3.3.7 African Youth Charter

The African Union (AU) 2006 adopted the African Youth Charter (AYC) (2006) in the year 2006 to also address challenges encountered by the youth. The AYC had a number of principles contained in it one of which was the National Youth Policy. The AYC article 12 (2005:7) states that every state party shall develop a comprehensive and coherent national youth policy and the policy shall include the following:

- The policy shall be cross-sectional in nature considering the interrelatedness of the challenges facing young people
- The development of the National Youth Policy shall be informed by extensive consultation with young people and cater for their active participation in decision making at all levels of governance
- A youth perspective shall be integrated and mainstreamed into all planning and decision making as well as programme development
- Mechanisms to address these youth challenges shall be framed within the national development framework of the country
- The policy shall provide guidelines on the definition youth adopted and specify subgroups that shall be targeted for development
- The policy shall advocate equal opportunities for young men and for young women
- The baseline evaluation or situation analysis shall inform the policy on the priority issues for youth development
- The policy shall be adopted by parliament and enacted into law
- The national youth coordinating mechanism shall be set up and shall provide a platform as well as serve as a linking agent for youth organisations to participate in youth policy development as well as the implementation, monitoring and evaluation of related programmes

- National programmes shall be developed that are time bound and connected to an implementation and evaluation strategy
- Such programmes shall be allocated an adequate budget.

The AU through the AYC saw it viable to provide some guidelines on what should be included in the development of a policy framework that would tackle youth challenges. It sought to make it an obligation to all governments within the AU to comply with the Youth Charter so as to address the backlogs within education and skills development, employment, and related issues. The charter is perceived to cater more for the needs of the youth as opposed to being a mere treaty. The African Union may not enforce policies on countries owing to them being sovereign. However, it can influence them through its own policies to help facilitate the need for youth participation and development in affairs of each respective country in the developing world according to the AYC article 12 (2005:7). The NYP through the NYDA in South Africa helps to address the needs of the youth with much influence from the African Union with the hope of improving the lives of young people, and especially those of young women and children.

### 3.3.8 Accelerated and Shared Growth Initiative for South Africa (AsgiSA)

According to AsgiSA (2006), the challenge of unemployment still needed to be buttressed with economic policies with the aim of achieving a reduction of poverty and unemployment from 28% in the year 2004 to 14% by the year 2014. The priorities ranged from ensuring sufficient state capacity in monetary terms to skilled labour in order to implement the policy. However, the challenge that remained was that there seemed to be no clarity in future implementation of the policy despite its few success in increasing employment (Department of Basic Education nd).

### 3.3.9 Commonwealth Plan of Action for Youth Empowerment (PAYE)

The Commonwealth Youth Plan of Action for Youth Empowerment (2007-2015) of the Commonwealth Secretariat, is an intergovernmental youth and development agency which comprises three strategic programmes guided by a plan of action which is inclusive of the following: Youth Enterprise and Sustainable livelihoods, which looks into youth credit initiatives that allow the youth the possibility of being self-employed; Youth Work Education and Training, which aims at professionalising

youth to enable them to work in the Commonwealth; and finally, Governance, Development and Youth Networks which aims to include young people's participation in policy making (Commonwealth Secretariat, 2007:9).

### 3.3.10 National Youth Development Act (NYDA)

The NYDA was formed as a result of the establishment of the Act of Parliament (Act 54 of 2008), through a merger of the Umsobovu Youth Fund and the NYC. The NYDA has a mandate to fulfil which is mainly to initiate, implement, facilitate and monitor youth development interventions aimed to facilitate youth unemployment and to promote social cohesion. The NYDA corporate plan 2010-2013 (2010:6) acknowledges that there are however, some additional responsibilities that the NYDA was expected to perform such as to

- lobby and advocate for integration and mainstreaming of youth development in all spheres of government, private sector and civil society
- initiate, implement, facilitate and coordinate youth development programmes
  - monitor and evaluate youth development interventions across the board
  - mobilise the youth for active participation in civil society engagements.

The NYDA corporate plan (NYDA) (RSA 2008:6) also has objectives that it looked into carrying out to serve the interest of the youth of South Africa. The objectives are to

- develop an Integrated Youth Development Plan and Strategy for South Africa
- develop guidelines for implementation of an integrated national youth development policy and make recommendations to the president
- initiate, design, coordinate, evaluate and monitor all programmes aimed at integrating the youth into the economy and society in general
- guide efforts and facilitate economic participation and empowerment, and education and training

- partner and assist organs of state, the private sector and non-governmental organisations and community based organisations on initiatives directed at attainment of employment and skills development;
- initiate programmes directed at poverty alleviation, urban and rural development and the combating of crime, substance abuse and social decay amongst youth
- establish annual national priority programmes in respect of youth development
- promote a uniform approach by all organs of state, private sector and non-governmental, to matter relating to or involving youth development;
- endeavour to promote the interest generally of the youth particularly young people with disabilities.

The NYDA derives its mandate from the legislative framework that includes the NYDA Act, the National Youth Policy (2009-2014), the draft Integrated Youth Development Strategy adopted by the Youth Convention of 2006 and the above mentioned pieces of legislation to address all youth concerns. The NYDA and its mandate to address the forever increasing youth unemployment forces created the need to ensure that skills development is taken seriously and the implementation of the NYP is of great priority. Prioritising the implementation of the NYP would be ensuring that policy implementation is visible at all levels with young people benefiting for instance in the Jobs Programme, Job Preparedness and Career Guidance.

### 3.3.11 The Medium Term Strategic Framework (MTFS)

The MTFS 2009-2014 objectives also had the intension as AsgiSa of reducing unemployment by at least 50% in the year 2014 and ensure an equitable distribution of income through ensuring an upgrade in skills development amongst citizens participating in the economy of the country. Although a skilled workforce was achieved there were still challenges that the MTFS encountered such as the economic melt-down which slowed the economy and raised costs of sustaining jobs (Department of Basic Education nd).

### 3.3.12 National Youth Policy

The NYP (2009-2014) is one of many policies that are influenced by the above policies which are internal and external to help address the plight of young men and women. The policy came into effect in President Jacob Zuma's first term in office. The aim of such an initiative is geared towards a global and regional integration so as to defend democracy and the rights it is accustomed to for the purpose of serving the youth of South Africa. The policy also strives to ensure that all relevant stakeholders, which include the public sector, civil society, and the private sector participate in the development of the youth. Despite governments around the world rallying behind including the youth in decision making and including them in all sectors of society implementation has not been effective as anticipated. Therefore, the NYP (2009) is specifically designed to close identified gaps and to address challenges by suggesting new ways of accelerating policy implementation. According to the NYP (2009-2014:6), the rationale include the following:

- Defining the targets of new interventions
- Addressing the continuous needs of the youth by focusing on areas where supplementary action is required
- Ensuring mainstreaming of youth development in programmes run by different key role players
- Positioning policy implementation in the context of institutional responsibilities and processes
- Mapping the processes through which progress on policy implementation will be assessed and
- Specifying the monitoring and evaluation mechanisms for the purposes of accountability and continuous improvement of interventions.

These objectives emanate from the need to be accurate in addressing youth development challenges so as to bridge the gap caused by delaying the implementation of set targets. The processes to be followed when implementing policy ought to be evaluated regularly to be able eliminate all traces that slow implementation in order to achieve the end result of delivering services to the intended beneficiaries. The NYP (RSA 2008) states the policy imperatives as listed and explained below:

i) Education and skills development

The government of South Africa recognises the importance of education in the country and also admits that the past apartheid government education system left educational imbalances that still have to be addressed. These imbalances are the lack of access to educational options for young people who leave school prematurely, poor quality education, poorly resourced schools and even the lack of schools. There was a need for the Department of Education to address such imbalances through ensuring that there is improved legislations and policies that cater for all young men and women without discrimination.

ii) Economic participation

The process of economic participation is yet another important aspect of government and its policies for it seeks to also ensure that the youth of South Africa participates in nation building. The challenges that lie ahead need the youth to be equipped with various skills so as to be in a position to trade with their skills and gain a portion of what the economy has to offer particularly when unemployment is on the rise. In the quest to improve the socio-economic conditions of the youth, government continues to provide leadership apprenticeship opportunities and to partner with various stakeholders to achieve such a task, a task to prepare them for the work environment with effective and competitive skills.

iii) Health and well-being

There are many challenges that compromise the health and well-being of the youth ranging from clean water and sanitation to food insecurity. The challenge of not achieving a clean environment for the youth may be life threatening as the NYP may be perceived as being a failure if the majority of its beneficiaries are unable to benefit from its services due to an exposure or illnesses. It therefore becomes imperative for government and relevant stakeholders to improve living conditions through placing programmes to address such a situation and monitor progress for the effective implementation the NYP.

iv) Social cohesion and civic participation

The process of policy is one which aims to continue in strengthening participation of various individuals and groups. The apartheid government with its segregationist policies excluded the racial groups from enjoying the opportunity to interact with one another and be exposed to equal opportunities. Social cohesion serves the purpose of understanding and serving one another without the need to be intimidated by another as all citizens, rich or poor, are now theoretically exposed to equal opportunities.

The policy imperatives of the NYP serves as a guideline for the NYDA in addressing socio-economic challenges encountered by the youth in all sectors of society in South Africa. The challenge, however, always lies with the implementation of policy as a majority of the youth of South Africa are desperately in need of services offered by the NYDA. The programmes hosted by the NYDA such as those stated for the purpose of the research study, present a challenge as they only reach a few beneficiaries per annum which raises the fear of prolonging the implementation of the policy. This may be perceived by the general public as policy implementation failure.

### **3.4 PROGRAMMES**

Programmes and implementation are concepts that can coexist. Durlak (2008:1) in fact points out that in as much as programmes and policies exist there is also a concept called programme implementation which focuses more on the ability for a proposed initiative to be realised. The beneficiaries of the programmes become the paramount element in the success of the programmes and the agents responsible in implementing the programme ought to be well trained and not be deficient in resources needed to successfully deliver the programmes. After receiving adequate training constant monitoring of the programme should be done by the implementers of the programmes to assess its successes and most importantly the failures of the programmes so as to improve on the deficits of the programme if necessary. Programmes act as a vehicle in successfully implementing policies which contain the objectives and method on how the recipients will benefit from the goods or services offered by the programme.

Since policy implementation involves reaping the consequences of the policy which affects the relevant stakeholders as goals and objectives are converted into programmes, it becomes pertinent in Noruzi and Irani's (2011:3) view that there is an establishment of a new agency or at least a transfer of the responsibility of implementing the policy to an old agency that has the capacity to deliver on expected results. The delivery of expected results through the implementation of the policy occurs provided the coordination of human and financial resources channelled in effective programmes is achieved. The transfer of the NYP from the National Youth Commission and the Umsobovu Youth Fund to the NYDA at least reveals that the government of South Africa had perceived the need to set up a new agency which will have the sole mandate of addressing youth problems with the greatest being unemployment due to lack of skills required by the job market.

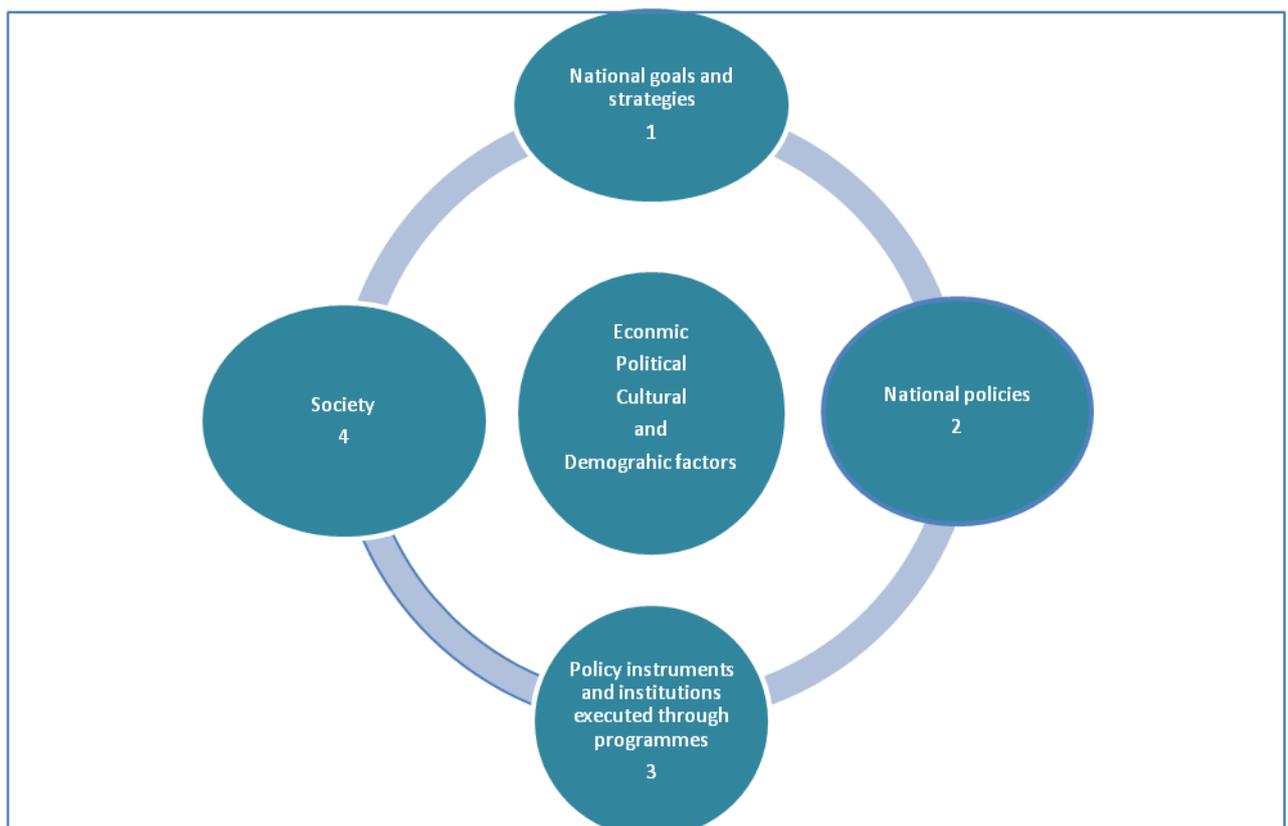


Figure 3.2: Public policy impact chain including programmes

Source: Adapted from van Baalen and De Coning 2006, p.217.

The public policy impact chain which includes programmes points out that economic, political, cultural as well as the demographic environment have influence on all the four elements mentioned on the public policy chain above as noted by Van Baalen and De Coning (2006:217). The influence as already mentioned above influences national goals and strategies articulated in national policies. National policies then go through an implementation process with the use of policy instruments and institutions which also make use of programmes. It is the programmes utilised by the institutions concerned with implementation which ultimately have an effect on society as a whole.

The NYDA also has external factors such as political, economic, cultural and demographic factors to consider as the external factors mentioned have a direct or indirect influence on the implementation of NYP. However, the national goals and strategies stated in the national policy which is the NYP and implemented since 2009 by the institution called the NYDA have to be assessed by means of evaluating the programmes which are policy implementation instruments of the NYDA as a government institution with a public mandate of addressing societal or youth challenges in the country. De Groff and Cargo (2009:48) attest that social programmes are meant to improve the lives of society and these programmes emanate from already established policies. Social programmes are often funded by public money therefore, they ought to adhere to public policy and the programmes have to be assessed so as to understand why policies have or have not been effective. It is through the programmes used as a significant part of policy implementation that conclusions and recommendations can be made on whether the NYDA Act was able to achieve its mandate of addressing youth challenges through the NYDA and its formation of the NYP. The public policy chain points out that programmes have a significant role in the implementation of policies and have the ability to be used in long term periods with various stakeholders if need be as according to Van Baalen and De Coning (2006:216) programmes contain rules of how the implementation of policies will be executed.

In the process of implementing the NYP 2009-2014 the NYDA utilises a tool to facilitate implementation. Programmes work hand-in-hand with projects as defined in Chapter One by Van Baleen and DeConing (2006:217). Such

programmes consist of two or more projects managed in concurrence with one another. There are numerous programmes hosted by the NYDA. However, as mentioned in the first chapter, only three programmes under the skills development division of the NYDA will be assessed for the purpose of this research to better understand the role of the NYDA in ensuring that the NYP accomplishes the mandate of the NYDA in assisting the youth by providing them with the services offered by the NYDA through its programmes to address the greatest challenge encountered by the youth which is unemployment. The programmes to be assessed include the Job's Programme, Job Preparedness Programme and Career Guidance Programme which are itemised in the NYDA Corporate Plan (2010:29). The diagram in Figure 3.1 illustrates the hierarchy of the NYDA programme division selected for the purpose of the research study.

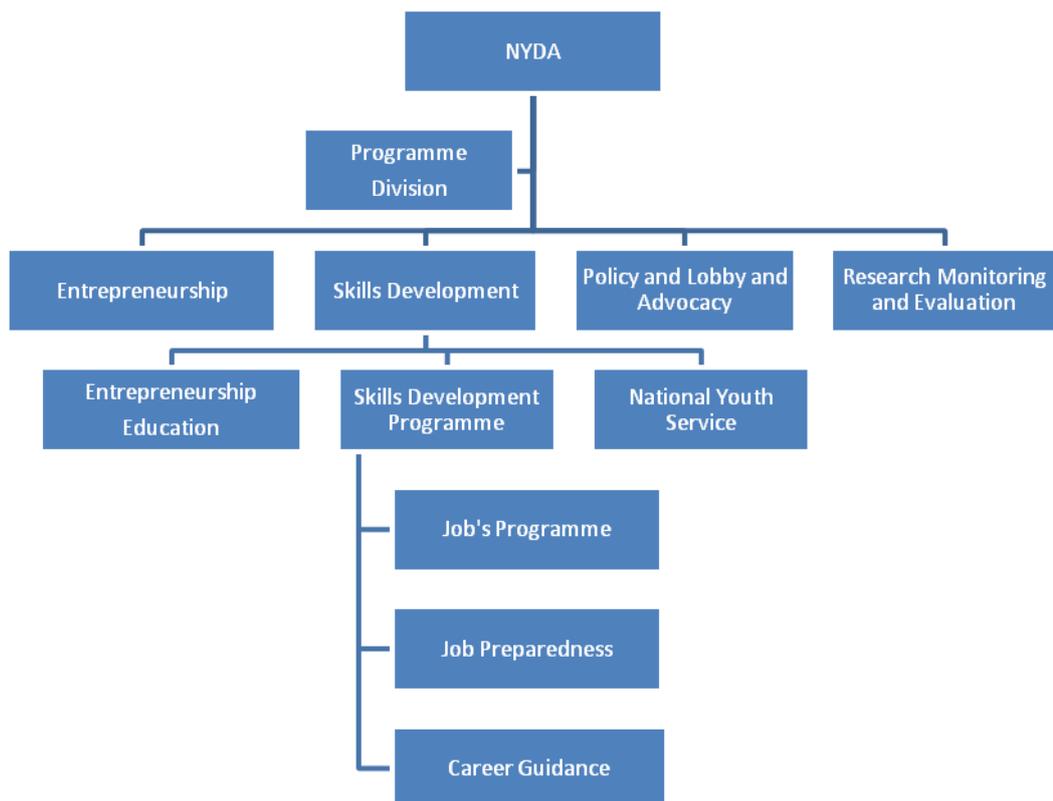


Figure 3.3: NYDA Interim Structure comprising of key programme areas

Source: Adapted from the NYDA Corporate Plan 2010 to 2013, p. 20.

### 3.4.1 Job's Programme

The Job's Programme resulted from young people looking for jobs and training opportunities. It is from such a demand that the Unemployed Graduates initiative was formed and launched by the Deputy President, Phumzile Mlambo Ngcuka, in the year 2005. This was also part of the Joint Initiative on Priority Skills Acquisition (JISPA) and the Accelerated and Shared Growth and Initiative for South Africa (ASGISA) initiative. The Job's Programme has a primary mandate of linking the youth to various jobs, learnerships and skills opportunities. It is a link between unemployed youth and job opportunities in the public and private sector (NYDA) (RSA 2009). According to the National Youth Development Agency (2014) the Job's Programme is an online database which seeks to assist unemployed youth who are seeking for employment opportunities in the labour market. The programme targets youth between the ages of 18-35 ranging from Grade 12 learners to tertiary graduates seeking for internship opportunities. Participants of the programme are expected to register their details onto the programmes database through an NYDA online self-service portal or the participant can send an email of his or her resume and certificates to an email address provided by the NYDA.

### 3.4.2 Job Preparedness Programme

The programme was established after the NYDA realised that the youth was ill prepared to present itself according to the standards required by the work environment particularly during job interviews. The programme therefore seeks to improve the youth's job hunting skills, compiling a professional CV as well as offering tips on what to expect in an interview within the labour market (NYDA Annual Report 2012:41).

### 3.4.3 Career Guidance Programme

The Career Guidance Programme is a programme with much significance to young men and women. The programme started in the year 2010 owing to a challenge of many South Africa youth not having reliable information on their options for education and training after school, careers, career pathways, employment and self-employment. The programme aims to help the youth

make informed choices in as far as developing their careers and often targets learners from Grade 9 to Grade 12 (NYDA RSA 2009).

The programmes found within the skills development division provide services to the youth. However, it is anticipated that the programmes to be assessed for this research study will reveal the impact they have on achieving the greater goal of successfully implementing the NYP.

### **3.5 CONCLUSION**

The chapter has explored the legislative and policy framework of the NYP and skills development starting with standard legislations and policies for the general public and later those that specifically address youth concerns such as youth unemployment. The legislation and policies that address the youth have helped to create a platform for the formulation of the NYP now guided by the NYDA (Act 54 of 2008). The chapter also stated some of the NYP imperatives that provide an indication of what government priorities are and the workload that the NYDA still has to accomplish to effectively reach success in policy implementation. What becomes critical in this chapter, is that legislative and policy frameworks can hardly be effective without the cooperation of relevant stakeholders and that programmes are simply rules that are laid out and ought to be followed for services to be delivered to the intended beneficiaries for the greater purpose of achieving policy implementation.

Governments worldwide and in Africa seek to be prime supporters of youth development (particularly through the AU) and numerous pieces of legislation and policies are available to equip the youth. Some have been established by the AU governments with existing programmes of which some are found within the NYDA. These programmes and the NYP are under the influence of both international and national youth policies and serve as evidence of the power of legislation and policy frameworks. The problem of not reaching more of the youth may ultimately taint the image of the NYDA, which may be reaching its targets on paper but the perceptions of the majority of intended beneficiaries seem to oppose this view.

## **CHAPTER 4: THE POLICY ENVIRONMENT AND THE SIGNIFICANCE OF UNDERSTANDING POLICY IMPLEMENTATION IN THE IMPLEMENTATION OF THE NATIONAL YOUTH POLICY**

### **4.1 INTRODUCTION**

In Chapter two, public policy was conceptualised within the discipline of Public administration. This illustrates that public administration and public policy both occur within a particular context or environment. The public policy environment is diverse and is influenced by internal and external environmental factors which cannot be ignored. All institutions, be they public or private are often subject to various constraints which ought to be considered and managed if possible to achieve an outcome intended by the policy set by the particular institution. The ever changing environment often causes a shift in demands which forces institutions to adapt speedily to the changing times to meet the needs of the intended recipients. This means that policy has to be flexible, and adaptable to the environment or else it stands to be obsolete and thus irrelevant in terms of supporting the youth of South Africa in as far as this research study is concerned.

The National Youth Development Agency (NYDA) as a custodian of the National Youth Policy (NYP) strives to understand the current pressing needs of the youth and to try to provide a remedy for these needs regardless of the dynamic policy environmental factors which include political, social, economic, cultural and technological. In as much as the general environment already mentioned above exists and needs to be considered upon policy implementation, the NYDA can only be effective provided it focuses on what it can control which is its internal environment. The internal environment consists of the political assignment, legality, financial resources, personnel resources, physical facilities and style of leadership. The internal and external factors which will later be discussed in detail in this chapter serve as an indication of how much policy making and implementation has to be synchronised with the environment for the policy to serve its mandate. The policy environment becomes vital if the reasons of policy making and implementation are well understood.

Akidele and Olaopa (2004:175) help clarify why governments formulate and implement policy by listing some of the reasons as follows:

- i) To resolve societal issues. This means policy becomes the conduit in which problems encountered by societies can be addressed systematically to try to avoid disorder while resolving the problems within society.
- ii) To stir economic growth. If policy is intertwined with planning in order to ensure some form of development in society it is assumed to be linked to the an edification to society which can often translate to some economic benefits.
- iii) To ensure continuity in Public administration. Policy becomes one of the reasons of a sustainable administration as it encapsulates objectives that ought to be achieved within specified periods of time even when governments have evolved.
- iv) To benefit the public as opposed to government. Policies are mechanisms that respond to public needs in the form of either goods or services. The public stands to be the beneficiary of the goods or services not the government officials as their mandate is to serve the general public.
- v) To achieve its end. This means that government should use policy to accomplish its mandate of serving the general public as government's effectiveness will be determined by how well it implements its policies.

The reasons for policy making and implementation mentioned by Akidele and Olaopa (2004:175) become reasons for the formulation and implementation of the NYP. The NYP also seeks to resolve societal issues by providing services to the youth which will hopefully equip the youth with skills to help stir economic growth and ensure continuity in public administration within government through policies that benefit the public interest. All the reasons of why government formulates and implements policy mentioned above should be noted as they are influenced by the environment which has an effect on the NYP's implementation. The reason for government's formulation of policy is because public policy seeks to benefit the public by addressing those issues often raised by communities and thereafter seeks government's intervention. The problems raised in communities which form part of the policy environment should

be addressed through proper policies and programmes that contain the solution for short or long term problems.

## 4.2 THE POLICY ENVIRONMENT

The ability for any institution to function effectively is always linked to its enabling surroundings. This is owing to the fact that nothing can thrive detached from its source or factors that have an influence over its development. The existence of an entity within a defined location helps provide a meaning in the context of that particular entity, for nothing functions without a specified platform. It is due to the existence of an entity within a specified location that the need to define an environment becomes pertinent.

Akindele and Olaopa (2004:178) define an environment as the entire condition or atmosphere that has an influence on the development of an entity. Warwick (2006:30) perceives the environment to be beyond the physical and as the entire environment to which human beings are exposed. The environment could also be the surroundings in which government functions. Minnaar and Bekker (2005:22) argue that these surroundings can either be tangible or intangible and the environment has the ability to determine the strength and weakness of the organisation.

The National Youth Development Agency (NYDA) is a government entity that is not immune to its environment as it is responsible of not only considering the physical environment of its clients (which is the youth), but also the youth's exposure to the different kinds of environment. The youth's exposure to various programmes offered by the NYDA will hopefully contribute to the creation of an enabling environment for the youth of South Africa if implemented properly and the youth will hopefully be active participants in the country's economy. Since the environment encompasses human beings and all that they are exposed to, the NYDA is mandated to at least provide services that appeal to the youth for the purpose of including the youth in the delivery of its services. The success or failure of the NYDA as well as its National Youth Policy is determined by the participation of the youth in the various programmes offered by the NYDA.

In theoretical terms "environment" is divided into two classifications, the external and internal environment. The external and internal environment is made up of factors that

influence the organisation's functionality. Figure 4.1 below depicts the factors that have an influence in both the external and internal environment.

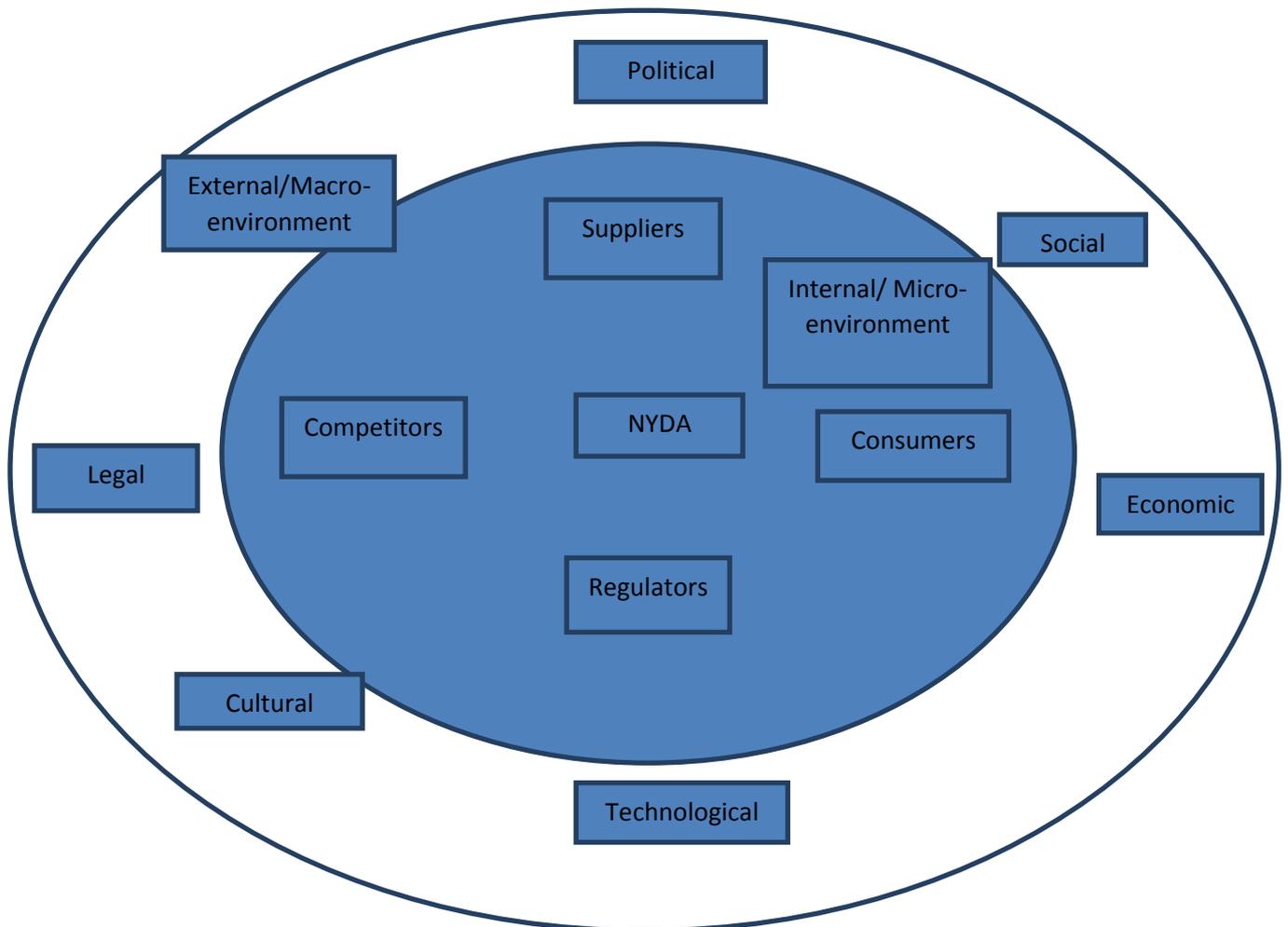


Figure 4.1: The External/Macro-Environment and Internal/Micro-Environment of the NYDA

Source: Adapted from Minnaar and Bekker 2005, p.23.

### 4.3 EXTERNAL/MACRO-ENVIRONMENT

The external environment refers to all that exists outside the organisation's boundaries but that may have a direct or indirect influence on the internal affairs of an organisation. These factors include: political, social, economic, technological and cultural factors. Minnaar and Bekker (2005:22) describe the external environment as a macro-environment that has an indirect impact on the affairs of the organisation particularly in the long term. The success and failures of the organisation can be intertwined with the

external environment of the organisation. Fox *et al.* (2006:31) outline in detail the following categories of the environment:

#### 4.3.1 Political environment

The manner in which society is administered is determined by the political atmosphere. The significant factors involve political parties, interests groups, governmental policies to mention a few. All government institutions since they are established as public institutions are directly linked to the national sphere of government which also makes political decisions.

The NYDA is a government entity which obtains its mandate from the NYDA Act of parliament and the NYP 2009-2014. According to the NYDA Act, 2008 (Act 64 of 2008), the NYDA also has the mandate to report to the President of the country every three years concerning the status of the youth. This means that the political environment has an influence on the NYDA, particularly on how it is administered because it has to report to the Presidency on its success and challenges as it continually serves the needs of the youth.

#### 4.3.2 Social environment

The social grouping of people aims to provide goods or services as well as to monitor the interactions that occur among the groups of people, which are based on values and norms and are said to create a social environment (Fox *et al.* 2006:32).

The NYDA targets the youth between the ages of 14-35 to provide its services, as already stated. It provides services through programmes and seeks to inculcate values and norms of learning to improve skills amongst the youth. The youth receiving services from the NYDA may ultimately become a group that is more knowledgeable after receiving services and through the interaction amongst its recipients, attitudes, behaviours and actions of these recipients towards acquiring skills may change for the better in their approach to social challenges.

#### 4.3.3 Economic environment

The economic environment is mainly focused on the creation and distribution of wealth to the relevant people. The limited availability of resources creates the need to prioritise

issues that require urgent attention. The challenge with regard to limited resources becomes the ability to adequately use the limited resources (Fox *et al.* 2006:32).

The sustainability of the economy lies partly in ensuring a skilled youth labour force as the majority of the youth cannot effectively participate in the economic domain of the country because of a lack of fundamental skills required by the labour force. According to Makaula (2013:13), the South African youth comprise more than 42% of the 51 million people in the country and a majority of the youth is unemployed. This means South Africa has a serious challenge of youth unemployment. Economic redistribution will involve training the youth through proper programme structures that will create an enabling environment for them to effectively participate in the economy by applying their acquired skills. There are, however, other factors that can influence the economic environment such as income, inflation, the challenge of unemployment, and a culture of entitlement. The NYDA is responsible, together with its stakeholders, to integrate the youth into the economic environment as active participants by empowering the youth with basic skills required before placing them in the labour market as well as ensuring that the youth gain access to reliable information to effectively make informed career decisions.

#### 4.3.4 Technological environment

The technological environment in Minnaar and Bekker's (2005: 40) view is more of a platform where an information based industry involving techniques, equipment, such as computers and processes, are used to create and disseminate goods and services. The aim of using the latest techniques and processes, is according to Fox *et al.* (2006:33), to be able to convert input into output.

According the NYDA Act, 2008 (Act 64 of 2008), some of the functions of the NYDA are to provide career guidance services, to provide bridging programmes to assist the youth to transfer from training institutions to the labour market, to manage the employment database for youth opportunities and also to provide information regarding products and services offered by the NYDA. Minnaar and Bekker (2005:41) emphasise the importance of speedy interconnectedness in a technological environment and the information and in addition note that the significance of information is probably becoming a greater asset than physical goods. This means that the work of the NYDA of providing career guidance, as one the programmes of this research study, with

relevant and current information is and should be cherished by both the NYDA and the recipients of the programmes who utilise the services offered by the NYDA.

#### 4.3.5 Cultural environment

Fox *et al.* (2006: 33) define the cultural environment as an environment that focuses on shared beliefs, behaviour, values and norms in society. This means that since society consists of different groups a majority will be considered with its preferences based on shared beliefs, behaviours values and norms. The NYDA is trying to inculcate a learning mind-set or a culture of being skilled among the youth with the hope that it can deliver a service which empowers the youth. It also hopes that the youth will participate in the services offered with relevant information and by so doing instil the beliefs, patterns of behaviour, values and norms of learning and self-development among the youth.

### 4.4 INTERNAL/MICRO-ENVIRONMENT

By contrast to the external or macro-environment which focuses on what exists outside the margins of an organisation, the micro-environment concentrates in what occurs within an organisation. The micro-environment, according to Minnaar and Bekker (2005:22), entails resources, procedures, support systems, management as well as the culture of the organisation. The micro-environment consists of the 'machinery' that has a direct influence on the daily operations of the organisation. Organisations need various components to operate. In order for an organisation to affect the task of the internal environment, as Fox *et al.* (2006:31) claim there are some key components that influence the internal policy environment which would also affect the NYP. These components will be described in the following paragraphs:

#### 4.4.1 Suppliers

Suppliers distribute resources to various institutions which are public in nature. These resources will then be utilised according to policy priorities of a political party on condition that these priorities receive political support from the political party. The policy priorities are then implemented through programmes that contain rules on how to implement the policy priorities (Fox *et al.* 2006:31).

According to Songoni (2013:1), the NYDA receives its budget from the National Treasury through the Presidency. This means that the NYDA is a public institution that implements the policy decisions that are supported by the political leadership of the political party currently in government. The implementation of the NYP is, in other words, made feasible by the suppliers, that is the political party concerned as well as its support in parliament which is its political will or commitment. It should be noted that the availability of resources without political will or commitment can be futile as the policy has to pass through parliament for the purpose of being legislated for implementation and declared as a valid document.

#### 4.4.2 Competitors

Competitors are defined by Fox *et al.* (2006:31) as societal issues that compete for limited resources; and some public institutions are perceived to be monopolies. Preston (2005:13) argues that the culture of competition should be infused in society for there are positive benefits that politicians should be aware of. These can be advantageous to the economy of a country. In other words, the government should design policy with much consideration given to the importance of competitors.

As competitors scramble for limited resources they need human capital. Human resources need to be trained to better understand and familiarise themselves with the work environment. The NYDA has programmes such as those mentioned in this research study to ensure that the youth are trained for and placed within the labour market to further equip the youth in participating in a competitive economy. In so doing an increase in speed and innovation from the youth with new ideas could perhaps further development in as far as the economy is concerned. The NYDA needs the existence of competitors to be able to effectively implement the NYP and assist the youth in obtaining various skills within what should be an unlimited labour market to try and reduce high levels of unemployment in the country.

#### 4.4.3 Regulators

According to Brown (2003:9), regulators should be detached from any political influence as they are expected to make decisions that are transparent, independent and free from the political influence of specific parties. Brown (2003:10) argues that even though

the intentions of regulators may not always be neutral, but the discipline enacted in the process of regulation should induce transparency. Regulators in Fox *et al.*'s (2006:31) views are non-other than those who mediate, control and standardise the inter-relationships among suppliers, consumers and competitors. This means that without regulators the greater the part of the policies formed cannot be implemented. There should be consequences for the parties that do not comply with policy standards set and agreed to by the parties concerned.

The NYDA acts as a regulator between suppliers of job opportunities and consumers, namely the youth. It is therefore expected by the general public, but especially by the youth, that the NYDA abides by its task which includes being transparent to the youth in as far as empowerment opportunities offered through their various programmes are concerned. The NYDA is also responsible for reporting to Parliament, as already stated which means that it is also regulated by a higher institution that, in turn, also has the responsibility of prioritising the interests of the youth of South Africa through ensuring that government responds to the pressing societal needs of the country mainly through empowering the youth with relevant skills for the labour market and placing them in various job opportunities through its various agencies.

#### 4.4.4 Consumers

Fox *et al.* (2006:31) define consumers as the users of products and services offered by public institutions. The youth of South Africa are an example of users of the NYDA services offered through programmes such as those mentioned for the purpose of this research study. Consumers are the basic reason for policy design and implementation as policy seeks to address perceived problems in society by providing solutions as to how best to address the problems.

Implementation is one of the key aspects that goes hand-in-hand with policy and so is highlighted in this research study. It is also connected with the environment where policy is enacted. It is, therefore, important to understand the inception of the concept of implementation as it has also continued to evolve over time.

### 4.5 THE EVOLUTION OF POLICY IMPLEMENTATION THEORIES

According to Brynard and De Coning (2006:184), the literature of policy implementation has evolved and is now categorised into three generations that scholars have identified

and seem to agree on. Brynard and De Coning (2006:184) describe these theories as follows:

- The first (classical) generation perceived implementation to be a process that will inevitably take place spontaneously on condition that the relevant policies have received support from the relevant stakeholders.
- The second generation opposed the classical generation, raising the argument that implementation was more complex than policy formulation and thus needed more attention by all relevant stakeholders for it to be attained.
- The third (analytical) generation focused more on how implementation could be improved as opposed to focusing on the specific cases of policy implementation failures.

The second and third generations of policy implementation theories seemed to be positive in as far as policy implementation is concerned. The NYP cannot be implemented automatically without the active participation and commitment of relevant stakeholders. In addition, the research study is mainly centred on improving the implementation of the NYP through assessing its programmes as opposed to owning on the failures of the NYP implementation. The failures are important in the sense that they become indicators that act as a warning of what can probably impede the implementation of the NYP. In order for implementation to be understood, there are at least four steps that ought to be taken into consideration that are discussed below.

## **4.6 STEPS IN UNDERSTANDING POLICY IMPLEMENTATION**

In the first chapter, it is highlighted that the policy implementation of the NYP is, for the purpose of this research, coupled with assessing the programmes hosted by the NYDA as policy is often implemented through these programmes. In the process of understanding implementation, Durlak (2008:11) enumerates at least four steps that he believes are significant in understanding policy implementation:

### **4.6.1 Define programme ingredient**

The first step involves making use of past research available which is informative on what the content of the programme should entail. It is through previous research that a depth of understanding of a belief system is possible and this is what often shapes the

content of the programme as programmes become the embodiment of the reasons why society thinks a certain initiative can be of good use to society (Durlak 2008:11). The NYP consists of beliefs about the ways in which government believes the challenges encountered by the youth of the country can be curbed through applying measures of empowerment through the services they render to the youth within the NYDA.

#### 4.6.2 Methods to measure implementation

Durlak (2008:11) argues that effective methods of evaluating implementation are vital and should be formed. However, Durlak (2008:11) claims that since one of the methods of assessing implementation is through reports which are often issued by agencies, implementing the reports has a propensity to be inaccurate in terms of how the programmes were implemented. This ultimately has a direct bearing on the success or failure of the implementation. The NYDA reports to the Presidency of South Africa as already stated which then reports to Parliament. In as much as the reports serve as a testament to the work done through programmes to provide a service to the youth, it is possible that reports do not or may not include some of the realities which occur and are experienced by the youth. It is owing to such possibilities that, the research study aims to conduct its own study to gain its independent analysis of the implementation of the NYP through the programmes of the NYDA.

#### 4.6.3 Monitor implementation

According to Durlak (2008:12), each programme implemented should be frequently subject to monitoring processes. The content as well as the agents behind the implementation should be monitored. This means that not only must the content be monitored by also the agents tasked with implementation. Effective monitoring should involve focusing on the time intervals at which regular monitoring should occur. It is through a collection of sufficient data on the impact of the programmes implemented that agents involved in implementing the programmes and policy become confident in their analysis as they are able to improve the programme if need be.

The programmes to be assessed in this research study need to be assessed to investigate if the programmes are monitored, particularly on their impact. This should be done on a regular basis by the NYDA as they play a significant role in the implementation of the NYP. It is on condition that the programmes are monitored

frequently that officials involved in the implementation process can speedily make the required alterations in order to speed up effective implementation.

#### 4.6.4 Relate implementation to outcome

Implementation ought to be executed in a conducive environment for it to thrive. If the environment is not conducive, the influence of implementation levels becomes compromised. It is therefore pertinent that the criteria used for implementation are assessed thoroughly at all policy levels as this has a direct bearing to the outcome of implementation as a whole. The criteria to be applied in assessing the programmes of the NYDA in as far as this research study is concerned are significant in executing the implementation of the NYP. The criteria used should, however, be able to relate implementation to outcome (Durlak 2008:12).

The understanding of implementation programmes is a key component as this helps to ensure delivery of the government's mandate. According to Gildenhuis (2004:212), programmes are often used as a tool to attain government's policy goals within a specified period. Programmes contain work procedures and methods that guide the execution of policy goals. However, before executing implementation the steps that ought to be followed when assembling a programme are highlighted by Gildenhuis (2004:194). These are:

- Quantifying objectives; the first step involves converting identified policy goals to quantifiable intents. The first step focuses on the 'how' part of implementation. In other words if the dominant challenge encountered by the youth is unemployment, then the government should derive a method of how to deliver a remedy for the perceived challenge.
- Compiling a time schedule with targets; a time schedule assists in delivering services within a pre-set budget within a specific period of time. In the case of a greater demand in the service provided a time schedule will assist in grouping the recipients of the services and allocating feasible time frames in which they are to receive the service. The NYDA provides services through programme structures to benefit the youth. However, the delivery of the services to all potential beneficiaries cannot be executed within a single financial year. Hence, the need to develop a time schedule becomes necessary to be able to allocate

services to a majority of potential recipients within the budget allocation of the NYDA.

- Identification of programme functions: functions are activities implemented with the purpose of realising the goals of a specific organisation. Functions may vary according to the objectives in an organisation and that may lead to functions being tailored to meet specific objectives in the organisation. In the case of this research study, different programmes of the NYDA with different functions specifically tailored for specific functions will be assessed. Nevertheless, in as much as the programmes are different (The Job's Programme, Job Preparedness and Career Guidance) in terms of functions, they are working towards delivering on a broader mandate of the organisation which is to implement the NYP in providing a service for the youth of South Africa to try to address youth concerns.
- Compiling an activity schedule: an activity schedule involves processes incurred in executing specialised activities within programmes. The programmes to be assessed in the research study need schedules for proper implementation of its activities. The programmes have targets that ought to be achieved therefore there is a need to consider a viable schedule to deliver the required service of training the youth with basic work related skills in the case of the Job Preparedness Programme as an example.
- Calculating the required resources: the activity schedule specifically involves the skills and resources required in implementing the NYP through the programmes hosted by the NYDA. The resources need to be calculated in terms of costs and content to be able to execute the activities within a specified time schedule.
- Budgeting: the resources to be utilised need to be quantified in terms of costs. The amount is pertinent as resources have to be purchased at a market price. The resources needed to conduct some of the programme such as the Job Preparedness Programme and Career Guidance Programme can involve stationery and human resource to conduct training sessions. This has to be

accommodated within a budget to avoid non delivering on set targets within set schedules.

In the process of policy implementation, it should be also noted that the policy implemented through various programmes, such as that of the NYDA which encapsulates government’s initiatives, is a significant component to realising government goals and therefore should also be subject to analysis. It is through the analysis of the policy that improvements to the policy can be made in order to achieve a wider impact on the targeted beneficiaries. According to Dunn (2004:55), the analysis can undergo a process consisting of five stages as illustrated in figure 4.2 below to ensure successful policy implementation.

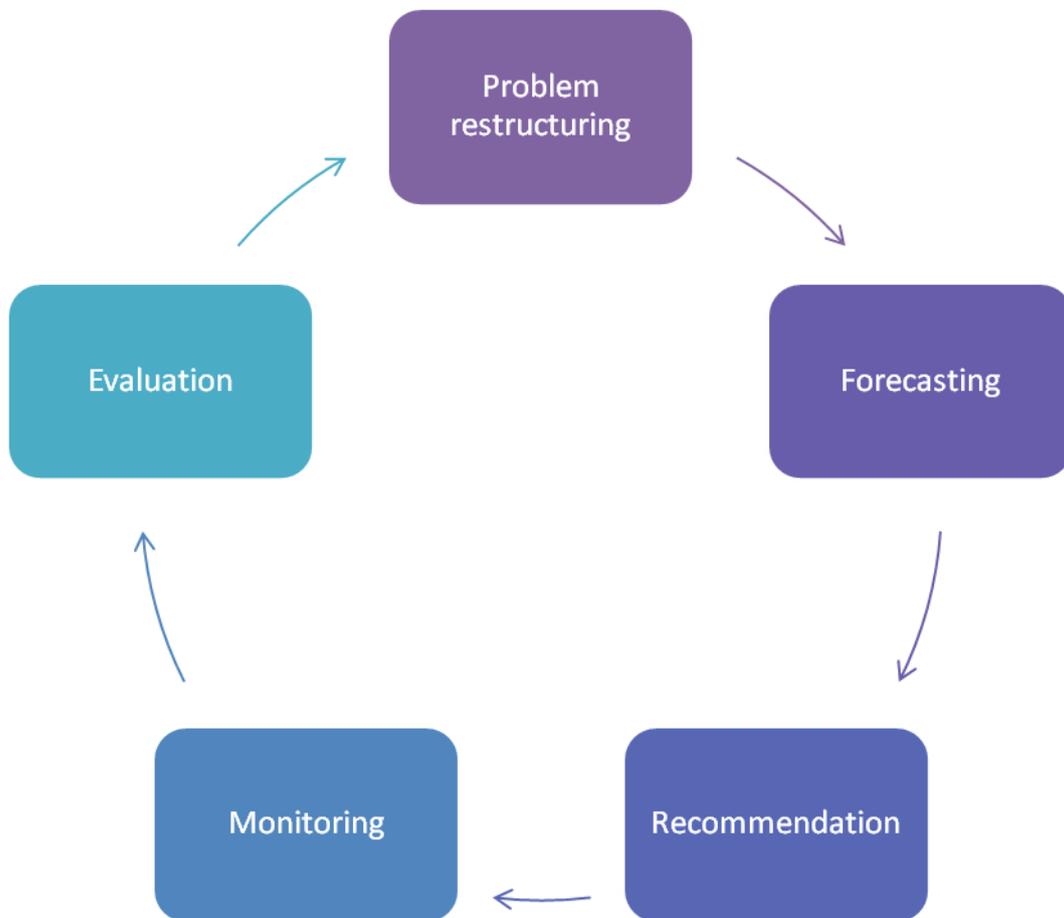


Figure 4.2: The process of policy analysis

Source: Adapted from Dunn 2004, p.56.

Policy implementation requires an optimum performance by all stakeholders involved to achieve effective results as set out in the objectives of the NYP. The successful

implementation of the policy through its programme lies in the stages highlighted above as follows;

i) Problem restructuring

The idea behind problem restructuring is to extract the root causes of the problems experienced in the implementation of the NYP as well as the programmes attached to it which ultimately have a negative impact in as far as the implementation of the policy is concerned (Dunn 2004:55).

ii) Forecasting

Forecasting often helps in identifying and understanding the repercussion of providing solutions or amendments to the problem which hinders successful policy implementation (Dunn 2004:56). Forecasting, according to Cloete (1994:109), needs an adequate application of extrapolative techniques such as brainstorming to ultimately transfer to political office bearers and administrators to implement. This means that forecasting in this research study will help to provide probable solutions in the final chapter to effective implementation the NYP based on the research findings which will provide an understanding of the amendments that are suggested.

iii) Recommendation

In the recommendation phase, methods for selecting alternatives to the existing implemented policy are put into use. The application of recommendations undergo some level of scrutiny to understand the potential risks that may be associated with it as well as the financial implications before the alternatives can be adopted (Dunn 2004:57). The Job Preparedness Programme and the Career Guidance Programme recommendations should, for instance, take into account the costs involved in providing services to the youth without compromising on the quality of the services delivered. Therefore, after the programme has been assembled there is a need to monitor the programme.

iv) Monitoring

Dunn (2004:57) perceives monitoring as a mechanism that provides information on the effects of adopting and implementing policies and their programmes. Monitoring also assesses whether the policies and programmes are effective or not. Morse *et al.*

(2006:192) define programme monitoring as the routine measurement and reporting of programme operation and results. Monitoring collects data and avails it to the programme managers and administrators. It ensures that administrators deliver their services to the relevant recipients and that programme managers justify their budgets. There are basic benefits of programme monitoring that Morse *et al.* (2006:192) outline which are applicable in the implementation of the NYDA programmes highlighted in this research study:

- Early detection and correction of performance problems. The advantage of early detection and correction helps identify and curb problems before they develop into a more serious stage. In the case of the Job Preparedness (an NYDA programme) as an example, the NYDA programme manager has to improve participation in the programme if the number is low or if there are perhaps a few barriers with regards to the requirements of the programme. The early detection can help managers revise the requirements to provide more accommodating entry requirements.
- Staff management. Programme management provides important information on staff performance and needs. Programme monitoring helps staff to be informed about their job description which alerts them to what is expected of them. Programme monitoring helps staff members to be conscious of their responsibility in implementing their programmes. The NYDA representative ought to be aware of their job requirements so as to fulfil their responsibilities when implementing the NYP through their programmes
- Identification of more efficient uses of resources. Monitoring helps in identifying the working of the programme and the costs attached to its implementation. In the case of implementing programmes, programme managers of the NYDA should reconsider those aspects which are perhaps costly but are not yielding results in proportion to the investment made.

- Accountability to external stakeholders. Monitoring accounts to external stakeholders on the daily working of the programme and the resources spent on it. In order to attract organisation to form partnerships with the NYDA through its programmes external stakeholders have to be confident in the NYDA's manner of programme expenditure.
- Developing commitment to improve performance. Staff members are only able to improve on its future performance provided it has an awareness of its current performance. The awareness of their current performance instils a sense of commitment in staff to improve the services it provides. The NYDA's staff ability to monitor the progress of their programmes for future improvements partly relies on being conscious of their present progress. The awareness will assist staff in continuously improving and taking ownership for and committing themselves to the programmes being implemented.
- Building confidence. Staff morale is often developed by staff being aware of the amount of work they put into programmes or by staff members being informed by the leadership of their organisation having met its targets. The NYDA staff should consistently be aware of their targets and the potential they possess to meet the targets.

#### v) Evaluation

According to Dunn (2004:58), evaluations also provide information which exposes the discrepancies that lie between expectation of the policy and its programmes as well as the actual policy performance. While programme monitoring focuses on providing routine feedback, programme evaluations focuses on the details such as the discrepancies between the policy and its programme content. The details have a bearing on the impact of public policy. The content of the programmes may have a direct or indirect bearing to policy implementation in various ways such as channelling resources from ineffective strategies or building on effective interventions. Administrators whose role is often to implement policy need to be

aware of the progress or lack thereof in programmes being implemented to reconsider their implementation strategy. Milio (2010:42) believes that evaluations are significant and should at least be executed in three different stages. These are:

- *Ex-ante* evaluations: this evaluation serves to identify the needs of a targeted community and verify the challenges that need to be addressed so as to be accurate in providing the services which may be in demand through a relevant and coherent programme.
- The mid-term evaluation (*in itinere*): the stage of mid-term evaluation is performed halfway into the implementation of the programme so as to be able to make alterations to the inefficiencies of the implemented programme
- *Ex-post* evaluations: the final stage of programme evaluation provides required support and direction in the form of resources, which can be financial or human to the implementers of the programme, who are often known as administrators to ensure a successful programme evaluation and its implementation.

According to Royse *et al.* (2010:14), programme evaluation occurs because certain administrative decisions have to be made. Therefore, it becomes pertinent to know if the programme is worthwhile. Morse *et al.* (2006:265) outline programme evaluation as a systematic collection of information on input and outcomes of a programme so as to deduce its effectiveness or ineffectiveness. The programme outcome becomes what is used to design or redesign improved future programmes hence the need for programme evaluation. According to Dye (1998:342), various methods are utilised to conduct evaluations and include:

- Hearings and reports. Hearings and reports are a common type of review method where administrators testify (whether formally or informally) on the success or failure of an implemented programme. The downside of hearings and reports are that the testimonies of administrators are often subjective.
- Site visits. High-ranking officials may visit local areas of programme implementation to measure the effectiveness or ineffectiveness of the programme being implemented.

- Programme measures. Programme measures seek to address programme output; hence the focus is for instance on the number of persons attending the training programme, the level of staff expertise, the condition of life encountered by the recipients and the ability of trainees to obtain skilled jobs and sustain them as skilled individuals.
- Comparison with professional standards. In organisations that have attained a certain standard of excellence, that standard becomes a level of output that is used to measure the progress of the programme or lack thereof. The shortfall of such standards is that it focuses more on output than on the impact of the programme.
- Evaluation of citizens' complaints. An analysis of citizens' complaints is also another method of gauging the performance of programmes. The challenge with this method is that citizens do not often submit complaints on a voluntary basis. Critics of government implemented programmes are often biased and thus do not reflect the general public's view on such programmes. To gain an understanding of the complaints from citizens, administrators develop questionnaires for the recipients of the programme to communicate their grievances. This is part of the present study.

In as much as there are reasons for programme monitoring there are also reasons for conducting programme evaluation:

- i) To discover what is effective and ineffective. According to Metz (2007:2), programme evaluation helps programme managers to determine the effectiveness of the programmes by asking foundational questions such as the following:
  - Are participants benefiting from the programme?
  - Are recruitment strategies working?
  - Staff members have the necessary skills and training to provide services?
  - Are participants satisfied with the programme?
- ii) Accountability. Evaluations are able to outline specific objective information that has the ability to hold programme managers liable to the performance of the

programmes they implement (Morse *et al.* 2006:268). The NYDA's accountability to the Presidency can be linked to the foundational questions posed in Metz (2007:2) to determine the success and challenges of its programmes.

- iii) Funding and community. Evaluations have the potential of proving the worth of programmes to both the community benefiting from the programmes and potential funders willing to invest in the programmes (Metz 2007:2). The NYDA has the continuous responsibility to demonstrate the value of their programmes to the youth of South Africa for investors, particularly those in private sector, to invest in the programmes.
- iv) Critical Self-assessment. Internal assessment or the use of external assessment can help strengthen the ability of the organisation to increase staff performance and be aware of which target group highly benefits from the programme (Metz 2007:2). The programme managers within the NYDA and the programmes to be evaluated for the purpose of this research are perhaps better evaluated by external evaluators to help programme managers gain an understanding of external perceptions on the programmes. Internal evaluations are also crucial to the agency as the staff is able to address any obstacles that it perceives as a threat to the successful implementation of the programme.
- iv) Policy impact. Well conducted evaluations become too significant to be ignored by programme managers as they have a bearing on policy implementation. Morse *et al.* (2006:268) allude to the fact that future policies and evaluators have a significant role to play in the outcome of evaluations in order to improve on programme discrepancies. According to Rossi *et al.* (2004:235), policy impact assessment focuses on whether there intended objectives of the policy or programme are met by the policy or programme during the period of implementation to the targeted recipients. The evaluation of the programmes in this research study will assist in raising suggestions for the effective implementation of the programmes as these suggestions are a vehicle to the successful implementation of the NYP by the NYDA.

Despite following the steps in understanding policy implementation, monitoring and evaluating programmes there are challenges that still emerge at the stage of policy

implementation. The challenge of policy not addressing its objectives creates what Makinde (2006:65) calls an implementation gap which is caused by a number of discrepancies such as the approaches used in the process of policy implementation. In understanding the approaches used in policy implementation a brief history is discussed below which involves three main eras including the two approaches in implementation.

## 4.7 APPROACHES TO IMPLEMENTATION

As highlighted above, with regard to the three main eras of policy implementation. The first era developed in the late 1960s. The study mainly focused on individual case studies and did not develop an accommodating theory to be tested in other case studies. According to Paudel (2009:38), the first era discovered the inconsistencies between policies and programmes, and focused on a methodology that applied some effort in understanding obstacles to successful implementation. The second era began in the mid-1970s developing systematic theories of policy process that were more accommodating to other case studies as opposed to focusing on a few case studies as in the first era. Paudel (2009:39) states that the second era placed much emphasis on analysing the link between policy and implementation and in addition brought lessons to public policy research such as learning the time periods of implementation. The second era also focused on providing analytical frameworks and research models of policy implementation. The second era involved the top down and bottom up approach in understanding policy implementation. Birkland (2011:264) explains the two approaches as follows:

### 4.7.1 Top down approach

The top down approach has a particular set of assumptions it applies in the process of policy implementation. The assumptions are:

- Policies contain well defined goals which can be evaluated later
- Policies contain clearly defined policy tools to implement goals
- The policy such as the NYP has a single bill or authoritative policy statement
- There is an implementation cycle that depicts the process of policy implementation

- Policy designers are well informed on the capacity and commitment of implementers

The challenge experienced with the top down approach is that the implementer applies the assumption that all the above exist, including the commitment of the implementers or officials who provide services to the general public. The top down approach is centred on forming adequate structures and controls to enforce compliance on top level policy goals. Paudel (2009:40) describes the top down approach as a formal system of controlling problems and people's behaviour from a central point or structure and the central control is managed by funding methods, formal institutional hierarchy and authoritative links between administrative controls such as planning and evaluation as well as political regulations. Paudel (2009:40) views the top down approach as a mere policy statement which states the intent of policy makers and unfolds to the lower structures of government where implementers are briefed on what is expected of them by the policy makers. Gildenhuis (2004:205) describes the top down approach as a command or instruction which communicates directives from the top level to the bottom of a set hierarchy where policies or programmes are executed for the benefit of the recipients of the intended policies and programmes.

Another assumption, noted by Birkland (2011:266), is that the top down approach works under an assumption that there is a single national government that has the capability of implementing services. Finally, a top down approach assumes that policy is contained in a single decree or authoritative statement which is not often the case as a number of legislations can be used to influence the formation of the policy. The challenge of the top down approach is, according to Paudel (2009:40), the fact that it perceives policy designers as the only significant actors in implementation and street-level bureaucrats as ordinary administrators. This kind of perception is often problematic to implementers as top officials ignore the political influence that is a significant factor in implementation as it has the power to support or hinder successful policy implementation. Paudel (2009:41) argues that administrators are not just mere administrators at an ordinary level but are significant in forming meaningful policies as they are aware of the real problems as they interact with the public on a regular basis.

In Makinde's (2005:65) view, the challenge is often the lack of recipient participation in the formation of policies that either have a direct or indirect bearing on their lives and on society. This means that administrators as well as the recipients of the programmes implemented become significant actors as well in the design and implementation process. The criticism of the top down approach which perceives the street-level administrators as an impediment to successful policy implementation and other related criticisms levelled against the top down approach highlighted above then lead to the formation of the bottom up approach;

### 1.7.2 Bottom up approach

The bottom up approach aimed to address the discrepancies of the top down approach such as ignoring administrators as being a significant part of policy design and implementation. Paudel (2009:41) notes that the real policy makers are actually administrators as they are at the centre of service delivery and thus have a better view of analysing the relationships that occur between various actors that have an influence in policy implementation or at least hinder implementation. According to the bottom up approach, policies from the top down approach are not effectively implemented particularly at a local level. The success of programme implementation lies in the capability of officials in the local infrastructure of government. The Australian National Audit Office (2006:8) also supports the idea raised by Paudel as it confirms the need to use experienced implementers who are administrators in policy development as they may have innovative ideas of delivering services and are aware of practical hindrances to policy and programme implementation and how those constraints can be overcome within a realistic budget.

The bottom up approach opposes the top down approach. The bottom up approach is also based on a few assumptions that it employs in the process of implementation. Birkland (2011:268) highlights the assumptions below as follows;

- First, policy goals are ambiguous and may possibly cause a conflict among officials. Top down models are often concerned with compliance with policy procedures while bottom up approaches value understanding how conflict can be addressed either through compromise to successfully accomplish policy goals.

- Second, the bottom up policy approach does not subscribe to the idea of having a single set of policies or decrees. It subscribes to the idea of a set of rules and regulations that includes the methods used by government and interest groups to address problems. It perceives policy implementation as a process or continuation not necessarily an event that occurs at the beginning of enactment. The bottom up approach has some advantages, such as being able to monitor implementation at 'grass roots' levels applied, compared with the top down approach. In other words, the bottom up approach encourages the youth to be involved in the NYP that is mandated to the NYDA to implement. However, in as much as there street level officials are dependent on the top down approach to implement policy there is a risk that in the near future street level officials will no longer comply with goals handed down from top government officials.

The bottom up approach caters for both formal and informal relations between actors in policy implementation and, moreover, focuses on a decentralised system as opposed to the top down approach which advocates a centralised system. Gildenhuis (2004:205) defines the bottom up approach as a feedback line on results obtained. The criticisms which Paudel (2009:42) mentions include the fact that the bottom-up approach unfortunately does not address the problems of public policy particularly because it defies the authority of the top down approach which hands down policy for administrators to implement. The defiance of the bottom up approach to the top down approach becomes questionable in the ability of the bottom up approach to at least comply with what Paudel (2009:42) calls standard democratic theory. The argument Paudel (2009:42) raises which emanates from questioning the credibility of administrators attitudes from the bottom up approach stems from the fact that policy actors from the top-down approach have been voted into power by the general public. This means that policy makers have a mandate to implement the general public's wishes; hence their victory in elections, unlike administrators who are not voted into political power. In other words, the argument raised by Paudel (2009:42) in the context of the study means that administrators of the NYDA should implement policy handed to them by the authority of the top down approach because the needs of the youth ought to be considered as the youth are the primary reason of the involvement or hiring of administrators.

According to Birkland (2011:271), the top down approach is better applied where there is a dominant programme like a statute which is well developed and the researchers are limited in studying the implementation of the programme. With regard to the bottom up approach, it is perceived to be most applicable when an individual is interested in the dynamics of implementation particularly at a local level where there is no single dominant programme. In as far as this research study is concerned, the bottom up approach is much more relevant as the interest of this research focuses on the understanding the dynamics of implementation through at least three programmes which are the Job's Programme, Job Preparedness and Career Guidance. In order to further understand the environment of the NYDA in the implementation of the NYP the following chapter will outline a presentation and analysis of the respondents in the data collected becomes pertinent.

#### **4.8 CONCLUSION**

The purpose of the chapter was to understand the internal and external environment that contributes to the successful implementation of policy and the importance of understanding policy implementation in the process of implementing the National Youth Policy. The chapter also highlighted on the evolution of policy implementation theories as the environment changes from time to time causing the need for policy to also evolve and adapt to the present environment for the purpose of being relevant to society. The evolution of policy is often caused by policy analysis with the purpose of improving policy and re-implementing it having considered the manner of approach (top down or bottom up) to be used in implementation. Having noted the importance of analysis with the purpose of improving the NYP, the following chapter will provide a presentation and analysis of the research results collected through questionnaires to recommend probable solutions to the NYDA in implementing the NYP.

## **CHAPTER 5: A PRESENTATION AND ANALYSIS OF THE RESEARCH RESULTS**

### **5.1 INTRODUCTION**

This chapter presents and analyses the data collected from the questionnaires in accordance with the 5-C Protocol Model as highlighted in the first chapter. The intention of utilising this model is to interpret the data collected from both the NYDA programme representatives as well as the beneficiaries of the three different programmes subject to the research. The analyses will first address the feedback of the representatives of the programmes, through similar structured questionnaires directed to the representatives directly involved in facilitating the programmes and later analyses that of the recipients which is similar in structure in order to get a perspective of both the representatives and the recipients in as far as the implementation of the programmes is concerned, as well as the instruments used by the NYDA to implement the NYP. The feedback from both the representatives and recipients is then be used to interpret the role of the NYDA in its implementation of the NYP.

The presentation of data serves to address the questions posed towards the NYDA representatives of the selected programmes as well as the recipients of the selected programmes for the purpose of this research study. The research study aims to gain an in-depth understanding of the programmes which are one of the many tools used by the NYDA to implement the NYP. The presentation starts by presenting the Job's Programme followed by the Job Preparedness Programme and finally, the Career Guidance Programme.

### **5.2 ANALYSES OF THE RESPONSES FROM THE NYDA REPRESENTATIVES OF THE JOB'S PROGRAMME, JOB PREPAREDNESS AND CAREER GUIDANCE**

#### **5.2.1 The role of the National Youth Development Agency in the implementation of the National Youth Policy**

The question stated above directed to the Job's Programme representative was answered as follows: the NYDA derives its mandate from a variety of legislative frameworks including the NYP. The representative mentioned that the NYDA's role is

to synchronise government, private sector and civil society, prioritise youth development and contribute towards identifying and implementing sustainable solutions which address youth development challenges. The representative elaborated by stating that the NYDA provides direct services to the youth in the form of job placements, career guidance, mentorship, skills development and training to mention but a few at a micro level. The NYDA also encourages the youth to be catalysts for change at a meso or community level and finally facilitates participation of the youth in developing key policy inputs within a macro level (Provincial and National spheres).

The respondent replied to the question stated above directed to the Job Preparedness representative of the NYDA: She stated that the role of the NYDA was to initiate and implement programmes and projects that aim to address youth development challenges with the guidance of the NYP. The respondent mentioned that the NYP informs the NYDA on interventions and services required to capacitate the youth with skills in order for the youth to participate in the economy of the country.

The question directed to the representative of the Career Guidance Programme was replied as follows: the NYP gives directions to the NYDA Career Guidance Programme targeting all youth within the ages of 14 to 35 years for the purpose of educating the youth on educational matters such as careers.

The responses given from the representatives leading the above programmes have different interpretations of the role of the NYDA hence they responded to the question based on the roles of the programmes they head. These are the instruments used in implementing the NYP. In summary, the interpretations given by the representatives all share the similarity of empowering the youth through providing a service to capacitate the youth by exposing them to the job opportunities and training them in basic skills required in the work environment and choosing career paths. However, in as far as policy input is concerned, as discussed later in the chapter, the youth participants in this research study unfortunately were not aware of the existence of the NYP and its content but a majority were aware of the programmes they participated in.

### **5.2.2 Appropriateness of the content of the National Youth Policy**

The NYDA representative responded to the above question by stating that the NYP in as far as the Job's Programme is concerned was a comprehensive policy and also encouraging particularly in the area of Skills Development. However, as the policy has not yet been reviewed there was potentially more that could be improved in as far as encouraging skills development is concerned such as encouraging the private sector to collaborate in developing youth skills.

The respondent of the Job Preparedness Programme agreed to the question identified above, stating that the NYP is used as a planning tool in its approach to concerns among the youth as it provides strategic direction for relevant programmes that are impactful and relevant to young people in South Africa.

The Career Guidance respondent asserted that the NYP plays a vital role in skills development alongside documents such as National Skills Development Strategy. It is one among many documents that supports skills development among the youth

Brynard (2005:659) states that the content of the programme can be regulatory, distributive or redistributive in its structure. The content of the NYP is clearly regulatory in the sense that the NYP is a comprehensive policy which is supported by other documents such as the National Skills Development Strategy. The NYP can also be perceived as distributive in the sense that the NYP is a planning tool which contains programmes that ought to have a positive impact on improving the lives of the youth and delivering on the intensions of the NYP which also encapsulates an intension to provide various empowering services to the youth without charging a fee. All three programmes are distributive in nature as they provide a service with a non-zero sum character yet are also regulatory as programmes follow certain stipulations on how best to address the implementation of a service. The representatives of all three programmes are clearly convinced about the need of the NYP which they believe contributes as an effective instrument to the development of the youth in as far as youth skills development is concerned.

### **5.2.3 The context that influences the implementation of the Programme**

In reference to the Job's Programme, the question inquired about the context influencing the implementation of the programme which includes the political and

socio-economic challenges. The respondent mainly argued on the socio-economic challenges which are exacerbated by high levels of unemployment among the youth. The response was that the youth unemployment rate is consistently higher than that of adults by at least 20% and unemployment among the youth has steadily increased from 32.7% in 2008 to 36.1% in 2014. The respondent however, mentioned that there is a need for a comprehensive placement programme such as the Job's Programme that will reduce the burden of recruitment and be in line with the National Development Plan (NDP) which is a plan that receives political support from the current government.

In response to the question, the Job Preparedness respondent stated that the context may be wide but is influenced by the NYP and underpinned by socio-economic issues such as low levels of education among young people which is also affected by high school dropouts, high levels of unemployment, unavailability of job opportunities, lack of skills and relevant work experience among the youth.

The Career Guidance respondent started by noting that the NYDA Career Guidance Programme was established to address the challenge of inaccessibility of reliable information particularly on options available for career post-school education as well as career choices or self-employment opportunities. Career choices are often channelled through limited information from peers, parents and teachers with little consideration of the scarce skills within the labour market.

The institutional context is an important variable in the implementation of the NYP as political, social and economic factors influence the success or failure of the process of the NYP implementation. The institutional context recognises the need for political support which is likely to be given if it is aligned with the current National Development Plan which is the South African's government's vision at least until 2030. However, the representatives of the Job's Programme, Job Preparedness and Career Guidance programmes highlighted socio-economic challenges that hamper successful policy implementation which include high levels of youth unemployment, low levels of education, lack of skills and relevant work experience, lack of reliable and accurate information on post-school level in order to further develop careers. The institutional context categorically points out the challenges encountered

specifically by the youth which recognises that a majority of the youth are being excluded from being economically active in the country's economy.

#### **5.2.4 Human and financial resource capacity**

The question of capacity focused on human and financial resources. The Job's Programme respondent cited that, with their current budget (2014/2015) as an example, only 3000 placements can be attained as a set target. However, with more financial and human resources much greater numbers in terms of placements can be achieved.

In terms of capacity which is in human and financial means the Job Preparedness respondent stated that there was currently insufficient capacity to adequately implement the NYP as there was inadequate training of personnel in at least three branches to assist in the implementation of the programme whilst there are annual targets to be met.

The Career Guidance respondent claimed that with the current budget within the 2014-15 financial year as an example is able to meet the target of 770 000. However, with more human and financial resources she believes a wider impact can be achieved in terms of reaching more young people and providing them with a service.

Capacity in policy implementation is probably the most significant as it provides a chance for all relevant stakeholders to effectively participate in the policy implementation. The lack of human and financial capacity among other necessities can stifle implementation as all relevant resources including skilled personnel and the financial resources complement each other in the successful implementation of the NYP. Both the Job's Programme and Career guidance attest to the fact that their budgets are sufficient to reach their targets on an annual basis and claim that with more resources they can reach more of the youth in terms of rendering their services. The responses of both the representatives give an impression that the capacity of the programmes in delivering services to the youth is sufficient. However, with regard to the Job Preparedness Programme the representative clearly stated that there is insufficient capacity as some of the branches were understaffed. This means that there are not sufficient staff members to render a training service to the youth which ultimately impacts negatively on the youth in need of the NYDA

services. The shortage of trainers to conduct the Job's Preparedness Programme in branches of the NYDA jeopardises the chances of successfully implementing the NYP as the Job Preparedness Programme is one of the many programmes used to realise the successful implementation of the NYP.

### **5.2.5 Commitment or support received from the Head of Skills Development Unit**

The Job's Programme respondent confirmed that she receives support in the form of strategic direction within the various programmes and ensures and ensured that research activities within the programme are aligned to performance plans and key performance areas

The Job Preparedness representative of the programme indicated that she receives strategic direction in as far as programme implementation is concerned. The Head of the Skills Development Unit also assists in formalising partnerships between the NYDA and other organisation prioritizes the youth's interest. In addition, the Head of the Skills Development Unit also addresses areas of development, monitoring and evaluation in the implementation of programmes

The Career Guidance respondent noted that the support received is that of strategic direction on various programmes including the Career Guidance Programme and an alignment with NYDA strategies, key performance areas and priorities. The Head of the Skills Development Unit also supports implementation by providing resources and recommends action when targets are at risk of not being met.

Commitment in any initiative is also significant as it ensures that the task presented is executed. The Head of the Skills Development Unit within the NYDA has shown some level of commitment as she provides strategic direction in programme implementation which includes formalising partnerships between the NYDA and other organisations that can benefit the agency. She also participates in monitoring and evaluation and provides of resources for programme implementation. However, since human resource is insufficient particularly within the Job Preparedness Programme, as already stated in the previous question on the availability of capacity, it shows that more support in the form of human resource is required from the Head of Skills Development and other relevant stakeholders. Understaffed official positions compromise the commitment of the NYDA as a whole and that of managers within the NYDA branches in terms of implementing the programmes. This has a direct

bearing on the successful implementation of the NYP which ultimately affects the youth in attaining required services from the NYDA.

One of the NYDA officials within the Job Preparedness Programme within the Tshwane branch stated that with regard to ensuring sufficient, skilled staff members within the NYDA there is available support given to staff members. The aim is to empower them in upgrading their skills in line with their job specifications. However, there is lack of sufficient commitment from management. The official indicated that promises are made on providing financial resources to “up-skill” staff members but there is often no follow-up made from management to verify whether the staff members were indeed up-skilled to be able to address challenges in their job specifications. The challenge of minimal commitment from management may also have a negative effect on the morale of officials at the lower echelons of government. This ultimately compromises the quality of services and the implementation of the NYP.

#### **5.2.6 Coalitions in support of the programme**

The Job’s Programme representative pointed out that there were some partnerships formed between the NYDA’s Job’s Programme and external organisations that effectively train or employ the youth on condition that they were registered on the Job’s Programme database. In addition, other partnerships made are with youth development organisations that may have access to unemployed youth if there are potential employers available.

The question of coalitions between the Job Preparedness Programme of the NYDA and other stakeholders revealed that the programme formed coalitions with internal programmes such as the Job’s Programme, Career Guidance, Entrepreneurship Programme and Civil Society. The Job Preparedness respondent also mentioned that the NYDA and its programmes formed external coalitions with stakeholders such as government departments, the private sector, tertiary institutions, NGO’s and churches.

The Career Guidance respondent stated that coalitions do occur internally and externally in the NYDA environment. The internal coalitions are made with all the programmes within the Skills Development Unit such as the Job Preparedness Programme, the Job’s Programme, the Solomon Mahlangu’s Scholarship Project

and the Matric Rewrite Project and the Entrepreneurship Development Division. Externally, are the stakeholders of the Career Guidance Programme such as the Basic Education Department, Department of Higher Education and Training, Department of Social Development, Department of Labour.

Clients and coalitions formed in support of the programmes are of much significance to attaining effective policy implementation. The NYDA has so far done fairly well in joining coalitions with external actors who have an interest in supporting the implementation process of the NYP as well as the youth who are active clients who utilise the services of the NYD. However, as policy cannot be implemented by a single entity but requires all relevant stakeholders the question that needs to be addressed is whether the coalitions formed by the NYDA with internal and external programmes and organisations bear sustainable results in as far as high levels of youth unemployment are concerned. According to the data collected which will be discussed later in the presentation and the analyses of the questionnaires from recipients is concerned the youth confirmed that they have been assisted by the NYDA but they complained of the lack of sustainability in the form of assistance rendered by the NYDA. An example would be to be trained through the Job Preparedness Programme on basic skills required in the work environment and later placed in a job offer; the job offer is often for a short period as opposed to a sustainable position. Coalitions and clients may be significant however, the impact of the coalitions must be evaluated and monitored as they form part of an important aspect in the successful implementation of the NYP and also have an impact on the perception of the role of the NYDA in implementing the NYP.

### **5.2.7 Responsibilities in as far as the Programmes are concerned**

The Job's Programme respondent listed her responsibilities towards the programme as follows;

Supervision, performance management and support of seven Jobs officers located in NYDA branches nationally, meeting annual performance targets and service standards, management and system design improvement of the Jobs database of job seekers, attend to jobs service process design, documentation and implementation, administration and monthly performance reporting, sourcing Public and Private Sector organisations that are offering employment or training

opportunities, and ongoing relationship management and development of these clients, assisting and advising clients in the development and implementation of their recruitment programmes; from developing the job specification, to sourcing funding, to defining the recruitment process, and induction programmes, matching of Job Seekers to opportunity provider requirements and referral of CV's, participation in various national Career Day events organised by the NYDA, or municipalities, tertiary training institutions, government departments, etc. and management of annual programme budget.

In as far as Project Management is concerned the respondent stated that her responsibilities to involve receipt, review and processing of project proposals sent to the Skills Development Unit, meeting with potential service providers to understand and critically review their projects, writing project concept documents and presenting them to the Programmes and Projects Approval Committee for discussion and approval, writing project plans, including defining clear deliverables, identifying required resources, defining role players / stakeholder roles and responsibilities, defining timelines and milestones, ensuring risks have been identified and understood and that plans are in place to address them, defining and adhering to monitoring and evaluation requirements, day-to-day management of the projects and monitoring and evaluating projects to ensure objectives are being met. Currently she stated that she is managing the implementation of three skills development projects which are the HR Graduate Induction and Placement Project, Tourism and Hospitality International Placement Project in Partnership with the Jobs Fund and the United Nations Development Fund Research Project (Youth Unemployment Interventions) in conjunction with the Department of Labour.

With regards to communications the respondent stated that she has negotiated one full page of *The Star* Workplace for the exclusive use of the NYDA every second Wednesday. The respondent noted that she has written and submitted articles on the following topics which have been published under the NYDA logo, Top 10 CV writing tips, how to prepare for an interview, is opening your own business right for you, Grade 9 subject choices – make the right ones, keeping motivated while job hunting, Social Media and your career, what you need to know before the interview, choosing a career in Supply Chain, choosing a career in Performance Audit, Interns: what employers expect. The Job's Programme respondent confirmed to have also

represented the NYDA as a guest speaker at the following events: Women in Law (Unisa Law Faculty), Skills Development Summit (BHP Billiton), maritime careers Expo (SAMSA) The respondent also confirmed that she is regularly requested to attend outreach events where her role is to speak on a variety of topics and engage one on one with young people in different communities.

The Job Preparedness Programme respondent detailed her responsibilities as follows: manages the implementation of the programmes at head office and branches, effective implementation and monitoring of the training programme, marketing of the programme, stakeholder Management, staff management and performance.

The Career Guidance Programme respondent listed the following responsibilities as the Career Guidance Programme Manager: to conceptualise programmes and draft concept documents in line with NYDA criteria and standards for effective practice, to implementation of programmes, develop strategic and operational partnerships with internal and external stakeholders to the benefit of both parties involved, keep line management updated, provide remote team with training, tools, systems, frameworks and support to create an enabling environment for quality Career Guidance, to monitor branch Career Guidance reporting, manage service provider budgets within NYDA standards and costing procedures, ensure budgets are congruent and in line with NYS expenditure and allocation, produce financial analyses and budget reviews as requested, management of drafting, use of templates, signing process, filing and securing of contracts within the Career Guidance area, to seek approval from senior management according to delegation of authority and to ensure coordination of administrative processes, distribution of materials, travel and other requests.

The responsibilities given to the representatives of the NYDA undoubtedly aim to address youth challenges and help implement the NYP. However, the responsibilities given by the Agency to the representatives of the Programme should not only be measured against set targets of the NYDA but should also be measured against the impact of the programmes. The measurement against a combination of both targets and impact of the programmes will provide a true reflection of a successful or not successful implementation of the NYP.

### 5.2.8 Beneficiaries benefiting from the Programme

The response given from the Job's Programme representative of the entailed the following: in the 2012/2013 financial year the Job Preparedness target was set at 1100 within the Gauteng Province but 382 was achieved. In the 2013/2014 the target increased to 1500 but only 485 placements were realised. In the current year of 2014/2015 the targets now doubled to 3 000 but placements made thus far are 248. The number of beneficiaries showed an increase over the past two financial years outlined above. The current financial year seems to be slow and may possibly show a decrease in beneficiaries. The increase in beneficiaries shows a positive sign of the NYP implementation whilst a decrease may translate to slow policy implementation.

In the case of the Job Preparedness Programme the response was provided by the Senior Manager of the Monitoring and Evaluation and the Research and Policy Department within the NYDA who stated that in the 2012/2013 financial year was 12 000 with an actual achievement of 14 078 including all provinces. The Performance for the Gauteng Province was 4 448. In the 2013/2014 financial year a 100 000 was the annual target but the actual achievement was 57 977 which was also inclusive of all the provinces of the country. The performance for the Gauteng Province was 21 124.

On the Career Guidance Programme, the response was also provided by the Senior Manager of the Monitoring and Evaluation and the Research and Policy Department within the NYDA who stated that in the 2012/2013 financial year the annual target was 400 000 with an annual actual achievement of 57 093 including all the provinces of the country. The performance of the Gauteng Province was 159 161. In 2013/2014 the annual target was 700 000 with an actual achievement of 896 761. The performance for Gauteng was 275 718.

The recipients intended to probe the number of recipients who benefit from the abovementioned programmes. The responses provided with the Job's Programme show that the targets set are never met on an annual basis yet the targets are still increased on an annual basis. The annual increased targets without acknowledging past trends of less job placements causes a failure to achieving a successful policy implementation as targets are not equated or interpreted according to past results.

This may, however, prove the argument that it seems as if the NYDA focuses on numbers as opposed to the impact of the programmes on the youth.

With regard to the Job Preparedness Programme and Career Guidance Programme the Senior Manager of the Monitoring and Evaluations and the Research and Policy Department within the NYDA noted that in as far as the Job Preparedness Programme and Career Guidance Programme are concerned the Annual Performance Plan of the NYDA did not require for targets per provinces to be outlined hence the above national figures were outlined without specific targets within provinces but the performance. The challenge of not having targets on the Annual Performance Plan can be interpreted in two ways. The first challenge of not setting targets per province and branch is that there are no clear specific targets on provinces or branches to be met which is a crucial goal to branch managers as they are key personnel in implementing the NYP. The managers and staff members will only focus on national targets in as far as the abovementioned programmes are concerned. The second challenge is that if the targets were available in the Annual Performance Plan of the NYDA their branch managers within the Gauteng as per the focus of this research study would have to ensure a balance of reaching targets set within the Province as well as the impact of the programmes to avoid shifting focus from impact assessment to numbers in order to reach set targets.

### **5.2.9 Number of participants in the Programme**

The Job's Programme respondent confirmed an annual increase since the year 2009. According to the Job Preparedness Programme the actual achievement from the previous question and responses it is evident that there was an increase in participants or recipients in the programme. On the Career Guidance Programme the actual achievement from the previous question and responses it is clearly indicated that there is an annual increase in the number of recipients in the programme.

The annual increase in recipients of the programmes may be a positive sign if observed from a point of assisting the youth of South Africa. However, it also reveals the high levels of youth unemployment and limited skills required in the labour market. The downside of an increase in recipients of the programmes is that there may be insufficient capacity within the NYDA to address a majority of youth concerns.

which ultimately poses a threat to the successful implementation of the NYP. The question of capacity as already discussed above showed that the programme experience an increase in recipients such an increase will ultimately have a negative impact on the NYDA in as far as resources or capacity are concerned.

#### **5.2.10 Challenges encountered in the programmes**

On the Job's Programme the question aimed to get an in-depth understanding in the pursuit of other related challenges to the implementation of the NYP. The respondent cited challenges such as the lack of information on where or how to access opportunities, the ineffective educational system of public schools in the country, young people unprepared to attend interviews, young people not adequately trained to keep their jobs and the lack of professional and, in some cases, social networks for the youth to easily access reliable information on career options or other related youth matters.

In the context of the Job Preparedness Programme the question was aimed at obtaining some insights into the challenges of implementing the programme as it directly affects the implementation of the NYP. The respondent quantified the challenges as follows;

- Targets are too high and do not correlate to with staff capacity and budget
- Young people sometimes delaying training due to their frustrations with continuously receiving different kinds of training interventions while there are no job opportunities
- Clients, particularly municipalities recruiting the wrong crowd
- Limited budget –unavailability of catering which used to be offered but is not currently.

The respondent's response to the above question in the Career Guidance Programme encapsulated the following:

- Quantitative targets are set so high that this sometimes threatens the quality of the Career Guidance services and the impact of the service.

- Budget for Career Guidance has not grown significantly over the years whereas the targets have.
- Career Development is a relatively new area and as a result, there are no specific courses that lead to new professions in this field: only very basic (one week) courses or university based degrees but nothing in between. This should however be mitigated by the current development of the South African Competency Framework for Career Development Practitioners.
- Bureaucracy, especially in procurement, slows down the pro-activeness that we want to achieve in the Career Guidance programme.
- Young people are sometimes not open to guidance; they would prefer to be told what to do which is a service that we can and will not provide.

The challenges of the programmes are significant as they guide policy and programme development. However, the challenges noted in the research data collected range from the lack of easy access to information for the youth to the challenge of high set targets that increase on an annual basis with insufficient capacity to execute the set targets. The lack of sufficient capacity particularly with the Job's Programme and Career Guidance now contradicts the responses given in the fourth question on capacity by both representatives of the Job's Programme and Career Guidance which insinuated that capacity was sufficient to accomplish their programme targets. The challenge of high targets can only be good if the issue of financial and skilled human resource is available. Unfortunately due to the shortage in capacity it is clear that successful policy is compromised. The challenge of lack of capacity ultimately re-emphasises the point made earlier of the NYDA paying much attention to quantitative targets and possibly neglecting the importance of quality or impact of their programmes towards their clients. In this case capacity involves the availability of resources to capacitate the programmes and eventually attain successful policy implementation. The lack of correlation between set targets and availability of resources to implement the programmes and reach set targets is detrimental to the successful implementation of the NYP. The lack of capacity unfortunately impacts negatively of programmes that ought to be delivering a

satisfactory service to its clients and due to owing such an inadequacy the end result experienced will undoubtedly be policy failure.

### **5.2.11 Evaluations conducted on the Programme by the Agency**

The respondent of the Job's Programme confirmed that evaluations are performed on a monthly basis by the Compliance Manager within the NYDA National Youth Service NYS and Skills Unit and also by the NYDA Monitoring and Evaluation Unit. Specific required documents for monitoring and evaluations are monthly consolidated performance reports, verification sheet and confirmation letters from employees.

The Job Preparedness respondent confirmed that evaluations do occur often via the monitoring and evaluation department within the NYDA to check the impact of the programmes on the youth and see if they meet their objectives.

The Career Guidance respondent confirmed that evaluations are conducted on a monthly basis to ensure that targets are reached. However, evaluations on impact assessments are not yet conducted with the Career Guidance programme.

Evaluations are also an integral part of successful policy implementation. De Groff and Cargo (2009:56) argue that evaluations can help recognise the importance of other evaluation purposes and methodologies such as process evaluations for the purpose of understanding the effect of why pre-set outcome was or was not achieved. In as far as the programmes of the NYDA are concerned evaluations seem to be taking place. However, what seems to be questionable is whether impact evaluations are conducted extensively to further understand the level of impact their programmes have on the youth and the work environment. The Career Guidance Programme's impact assessment for instance has not yet been evaluated which may mean much focus is on reaching targets set which will ultimately compromise the quality of the service offered by the programme. This will have a negative ripple effect in the successful implementation of the NYP as the programme will ultimately be perceived by the youth as only chasing targets with little or no regard for the quality offered.

### 5.2.12 Recommendations to improve the implementation of the programme

The purpose of the question was to obtain some insight in as far as improving the Job's Programme for implementation was concerned. The respondent stated that the programme should be structured to recruit, train and prepare, place and sustain youth in job opportunities available within public and private organisations. The respondent also noted the following points as worthy of being considered by the Agency:

- Target specific vacancies and employers with pipelines of needed potential recruits.
- Recruit and assess young job seekers who are South Africans, and are at risk of long term unemployment.
- Train and prepare youth with the potential to take up available opportunities.
- Match the young job seekers to a job and an employer where there is a possibility of the job seeker being successful and maintaining his/her job
- Monitoring and Evaluation of the impact of the programme.
- Exit preparation for beneficiaries at the end of their learnership / internship programme period.

Owing to the challenges stated above, the Job Preparedness respondent recommended that the time frame allocated to training sessions should be increased, the catering service should be reinstated as NYDA personnel are compelled to release participants during lunch hours. Finally, the respondent said that there is a need to work with companies that provide opportunities (potential employers) in order to tailor-make the training to their current needs and get some form of partnership or commitment to employ the young people with the necessary skills and or qualifications who have attended Job Preparedness Programme.

The Career Guidance representative of the programme had the following points as her recommendation:

- Improve Career Guidance to (rural) out-of-school youth: a target group that is not easy to reach and for which there is not much Career Guidance content available. We are working on this via a cooperation with the Department of Labour.
- Improve Career Guidance to (rural) out-of-school youth: a target group that is not easy to reach means that there is not much Career Guidance content that will be available to those in need of it.
- Conduct impact evaluation to guide future developments in Career Guidance programmes.

The recommendations offered in this study by the representatives of the programmes provide guidelines on what ought to be done to improve the programmes and make them more effective. The challenge of a mismatch in skills required by the work environment, high youth unemployment and a lack of impact evaluation within programmes such as the Career Guidance Programme will definitely have a negative effect in the implementation of the NYP, because the problem of high youth unemployment will persist without measures put in place by the NYDA and its stakeholders.

### **5.3 ANALYSES OF THE RESPONSES OF THE RECIPIENTS OF THE JOB'S PROGRAMME, JOB PREPAREDNESS PROGRAMME AND CAREER GUIDANCE PROGRAMME**

#### **5.3.1 Understanding the role of the NYDA**

Recipients of the Job's Programme were asked on what their understanding of the role of the NYDA was. Twelve out of the fifteen respondents within the programme responded by stating that the NYDA assists the youth in linking them to available job opportunities in the labour market. Only three of the respondents had an impression that the NYDA directly provides the youth with a job.

With regard to the Job Preparedness Programme only 10 out of the 15 recipients understood the role of the NYDA to be an agency that links the youth to job opportunities available within the labour market and trains the youth in basic skills

required to access the work environment. However, five recipients thought that the NYDA was responsible for providing jobs to unemployed youth.

In the responses given about the Career Guidance Programme, 14 out of 15 recipients responded to the above question by stating that the NYDA's role is to empower the youth in choosing career paths as well as to provide information on entrepreneurship. The remaining perceived the NYDA to being an entity that provides jobs for the youth.

### **5.3.2 Content of the different programmes that the NYP offers**

The question aimed to investigate whether the recipients were aware of the NYP as well as the content of its programmes. All of the recipients in all three programmes (45 out of 45) recipients stated that they had not heard of the NYP but were aware of the programmes they participated in. The lack of information with regard to the NYP places the youth and the agency at a disadvantage because the youth will not be fully aware of the role of the NYDA so as to use that information to their advantage. The NYDA may also experience the problem of the youth not efficiently utilising the services offered by the NYDA thus not successfully implementing the NYP.

### **5.3.3 Training and/or consultation session offered by the NYDA**

The question probed whether the recipients had ever attended a training or consultation session or utilised the services offered by the NYDA and they were asked to specify the programme if the answer was yes. A total of 15 out of 15 recipients confirmed that they had utilised the service of the NYDA under the Job's Programme by submitting their CV's online as it is an online service. In the Job Preparedness Programme, 13 out of 15 recipients confirmed that they have attended the programme to be trained on, for instance drafting of CV's, preparations for interviews, how to project a professional image to mention but a few. In the Career Guidance Programme all recipients confirmed that they had attended the programme which focused on career options available particularly within the labour market.

The attendance of training sessions or the utilisation of services offered by the NYDA helps the youth to benefit by acquiring basic work related skills and the NYDA benefits as well by being able to meet its set targets and accomplish its agenda of providing a service to the youth. However, the challenge is that an extensive impact assessment

seems to be lacking by the NYDA to help determine a true sense of how impactful their programmes are

#### **5.3.4 Context (social, political and economic realities) of the challenges facing the youth**

The context, as one of the important aspects in policy implementation in terms of social, political and economic inadequacies experienced in the larger society in the apartheid period, manifested in various forms and created challenges which included lack of skills with inadequate education. The challenge of high levels of unskilled youth has created a legacy which still has to be addressed as it impacts negatively on economic growth as many of the youth are unemployed. The government through the NYDA however, hosts the NYP which is a tool for addressing youth concerns. With regard to the above mentioned question, 11 out of 15 recipients within the Job's Programme thought that the NYDA is aware of the context of the challenges facing the youth, of because the government through the NYDA prioritised the youth by providing a platform to address all youth matters. The NYDA also assists the youth in specific matters such as training the youth and providing the youth with career options in order to integrate them into the economy and be participants and beneficiaries of it. The remaining 4 out of 15 thought the NYDA did not understand the problems encountered by the youth: they claimed that the assistance given to the youth in the form of job placement in the available job opportunities was not sustainable.

In the Job Preparedness Programme, 14 out of 15 agreed that the NYDA understands the context of the challenges facing the youth, because it provides a platform in which the youth can be connected to the labour market and also provides basic skills needed to function effectively in the work environment. Only one recipient thought the NYDA was not aware of the context of the challenges encountered by the youth, because the training and information given by the NYDA is not sufficient for unskilled youth. There is always a limited chance of the youth not sustaining their jobs if employed after the training.

Of the recipients of the Career Guidance Programme 9 out of 15 recipients confirmed that the NYDA understood the context of their challenges, because it provides a platform for the youth to be trained for the work environment which attempts to integrate the youth into the economy of the country. The NYDA also provides advice

on careers to widen the options available to the youth, particularly with those with school leaving certificates. There are, however, 6 out of 15 recipients who thought the NYDA does not understand the context and depth of youth challenges, because its impact is not sustainable. A large number of the youth are trained within the NYDA programme but still do not gain any form of meaningful work experience.

The importance of the NYDA in understanding the challenges encountered by the youth is paramount in the agenda of the NYDA. This includes the youth's perception of the image and role of the NYDA. However the challenge is in the successful implementation the NYP to further enhance the idea that the NYDA truly understands youth challenges and is committed to assisting the youth

### **5.3.5 Capacity of the NYDA to provide services to the youth**

The question probed into the NYDA's capacity to provide an excellent service. In the Job's Programme, 12 out of 15 recipients thought that the NYDA has the capacity to provide an excellent service as it was able to connect them to internships. However, 3 out of the 15 argued that the NYDA did not have the capacity and it seemed as if there was inadequate staffing to link the youth with job opportunities. With regard to the Job Preparedness Programme, 13 out of 15 recipients thought that the NYDA has the capacity to deliver an excellent service and 2 out of 15 recipients thought that there was a lack of capacity, because the implementation of the programmes is slow. Finally, in the Career Guidance Programme, 14 out of 15 recipients thought that NYDA had the capacity to provide an excellent service, but the financial resources can perhaps hinder them from reaching more of the youth in need of the service.

The perception of the Agency having sufficient capacity to assist the youth in youth related matters is a positive sign to successful policy implementation. However, with the reality of insufficient capacity noted by the representative of the NYDA, the Agency has to devise a strategy on how best it can provide sufficient capacity before its image is put into disrepute.

### **5.3.6 Commitment in the NYDA to the successfully implement the Programme**

In all three programmes a total of 45 recipients thought that the NYDA officials were committed to the implementation of the programmes. However, financial resources to help employ and train more staff members to assist in reaching more of the youth in

townships can perhaps be a challenge. Commitment is an important factor in the implementation of policy and such a perception can aid the NYDA to work effectively in providing a service. Lack of commitment of the NYDA would definitely hinder or reduce speedy implementation of the NYP. Commitment however also needs not only the staff of the NYDA but also the youth to be able to transfer information to the right recipients thus accomplishing policy implementation.

### **5.3.7 Benefits of the services offered by the NYDA**

The recipients (45 out of 45) in all programmes confirmed to have benefited from the programmes by either being called for an internship through the Job's Programme or trained through the Job Preparedness Programme or received some form of career guidance through the Career Guidance Programme.

The service has benefited the recipients in one form or the other. However, the pace and impact of the benefits are not clearly understood as there is not an extensive monitoring and evaluation system or at least, it does not seem to be used to its optimum

### **5.3.8 Followed-up on the application of the information shared**

The recipients (45 out of 45) in all the programmes mentioned for the purpose of this research study confirmed that no employee from the NYDA had contacted them specifically to check on their progress. The recipients confirmed that the only contact they got from the NYDA was either for an available job opportunity or training in other related programmes.

The response given by the recipients supports the analysis of the previous question and response of a lack of an extensive monitoring and evaluation system which focuses on understanding the impact of the programmes. The lack such an initiative which can be accomplished by contacting the past recipients of the programmes affects the NYDA, because it will not obtain the true reality of the impact of their programmes.

### **5.3.9 NYDA and its coalitions**

Recipients in all three programmes were asked to give their view on specific institutions or organisations that the NYDA ought to form coalitions with if they had

any institution in mind. Recipients in all the programmes responded by stating that the NYDA has to form coalitions with all public and private institutions. The learning institutions such as universities, Sector Education and Training (SETA's) and the Department of Trade and Industry (DTI) through its National Youth Service Programme (NYSP). The recipients stated that they believe such interventions would strengthen the ability of the NYDA to impact a wider youth community in terms of skills development as the institutions listed above attempt to address the problem of high levels of youth unemployed owing to lack of appropriate skills required by the labour market

According to the data collected, it is clear that there is inefficient communication or effective advertising of the NYDA in terms of the institutions that the NYDA is linked to. This is, however, evident by the fact that the majority of the youth is not aware of the coalitions formed by the NYDA with the above institutions even though they already exist as stakeholders of the NYDA.

### **5.3.10 Recommendations to improve the NYDA Programmes**

The question posed to recipients aimed to get a perspective on what could be done to improve the programmes. Recipients on the Job's Programme thought that the NYDA should contact them after their learnerships to verify whether they were able to keep or secure a permanent or a sustainable job. In the Job Preparedness Programme the recipients thought that the catering service which was provided before should continue to be able to attend the programme for longer hours as opposed to breaking off at lunch hours. With regard to the Career Guidance Programme, recipients preferred to have known about available career options much earlier than school leaving in order to make informed decisions on career options based on unlimited information.

Recommendations are also significant in improving programme implementation as they shape the delivery on the programmes to recipients if acknowledged and implemented. The challenge of not making follow-ups on recipients may provide a false picture of youth employment as the youth could possibly be unemployed after the learnerships or internships. The lack of financial resources to fund the catering service may affect the sustainability and quality of the Job Preparedness Programme as the content of the programme was designed to be delivered within a full day. Due to the lack of catering services offered that meant that the programme would now

have to be executed within half a day thus compromising on the quality of the programme and may possibly not encourage particularly the unemployed youth who depend on the meal to attend the programme. The need to effectively assist the youth in career guidance during the early stages before reaching Grade 12 is significant as it will also assist the youth to be exposed to key information on what skills are in short supply in the labour market and to make informed career decisions at an early stage. A combination of such factors mentioned and tracking post learnership recipients to provide them with information on scarce skills will ultimately help make the NYP more effective through its programmes.

### **5.3.11 Future participation of in the NYDA programmes**

The purpose of the question was to examine whether the recipients of the programmes would refer their acquaintances to the NYDA. Forty out of forty-five recipients in all the programmes confirmed that they would refer an acquaintance, because they learnt skills such as CV writing and were exposed to knowledge of what is expected of an employee within the labour market. The recipients also stated that the NYDA is helpful to a beginner in the job market in terms of providing career guidance and training the youth with basic skills required in the job market and ultimately linking the youth to various job opportunities. However, the majority of recipients argued that even though the services of the NYDA are useful they are not sustainable in as far as being employed on a permanent basis or obtaining long term work contracts with hiring institutions. Only five out of 45 of the recipients thought they would not refer any youth individual to the NYDA due to lack of lack of a mechanism within the NYDA that ensures that the internships or job opportunities provided to the youth through the NYDA are sustainable.

According to the data collected there is definitely evidence that the youth who have benefited from the programmes of the NYDA will encourage other youth to participate in the programmes to obtain basic working skills which will enhance the speedy implementation of the NYP. However, the perception of the lack of sustainability of the of jobs offered through the NYDA programmes could also hinder the progress of effectively implementing the NYP.

## 5.4 CONCLUSION

There are many things that can be used to achieve success in policy implementation and the environment is no exception. Policy environment becomes critical, for without the environment policy cannot be developed or implemented. A conducive environment with other factors combined increases the chances of successfully implementing policy. Thus, the chapter first discusses the environment with internal and external factors that contribute to a policy environment. Having discussed the environment of policy implementation, the chapter briefly outlines the evolution of policy implementation theories, the steps in understanding implementation as well as the process of policy analysis which all occurs within a policy environment. The approaches to policy implementation which are the top down and the bottom up approach helped in understanding the nature of policies from both approaches to determine what kind of an approach the NYP falls under in order to provide some possible solutions for successful policy implementation. A presentation and analysis of both the representatives and recipients of the programmes subject to the research study were then discussed with the aim of understanding both perspectives of the representative and recipients in terms of the programmes implemented with the aim of successfully implementing the NYP. From the information from the data collected it was evident that the lack of capacity and a lack of extensive impact assessment of the programmes means that successful policy implementation would highly be unlikely.

## **CHAPTER 6: A SUMMARY OF CHAPTERS AND RECOMMENDATIONS OF THE CHALLENGES EXPERIENCED BY THE NYDA IN THE IMPLEMENTATION THE NATIONAL YOUTH POLICY**

### **6.1 INTRODUCTION**

The previous chapter presented a detailed analysis of the responses of the respondents ranging from the programme representatives of the NYDA to the recipients of the programmes. The initial aim was to understand the role of the NYDA in the implementation of the NYP. Understanding the role of the NYDA in its implementation of the NYP was to be measured against the programmes hosted by the NYDA within the Skills Development Unit. It is through the programmes selected for the purpose of this research study that the NYP would be evaluated on whether it is effectively implemented by the NYDA.

Through the questionnaires much information from all participants about the youth including the challenges confronted in implementing the NYP was obtained. It was discovered that in as much as the NYDA was having initiatives in implementing the NYP the NYDA was also ineffective in some aspects. Some of the aspects which showed inefficiencies in terms of attaining successful policy implementation involved a lack of capacity in the form of human resources within the Job Preparedness Programme which has a negative effect on successful policy implementation as far as the 5-C Protocol Model used for analysis was concerned. The final chapter first provides a summary of all the chapters of the study and then discusses the challenges experienced by the NYDA in the process of implementing the NYP. The chapter ultimately, provides recommendations to the challenges outlined within the research data collected.

### **6.2 SUMMARY OF CHAPTERS**

Chapter one presents the study with the aim of assessing the role of the NYDA in the implementation of the NYP. The chapter provides a literature review as support for the research study. The chapter also outlines the motivation, objectives and research

methodology used to obtain the data which was then used for analysis presented in the fifth chapter.

Chapter two focuses on the conceptualisation of the role of the NYDA in the implementation of the NYP (2009) within the discipline of Public Administration. A brief discussion on the discipline of Public Administration and Public Policy was explored and most importantly how both concepts fit into the discipline of Public Administration. The process of policy making is also explained coupled with how politics plays a significant role in the policy making. The significance of Public Administration in the process of policy making and implementation is also explained as well as the 5-C Protocol Model which is a model used to analyse the responses from research participants to assess whether there is proper policy implementation of the NYP by the NYDA.

Chapter three presents the legislative and policy framework for the NYDA and skills development in South Africa. The aim was to understand the legislative and policy framework that the South African government had put in place to address youth issues such as unemployment and lack of skills required in the labour market. The chapter also outlines policy framework by providing a youth legislative background. The legislative background contains policy frameworks that have an influence on the formation of the NYP as it was developed on the basis of other related policy frameworks that aimed to address issues related to skills shortage.

Chapter four concentrates on the policy environment and the significance of understanding policy implementation in the implementation of the National Youth Policy. The chapter first outlines the policy environment which is linked to that of the NYP and then discusses the importance of understanding the implementation of policy with specific reference to the NYP.

Chapter five focuses on the presentation and analysis of the research results. Questions and responses of the representatives of the all the programmes subject to this research study and an analysis are presented followed by another presentation of questions and analysis of responses from recipients of the programmes.

The aim of the chapter was to expose the challenges encountered by all participants but mainly the NYDA employees in the process of implementing the NYP. The

assessment of success or failure in policy implementation was determined by the use of the 5-C Protocol model.

Chapter six presents a summary of chapters of the study and thereafter discusses the challenges confronted by the NYDA in the process of implementing the NYP. The aim of these chapters was to expose the challenges encountered by all participants but mainly the NYDA employees in the process of implementing the NYP. The assessment of success or failure in policy implementation was determined by the use of the 5-C Protocol Model. The chapter ends by providing recommendations as probable solutions to the challenges faced by the NYDA as a custodian of the NYP.

### **6.3 THE CORE CHALLENGES IN THE IMPLEMENTATION OF THE NATIONAL YOUTH POLICY**

Policy is often developed to address a perceived problem in society. However, in the process of implementation, there are also challenges that are encountered particularly by those given the responsibility of implementing policy. General challenges involving policies and programmes of policy implementation are first outlined followed by a presentation of the core challenges encountered by the NYDA in the implementation the NYP.

#### **6.3.1 Policies**

There is often a gap between policy and implementation and the gap can be caused by numerous factors. The gap formed between policy and the actual implementation often reveals policy failure and therefore ought to be addressed by all stakeholders who are involved particularly those responsible for implementation. According, to Gyimah-Brempong and Kimenyi (2013:20) the first challenge is the limitation of data for conducting an assessment of the problems encountered by the youth. The data of unemployed youth due to a mismatch in skills is often not captured and therefore can be misleading in the sense that those youth groups may be assumed as unemployed owing to lack of appropriate formal training.

Secondly, the effectiveness of jobs depends on the availability of jobs created and economic growth. This means that for programmes such as the Job's Programme,

Job Preparedness and Career Guidance to be implemented successfully there are supporting factors such as the quality of jobs offered that have to be considered. This translates into improving the quality of jobs so as to meet the standards of decent work as stipulated by labour laws such as the International Labour Organisation (ILO). Thirdly, there is the lack of comprehensive policies linked to National Development Plans and macro-economic policies. The challenge is often that policies work in different tracks. For instance, youth policies will focus on youth issues and education policies will focus on educational matters. This often manifests as a separation of powers between the two departments or categories with less emphasis on their integration. In the case of the NYP, the policy is a comprehensive policy influenced by a variety of legislative policy frameworks as already stated in chapter three, however the challenge is proper policy implementation.

Gyimah-Brempong and Kimenyi (2013:20) describe the fourth point as the lack of knowledge among the public in terms of the costs utilised in funding the programmes. In as much as large sums of resources can be needed to help address youth concerns the challenge of the general public not being adequately informed on the direct and indirect funding sources utilised to advance the interest of the youth can often be a problem particularly if fewer resources are availed of a programme with tremendous positive impact. The fifth point raised by Gyimah-Brempong and Kimenyi (2013:20) is that the government often struggles to conduct appropriate monitoring and evaluation processes to assess the capability of the programmes.

In addition to the challenges of implementing youth policies, Makinde (2005:65) highlights the fact that sometimes the reason why policy cannot be successfully implemented can lie within the policy itself. This means that the policy can stifle the process of implementation if it is commanding in nature or it is a policy that emanates from government and ignores its recipients who ought to be the primary supporters of policy formations as the policy has a direct bearing on them. The top-down approach as mentioned earlier can be frustrating to policy implementers as they may be less or no synergy between what governments decides to do and what the general public or targeted group expects government to help address a perceived challenge.

The lack of continuity can also pose a threat to policy implementation as there may be a lack of continuity in programmes which are a significant tool for implementation if implemented and monitored well. The challenge of a government initiating programmes and after its term lapses another government embarks on new programmes abolishing those of the old government causes a lack of continuity which can have a negative impact on the recipients of the relevant programmes (Makinde 2005:67). In the case of the NYDA, programmes such as the Jobs Programme and Job Preparedness Programme existed before the current government under President Jacob Zuma. The programmes were fortunately inherited from the previous democratic governments which is a positive sign for continuity.

### 6.3.2 Programmes

Programmes may also experience some challenges during the course of implementation which can constrain the process of policy implementation as a whole. General challenges of policy implementation through programmes are outlined followed by specific challenges collected from the data in as far as the implementation of the NYP is concerned. According to Decker (1990:1), programme failure can be caused by a number of factors such as inappropriate content, insufficient implementation or low achievement on results expected from the programme. According to Mihalic *et al.* (2004:3) programmes can encounter challenges on the basis of the following:

i) The lack of administrative support

In order for a programme to be deemed as successful in its implementation, administration plays a crucial role, because the ability to decide whether a programme can be adopted or not is often determined at an administrative level, while the decision on implementing the programme is often influenced by officials on the ground level of government such as programme coordinators as they interact daily with the recipients of the programme. Administrators also have the capacity to decide on the distribution of the resources to successfully implement the programme. However, if there is little or no administrative support it can be impossible to achieve successful programme implementation which has a negative impact on policy implementation (Mihalic *et al.* 2004:3)

ii) The lack of agency stability

The high rate of staff turnover or commitment on employees and the employers can often have a negative impact on the successful implementation of the programme. The quality of the programme in Mihalic's (2004:4) view can often be compromised owing to a high rate of staff turnover and that can also decrease the pace of implementation.

iii) The lack of a shared vision

The lack of coalitions with a shared vision can be a hindrance in the successful implementation of the programme as different views may arise driven by competing philosophies which may ultimately cause division among decision-makers or programme implementers and ultimately causes a delay in programme implementation

iv) The lack of sufficient interagency links

The more effective clients and coalitions agencies implementing a programme that has a stable and wider network the better the chances of it succeeding in facilitating its programme(s) and successfully executing its programme. The challenge however is if the opposite is the case. In as much as policy implementation requires relevant stakeholders as it cannot successfully implement a policy as a single entity, the same would be the case in as far as a programme is concerned.

v) The lack of qualified and motivated staff

The adoption of a programme by administrators may not translate to successful programme implementation particularly if the staff is not adequately trained and motivated. Mihalic *et al.* (2004:5) claims that the sustainability of the programme will be determined by a capacitated and motivated staff as it is known that without motivation a high rate of staff turnover is experienced. This would also delay the implementation of the programme. A shared morale, effective communication as well as a mind-set of ownership of the implemented programmes will help increase the pace and feasibility of the programme.

In the case of not achieving expected results it is appropriate to investigate the probable shortcomings of the programme such the manner in which the programme

was implemented. This would entail verifying whether the implementation of the programme was in accordance with the agreed plan in proportion to available resources. In the case where the outcomes of the programme were attainable an appropriate evaluation method must be applied and should be valid and reliable. Having briefly identified some of the general challenges of policy implementation the core challenges faced by the NYDA are also will briefly discussed below.

### **6.3.3 NYDA core challenges**

In the research data collected, the representatives of the NYDA programmes were requested to respond to a number of questions which included the challenges they encountered in implementing the programmes. The purpose of the question was to obtain an in-depth understanding of the challenges the representatives experienced in implementing the programmes and the NYP as a whole.

The representatives of the three evaluated programmes quantified a number of challenges. However, five significant challenges will be explored. The first challenge to be explored in this research study is contextualised by social, political and economic realities which involve high levels of youth unemployment in South Africa often linked to the underpinnings of limited or unavailable skills required in the labour market. The high levels of unemployment have plagued South Africa's socio-economic stability and a majority of the youth are still faced with a lack of jobs coupled with the problem of not having work experience.

The second challenge involves the high set targets with insufficient capacity both human and financial resources to match the set target. The reality of not having sufficient capacity and being expected to reach ever increasing annual targets has negative effects on the quality of the service expected to be delivered. Any positive effect will obviously be compromised as the focus seems to be more on numbers reached instead of the quality equated with the number of recipients of the programmes.

The third challenge is that of a lack of adequate coalitions which manifests in not matching young job seekers to job opportunities where the seekers are highly unlikely to secure the jobs for a sustainable period. The challenge of a mismatch in skills is also one of the problems that if not addressed can even exacerbate the high

levels of unemployment. This reveals an ineffective coalition with the NYDA stakeholders both internally and externally.

The fourth challenge is the problem of a commitment in applying strong impact assessment initiative of the programmes by the NYDA. The lack of such an assessment leads to the challenge of merely meeting targets and shifting the focus from the impact the programme has on its recipients. The imbalance experienced between meeting high set targets and the impact of the programmes ultimately gives a false perception of the effectiveness of the NYDA which also creates a false impression of effective policy implementation. The need for a renewed commitment within the NYDA to ensure a strong impact assessment initiative across all its programmes and the three programmes mentioned in this study in particular is crucial.

The fifth challenge which does not emanate from the NYDA representatives is improper policy implementation of the NYP by the NYDA. An example of improper policy implementation is that drawn from the research data collected where (45 out of 45) or a 100% of the recipients of all three programmes that participated in the research study had never heard of the National Youth Policy which is a guiding document that ought to be known by the youth with the aid of marketing and training sessions offered by NYDA so that youth has in-depth knowledge of the responsibilities of the NYDA as a custodian of the NYP. The recipients of the programmes involved in the study had limited information of other programmes of the NYDA except those they participated in. The challenges stated above are contributing factors to the lack of a successful policy implementation as they hamper the speed at which services through the NYDA's programmes can be effectively delivered.

## **6.4 RECOMMENDATIONS**

Having noted the presentation and analysis of the research study measured against the 5-C Protocol as a model of analysis used in the fifth chapter as well as the challenges encountered by the NYDA in successfully implementing the NYP in this final chapter, recommendations are now outlined to provide probable solutions to improve the implementation of the NYP under the NYDA. The recommendations will

also be aligned to the 5-C Protocol Model as an instrument used to measure successful policy implementation.

The context of inequalities in political and socio-economic realities in ensuring policy implementation is a major problem which ought to involve all stakeholders including those within the public and private sector. In as much as the NYDA has stakeholders that vary from training institutions to employment organisations within the labour market, the NYDA should strengthen its relationships based on detailed agreements that stipulate how organisations partnering with the NYDA plan to reduce youth unemployment. The agreements should be monitored by the NYDA and be evaluated in terms of the impact that those organisations have in partnering with the NYDA to speed up policy implementation.

The challenge of capacity which was identified in the data collected particularly within the Job Preparedness Programme and the Career Guidance Programme in chapter five has to be addressed by the NYDA management as it slows the process of policy implementation. According to the data collected, the NYDA representatives when asked a question on the kind of support they receive from the Head of the Skills Development Unit stated that the Head of the Skills Development Unit is involved in supporting issues such as implementation of the programmes and capacity building. In the case of the Head of Skills Development providing capacity building the Head should ensure that she provides resources equivalent to the targets made to avoid compromising the quality of services offered through the programmes. It may often be advisable to perhaps achieve more results with fewer resources. However, in the case of targets set too high for actual capacity to meet the targets is definitely an indication of a forthcoming failure in terms of successfully implementing the NYP particularly if the impact of the programmes on the recipients is considered.

In the process of maintaining strict impact assessments of the programmes, a revised commitment on the part of the NYDA Monitoring and Evaluation team becomes a key component. According to the data collected in chapter five on the recipients of the programmes a 100% confirmed to had not received any contact from the NYDA after being placed on a job opportunity or an internship. The NYDA ought to improve on making a follow-up especially on trained and placed youth in the

labour market to be able to measure the impact of the programmes and to be obtain feedback on what could be improved in the programme. The assessment of the impact of the programmes will portray a true sense of how successful or unsuccessful the implementation of the NYP is and thus enable the development measures to constantly improve it.

The challenge of a mismatch in skills is a challenge which was raised by the representatives of the programmes that participated in the study. The challenge revealed a lack of appropriate coalitions with relevant clients. The NYDA should carefully select relevant applicants for available jobs considering the skills of the youth applicant in his or her training sessions through the Job Preparedness Programme and the Job's Programme's data base to place them in the labour market. Skilled youth if placed within job opportunities with some basic skills within a particular field of study will be likely to perform and maintain their jobs as opposed.

The main challenge is that of a lack of proper implementation of the NYP. According, to the data collected from the recipients it was noted that the youth were not aware of other programmes of the NYDA except for those they participated in and a 100% of the recipients were not aware of the NYP but were aware of the programmes they attended. The content of the policy as stated above serves as a guideline for the youth to be aware of the responsibilities of the NYDA as well as their responsibility in utilising the services offered by the NYDA through its programmes.

## **6.5 CONCLUSION**

The high levels of unemployment and a lack of relevant skills among the youth are an unfortunate circumstance that many countries around the world have to address and South Africa is no exception. Despite the current government's attempts to reduce youth unemployment in the country through various programmes such as those of the NYDA, South Africa is still counted amongst the countries with high levels of youth unemployment.

According to the data collected from both the representatives and recipients of the NYDA's programmes, it can be concluded that the current pace of policy implementation is not satisfactory considering the impact that the programmes have on the youth who utilise or that have utilised the services of the NYDA. The NYDA's

role in the implementation of the NYP particularly in resolving some of the challenges discussed above has been identified as lacking the capacity to successfully implement the NYP. According to De Groff and Cargo (2009:49), policy implementation involves a process of carrying out government's decisions. The challenges that confront the NYDA are experienced within the process of policy implementation and ought to be addressed as they hamper the possibility of a speedy implementation of the NYP. The challenges outlined in this chapter reveal some of the factors that cause an improper policy implementation hence the provision of the recommendations. The recommendations offer possible solutions to the current problems as the study aimed to assess the role of the NYDA in the implementation of the NYP and to also investigate the factors that hinder a successful policy implementation of the NYP through the assessment of a few selected programmes for the purpose of this study.

The chapter has provided a summary of the chapters within the study followed by a brief discussion of the challenges experienced by the NYDA in the implementation of the NYP. The application of the 5-C Protocol Model in the research study was used as a yardstick to rate the improper implementation of the NYP.

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## **Appendix 1: INTERVIEW SCHEDULE**

### **Questions to the representative of the Job's Programme of the National Youth Development Agency (NYDA) within the Skills Development Unit.**

1. What is your understanding of the role of the NYDA in the implementation of the National Youth Policy?
2. Is the content of the National Youth Policy appropriate for the encouragement of skills development among the youth?
3. In your opinion, what is the context (social, political and economic realities) that influences the implementation of this programme?
4. Is there sufficient capacity in the form of human and financial resources to adequately implement the Programme?
5. What kind of commitment or support do you receive from the Head of the Skills Development Unit or the Agency as a whole in support of the implementation of the Programme?
6. With whom do you form coalitions in support of this Programme and are these coalitions beneficial for the implementation of the Programme?
7. What are your main responsibilities in as far as the Programme is concerned?
8. How many beneficiaries benefit from the Programme on an annual basis within the Gauteng Province?
9. Has the number of participants in the Programme increased or decreased since the year 2009?
10. Are evaluations conducted on the Programme by the Agency, if yes when did the evaluations begin and how often are evaluations conducted?
11. What challenges have you encountered since you started being involved in the Programme?
12. What recommendations would you give to improve the implementation of the Programme you are involved with?

## **Appendix 2: INTERVIEW SCHEDULE**

### **Questions to the representative of the Job Preparedness Programme of the National Youth Development Agency (NYDA) within the Skills Development Unit.**

- 1 What is your understanding of the role of the NYDA in the implementation of the National Youth Policy?
- 2 Is the content of the National Youth Policy appropriate for the encouragement of skills development among the youth?
- 3 In your opinion, what is the context (social, political and economic realities) that influences the implementation of this programme?
- 4 Is there sufficient capacity in the form of human and financial resources to adequately implement the Programme?
- 5 What kind of commitment or support do you receive from the Head of the Skills Development Unit or the Agency as a whole in support of the implementation of the Programme?
- 6 With whom do you form coalitions in support of this Programme and are these coalitions beneficial for the implementation of the Programme?
- 7 What are your main responsibilities in as far as the Programme is concerned?
- 8 How many beneficiaries benefit from the Programme on an annual basis within the Gauteng Province?
- 9 Has the number of participants in the Programme increased or decreased since the year 2009?
- 10 Are evaluations conducted on the Programme by the Agency, if yes when did the evaluations begin and how often are evaluations conducted?
- 11 What challenges have you encountered since you started being involved in the Programme?
- 12 What recommendations would you give to improve the implementation of the Programme you are involved with?

### **Appendix 3: INTERVIEW SCHEDULE**

#### **Questions to the representative of the Career Guidance Programme of the National Youth Development Agency (NYDA) within the Skills Development Unit.**

1. What is your understanding of the role of the NYDA in the implementation of the National Youth Policy?
2. Is the content of the National Youth Policy appropriate for the encouragement of skills development among the youth?
3. In your opinion, what is the context (social, political and economic realities) that influences the implementation of this programme?
4. Is there sufficient capacity in the form of human and financial resources to adequately implement the Programme?
5. What kind of commitment or support do you receive from the Head of the Skills Development Unit or the Agency as a whole in support of the implementation of the Programme?
6. With whom do you form coalitions in support of this Programme and are these coalitions beneficial for the implementation of the Programme?
7. What are your main responsibilities in as far as the Programme is concerned?
8. How many beneficiaries benefit from the Programme on an annual basis within the Gauteng Province?
9. Has the number of participants in the Programme increased or decreased since the year 2009?
10. Are evaluations conducted on the Programme by the Agency, if yes when did the evaluations begin and how often are evaluations conducted?
11. What challenges have you encountered since you started being involved in the Programme?
12. What recommendations would you give to improve the implementation of the Programme you are involved with?

## Appendix 4: SELF-ADMINISTERED QUESTIONNAIRE

**Interview questions to the recipients of the Job's Programme, Job Preparedness Programme and Career Guidance Programme of the National Youth Development Agency (NYDA) in the Skills Development Unit.**

1. What is your understanding of the role of the NYDA?

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2. Are you aware of the NYP and the content of the different programmes that they offer?

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3. Have you ever attended training or a consultation session or utilised the services offered by the NYDA? If yes, under which Programme?

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4. In your opinion, do you think the NYDA is aware of the context (social, political and economic realities) of the challenges facing the youth?

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5. Do you think the NYDA had or still has the capacity to provide an excellent service to the youth based on experience?

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6. Would you say that the NYDA officials were committed to the successful implementation of the Programme that you participated in?

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7. How has the service benefited or not benefited you? Explain.

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8. Ever since you participated in the Programme or consulted with the NYDA, was there anyone from the NYDA that followed-up on whether you are progressing or applying the information shared with you during your previous engagement with them?

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9. Are there any organisations or institutions that you believe the NYDA should be in coalition with? If yes, please indicate the institutions that you think will be appropriate and why?

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10. What recommendations would you give to improve the Programme you are involved in?

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11. Would you encourage an acquaintance to participate in the programme that you participated in that was offered by the NYDA? Please explain.

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