ASSESSING THE IMPLEMENTATION OF THE NATIONAL YOUTH SERVICE PROGRAMME IN THE GAUTENG PROVINCE, DEPARTMENT OF ROADS AND TRANSPORT

by

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Thesis presented in partial fulfilment of the requirements for the degree Master in Public Administration in the Faculty of Management Science at Stellenbosch University

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December 2017

DECLARATION

By submitting this thesis electronically, I declare that the entirety of the work contained therein is my own, original work, that I am the sole author thereof (save to the extent explicitly otherwise stated), that reproduction and publication thereof by Stellenbosch University will not infringe any third party rights and that I have not previously in its entirety or in partsubmitted it for obtaining any qualifications.

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ABSTRACT

The aim of this study was to assess the implementation of the National Youth Service Programme (NYSP) in the Gauteng Province, Department of Roads and Transport. A study of this nature was vital, given the relatively high rate of youth unemployment; school drop outs and shortage of skills in South Africa. The programme was assessed against the objectives of the study; which were, interalia, to determine the specific skills programmes offered to youth on the National Youth Service Programme; to gauge the perceptions of Programme officials, Learners, Project managers and Training Providers on the implementation of skills programmes of the National Youth Service Programme. Thirty (30) participants were purposively selected from different categories within the Gauteng Province, Department of Roads and Transport; including Programme officials, Project managers, Training providers and learners. The study found that various skills programmes were provided to young people on the National Youth Service Programme, including project management, entrepreneurship, facilitation and instructor courses, road safety and driving licence qualification. In view of these results, it was recommended that initiation of skills programmes on the NYSP needs to be improved through learner involvement, coordination of experiential learning activities and diversification of learnerships to accommodate learners' skills needs.

OPSOMMING

Die doel van hierdie studie was gemik op dieassessering an die implementering van die Nationale Jeug Dienste Progam in die Gauteng Provinsie en die Departement van Vervoer en Paaie.'n Studie van hierdie aard was uiters essensieel, gegewe die relatiewe hoe verhoudings persentasie van wekloosheid onder die jeug; vroee skool verlaters en die tekort aan vaardighede in Suid Afrika. Die program was geraam teen die doelwit van die studie; wat in die geheel onder andere die bepaling was van die spesifieke vaardighede programme wat deur die Nasionale Jeug Dienste Program aangebied word.Om die persepsie te skat van die Program beamptes. Leerders, projek bestuurders en die opleidings verskaffings in die implementering van die vaardighede van die Nasionale Jeug Dienste Program is 30 (Dertig) deelnemers doelbewus geselekteer van uit verskillende kategoriee binne in die Gauteng Provinsie en die Departement van Vervoer en Paaie wat Proram Beamptes, Projek bestuurders, opleidings- verskaffers en leerders ingesluit het.

Die studie het uitgewys dat verskillende vaardigheids programme verskaf word aan die jeug in die Nasionale Jeug Dienste Program, ingesluit projek bestuur, entrepeneurskap, fasaliteerders en instrukteurs kursus sowel as padveiligheid en bestuurslisensie kwalifisering. In die lig van hierdie bevindings, word dit aanbeveel dat vaardigheids programme in die Nasionale Jeug Dienste Program drasties verbeter moet word om die betrokkenheid van die leerders, ko- ordinering van eksperimentele leerder aktiwiteite en diversifikasie van leerderskap om leerders te akkommodeer met die nodige vaardigheid wat benodig word.

ACKNOWLEDGEMENTS

I would like to express my profound gratitude and appreciation to the following people and organisations for their generous contributions to this research project:

To my study leader and supervisor, Professor Frederik Uys for his advice, attention to detail, encouragement and stewardship, which enabled me to complete this work.

To Ms Jennifer Saunders for providing technical support and editorial services to improve the quality of the research research.

To my family, for their unwavering support, patience, understanding, care, and encouragement throughout the research project.

To the participants who, despite their hectic work schedules, helped and contributed to the data collection process during interviews and focus groups.

To the management and support staff at the Stellenbosch University, for keeping me posted on all matters pertaining to the research projects i.e. course requirements and deadlines.

DEDICATION

This work is dedicated to Moffat Mandla Zuma (father), Nonzuzo Zuma (Niece) and Tendai "Tendy" Sanewe (Son), angels above, "**HEAVEN COULD NOT WAIT FOR YOU**".

TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

ABBREVIATIONS AND ACRONYMS

DoE	Department of Education
DRT	Department of Roads and Transport
EEA	Employment Equity Act, 1998 (No. 55 of 1998)
EPWP	Expanded Public Works Programme
HRD	Human resource development
HRM	Human resource management
KSCs	Knowledge, skills and competencies
T&D	Training and Development
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
NDP	National Development Plan
NSDS	National Skills Development Strategy
NQF	National Qualifications Framework
NYSP	National Youth Service Programme
NYDA	National Development Agency
QA	Quality Assurance
SAQA	South African Qualifications Authority
SETAs	Sector Education and Training Authorities
SDA	Skills Development Act, 1998 (No. 97 of 1998)
SDLA	Skills Development Levies Act, 1999 (No. 37 of 1999)
TETA	Transport Education and Training Authority
UNICEF	United Nations International Children's Emergency Fund
UNDP	United Nations Development Programme

CHAPTER ONE: INTRODUCTION TO THE IMPLEMENTATION OF THE NATIONAL YOUTH SERVICE PROGRAMME IN GAUTENG PROVINCE, DEPARTMENT OF ROADS AND TRANSPORT

1.1   INTRODUCTION

The Constitution of the Republic of South Africa (RSA, 1996a) enshrines specific rights, duties and values that everybody must uphold. It lays the foundation for youth economic empowerment. For example, chapter 13 Section 217 of the Constitution (RSA, 1996a) calls for redress economic imbalances of the marginalised members of the South African population, which is inclusive of youth. The Bill of Rights in the Constitution enshrines the rights of people including youth and affirms the values of human dignity, equality and freedom, as well as the right to education and training.

Education and training are rightly seen as lifelong pursuits, starting before and continuing after the age-range relevant to the study i.e. 18-35. Young people take significant career paths from the age of about 18. Many do not complete secondary school, others do; and some enter higher or further education and training, with skills that will hopefully assist them to become economically active. Others enter a state of unemployment or underemployment, from which it is difficult for them to emerge. Therefore, education and skills development are key areas of support for young people (Morrow, Panday & Richter, 2005:15).

Similarly, the National Skills Development Strategy III (NSDS) (RSA, 2011b:15-17) of South Africa sees rigorous skills training through learning programmes as an important tool for addressing the skills deficit in South Africa; including targeted training interventions to facilitate youth participation in the economy. Therefore, the NSDS provides the basis for designing and implementing human resource development interventions that meet the skills needs of young people in South Africa.

Focusing on youth skills development is also consistent with the eight (8) commitments of the Human Resource Development Strategy for South Africa (2010-2030) (RSA, 2010b:6-7), which include, among others: overcoming the shortages in the supply of

people with the priority skills; increasing the number of appropriately skilled people to meet the demands of the Republic of South Africa's current and emerging economic and social development priorities; ensuring improved universal access to quality basic education and schooling, implementing skills development programmes aimed at equipping recipients/citizens with requisite skills to overcome the related scourges of poverty and unemployment, and ensuring that young people have access to education and training.

The need to promote youth skills development is also highlighted by the National Youth Policy (NYP) (2008-2013) (RSA, 2008d: 23-24) which states, inter alia, that the government, private sector players and civil society organisations should work closely together, to ensure that skills development programmes have exit strategies linking young people to employment, further learning or self-employment post participation in such programmes.

The NYP (RSA, 2008-2013:23-24) further states that the Expanded Public Works Programme (RSA, 2007) and the National Youth Service Programme (RSA, 2007) curricula should also be refocused in order to ensure that qualifying youth completing the programme are awarded full vocational certificates; and that government should re-establish apprenticeships and introduce incentives as a key mode of imparting technical and other job - specific skills; promote trades as attractive occupations for young people; simplify and extend the current learnership and internship programmes in an effort to significantly increase the involvement of emerging employers and the participation of young people. According to the NYP (2008–2013) (RSA, 2008d:23-24), priority target groups that should benefit from youth development interventions include young women, youth with disabilities, unemployed youth, school aged-out-of-school youth, youth in rural areas, and youth at risk.

Furthermore, the National Development Plan (NDP) (2011-2030) (RSA, 2011a:1) of the Republic of South Africa provides an aspirational vision of South Africa in 2030 and the context within which all youth-oriented programmes should be located. Through its "youth lens", the NDP highlights the following proposals:

- Provide nutrition intervention for pregnant women and young children, ensure universal access to two years of early childhood development and improve the school system, including increasing the number of students achieving above 50 per cent in literacy and mathematics, increasing learner retention rates to 90 per cent and enhancing teacher training.

- Strengthen youth service programmes and introduce new community-based programmes to offer young people life-skills training, entrepreneurship training and opportunities to participate in community development programmes.

- Strengthen and expand the number of Further Education and Training (FET) colleges to increase the participation ratio to 25 per cent, increase the graduation rate of FET colleges to 75 per cent, provide full funding assistance to students from poor families and develop community safety centres to prevent crime.

- Create a tax incentive for employers to reduce the initial cost of hiring young labour-market entrants, provide a subsidy to the placement sector to identify, prepare and place matric graduates into work; expand learnerships and make training vouchers directly available to job-seekers; introduce a formalised graduate recruitment scheme for the public service to attract highly skilled people; and expand the role of state-owned enterprises in training artisans and technical professionals.

- Capacitate school and community sports and recreation and encourage healthy and active lifestyles (National Youth Policy, 2015:6, NDP, 2011a:1).

The emphasis on youth skills development also demonstrates coherence between South Africa's agenda for development and the Millennium Development Goals (MDGs). These include: eradicating extreme poverty and hunger; promoting universal primary education; promote gender equality and empower women; reducing child mortality; improving maternal health combat HIV/AIDS, malaria and other diseases and ensure environmental sustainability developing a global partnership for development. While the successful completion rate of primary schooling (94.7 per cent) has been achieved, enrolment in much- needed middle level skills such as technical and vocational education are struggling with FET college enrolment figures

reaching a mere 400 273 in 2011 as stipulated in the Millennium Development Goals: Country Report (UN, 2013:42).

Against this backdrop, this research aims to assess the implementation of the skills component of the National Youth Service Programme (NYSP) (RSA, 2007) in Gauteng Province in the Department of Roads and Transport (DRT) (herein referred to as DRT). The study is inspired by the need to understand whether the programme is being implemented as planned. For this reason, the study can be categorised as process (implementation) evaluation because it aims to establish whether the target group i.e. youth has been adequately covered. According to Bliss and Emshoff (2002:1), process evaluation uses empirical data to assess the delivery of programmes. In contrast to outcome evaluation, which assesses the impact of the programme, process evaluation verifies what the programme is and whether it is being implemented as designed.

1.2   CONTEXT OF THE STUDY

According to the Integrated Youth Development Strategy of South Africa (RSA, 2011d), there are five key thematic areas which have been identified as key issues affecting youth and thus needing a comprehensive, integrated and easily implementable strategy. These include: (1) Economic participation; (2) Education and skills development; (3) Youth work; (4) Health and wellbeing and (5) Social Cohesion and National Youth Service as well as Sports and Recreation. In keeping with the Integrated Youth Development Strategy of South Africa (RSA, 2011d), the following general principles are supposed to guide youth policy (Morrow, Panday & Richter, 2005:15):

- Youth development should be approached as part of the development of the whole society, and should not be seen in isolation. This also applies to governmental initiatives.
- Youth and youthfulness should be viewed as an opportunity; and young peopleas a resource, rather than as a problem. Young people are, in general, optimistic, potentially innovative, flexible and globally-oriented.

- Young people are not homogeneous, and their diversity must be factored into youth policy and practice. Marginalised groups within the youth population must be identified and assisted.

- Young women, especially, must be enabled to become economically active and to succeed in conventionally male careers.

- Much has already been done in the field of youth development, but it is important to consolidate, mobilise and build on the strengths of the sector.

- Youth development is too important an area in which to waste resources: there should be coherence in the roles, institutions and capacities needed for youth development.

- The full resources of modern knowledge and information management must be used in the service of youth development.

Building on these imperatives, the Gauteng Province, Youth Employment Strategy (RSA, 2014:12) identifies four pillars that support youth skills development within the Province. These include: skills development initiatives that provide working and/or income generation opportunities for young people; transition and placement mechanisms for the preparation and placement of Grade 12/NCV 4 graduates including establishment of a support mechanism; direct employment mainly into public sector jobs which includes government facilitated private sector employment; and youth entrepreneurship training. This study will also showwhether young people have access to skills development opportunities in Gauteng Province, DRT as clarified in the National Youth Policy (RSA, 1997).

Key legislation that supports youth skills development include the Skills Development Act (No. 97 of 1998) (RSA, 1998b); which encourages employers in both the public and private sectors to use the workplace as a learning environment and to extend learning opportunities to new entrants in the labour market (Nel, 2010:432). Similarly, Kraak (2008b:1) argues that the Skills Development Act (No. 97 of 1998) (RSA, 1998b) is the key tool used to promote the skills revolution in South Africa through the creation of Sector Education and Training Authorities (SETAs). Other important laws that impact youth skills development in the Republic of South Africa include the Constitution of the Republic of South Africa Act (RSA, 1996a); Skills Development

Levies Act (No. 9 of 1999) (RSA, 1999a); National Qualifications Framework Act (No. 67 of 2008) (RSA, 2008a) and the South African Qualifications Authority Act (No. 58 of 1995) (RSA, 1995b).

1.2.1 Overview of Gauteng Province, Department of Roads and Transport (DRT)

The Gauteng Province, DRT is the unit of analysis for the study. The DRT has been chosen because, in collaboration with the provincial Department of Education, it drives learnerships linked to the Expanded Public Works Programme (EPWP) and the National Youth Service Programme (NYSP) respectively; which provides an ideal opportunity to assess the implementation of skills development strategy for young people. Briefly, the mission of the Gauteng Province, DRT is to provide environmentally sustainable road infrastructure, and integrated transport systems and services that are reliable, accessible, safe and affordable, which promotes socio-economic development in Gauteng. The Provincial Department also contributes to youth skills development through learnerships and learner driver licence programmes.

1.2.2 Overview of National Youth Service Programme (NYSP) – Gauteng Province

Launched in April 2007 as a core component of the Expanded Public Works Programme (EPWP), the National Youth Service Programme (NYSP) is a joint initiative with National Youth Development Agency, formerly known as Umsobomvu Youth Fund; and the Department of Higher Education and Training, as the funder for training (RSA, 2007:2).

The overarching goal of this programme is to engage and strengthen youth participation in service delivery, promote youth participation in roads and transport; and to assist youth to gain work-related skills necessary to access sustainable livelihood opportunities.

The NYSP is built around the involvement of youth with activities which provide benefits to the communities, whilst developing their abilities through service and learning. This is to ensure initial participation of 5000 youth from 2007/08 to be

increased by 20 per cent annually until a target of 20, 000 is achieved (National Youth Service Programme, 2007:2). This target has not been achieved, however; hence the need for this study.

1.2.3   Objectives of the National Youth Service Programme (NYSP)

The key objectives of the National Youth Service Programme in Gauteng Province are:

- To create work and training opportunities for unemployed youth, while at the same time addressing the shortage of artisan skills in the Republic of South Africa;
- To encourage involvement and participation of youth community-based projects and services, thus imparting a sense of patriotism in young people;
- To enable young people to develop practical job skills that enable them to participate and contribute to the RSA economy (RSA, 2007).

Due to shortage of skills, the Gauteng Province's Youth Employment Strategy (2014:14) aims to create work opportunities that promote skills development for young people, especially unemployed youth and school-dropouts. The stipulated minimum requirements for participation in learnerships are as follows (NYSP:2007:4):

- Participants must be between 18 and 35 years
- Passed grade twelve with mathematics and science
- Participants must be living in the project area
- Eighty percent of the participants must be coming from poor family backgrounds
- should have a valid green bar coded South African Identity Document; and
- 60 per cent females and 40 per cent males

- **Training**

The training programme on the NYSP consists of two blocks. The first block takes six moneths and covers theory, while the second block covers 6 moths of practical training on the job. The desired training should meet the needs of both learners

and the participating government department e.g. DRT. The training schedule for the NYSP is set out as follows:

- Advertisement of available training opportunities in local communities needs to be completed within one month
- Induction of learners on programme requirements should take at least one week
- Selection of participants and course evaluation experts from the Department of Labour should be completed within a period of three weeks
- Notification of qualifying/successful applicants should be done in five days
- Selected youth should undergo life skills training in five days
- Orientation for the entire learnership should be accomplished in five days

The recommended time period for the above-mentioned activities is three months.

The next training phase entails the following activities:
- Information technology skills (2 weeks)
- Learner driver programme (2 weeks)
- Technical skills training programme (8-12 weeks) and
- Project management, which must be completed in four weeks

The NYSP include three exit pathways for participants; and these include: further education and training through colleges and universities, through employment by the DRT, contractor, or privatecompany. Each government department providing the NYSP is required to keep the names of successful learners for future reference.

1.3   LITERATURE REVIEW

This section reviews literature on youth development within the context of human resource development, with particular emphasis on knowledge, skills and attitudes in order to enhance understanding of the research problem.

1.3.1 Human resource development

Through education and training, the aim is to improve knowledge, skills and attitudes. Human Resources Development (HRD) is defined as the growth or realisation of a

person's ability and potential, through the provision of learning and educational experiences (Armstrong, 2006:535). Human resource development makes a major contribution to the successful attainment of the organisation's objectives. Investing in this will benefit all the stakeholders of the organisation. Human resource development plans and programmes should be integrated with and support the achievement of individual and organisational goals (Armstrong, 2006:537).

1.3.2 Improvement of knowledge, skills and attitudes

According to Nyalashe (2004:48), skills, knowledge and attitudes are the indispensable ingredients of a productive life. Knowledge, skills and attitudes are the elements that distinguish young people who were fortunate to acquire education and to have obtained experience in the workplaceas to those that could not obtain any skills and education.It is expected, therefore, that youth on the NYSP should be assisted to acquire practical job skills by enrolling on the NYSP, as this is the only initiative for drop outs and unemployed youth.

- **Skills**

Nyalashe (2004:53) refer to a skill as the ability to do something well. This ability is usually through training or experience. As part of the research, some questions will focus on the type of skills that young people acquire as a result of their participation on the NYSP in Gauteng Province, DRT. The importance of the NYSP is that it has the potential to provide opportunities for young people to improve their skills so that they can participate in the economy.

- **Knowledge**

As defined by Coetzee (2013:49), knowledge is a cognitive outcome of a learning programme. Knowledge relates to the way in which people process information and attach sense and meaning to it. According to Coetzee (2013:49), a distinction can be made between explicit knowledge and implicit knowledge. Explicit knowledge is quantifiable, and easily transferred and reproduced. Implicit knowledge is concerned with understanding and application. Based on this logic, the study also gauges young people's perceptions about the knowledge that they receive from the NYSP as part of their development.

- **Attitudes**

According to Richardson (1996:3), attitudes are a subset of a group of constructs that name, define, and describe the structure and content of mental states that are thought to drive a person's actions. Other constructs in this set include conceptions, perspectives, perceptions, orientations, theories, and stances; a mental and neural state of readiness, organised through experience, exerting directive or dynamic influence upon the individual's response to all objects and situations with which it is related. Although not focus of study, consideration of attitudes is important in the study, since these may help explain success or failure of youth in skills development programmes on the NYSP.

1.4   METHODS USED TO SUSTAIN YOUTH DEVELOPMENT

To improve and sustain development, there are various methods used, to ensure that the level of development that youth would have attained from colleges and universities is sustained by developmental structures in the workplace. These include, but are not limited to, the following:

1.4.1 Education

According to Coetzee (2013:49), education is a medium-term change effort intended to prepare individuals for promotions (upward career progression). Coetzee (2013:49) further explains that education is broader in scope than training. It aims to develop individuals' knowledge, social understanding and intellectual capacity. In view of this, it is important to establish whether the programmes on the NYSP deliver according totheir expected objectives, with the aim of contributing positively to the economy, particularly in the Gauteng Province.

1.4.2 Training

According to Armstrong (2006:535), training is the planned and systematic modification of behaviour through learning events, programmes and instruction, which enable individuals to achieve the levels of knowledge, skills and attitudes needed to carry out their work effectively. Grossman and Salas (2011:116) argue that learners

need opportunities to apply new competencies in order for them to transfer to the job; and for this to happen, organisations should provide opportunities by designing time and resources for the application of skills.

At the heart of the training process is learning. According to Kumar, Mahatab and Kumar (2004:38), learning is a process of gaining knowledge, skills, or attitudes through formal or informal means. In order to transfer knowledge and skills, facilitators, may it be, subject matter experts or instructional designers, should become actively involved in the process.

Training is a learning process directly tied to specific situational results. In the case of training, the focus is usually based on improving individual and group behaviour and performance. Beginning with the end in mind, the results desired from training are as follows: (1) Reaction -- evaluates the training programme itself. (2) Learning -- focuses on changes in the participants. (3) Behaviour or performance -- deals with the transfer of the learning. (4) Outcomes or results -- is the impact of the training on the productivity and profitability of the organisation. While education tends to focus on the first two of these, training should be evaluated by the last two –namely on the transfer of learning to the success of the organisation (Kumar, Mahatab & Kumar, 2004:38).

1.4.3 Coaching

According to Nel, Werner, Haasbroek, Poisat, Sono and Schultz (2008:314) coaching is defined as "planned one-to-one instruction, where the coach "sets a good example of what is to be done, answers questions and generally offers counsel to the trainee". Coaching is regarded as an effective method in facilitating the development of competence. However, if an appropriate relationship is not established between the coach and learner, then the coaching intervention will fail (Grobler, Warnich, Carrell, Elbert & Hatfield, 2006:314). Armstrong (2006:568) states that coaching will be most effective when the coach understands that his or her role is to help learners to learn. New employees should be aware that their present level of knowledge or skill or their behaviour needs to be improved, if they are going to perform their work satisfactorily.

Learners at the workplace are expected to perform and deliver according to the expected targets. Therefore, coaching is regarded as the one of the methods utilised to provide technical guidance with the aim of improving their competence.

1.4.4 Mentoring

A mentor is usually an experienced manager who provides guidance to a junior manager or professional and facilitates his or her personal development (Nel *et al.,* 2008:314). Armstrong (2006:559) defines mentoring as the process of using specially selected and trained individuals to provide guidance, pragmatic advice and continuing support, which will help the person or persons allocated to them to develop. Furthermore, mentoring is a method of helping learners to learn, as distinct from coaching, which is a relatively directive means of increasing learners' competence. It involves learning on the job, which is typically be the best way of acquiring the particular skills and knowledge the job holder needs.

The aim should always be to enable the mentee to develop their own skills, strategies and capability so that they are enabled to tackle the next hurdle more effectively, with or without the mentor's presence (Nel *et al.,* 2008:314). Equally young people on the NYSP need mentoring in order to improve their job skills.

1.4.5 Job rotation

Job rotation provides the learner with a variety of work experiences, and in so doing broadens the learner's knowledge and skills base (Snell & Bohlander, 2007:306). Job rotation is a useful tool which ensures that the learner is inducted in the organisation (Nel *et al.,* 2008:465). Job rotation is a learning model in which the unemployed are trained continuously in order to stand in for employees in companies, during the time that they leave their jobs for more training (European Union (EU), 2007:10). This further assists the learners to understand the different work streams. The employees improve their experience and enhance the possibility of obtaining stable employment as a result of the job rotation schemes (EU, 2007:15).

1.4.6 Learnerships, internships and apprenticeships programmes

In order to ensure that graduates and learners are developed and gain necessary skills and knowledge, government introduced new learning programmes to assist in improving skills i.e. learnerships internships and apprenticeship programmes. These new programmes are regulated by the Skills Development Levies Act (No. 9 of 1999) and the Skills Development Act (No. 97 of 1998) (RSA, 1998b) as well as South African Qualifications Authority Act (No. 58 of 1995) which provide for learnerships that lead to recognised occupational qualifications (Nel *et al.,* 2008:465).

- **Learnerships**

The importance of learnerships as a vehicle for building skills among the youth was highlighted by a research study conducted by Van Rensburg, Visser, Wildschut, Roodt and Kruss (2012:28); which revealed that stakeholders emphasised the provision of learnerships to drive skills formation in the national economy. It is commonly agreed that learnerships provide the critical component of integrated on-the-job training, which expose learners to the realities of what is expected from an employee. Thus, the structure of a learnership makes it ideally placed to facilitate transition to employment, through ensuring a balance of theory and practical application.

Learnerships fall in line with South African Qualifications Authority (SAQA) requirements and offer access to meaningful education and training interventions to the widest range of learners, thus addressing the pressing needs of employers, learners and the social and economic needs of South Africa in general. Specific learnerships are generated out of specific skills needs or shortage in all economic sectors. Thus, learnerships are seen as a vehicle for achieving transformation in the education and training system in South Africa (Fibre Processing and Manufacturing Sector Education and Training Authority: Learnership Implementation Guide, 2013:10). The study will assess the skills component of the NYSP; focusing on learnerships that are currently offered to young people as part of on-the-job training.

- **Internship**

According to the Public Service Internship Programme Step-by-Step Guide (RSA, 2006a:1) internship is a public service work experience, targeting unemployed

graduates. Learnerships give students' workplace experience or an opportunity to practise the work skills that they have studied and will practices, in future.

- **Apprenticeship**

An apprenticeship learning programme is seen as one way of assisting government to train the unemployed youth to obtain a qualification in order to secure work as artisans (Nel *et al.,* 2008:465). Research indicates that young adults have engaged in training for occupations via work-based learning opportunities, primarily in the form of apprenticeships. Work-based learning is consistent with the idea of "learning by doing" and can be linked to the larger pedagogical philosophy of experiential education. Apprenticeship is worked-based, thus enabling learners to acquire practical and relevant job skills (Frenette, 2015:2).

1.5   RESEARCH PROBLEM

The economic participation of youth in both the formal and informal economy is low and this is a challenge that has been vexing the South African government for the past 18 years (Youth Enterprise Development Strategy, 2013-2023:8) (RSA, 2013b). The low economic participation of young people expresses itself in high levels of unemployment, poverty, illiteracy among youth; and lack of exposure to sustainable livelihoods, which in turn exposes young people to social ills. According to the Labour Force Survey 2011 as cited in the Youth Enterprise Development Strategy, 2013-2023 (RSA, 2013b:8), the overall unemployment rate in the country stands at 25 per cent and rises to about 36 per cent if discouraged workers are included in the calculation.

Youth unemployment constitutes 73 per cent of the total unemployment in RSA, from 2013 to 2016. Therefore the ratio of youth-to-adult unemployment is about 1:3 (i.e. for every unemployed adult there are three unemployed youth). About 42 per cent of young people under the age of 30 are unemployed. Only one in eight youth under the age of 25 have a job, compared with 40 per cent in most emerging economies similar to South Africa. Employment of youth aged between 18 and 24 years old has fallen by more than 20 per cent, from 2008 to 2014 (Youth Enterprise Development Strategy, 2013-2023:8) (RSA, 2013b).

Research undertaken by the Department of Trade and Industry (2013) shows that unemployed youth tend to be less skilled and more inexperienced; almost 86 per cent do not have formal further or tertiary education, while two-thirds have never worked. The overall determinants of the high levels of youth unemployment are a lack of knowledge, skills and attitudes for jobs required by the economy; young job seekers believe the probability of finding a job is so low that they do not even seek employment; lack of work experience; lack of job search capabilities and networks; companies find it risky and costly to employ young people; the rate of population growth of youth far exceeds the number of jobs created by the economy and, in certain instances, the low levels of economic growth (dti: Youth Enterprise Development Strategy, 2013-2023) (RSA, 2013b:10).

In a similar vein, Beauvais, McKay and Seddon (2001:vi) argue some young people cannot achieve economic independence due to a wide range of factors, including debts that they owe to training providers; poor earnings and declining employment levels for youth groups in the labour market. The situation is worse for unskilled youth and those coming from previously disadavantaged backgrounds as they cannot raise enough money to pay for their training.

Research (Cronje & Berman, 2015:24) indicates that despite the end of apartheid, most African 'born frees' (i.e. young people born after 1994) face formidable challenges. The statistics cited above point to a high degree of alienation from the economic mainstream. Despite numerous promises from the government to tackle both unemployment and impediments to self-employment, little has been done. Nor has the government tackled the failures of the RSA's schooling system. Most 'born frees' therefore lack the skills which most employers require. Economic alienation helps to explain alienation from the political mainstream, and the frequency of participation in disruptive and sometimes violent street protest (Cronje & Berman, 2015:24). In this context, it is important to understand whether the National Youth Service Programme is being implemented as planned, given the shortage of required skills and persistent youth unemployment in South Africa.

Given the above, the issue that this research study aims to address, relates to the problems of relative success of implementing the National Youth Service Programme in Gauteng Province's DRT. It is believed that the shortage of competencies among youth in this area is partly due to lack of progress in delivering the skills component of the NYSP, which is key to job creation for the Gauteng Province youth. It is important to find out if the skills component of the NYSP provides for training opportunities, so that young people can gain practical job skills.

1.6   AIM OF THE STUDY

In view of the challenges mentioned above, the aim of this research is to assess the implementation of the National Youth Service Programme in the Gauteng Province DRT in order to evaluate whether the Programme is being implemented as planned. The specific unit of analysis within Gauteng Province is the DRT, where skills programmes linked to the NYSP are being implemented.

1.6.1 Hypothesis

According to Brynard and Hanekom (2006:45), a hypothesis is a suggested, preliminary, yet specific answer to a problem which has to be tested empirically before it can be accepted as a concrete answer and incorporated into theory. The hypothesis is either accepted or rejected, based on the findings of the study (Bless & Higson-Smith, 2000:156).

Similarly, Aborisade (1997:2) defines a hypothesis as an informed guess of possible or likely solution to a problem. It could also be defined as a tentative solution to a problem. Research hypothesis and research questions perform the same role – they act as a guide for the researcher to know what types of data to collect in the field, in order to ensure that efforts are focused in the right direction.

Based on the two definitions presented above, the hypothesis underpinning this study can be framed as follows:

The implementation of the National Youth Service Programme (NYSP) enhances the skills, knowledge and attitudes of youth in the DRT.

16

Based on the above hypothesis, the researcher gathered data from current learners, Programme officials, Project managers and Training providers to understand and evaluate the implementation of the National Youth Service Programme, with particular focus on youth skills development in the Gauteng Province, DRT.

1.7   RESEARCH QUESTIONS

Based on the above hypothesis, the key questions that this study seeks to address are:

- What is the theoretical foundation of youth development?
- What specific skills programmes are implemented on the NYSP?
- Who is being reached through the intervention activities?
- What inputs or resources have been allocated or mobilised for programme implementation?
- What are the problems in implementing the NYSP?
- What is the perception of youth regarding skills development on the NYSP?
- What are programme strengths, weaknesses, and areas that need improvement?
- What are the solutions to the problems encountered?

1.8   RESEARCH OBJECTIVES

The study, which evaluates the skills component of the NYSP, aims to achieve the following objectives:

- To determine the theoretical foundation of youth development.
- To determine the specific skills programmes offered to youth on the NYSP.
- To identify the key beneficiaries of the skills programmes on the NYSP.
- To determine the strengths and weaknesses of skills programmes on the NYSP.
- To gauge the perceptions of youth on skills programmes on the NYSP.
- To establish if there any problems that hinder implementation of skills interventions on the NYSP.
- To develop a model/framework/strategies for an effective NYSP.

1.9   SIGNIFICANCE OF THE STUDY

The study comes at a time when South Africa faces pervasive skills shortages and persistent youth unemployment (Coetzee, 2013:41; Daniels, 2007:9; Grobler *et al.,* 2006:10). Given this situation, the study aims to provide insights and perspectives on how well the National Youth Service Programme is implemented to meet the skills needs of young people in Gauteng Province, DRT. Academically, the research is expected to contribute to the discourse on youth skills development in South Africa, by highlighting the opportunities and constraints that impactskills formation within the NYSP in the Gauteng Province, DRT.

The study hopes to provide practical and relevant information on the NYSP that helps the Gauteng Province, DRT to plan and carry out youth skills development interventions in order to ensure that young people participate effectively in economic activities within the Province. The study will provide a framework that could be used to enhance implementation of the NYSP within the DRT.

1.10   RESEARCH DESIGN AND METHODOLOGY

This section addresses the methodological aspects of the research, including research design, sampling methods, data collection techniques; data analysis approach; limitations of the study, validity and reliability and ethical considerations.

1.10.1 Research design

This research adopts a case study design to understand the implementation of the National Youth Service Programme in the Provincial DRT in Gauteng. As characterized in research literature, a case study is designed to gain an in-depth understanding of the research phenomenon, such as programmes, groups or organisations The case study method is appropriate when a researcher intends to assess an intervention that is being implemented in a new setting (Albright, Howard-Pitney, Roberts and Zicarelli (1998:3-4); such as the National Youth Service Programme in Gauteng Department of Roads and Transport, which is the focus of the study. This research uses case study design to evaluate process, rather than impact. In other words, the study is more interested in understanding what is going on in rather

than the results of, the implementation of the National Youth Service Programme in the Gauteng Province, DRT.

1.10.2 Sampling methods

Purposive sampling is frequently used in case study evaluations because, in order to study the reasons something either did or did not happen, an evaluator must be sure that the units in the sample have the potential to reveal those reasons (Albright *et al.,*1998:6). Based on this logic, the study employed a non-probability sampling method called purposive sampling to identify participants, which included current learners, Programme officials, Project managers, and Training providers participating in the targeted programme. As with all other non-probability sampling techniques, purposive sampling is prone to bias as it is based on the researcher's judgment and general knowledge about the target group(Neuman, 2012:20); for example, young people on the NYSP. In order to mitigate subjectivity/bias, the researcherused focus group interviews and document analysis as data sources, in order to obtain a range of different views on the implementation of skills interventions on the NYSP. The envisaged sample in this study include Programmeofficials, Project managers, Training providers and youth (beneficiaries) on the NYSP programme in the Gauteng Province, DRT which is the unit of analysis for the study.

1.10.3 Data collection methods

Given the need for an in-depth understanding of the research problem, it became necessary to use different methods of data collection in order to ensure that adequate information is generated to answer the research questions on the implementation of the National Youth Service Programme in Gauteng, Department of Roads and Transport. These included group interviews and document analysis. More said on these data collection tools in the next paragraph.

1.10.3.1　　Focus group interviews

The study makes use of focus groups interviews; where Programme officials, Project managers, Training providers and learnerson the NYSP are divided into groups to answer questions on the skills development services that they receive during the implementation of the National Youth Service Programme. According to Barnett

(2008:1), a focus group is a group interview of approximately six to twelve people who share similar characteristics or common interests. A facilitator guides the group based on a predetermined set of topics. The facilitator/researcher created an environment that encourages participants to share their perceptions and points of view. Focus groups are a qualitative data collection method, meaning that the data is descriptive and cannot be measured numerically.

The aim of using focus groups in this evaluative study is to get more in-depth information on the perceptions of young people (youth) participating in skills programmes on the NYSP. It is vital to know what they know about the training services provided; who is involved, and whether these services do reach all current learners as planned. Focus groups are useful for gathering subjective perspectives from key stakeholders. In addition, the focus group method is quick and relatively easy to set up; the group dynamic can provide useful information that individual data collection does not provide, and is useful in gaining insight into a topic that may be more difficult to gather through other data collection methods (Barnett, 2008:2).

In facilitating the focus groups, the researcher used a structured questionnaire with eight specific themes, to enable the participants to answer questions relating to youth skills development on the NYSP. Practically, this means that the researcher asked questions of the group and allowed time for participants i.e. youth representatives to respond to each other's comments, while listening and taking notes at the same time.

1.10.3.2 Document analysis/review

In addition to focus group interviews, a wide variety of documents relating to the National Youth Service Programme and the Expanded Public Works Programme was reviewed, to enrich the study and to verify the research findings. These include, but are not limited to, the following books, journals, Youth development policies and legislation; strategic plans, performance evaluation reports on EPWP projects.

Bowen (2009:1) defines document analysis as a systematic procedure for reviewing or evaluating documents – both printed and electronic (computer-based and Internet-transmitted) material. Like other analytical methods in qualitative research, document analysis requires that data be examined and interpreted in order to elicit meaning, gain

understanding, and develop empirical knowledge (Corbin & Strauss, 2008:23; Rapley, 2007:111). Documents contain text (words) and images that have been recorded without a researcher's intervention (Bowen, 2009:1-2). Atkinson and Coffey (1997:47) refer to documents as 'social facts', which are produced, shared, and used in socially organised ways.

1.11   DATA ANALYSIS

Data are the empirical evidence or information that one gathers carefully according to rules or procedures. The data can be quantitative (expressed in numbers) or qualitative (expressed as descriptive words or verbatim). Since the study is based on the case study method, data analysis was accomplished through thematic analysis which entailed identifying emerging themes and sub-themes inline with the research questions posed to participants.Data analysis also involved the application of qualitative tools that involves transcribing, scrutinising, classifying and dissecting the data in order to identify patterns i.e. similarities, dissimilarities, emerging themes and deviations (Merriam, 2009:19-22 and Babbie, 2014:102). Tables and illustrations have been used to summarise and display the data on the implementation of the National Youth Service Programme in Gauteng Province, DRT.

1.12   LIMITATIONS OF THE STUDY

As with all research endeavours, this study is constrained by the limitations of time and strict deadlines for completion. To ensure success, the researcher secured appointments for interviews with officials from the Gauteng Province, DRT in advance. The second limitation is that the sample is confined to one provincial department in Gauteng (i.e. DRT); meaning that it is not possible to generalise the findings of the study across similar departments in other provinces.

A third limitation pertains to data collection. It is anticipated that service providers subcontracted to provide training services on the NYSP might be hard to locate. To mitigate this challenge, the researcher worked in close cooperation with Programme officials and Project managers in the Gauteng Province, DRT. Invitations to participate

in the interview of focus groups were sent out to all participating service providers on time to secure their participation in the research.

1.13 VALIDITY AND RELIABILITY OF THE STUDY

According to Rossouw (2003:122-123), validity and reliability are essential in both quantitative and qualitative research. This means that the findings and conclusions of the study must be credible and truthful in the eyes of readers and users of the research (Somekh & Lewin, 2005:348). In this study, validity and reliability was enhanced through the use of techniques such as focus group data collection and data analysis methods; reference to the existing body of knowledge and prolonged involvement of the researcher with the respondents, in order to know their values and culture so as to eliminate misconceptions during data collection/analysis (Rossouw, 2003:123).

1.14 ETHICAL CONSIDERATIONS

Consideration of research ethics is fundamental to any study (Mertens, 2005). Huysamen (2001:50-51) explains that sound ethics entails adhering to research standards, in order to ensure that the research is conducted in a manner that does not cause harm to participants. Similarly, Neuman (2012:18) notes that issues of privacy and anonymity should be, respected, in order to protect the rights of the respondents throughout the research project. Ethical guidelines that were followed in this study are as follows:

- Secure permission from the Stellenbosch University ethics committee to conduct the study.
- Obtain consent from the respondents prior to conducting the study.
- Inform participants about the objectives of the study.
- Assure participants that their personal information will not be published in the report, and
- Use pseudonyms to protect the respondents during data presentation and analysis.

1.15 DEMARCATION OF THE STUDY

The study assesses youth skills development within the context of the National Youth Service Programme (NYSP). The predominant focus of this inquiry was to explore the perceptions of stakeholders involved in the implementation of the National Youth Service Programme, and those of a small number of participants who were capacitated through the programme. These included learners on the NYSP, Programme officials, Project managers and learners on the NYSP in Gauteng Province, Department of Roads and Transport. In exploring these perceptions the study will focus on skills, knowledge and attitudes of the youth. The aim is to establish whether the NYSP is helping to shape these competencies in a positive way so that young people may be to participate in the economy.

The results were not compared against Programme documentation for two reasons: First, at the time of conducting the study, programme documentation had not been fully developed and authenticated. In other words, available documents were still drafts which needed further refinement and alignment with the DoRT's strategic plan. Applying these documents to the results would therefore compromise the integrity of the study. In mitigating this shortcoming, the results were subsequently judged against the research objectives instead.

1.16 OUTLINE OF THE CHAPTERS

Chapter One: Introduction to the implementation of the National Youth Service Programme in Gauteng Province, Department of Roads and Transport.

This chapter introduces the study by explaining its aims, objectives, research questions and significance in light of skills shortages and youth unemployment. It also discusses the National Youth Service Programme, which is the main focus of the study.

Chapter Two: Literature review on youth skills development

This chapter reviews literature on youth skills development, in order to provide a theoretical foundation for the study. This review looks at skills development within the context of human resource development.

Chapter Three: Legislation on youth skills development

This chapter explains and describes the key legislation relating to youth skills development within the South African context, to enhance understanding of the research problem. Examples of legislation considered here include The Constitution (Act 108 of 1996; now only referred to as The Constitution) (RSA,1996a); Skills Development Act (No. 97 of 1998) as amended; Skills Development Levies Act (No. 37 of 1999)and the National Qualifications Framework Act (No. 67 of 2008).

Chapter Four: Research methodology

This chapter explains the research methodology adopted by the study, with particular emphasis on interviews with focus groups and data collection instruments; as well as the process followed to collect the data from current learners, Programme officials, Project managers and Training providers.

Chapter Five: Evaluation of skills development interventions on the National Youth Service Programme in Gauteng Province, Department of Roads and Transport

This chapter presents the findings of the study on the implementation of the National Youth Service Programme in Gauteng Province, DRT. This data was derived from Programmeofficials, Project managers, Training providers and learners on NYSP.

Chapter Six: Normative approach to youth skills development on the National Youth Service Programme in Gauteng Province, Department of Roads and Transport

This chapter makes inferences on the findings of the study in light of the research objectives. This is followed by recommendations, strengths and limitations of the study; as well as highlights of future research needs.

CHAPTER TWO: LITERATURE REVIEW ON YOUTH SKILLS DEVELOPMENT

2.1   INTRODUCTION

Human resource development is central to a country's socio-economic development; hence the need for youth skills development programmes (McLean & McLean, 2001:1). Within this context, chapter two reviews literature on human resource development with particular focus on knowledge, skills and attitudes as the basis for understanding youth skills development in the case study organisation. This review will provide the basis for understanding the principles and practices underpinning human resource development generally; and how these can be adapted to meet the skills needs of young people on the NYSP in the Gauteng Province, DRT, which is the focus of the study.

This chapter, firstly, provides a conceptualisation of youth to illuminate the study. Secondly, it explains the thematic concept of human resource development and associated methods, for example, recruitment, selection, induction and training as they apply to youth on the NYSP. Thirdly, this chapter also considers the concepts of knowledge, skills and attitudes as the essential elements in developing youth on the NYSP.

Lastly, it considers the systematic approach to human resource development, which is also applicable to youth skills development. Key components of the HRD approach include effective needs assessment, planning and design and evaluation.

2.2   CONCEPTUALISATION OF YOUTH

Based on the Oxford Dictonary, Beauvais et al., (2001:4) defines youth as the period between childhood and adulthood. During this period, young people interact with peers and adults who look after them. Young people are semi-independent in that they cannot act independently and nor do they enjoy the rights and responsibilities of adults (Cole, 1995:89).

The term youth connotes a series of transitional stages that culminate in adulthood (Gauthier, 2000:27 and Wratcher & Jones, 1988:1). Classic examples of this transition include acquisition of a driver's licence; being able to consume alcohol legally; leaving home and attaining high school graduation. According to Beauvais et al., (2001:4), all these transitional stages entail some recognition of independence and responsibility. There is no agreement in the literature as to when young people should be responsible for decisions such as health care, education and training and related matters. The situation differs from one country to another.

In part, the shifts in the conceptions of youth are induced by a wide variety of factors, such as changing public institutions, such as schools, and changing family practices. Much of the literature on youth view the youth stage as a time for learning, apprenticeship and promise; while other researchers have tended to focus on problematic youth (Beauvais, *et al.,* 2001:4).

According to Galland (1991) in Beauvais *et al.* (2001:21), young people go through two trajectories. The first is a public trajectory that involves schooling, contingent work and permanent work. The second is a private trajectory that entails living with parents, living alone, and living as a couple. The transition to adulthood happens at the end of adolescence, with the completion of schooling and concides with the assumption of major roles such as leaving home, work and earnings and acquiring citizenship (Beauvais *et al.,* 2001:21).

Wratcher and Jones (1988:7), argues that leaving home is not without challenges. The move away from the family home is linked with other strands in the transition to adult citizenship, in particular the transition through education and training into the labour market (Wratcher & Jones, 1988:7). The latter (i.e. transition through education and training) is of particular interest to this study, as it aims to explore the implementation of youth skills development interventions in a designated public institution.

Instead of emphasising transitional stages of youth, some researchers have focused on action-oriented model that sees youth as a time of choices and decisions that impact significantly on their future well-being. For example, Coles (1995:9) focuses on young people's careers; highlighting the need for young people to make choices that increase their chances of success in both learning and employment opportunities.

However, choices about careers are not without problems. Some youth face severe socio-economic challenges in their familiies, which in turn make it difficult for them to make informed decisions about their learning and development. Each of the main transitions e.g. education, labour and leaving family interrelate and one problem in one of them may affect the transition to adult hood and attainment of good life, including job skills (Beauvais *et al.,* 2001:21).

Besides socio-economic constraints, the literature also identifies life conditions that become stumbling blocks or opportunities for choice. These include disability and having been involved in criminal activities (Coles (1995) as cited in Beauvais *et al.* (2001:22)). Some young people experience constant conflict with their parents, which make it difficult for them to develop themselves through learning. Others face severe poverty and unemployment due to lack of skills or sustainable income in their homes. Other researchers have argued that young people's ability to access learning and development opportunities are sometimes determined by such factors as gender, class, race, ethnic origin, ability, sexual orientation or rural origins. These differences vary from one area to another. Progressive government policies are needed to address these issues so that all young people can have access to learning and development opportunities; including youth on the NYSP.

What is clear from the preceding explanations is that the concept of youth has its own dynamics. This is because, firstly, the age ranges continue to differ. A common range is 15-24 years, which is advocated by United Nations Children's Emergency Fund (UNICEF) in Beauvais *et al.* (2001:4) and others. Secondly, youth definitions straddle the much more common age-based definitions of child and adult. A widely-accepted separation point in the West, and in United Nations definitions of childhood, is a person's 18th birthday, when one is thought to move directly from the status of child

or "minor" (ages 0-17) directly to adult (ages 18 and above) or young adult (Sommers, 2006:4).

Thirdly, concepts of youth, adolescence, and even what constitutes 'young people' vary. For example, an adolescent is generally thought to be a subset of the youth category; adolescents are 10-19 years old; youth are 15-24; and 'young people' are 10-24 years (Lowicki & Pillsbury (2000) in Beauvais *et al.* (2001:4)). Aside from these dynamics, there is also evidence that young people face unique socio-economic circumstances, which ultimately impact their access to education and training opportunities (Sommers, 2006:4). Clearly, these issues need to be considered when designing and implementing youth skills development interventions in organisations.

2.3   CONCEPT: HUMAN RESOURCE DEVELOPMENT (HRD)

Development is an unfolding process that enables people to progress from a present state of understanding and capability to a future state, in which higher-level skills and knowledge are required (Armstrong, 2006:571). It takes the form of learning activities that prepare people to exercise wider or increased responsibilities. It does not solely concentrate on improving performance in the present job. Development has been defined by Harrison (2000:96) as: Learning experiences of any kind, whereby individuals and groups acquire enhanced knowledge, skills, values or behaviours. Its outcomes unfold through time, rather than immediately, and they tend to be long-lasting (Armstrong, 2006:571).

Development implies getting better at something or becoming more advanced. Providing opportunities for education or training (development) helps individuals improve their competencies i.e. knowledge, skills, attitudes and beliefs over time (Blanchard & Thacker (2004) as cited in Coetzee (2013:18)). According to Rothwell (1995:8) development has a nurturing perspective and focuses on the long-term growth and development of individuals in a way that fulfills their potential (Armstrong, 2006:570). From a traditional perspective, Wilson (1999:10) contends that development has been primarily focused on training needs analysis; programme

28

design and training evaluation; generally referred to as a systematic approach to training management.

In HRD programmes there is an emphasis on personal development planning and learning from experience. Concepts such as corporate university and lifelong-learning are linked to development. Development can also focus on managers and take the form of action learning or outdoor learning. To maximise the impact of development, a balanced approach is necessary, using a mix of learning methods. A wide variety of strategies is used to promote HRD in organisations. These include Armstrong (2010:20) and Casio (2003:241): career development, career management; performance management, team-building; leadership development; talent management, coaching and mentoring; formal training; exchange programmes; knowledge management, job rotation and shared leadership. Within this context, Hale (1991) in Tseng and McLean (2007:1-8) pointed out that human resource development (HRD) professionals must support organisational learning in order to establish performance expectations, address higher-level problem-solving skills, and account for societal outcomes. Thus, HRD professionals are primarily responsible for creating HRD strategies within a learning culture that fosters continuous employee learning (Tseng & McLean, 2007:1-8).

What is evident from the above is that traditional training methods that focus only on improving performance have been replaced by a strategic approach to human resource development that begins with the identification of an organisation's strategic objectives and employees' career needs and goals (Harrison (2000) and Winter (1995) as cited in Abdullah (2010:11)). Similarly, Hensel, Meijersa, Van der Leeden and Kessels (2010) in Abdullah (2010:11) assert that one of the core activities of strategic human resource development is to develop human qualities that are of critical importance for the successful realisation of the organisational strategy. The next section covers this approach.

2.4   CONCEPT: HUMAN RESOURCE DEVELOPMENT METHODS

This section explains human resource development methods, focusing on recruitment, selection, induction, training, knowledge, skills and attitudes within the context of youth development on the NYSP.

2.4.1 Recruitment, selection and induction of learners

It is evident that human resource development requires proper integration with other programme imperatives, such as strategic plans, recruitment and selection, induction, and training. Overall, the literature reviewed emphasises that decisions made in the course of recruitment, selection and induction processes should be perceived as essentially fair and admissible to all parties, including people who have been rejected.

- **Recruitment and selection**

The literature suggests a link between skills formation and recruitment and selection processes (Casio, 2003:38; Noe, 2010:46). According to Bratton and Gold (2007:239), recruitment is the process of generating a pool of capable people to consider for employment in an organisation. Selection is the process by which managers and others use specific instruments to choose from a pool of applicants a person or persons more likely to succeed in the job(s), given management goals and legal requirements. Recruitment and selection processes are crucial in bringing young people closer to skills development opportunities on the NYSP. One of the key themes covered in this study is how young people are recruited to participate in skills training on the NYSP.

Torrington, Hall and Taylor (2009:8) and Noe (2010:33) highlight the importance of linking recruitment and selection activities with the organisation's overall human resource development strategy; stating that organisations can use training as a means of enhancing individuals' commitment. From a strategic HRM theory perspective, training has been viewed as a means of enhancing the performance of the individual and organisational performance. Recruitment and selection, if linked to the organisation's HRD strategy, can contribute immensely to skills formation for individuals and the organisation.

In the same vein, Terera and Ngirande (2014:43-44) argue that one of the key strategic issue for employers is the retention and development of human capital to facilitate a competitive advantage. According to Cappelli (2000) in Terera and Ngirande (2014:43-44), the management of labour turnover has become a growing challenge in organisations. Increased employee turnover results in instability, additional workload and stress on remaining staff members, thus escalating job dissatisfaction which exacerbates the turnover. Recruiting individuals to meet the organisation's human resource requirements is only half of what is needed in effective talent management. The need to keep these people is another battle. Organisations that have lower labour turnover rates gain a competitive advantage, through a reduction in overall labour costs and an increase in productivity (Terera & Ngirande, 2014:43-44).

Furthermore, Rees and French (2010:170) argue that recruitment and selection is characterised by potential difficulties. Many widely-used selection methods – for example, interviewing – are generally perceived to be unreliable as a predictor of jobholders' performance in reality. Thus it is critically important to obtain a realistic evaluation of the process from all concerned, including both successful and unsuccessful candidates. There are ethical issues around selecting 'appropriate', and by implication rejecting 'inappropriate', candidates for employment.

Similarly, Armstrong (2006:415) emphasises that it is important for organisations to continually assess the strengths and weaknesses of their recruitment strategies; as they might increase or restrict access to both job and training opportunities. According to Armstrong (2006:415), the analysis of strengths and weaknesses should cover such matters as the national or local reputation of the organisation, pay, employee benefits and working conditions, the intrinsic interest of the job, security of employment, opportunities for education and training, career prospects, and the location of the office or plant. The study included questions on whether young people had easy and affordable access to skills programmes on the NYSP, given the challenges of poverty and unemployment in the country.

- **Induction to development programme**

Aligned to recruitment and selection is the need for effective induction training to help new recruits adjust to their intended new roles within the organisation or training programme (Casio, 2003:201). From this perspective, the process of bringing new people into the programme is perceived as an important investment, involving both benefits and costs. The benefits of such an action are quite straightforward and mostly related to the development programme sustainability, growth and expansion that a new trainee can bring to the processes developed within the company (Costache, 2011:10). Induction has been variously defined as the mechanisms through which the new employees or trainees are expected to acquire the necessary knowledge, skills, and behaviour to become effective organisational members (Costache, 2011:11).

The main focus of induction is to transform an outsider into an effective and efficient insider (Cooper-Thomas & Anderson, 2006:15). The importance of trainee induction practices can be perceived from both perspectives, organisational and individual. From the organisational perspective, induction practices are supposed to stimulate the learning process and contribute in this way to a familiarisation of the new trainee with the systems, rules, conditions and colleagues in the new training place. On the other side, from an individual perspective, the role of such practices go beyond a process of familiarisation and also incorporates the assimilation of organisational values, norms and behaviour patterns that are necessary for any new member to learn (Cooper-Thomas & Anderson, 2006:15).

The HRM literature (Casio, 2003:241; Armstrong, 2010:475; Costache, 2011:10) suggests several important elements that should be included in an induction programme and these are: general training related to the programme, including values, philosophy, structure, history; mandatory training related to health and safety issues; job training related to the role that the new learners are supposed to perform; training evaluation viewed as a confirmation of understanding and feedback about the quality and response to the previous phases of the process. Generally, there are two approaches to induction, namely (Costache, 2011:10), an individual and programme approach.

Within the individualised approach, the employee receives the necessary information, in order to perform according to the culture and the standards of the company by which he has been trained or hired, through an immediate integration into the learning team. This is consistent with the fact that the trainees will learn by doing, being probably continuously supervised by an experienced employee, also called a mentor, for a previously established period of time (Costache, 2011:10). Similarly, young people are expected to have mentors and/or coaches to help them acquire practical job skills on the NYSP.

2.4.2 Training

As indicated in chapter one, training is one of the strategies that can be used to impart knowledge and skills to young people on the NYSP in Gauteng Province, DRT. The study focuses on youth skills programmes such as internships and learnerships on the NYSP (with a focus on training). As defined by Forgacs (2009) in Terera and Ngirande (2014:43), training is a planned activity aimed at improving individuals' (i.e. young people's) performance by helping them to realise an obligatory level of understanding or skill through the impartation of information. Armstrong (2000) in Terera and Ngirande (2014:43) also defines training as an organised process to amend employee proficiencies, so that they can achieve organisational objectives. Training has also been characterised as being formal or informal. Informal training implies unplanned, not documented and largely unstructured training; while formal training implies an off the job setting such as at atraining institution. In small organisations, training tends to be informal, with little or no formal recruitment and training practices (Smith & Hayton (1999) as cited in Terera & Ngirande (2014:43-44)).

As Reynolds (2004) in Armstrong (2006:571) points out, training has a complementary role to play in accelerating learning: 'It should be reserved for situations that justify a more directive expert-led approach, rather than viewing it as a comprehensive andpervasive people development solution.' He also commented that the conventional training model has a tendency to emphasise subject-specific knowledge, rather than trying to build core learning abilities (Armstrong, 2006:571). To add value, training must be transferable i.e. learners must be able to successfully apply their newly acquired knowledge and skills back on the job (Rees & French, 2010:10). Individuals

are more likely to apply learning when they do not find it too difficult, believe what they learnt is relevant, useful and transferable, are supported by organisational managers, have job autonomy, believe in themselves and are committed and engaged (Armstrong, 2006:571).

- **Benefits for individuals of a development programme**

According to the institutionalised approach, new learners receive a more theoretical and good practice knowledge and information that they will have to adopt and apply later on, when they will be integrated into the operational process. In order to follow this approach, organisations organise different training sessions for their newcomers to provide them with knowledge to perform work related routines according to their job characteristics and according to the organisational culture and policy (Costache, 2011:10; Cooper-Thomas & Anderson, 2006:496). In this light, Rees and French (2009:171) emphasise that training programmes should increasingly be inclusive in their employment offering as younger generations have grown up with the notion of flexible working, while older people have an interest in flexible working as an alternative to retirement.

Having considered training as one of the strategies for equipping young people (e.g. on the NYSP) with relevant skills, the next section looks at capabilities (knowledge, skills and attitudes) to be developed.

2.4.3 Development of knowledge, skills and attitudes

- **Knowledge**

According to Blanchard and Thacker (2007:3), knowledge is the accumulated information, facts, principles and procedures associated with a specific subject that individuals collect and store in their memories as time goes by. Knowledge is the cognitive outcome of learning programmes. It relates to the way in which people process information and attach sense and meaning to it (Coetzee, 2013:18; DeSimone, Werner & Harris, 2002:182).

The literature suggests two dimensions of knowledge and these include explicit knowledge and tacit knowledge. The difference between these forms of knowledge is

that while explicit knowledge is easy to quantify, measure, transfer and reproduce, tacit knowledge, relates to understanding and practice or application. Tacit knowledge is generally associated with experience and interpretation (Coetzee, 2013:20).

Winterton, Le Deist and Stringfellow (2006:6) argue that knowledge is sometimes viewed as if it were a concrete manifestation of abstract intelligence, but it is actually the result of an interaction between intelligence (capacity to learn) and situation (opportunity to learn), so is more socially-constructed than intelligence. Knowledge includes theory and concepts, as well as tacit knowledge gained as a result of the experience of performing certain tasks. Understanding refers to more holistic knowledge of processes and contexts and may be distinguished as 'know-why', as opposed to 'know-that'. Know-how is often associated with tacit knowledge and know-that with propositional knowledge, reflected in the distinction between declarative knowledge (knowing what), and procedural knowledge (knowing how). From this perspective, it is often argued that acquiring declarative knowledge (explicit factual knowledge) must precede developing procedural knowledge, which relates to using knowledge in context (Winterton *et al.,* 2006:6).

- **Skills**

According to Ivanovic and Collin (2003:241), a skill is the ability to do something one has been trained to do. Heery and Noon (2001:333) define a skill as a task that a person can perform at a satisfactory level. This could indicate the person's current level of performance, which is known as an element of competence.

Therefore, to be skilled means having the ability to perform a task at a satisfactory level, because one has been trained to do so. Generally, individuals and/or young people in particular, gain skills through education and training. Both formal and informal education and training efforts help young people to gain knowledge and skills that prepare them for the workplace (Gewer, 2010:13).

The literature classifies skills into two categories, namely hard skills and soft skills.Hard skills include specific knowledge and abilities, for example, technical proficiencies, mathematics and data analysis. Soft skills, on the other hand, are linked

to attributes and personality traits, such as emotional intelligenceand behaviour, for example, problem-solving and flexibility, among others (Russo, 2015). Other researchers have broadened the definition of skills to include cognitive skills such as decision-making and resolution of complex problems. Skills have also been characterised in various ways; for example: goal-oriented, well-organised behaviour that is acquired through practice and is performed with economy of effort (Winterton *et al.*, 2006:8).

The literature also highlights the relationship between skill acquisition and work satisfaction; which is not a simple and straightforward matter. First, there is the distinction between general and specific skills. The portability of general skills may raise job satisfaction as it is easier to move to other jobs where satisfaction is higher. In contrast, specific skills bind the worker to the organisation and may reduce satisfaction by creating a barrier to exit as workers will lose a portion of the return on such skills if they move. This leads on to the question of the matching of individual skills and levels of education and training with job requirements. If workers are mismatched in terms of skill and education requirements, this may lower job satisfaction.

  ➤ **Typology of knowledge and skills (competencies)**

Winterton *et al.* (2006:9) add that one of the major reasons for considering the concept of skills is that it is closely associated with learning outcomes, regardless of the manner in which skills are acquired or applied in job situations. (Winterton *et al.*, 2006:8) further suggest that an appropriate typology of knowledge, skills and attitudes (KSAs) may help to facilitate labour mobilityin three ways: verntical (career advancement); horisonatal (movement between sectors) and spatial (mobility in the economy). This focus is also likely to promote integration between formal training and informal and experiential development; which are central in achieving the goal of lif-long learning and providing additional opportunities for disadavantaged groups, such as the youth on the NYSP.

> ➢ **Skills shortage**

A skills shortage is defined as a lack of employees with certain skills (Ivanovic & Collin, 2003:24; Heery & Noon, 2001:333). A skills shortage occurs when the demand for a particular skill outstrips supply. Therefore, it can be stated that a skills shortage implies a lack of people with specific skills required to do specific jobs. However, for the purposes of this research, a distinction needs to be made between the shortage of skills at a personal level and organisational level. The study is concerned with the shortage of skills at the personal or individual level; with particular focus on young people.

The shortage of skills at the personal/individual level is generally attributed to a range of factors, including lack of motivation to learn, inability to take initiative, lack of support and limited opportunities for applying acquired knowledge and skills in real work situations (Bird & Cassell, 2012:34; Grobler *et al.,* 2006:241).

Horwitz (2008) in Terera and Ngirande (2014:44) contends that skills shortages at both the individual and institutional level are a threat to economic growth. He argues that retention strategies are critical in a global market that is faced with the shortage of skilled workers. The skills shortage challenge is not a South African phenomenon alone. It is therefore important for both public and private sector leaders to address this critical component of employee development and retention, for competitiveness and service delivery.

> • **Attitudes**

As explained in DeSimone *et al.* (2009:26), attitudes are general positions of approval or disapproval that people have towards specific situations, ideas, events or people. Allport (1935) in Pickens (2005:1) defined an attitude as a mental or neural state of readiness, organised through experience, exerting a directive or dynamic influence on the individual's response to all objects and situations to which it is related. A simpler definition of attitude is a mindset or a tendency to act in a particular way, due to both an individual's experience and temperament (Pickens, 2005:1).

In a similar vein, Armstrong, (2006:244) argues that attitudes are evaluative. Any attitude contains an assessment of whether the object to which it refers is liked or disliked. Attitudes are developed through experience, but they are less stable than traits; and can change as new experiences are gained or influences absorbed. Within organisations they are affected by cultural factors (values and norms), the behaviour of management (management style), policies such as those concerned with pay, recognition, promotion and the quality of working life, and the influence of the 'reference group' i.e. the group with whom people identify (Armstrong, 2006:244).

According to Pickens (2005:2), attitude formation is a result of learning, modelling others, and one's direct experiences with people and situations. Attitudes help to define how situations are seen, as well as define how one behavestoward the situation or object. Attitudes are a complex combination of things called personality, beliefs, values, behaviours, and motivations.

In the light of the above, it can be argued that attitudes can either support or hinder an individual's ability to learn and gain new knowledge and skills. Blanchard and Thacker (2007) in Coetzee (2013:18) emphasise that attitudes should be considered when planning training programmes. The same logic applies to young people. Those with positive attitudes are more likely to take advantage of skills development opportunities; while those with negative attitudes may elect not to participate in such activities.

Attitude transformation takes time, effort, and determination, but it can be done. It is important not to expect to change a person's attitudes quickly. Managers need to understand that attitude change takes time and should not set unrealistic expectations for rapid change (Moore (2003) as cited in Pickens (2005:2)). Attitudes are formed over a lifetime through an individual's socialisation process. An individual's socialisation process includes his or her formation of values and beliefs during childhood years, influenced not only by family, religion, and culture; but also by socio-economic factors. This socialisation process affects a person's attitude toward work and his or her related behaviour (Pickens, 2005:2).

Landy and Conte (2004) in Coetzee (2013:22) suggest several ways in which attitudes can be changed or modified through training. These include raising awareness of prejudices to modify behaviour; developing flexibility and co-operation in teamwork, and cultivating a culture of courtesy and sensitivity when dealing with customers. Attitudes are viewed as the affective outcomes of learning programmes (Coetzee, 2013:22).

2.4.5 Systematic approach to human resource development

According to Delahaye (2000) and Harrison (2000), in Abdullah (2010:13-14) designing HRD programmes and activities involves a systematic approach comprising four steps, namely: needs assessment, design, implementation and evaluation; also referred to as the 'why', 'how', 'where', and the 'when' of HRD. These steps are relevant to the study as it seeks to understand the implementation of a skills development programme for the youth. The four phases of the HRD process as described by Abdullah (2010:12-18) are as follows:

2.4.5.1   Needs assessments and analysis

According to Abdullah (2010:12), a systematic approachto HRD begins with a needs analysis to provide a rationale for human resource development. The importance of conducting a needs assessment is that data from this process provides the basis for identifying the most appropriate HRD interventions that individuals in an organisation need to develop and improve their skills levels (Leigh *et al.* (2000) in Abdullah, 2010:12)). This view is supported by Duggan (2017:1) who posits that a systematic approach to training incluces pre-and post-training assessment of learners' skills and knowledge to facilitate calculation of return on investment and validate training effectiveness.

The literature identifies four important types of needs that need to be considered during the needs analysis process (DeSimone *et al.* (2002) in Abdullah (2010:12). The first level to be analysed relates to the enterprise, while second level deals specifically with knowledge and skills requirements for individuals and units within the organisation (Wilson, (1999) and Harrison, (2000) in Abdullah (2010:12)). By contrast, Kerr and

McDougall (1999) in Abdullah (2010:12) contend that organisations are unlikely to analyse all four levels, instead, they tend to focus on individual needs.

Wilson (1999) in Abdullah (2010:13) suggest that gathering data for HRD needs analysis can be achieved through the use of a wide range of datacollection tools; such as interviews, questionnaires, observation and focus groups, among others. Other researchers suggest alternative strategies that may also be used to identify an organisation's HRD needs. Classic examples include "critical analysis and root-cause analysis". Gilley *et al.* (2003) in Abdullah (2010:13). Reid and Barrington (2003;13) suggest that HRD needs analysis process should focus on such important sources as strategic planning documents; operations, staffing and minutes of management meetings as well as operational and personal records. Other researchers suggest that the analysis should also include consideration of the organisation's human resource plan or strategy (Wilson (1999) in Abdullah, 2010:13)).

Based on the above, it can be inferred that the needs analysis phase is key to identifying the unique skills needs of young people on the NYSP. The focus on individual skills is important, because young people come from different social backgrounds with diverse learning and development needs. Buckley and Caple (2009:29) state that the needs analysis shoud also include a proper analysis of people's capabilities to determine their capabilities and readiness to learn. The study will show whether training needs analysis is conducted to enhance training for young people on the NYSP in Gauteng Province: DRT. Two other important factors that need to be considered during the analysis phase include (Abdullah, 2010:13).

- **Fairness**

There is evidence to support the view that applicants are concerned with both procedural justice – that is, how far they felt that selection and training methods were related to training and the extent to which procedures were explained to them – and distributive justice, where their concern shifts to how equitably they felt they were treated and whether the outcome of selection was perceived to be fair (Rees & French, 2010:171). In undertaking this study, the researcher assumed that young people are probably given these developmental exposures to inform them of new skills to be

learned that make them employable after training. Induction should, therefore, focus on developing both theoretical and practical skills to help new recruits improve their competence for a job.

- **Costs**

Obviously, a variety of expenses will be incurred beside the rate of pay (e.g. employee benefits, allocation of adequate work equipment and also some costs related to the time and resources involved in training the new trainees). Therefore development programmes have to realise the potential importance of youth in the process of value creation; and from this perspective to start considering a tradeoff between the advantages and disadvantages of increasing the costs involved in developing the youth (Costache, 2011:10).

2.4.5.2   Planning and design

While the first stage of the HDR process focuses on training needs analysis, the second phase is concerned with the conceptualisation and development of HRD interventions or programmes. In other words, this stage answers the why question (Abdullah, 2010:13-14). Delahaye (2000:230) in Abdullah (2010:13-14) highlights three vital aspects that must be included in the planning and design phase and these include (a) learning methods, (b) learning objectives and (c) the learning capabilities of the trainees. Once the HRD objectives have been clearly defined, the next step is to identify, evaluate and select suitably qualified or accredited training provider to do the training. Depending on availability of funds, the training provider may sourced from the market or internally, if the training budget does not permit the use of external consultants (Alzalabani (2002) and DeSimone *et al.* (2002) in Abdullah (2010:13-14)).

Additionally, lesson preparation should help to guide facilitators in delivering the HRD programme (Nadler and Nadler (1994) in Abdullah (2010:13-14)). It will be interesting to see whether training plans are considered when delivering training for young people on the NYSP in Gauteng Province, DRT. The planning and design phase also requires HRD practitioners to decide whether to prepare training materials internally or to source them from independent providers in the market (Abdullah, 2010:13-14).

One major advantage of using purchased HRD programmes is that they usually come as a complete package with learning guides, facilitator guides and assessment guidelines. By contrast, internally designed HRD programmes may be costly and time consuming because they have to be reviewed and updated regularly to ensure relevance and compatibility with the organisation's training needs (DeSimone *et al.* (2002) in Abdullah (2010:13-14)). However, the literature shows that review and update of training programmes is rarely done in orgnisations, resulting in demotivation of learners and unsatisfactory outcomes (Abdullah, 2010:14).

2.4.5.3   Implementation

The implementation phase can be considered the climax of a strategic approach to HRD, because it is the culmination of all the previous steps (Windham, 2017:1). Following the planning and design phase, the next step is to consider (a) the timing of the training; (b) cognitive levels of the individuals that will receive the training; (c) the suitable venue where the training will be provided, and (d) the practioners who will provide the training. Training methods should be varied to accommodate the diverse needs of learners/trainees. Examples of training methods that can be used in this case include lecture, games, simulations, demonstration and case studies (Abdullah, 2010:14). Crucially, the study includes relevant questions on how youth skills programmes are implemented on the NYSP; and who provides such training to the youth in the Gauteng Province, DRT. In addition, the implementation phase will also indicate whether training plans are implemented in accordance with applicable skills development legislation, and whether such training is affordable and accessible to all young people in the Gauteng Province, DRT.

However, it has been observed that more and more organisations are moving away from traditional training methods to more technological-driven methods and other training interventions such as mentorship, action learning, problem-based learning; work-based assignments and job rotation schemes improve training outcomes (Dilworth (2003) in Abdullah (2010:14)). Most organisations are now putting more emphasis on job-based training to build practical skills that make employees more competent in their jobs Sparkes and Miyake (2000) in Abdullah (2010:14)). On-the-job training is an important consideration in this study, because it includes learnerships

and apprenticeships that are necessary to build practical job skills that young people need to compete and prosper in the South African job market. Off-the-job training, on the other hand, implies training that is carried out in formal learning environments away from the job. Examples include lecture, executive development programmes, workshops and distance learning, among others (Read & Kleiner, (1996) as cited in Abdullah, (2010:14)). However, these traditional training methods hav been criticised for their inherent costs and as a result, more and more organisations are turning to advanced technological methods such as multimedia projectors; e-Learning and teleconferencing, among others (Abdullah, 2010:14). While off-the-job training is critical to any HRD programme, this research study is more interested in the effective implementation of on-the-job training on the NYSP in the Gauteng Province, DRT.

2.4.5.4   Evaluation

According to Remat, Aaltio, Agha and Khan, (2015:5), training evaluation is a systematic process of collecting data in an effort to determine the effectiveness or efficiency of training programmes and to make decisions about training. Kumpikaite and Sakalas (2005) in Abdullah (2010:16-17) explains that evaluation begins with a clear identification of the purpose or results expected from the HRD programmes. It would be expected that training programmes are based on important organisational goals and performance improvement efforts. However, that connection must be directly guiding training efforts, if training results are to be linked to organisational measures. The evaluation of HRD interventions can help (Abdullah, 2010:16-17) to:

- Establish whether a HRD programme is achieving its objectives.
- Identify the strengths and shortcomings of the HRD programme
- Find out about the costs and benefits of the HRD programme
- Determine who should participate in future HRD programmes.
- Identify which participants benefited the most or less from the programme.
- Highlight keylearning points to be made to the participants.
- Collect data to enable marketing of future HRD programmes.
- Find out if the HRD programme was appropriately designed.
- Establish a database to assist management in making decisions.
- Whether the training oftrainees, development and re-skilling are carried out.

43

- Whether there are adaptation systems in the organisation.

According to Abdullah (2010:17), "evaluation of training effectiveness is said to have four levels, namely, the first stage is designed to measure employees' reaction on training; the second is to measure employees' level of learning acquisition; whilst the third stage is meant to measure the employees' behaviour and transfer of knowledge, competencies to the workplace; the fourth and final stage is assessing the results of training on the company's financial performance (Kirkpatrick (1994) and Delahaye (2000) as cited in Abdullah (2010:17)). The third stage (i.e. transfer of knowledge skills and attitudes) is pertinent to the present study, as it provides the basis for determining the effectiveness of implementation of the youth skills programmes on the NYSP in the Gauteng Province, DRT.

Some researchers have argued that the fourth stage (results) is inadequate, as it only focuses on the non-economic impact of training, for example, participants' morale,learning, behavioural change and transfer of learning to the workplace. Because of this, some researchers suggest that training evaluation should also include measure tangible economic results, including financial returns and benefits. This is called the fifth level of training evaluation (Reid and Barrington (2003) in Abdullah (2010:18).

Although much emphasis has been put on proper evaluation of training programmes, the literature shows that this important task has not received adequate attention in some organisations. This has been attributed to a range of factors, including lack of training evaluation skills among HR practitioners and line managers (Benabou (1996) in Abdullah (2010:17). Even those organisations that attempt training evaluation only focus on the first two levels of learner reaction and learning due to the high cost generally associated with comprehensive training evaluation initiatives (Blanchard et al. (2000) in Abdullah (2010:17). Besides the rising cost of training, the other reason for poor training evaluation is lack of time as employees and line managers are faced with the challenge of meeting customer responsiveness (Swanson and Halton, 2001:364). In sum, limited training evaluation efforts suggest that HRD evaluation is almost a forgotten task in some orgnisations (Abdullah, 2010:18). This study included

questions that evaluated young people's perceptions of the relevance and practicality of the training that they received on the NYSP in the Gauteng Province, DRT.

The two reasonswhy training evaluation is important in this study is thatit enables the researcher to determine whether skills programmes offered to young people on the NYSP are being implemented as planned.

2.4.5.5   Conditions for effective human resource development

The HRD literature (Armstrong, 2006:573; Noe, 2010:33; Abdullah, 2010:19; Ivancevich, 1995:46) identifies several factors which, if carefully harnessed, could result in the achievement of HRD goals within the organisation. These are explained briefly below:

- **Learner motivation**

In order for human resource development interventions to be effective, learners must be motivated to learn (Mabey & Salaman, 2006:56). They should be aware that their present level of knowledge, skill or their existing attitude or behaviour, need to be developed or improved, if they are to perform their work to their own and to others' satisfaction. They must, therefore, have a clear picture of the competence and behaviour they should demonstrate. To be motivated, learners must gain satisfaction from learning. They are most capable of learning if it satisfies one or more of their needs.

- **Positive climate**

In order for the HRD process to be effective, the approach of the organisation to HR development should be positive, i.e., there should be a positive climate of learning. In other words, the learning environment must support the free exchange of ideas and feelings and allow learners to feel secure and to participate in open two-way communications (Tseng & McLean (2007) as cited in Abdullah (2010:18)). Strategies of the organisation and HR development should be concordant. The organisational culture should focus on continual learning and should employ team-work methods.

45

- **Learning culture**

As defined by Schein (1988) in Armstrong (2006:580), organisational culture is a pattern of shared basic assumptions that the group has learned.These beliefs and values are based on observable, salient work context factors such as norms associated with creativity and innovation, human resource practices that support ongoing employee development and managerial practices that facilitates efforts directed at change and innovation (Bates & Khasawneh, 2005 in Fuller, Jewson, Lee & Unwin, 2006:17).

As defined by Arnold (2005:625), organisational culture refers to the distinctive norms, values, principles and ways of behaving that combine to give each organisation its distinct character. In the same context, Tharp (2009) in Bishop, Felstead, Fuller, Jewson, Lee and Unwin (2006:16) states that the culture of an organisation eminently influences its myriad decisions and actions. An organisation's prevailing ideas, values, attitudes, and beliefs guide the way in which its employees think, feel, and act – quite often, unconsciously. Therefore, understanding culture is fundamental to the description and analysis of organisational phenomena. For some, culture is considered the "glue" that holds an organisation together and for others, the "compass" that provides direction.

Thus a learning culture is one that supports an open midset, an independent quest for knowledge and shared learning directed toward the mission and goals of the organisation (Grossman, 2015:2). Gill (2017:1) explains that in a learning culture, it is assumed that learning happens at events but also on the job, socially, through coaches and mentors, from action-learning, from smartphones and tables, and from experimenting with new processes.

Bishop *et al.,* (2006:16) explain that as the 'learning organisation' concept began to grow in popularity during the 1980s and 1990s, there was an increasing recognition that organisational cultures had some part to play in promoting learning. According to Bates and Khasawneh, (2005) in Bishop *et al.* (2006:16), the learning organisation literature has tended to refer to:

"a consensus… among organization members about the value of learning and use of new learning for creative purposes in the pursuit of organizational goals and objectives… a culture that supports the acquisition of information, the distribution and sharing of learning, and provides rewards and recognition for learning and its application as critical for successful learning organizations."

The literature has identified several assumptions that underpin a learning-supportive culture or collaborative culture in organisations. These include the need to embrace and handle change properly; the idea that employee empowerment will benefit the organisation and encouragement of innovation and risk-taking by employees, (Lopez *et al.* (2004:93-104). Thus organisations that pursue a learning culture are more likely to support empowerment, participation and collaboration.

In the same vein, Schein (2004) in Bishop *et al.* (2006:21) advances a 10-point framework for understanding the key values that drive a learning culture in organisations. These are (a) the external environment can be influenced or changed; (b) human nature is basically good, and (c) information should be shared rather than withheld and (d) diverse but connected units are desirable.

In adition to the 10-point framework cited above, Marsick and Watkins (2003) in Bishop *et al.* (2006:22), suggest that there are nine dimesions of culture in learning organisations, which are used to design the Learning Organisation Questionnaire (DLOQ). High emphasis in placed on employee involvement and feedback, incorporating learning opportunities into the job design process and setting up proper knowledge management systems to capture and share knowledge at all levels of the organization (Bishop *et al.* 2006).

Based on the above explanations, the possible features of a learning culture, which are also relevant to young people receiving skills training can be framed as follows (See Table 2.1):

Table 2.1: Some features of a learning supportive culture

Tacit assumptions/values	- High performance and progress are (partly) dependent on the acquisition and exploitation of knowledge. - Interactions between members of the organisation or group are normally expansive rather than restrictive in nature; expansive collaboration is more productive than individualism. - The benefits of knowledge are only fully realised when it is treated as an endemic resource rather than a restricted possession. - Human nature is essentially good; people are normally trustworthy and responsible. - A proactive attitude towards innovation and the management of change is a prerequisite for high performance
Explicit beliefs/norms	- The acquisition and sharing of 'useful' knowledge should be encouraged and rewarded. - All members/employees should have easy access to knowledge resources. - Members/employees need to be empowered to use and exploit acquired knowledge. - Collaborative working is an effective method of promoting Knowledge-sharing (which is assumed to improve performance).
Practices/artifacts	- Reward systems that encourage the acquisition and exploitation of knowledge, e.g. bonuses for attending training courses or making suggestions for efficiency gains. - Flexible and expansive job design to empower employees to exploit new knowledge. - Organised and accessible knowledge management systems, e.g. organisational intranets, to enable employees to contribute their knowledge to a centrally-stored resource, and to access the knowledge acquired by others. - Rituals and routine behaviours that promote/facilitate the acquisition, sharing and exploitation of knowledge, e.g. participative decision-making within work groups, or inclusive social interactions.

Source: Bishop et al. (2006) available at www.learninggaswork.cf.ac.uk

The learning process

Apart from the key assumptions underpinning a learning culture in an organization, it is also important to pay attention to the learning process itself as it impacts acquisition and application of new knowledge, skills and attitudes on the NYSP. In the literature, learning is defined as the process by which a person acquires and develop new knowledge, skills and attitudes (Winterton et al. 2006:21-23). In order for learning to be effective, it must be goal-directed, be based on experience and must impact behavior and cognition and the changes it brings must be relatively stable. Thus learning has happened when participants (i.e. youth on the NYSP) can demonstrate that they know the key concepts and principles assoiated with the course or training programme that they have attended. Learning is both a process and an outcome concerned with knowledge, skills and insight (Honey and Mumford (1996) in Winterton *et al.* (2006:21-23).

The literature also differentiates between conginitive learning, which concerns understading and use of new concepts, and behavioural learning, which entails the physical ability to act (Garvin (1993) in Winterton et al.2006:21). In the early stage, cognitive learning leads to change and improvement of thought patterns and knowledge repository. The second stage entails translation of thought patterns and knowledge into work practices. During the third stage, the actions that follow conginitive and behavioura learning result in visible performance improvements for the organisation. While this rational analysis of organisational learning is instructive and insightful, however, it fails to recognise the significance of interactions between conginitive and behaviourallearning and thus fail to explain the processes by which individual learning becomes organisational learning (Winterton et al., 2006:21-22).

- **Easy access to HRD information**

In addition, employees should receive sufficient information on human resource development issues and their personal development needs should be jointly identified, and HRD efforts should cover individual and organisational needs (Kumpikaite & Sakalas, 2011:46-50).

2.5   CONCLUSION

Chapter two has demonstrated that firstly, the concept of 'youth' cannot be treated homogeneously. Although some young people may be able to independently pursue and achieve their development goals in life, others may struggle to do so, due to the socio-economic challenges that they face in their families, for example, poverty and lack of parental support and guidance. The review in this chapter has shown that young people's socio-economic conditions have a direct bearing on their ability to acquire new knowledge, skills and positive attitudes towards life. These relate to recruitment, selection and induction of young people on the NYSP.

Chapter two further indicated that the development of individuals' knowledge, skills and attitudes requires a systematic approach, encompassing needs assessment, planning and design, implementation and evaluation. This approach provides the basis for understanding the implementation of youth skills development interventions on the NYSP in the Gauteng Province, DRT as it emphasizes the need for proper planning, execution and tracking of HRD interventions to ensure that they meet the needs of trainees / participants. It enables training providers to determine training needs; allocate resources for training and to decide on suitable training environments that facilitate acquisition of practical knowledge and skills; which young people need to participate in the national economy. Within this context, the next chapter discusses the legislative framework governing skills development in South Africa in order to provide a theoretical basis for the study.

CHAPTER THREE: LEGISLATION ON YOUTH SKILLS DEVELOPMENT IN SOUTH AFRICA

3.1 INTRODUCTION

Since the transition to non-racial democracy in 1994, the government has passed a series of legislation to promote skills development in South Africa (Coetzee, 2013:18; Swanepoel, 2014:46). In this context, chapter three describes and explains this legislation to understand how it impacts on youth skills interventions.

This chapter, firstly, describes and explains the legislated skills development framework, to understand how it impacts on youth skills interventions on the National Youth Service Programme in Gauteng Province, DRT. By focusing on skills development legislation, it is possible to describe the institutional arrangements designed to support the implementation of skills programmesin the National Youth Service Programme in the Gauteng Province, DRT.

Secondly, this chapter also describes and explains the guidelines for implementing the National Youth Service Programme as defined by legislation; with a view to understand how these guidelines impact on the effective implementation of youth skills programmes on the National Youth Service Programme.

Thirdly, chapter three also describes and explains learnerships as outlined in legislation, to determine their role in enabling young people to access training opportunities on the NYSP in Gauteng Province, DRT. Learnerships are key to breaking the barriers to youth unemployment in the economy, as they include practical training activities that capacitate the youth (Tau, 2012:1).

Lastly, this chapter explains the guidelines and programmes of the Gauteng Province, DRT, in order to gain a clear understanding of how such guidelines and programmes are used to facilitate youth skills development on the National Youth Service Programme.

3.2   LEGISLATIVE FRAMEWORK

3.2.1 The Constitution of the Republic of South Africa of 1996

Van der Westhuizen and Wessels (2013:34) state that the Constitution (RSA, 1996a) declares the Republic to be a democratic state, founded on a number of values. These include principally human dignity, the achievement of equality, the advancement of human rights and freedoms, non-racialism, non-sexism, the rule of law, universal adult suffrage, and, accountability, responsiveness and openness.

Van der Westhuizen and Wessels (2013:34) add that the Bill of Rights in the Constitution (RSA, 1996a) sets the requirements for equality and representativeness in the workplace in general (section 9) and specifically in the public service (subsection 195(1)(i). Subsection 9(1) provides that everyone is equal before the law and has the right to equal protection and benefits of the law. Subsection 9(2) follows on by declaring that equality includes the full and equal enjoyment of all rights and freedoms. In addition, Section 29 of the Constitution (RSA, 1996a) on education provides that everyone has the following rights (Gewer, 2010:15; Meyer, 2005a:23):

- to a basic education, including adult basic education; and
- to further education, which government, through reasonable measures, must make progressively available and accessible.

In addition, Subsection 2 states that everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable. In order to ensure effective access to, and implementation of, this right, government must consider all reasonable educational alternatives, including single medium institutions, taking into account (Altman, 2008:6): equity; practicability; and need to redress the results of past racially discriminatory laws and practices.

According to Arendse (2011:1), the right to education has been prioritised because, education, if guaranteed, unlocks the enjoyment of other human rights and ultimately empowers a person to play a meaningful role in society. For example, an educated person has the ability to make informed political choices, such as choosing a suitable

political representative or political party or even standing for public office. Education also plays a crucial role in the fulfillment of socio-economic rights: education enhances a person's prospects of securing employment, which in turn secures access to food, housing and health care services.

Arendse (2011:1) adds that the South African government regards basic education as the cornerstone of any modern, democratic society that aims to give all citizens a fair start in life and equal opportunities as adults. It has consequently committed itself to the provision of compulsory primary education by becoming a signatory to the Dakar Framework for Action (2000) in Arendse (2011:1), which calls upon participating countries to realise six goals by developing or strengthening national plans of action for the realisation of the right to primary education. These goals include universal access to and completion of free and compulsory primary education of good quality and improving all aspects of the quality of education.

According to Arendse (2011:1), the South African Education Department published the National Plan of Action: Improving Access to Free and Quality Basic Education for all in 2003, in which it declared that it is well on the way to attaining the provision of basic education that is compulsory for all children of school-going age, that is of good quality and in which financial capacity is not a barrier for any child.

Complementing the above view, Badat (2010:3) explains that Constitution (RSA, 1996a) committed government and public institutions to the assertion of the values of human dignity, the achievement of equality, and the advancement of non-sexism and non-racialism and the human rights and freedoms that the Bill of Rights proclaims; and to "respect, protect, promote and fulfill the rights" embodied in the Bill of Rights (RSA, 1996a). Like all groups in society, the youth should be afforded equal opportunities to education and training opportunities; hence the need to assess the implementation of the National Youth Service Programme in the Gauteng Province, DRT.

3.2.2 National Youth Commission (NYC) Act, 1996 (No. 19 of 1996)
Maepa (2013:34) explains that the NYC was established as a statutory body charged with formulating a National Youth Policy (NYP) (RSA, 2011a), as well as co-ordinating

the implementation of such a policy as well lobbying for and advocating youth development in RSA. Maepa (2013:34-38) further explains that it is essential that South Africa acknowledges the role that the youth have played and will play in society. Since the youth, in South Africa, is increasingly becoming unemployed, it is vital to redress the imbalances of the past. This can be done by implementing the National Youth Policy to empower the youth and allow them to realise their full potential and utilise their capabilities through accessing opportunities (Maepa, 2013:34-38).

The National Youth Commission Act (No. 19 of 1996) (RSA, 1996b) provides for the establishment of a National Youth Commission, to preside over initiatives and actions related to the purpose of the Act. Among others, some of the objectives are to organise and co-ordinate the implementation of the National Youth Policy and to formulate an integrated youth development plan which will be integrated into the Reconstruction and Development Programme (Maepa, 2013: 34-38).

3.2.3 The National Youth Development Policy (1997)

Gwala (2007) in Kampala (2011:5) explains that the aim of the National Youth Policy (1997a) is to empower and guide youth to a prosperous future. In the same vein, Kampala (2011:2) argues that the NYP presents an important milestone towards an integrated and holistic approach to youth development for the advantage of young people in South Africa. This policy aims at mainstreaming youth development into the economy of the country, with the intention of reducing youth unemployment and other challenges facing the youth. Since the advent of democracy in 1994, policy makers and decision makers have not given adequate attention to the devastating effects of youth unemployment in South Africa (Kampala, 2011:2).

The NYP (2008-213) (RSA, 2008d) was subsequently replaced by three successive policy frameworks that advanced an integrated approach to youth development. These included the Youth Development Policy Framework (NYDPF) (2002-2007) (RSA, 2002); National Youth Policy (2009-2014) (RSA, 2009) and, more recently, the National Youth Policy (2015-2020) (RSA, 2015). According to McConnell (2009:65), the National Youth Policy 2015-2020 (RSA, 2015) implies a comprehensive and coordinated approach to address issues of access to education and training, specific

challenges faced by young people in rural areas; and learner participation in structures of governance. In addition, it seeks to ensure that school-going youth are fully preoccupied with education and training and maintain good pass rates and a lower dropout rate, as well as early identification of at-risk youth as part of a programme for all young people who are illiterate and/or underqualified.

Xabisa (2014:8) explains that the National Youth Service Programme (NYSP) defines youth development as "an intentional comprehensive approach that provides space, opportunities and support for young people to maximise their individual and collective creative energies for personal development as well as development of the broader society in which they live".

3.2.4 The National Youth Development Agency Act, 2008 (No. 54 of 2008) (NYDA)

According to Morgan (2013:18), the National Youth Development Agency Act (RSA, 2008a), provides that the National Youth Development Agency (NYDA) (2015)must mainstream, coordinate and facilitate youth development in all spheres of the economy. The Act further states that RSA should have an Integrated Youth Development Strategy (IYDS) which outlines a framework for each sector to support youth development; meaning that youth development should be supported in both the public and private sectors (RSA, 2008).

Under the Act (RSA, 2008), The NYDA's key performance areas are (Pillay 2014:1-4):

- economic participation of young people in the economy;
- education and skills development to promote the social and economic well-being of the youth;
- health and well-being to assist the youth to lead economically productive lives;
- policy and research to develop a body of knowledge and best practice in the youth development sector; and
- governance to ensure that the NYDA provides youth services (e.g. education and skills development) that are consistent with the National Youth Development Agency Act (No. 54 of 2008) (RSA, 2008a).

Pillay (2014:1-5) indicates that the Act (RSA, 2008a) provides the NYDA with the mandate to be a unitary structure for the implementation of youth development programmes, including determining youth development activities by all stakeholders. The NYDA plays a leading role in all sectors in identifying programmes and initiatives that can address the challenges faced by young people in the country. The NYDA, in order to attend to all these duties, had established areas of focus: the national youth service and social cohesion, policy research and development, governance training and development, economic participation, youth advisory and information services and the National Youth Fund (Pillay, 2014:1-5).

In addition to the duties mentioned above, the Act (RSA, 2008a) also requires the NYDA to ensure provision of a variety of services such as career guidance services, access to information on the products and services of the National Youth Fund, create and administer databases for employment opportunities for young people, and provide financial assistance to youth to enable them to further their careers, as well as to small, micro and medium enterprises owned by young people. It must provide mentoring services aimed at empowering youth in the economy, bridging programmes to make the transition from school to work or from training to work easier, personal development training and training for unemployed youth, to provide them with skills to allow them to integrate into the economy and any other service which may be necessary to advance youth development in the country (Pillay, 2014:1-5).

However, in his assessment of youth development from the National Youth Commission to the NYDA, Morgan (2013:18) found that some of the stakeholders (i.e. youth) interviewed in the study conducted stated that the NYDA has not been effective, and that the agency narrowly focuses on entrepreneurship; neglecting social programmes such as HIV/AIDS and gender violence. It was felt that NYDA is not accessible and the information is not readily available. Many perceive the NYDA as a political organisation aligned to the African National Congress Youth League (ANCYL). The NYDA has the potential to be effective; it needs to sort out the organisational structure, should be an agency for young people and not for political formations; and has adequate capacity The problem is that the 'how part' should not appease political organisations (Morgan, 2013:18).

3.2.5 The Employment Tax Incentives Bill/Youth Wage Subsidy

According to Yu (2011:11-13), the Employment Tax Incentives Bill/Youth Wage Subsidy was legislated in 2015 (RSA, 2013c) and was officially implemented on 1 January 2014. It provides a fiscal incentive for employers to hire more youth, with the hope of creating employment and providing the youth with essential experience and skills. Fedderke (2006:6) argues that although a temporary wage subsidy helps workers gain experience and skills during their period of subsidised employment, which in turn may enhance their employability, however, a wage subsidy is not the best policy response to addressing inadequate employment demand associated with slow growth. As with the NYSP, the Wage Bill supports youth skills development.

3.2.6 The Broad-Based Black Economic Empowerment Act, 2003 (No. 53 of 2003**)**

According to Kruger (2011:207), BEE was introduced by the current ANC government in a bid to overcome the economic legacy of apartheid and to broaden participation in the economy, especially by those perceived to have been previously excluded or denied access. B-BBEE means "the economic empowerment of all black people including women, workers, [the] youth, and people with disabilities and people living in rural areas through diverse but integrated socio-economic strategies". 'Black people' is a generic term that embraces Africans, Coloureds and Indians. The objectives of article 2 of the Act are to facilitate B-BBEE (Kruger, 2011:209), by:

- promoting economic transformation in order to enable participation of black people in the economy;
- achieving a substantial change in the racial composition of ownership and management structures and in the skilled occupations of existing and new enterprises;
- increasing the extent to which communities, workers, cooperatives and other collective enterprises own and manage existing and new enterprises and increasing their access to economic activities, infrastructure and skills training;
- increasing the extent to which black women own and manage existing and new enterprises and increasing their access to economic activities, infrastructure and skills training;

- promoting investment programmes that lead to broad-based and meaningful participation in the economy by black people in order to achieve sustainable development and general prosperity;

- empowering rural and local communities by enabling access to economic activities, land, infrastructure, ownership and skills; and

- promoting access to finance for black economic empowerment.

Furthermore, the Broad-Based Black Economic Empowerment Act (No. 53 of 2003)(RSA, 2003a) also provides for the implementation of Codes of Good Practice on Black Economic Empowerment; which apply to the following entities in South Africa (Kruger, 2011:210):

- All public entities (defined under schedules 2 and 3 of the Public Finance Management Act (No.1 of 1999) (RSA, 1999b) including the Airports Company South Africa, Denel (national arms and weapons manufacturer), the Development Bank of Southern Africa (DBSA), ESKOM (national electricity utility), the SABC (national public broadcaster), the South African Post Office (SAPO) and Transnet (national road, shipping, railway and pipeline operator).

- Any public entity (defined under schedule 3 of the Public Finance Management Act) (No. 1 of 1999) (RSA, 1999b) that undertakes any business with any organ of state, public entity or any other enterprise.

- Any enterprise that undertakes any business with any organ of state or public entity; and.

- Any other enterprise that undertakes any business (directly or indirectly) which is subject to measurement as specified above and which is seeking to establish its own level of B-BBEE compliance.

From these provisions, it can be seen that the codes in South Africa thus apply to all government departments, non-governmental organisations, all public and private companies (both those listed on the JSE and those that are AltX listed), close corporations, Article 21 (non-profit) companies, incorporated companies, external companies, sole proprietors and partnerships (Kruger, 2011:210).

De Klerk (2008:28-29) indicates that there are seven criteria that are used by the Department of Trade and Industry to monitor and measure progress in the implementation of the BEE Act in organisations. These include Equity/ownership; management control; Employment Equity; skills development; community/social upliftment; procurement; and enterprise development.

De Klerk (2008:iii) points out that BEEE has benefited black people to some degree, as evidenced by an increase in the number of black people in managerial positions and the increase in the number of equity firms owned by blacks on the Johannesburg Stock Exchange. However, this view is disputed by Legassick (2007) in De Klerk (2008:28-29) who says that BEE has only enriched a few connected blacks, at the expense of the poor.

Other authors such as Hamann, Khagram and Rohan (2008) in Kruger (2011:212) argue that BEE has done little to rectify the legacies of apartheid , because about 23 years later many of the challenges remain or have become even more acute in terms of poverty, unemployment, housing and basic services, inequality, HIV/AIDS. Kovacevic (2007) in Kruger (2011:212) also observes that the BEE programme has achieved little success in eradicating poverty, increasing employment or fostering economic growth. This means that more still needs to be done to ensure that young people, in particular benefit from the skills component of the BEE programme.

3.2.7 The New Growth Path (NGP) Framework 2010

According to Van Tonder, Van Aardt and Ligthelm (2008:15), the New Growth Path framework (RSA, 2010a) was introduced after the failure of the first three formal economic programmes e.g. Reconstruction and Development Programme (RDP), the Growth Employment and Redistribution Programme (GEAR) and the Accelerated and Shared Growth Initiative of South Africa (AsgiSA). The aim of this framework is to increase economic growth to sustainable rates of between 6 per cent and 7 per cent per year in order to create five million jobs by 2020, thereby reducing the unemployment rate to 15 per cent. With its high emphasis on employment creation, the NGP is therefore relevant to the study, as job creation and skills development are at the core of the NYSP. Rossouw (2011:5) contends that the NGP may not have the

desired impact on the economy due to lack of detail and limited new ideas, as it still mirrors the old policies mentioned. The NGP advocates stepping up education and skills development as well as empowerment to ensure that all the people of South Africa benefit from the economy (Hendriks (2012) in Rossouw (2011:5)).

Kopec (2011:5) argues that although the NGP policy promotes decent jobs, and jobs with minimum levels of wages this will allow leeway for trade unions to take action within the already strict labour law environment. If this part of the policy is implemented, it will result in low-skilled workers holding down highly-paid jobs, which will eventually lead to low productivity. This aspect of the NGP will result in jobless growth; the risk and cost is simply too high to employ people who do not have the appropriate skills. It is worth noting that in China the option of mass job creation has led to 57 000 000 jobs being created in the period from 2006 to 2010 (Kopec, 2011:5). Given this situation, it is therefore important to find out whether the NYSP is providing young people with the skills that they need to participate in the national economy.

3.2.8 The Youth Employment Accord (2013)

Signed by representatives from government and social partners (e.g. organised labour, business, community constituencies at NEDLAC and youth organisations) on 18 April 2013 at Hector Pieterson Memorial in Soweto, the Youth Employment Accord sets out the joint commitment to prioritise youth employment and skills development. The Youth Employment Accord (RSA, 2013a) is one in a series of social pacts that are intended to help achieve the goal of five million new jobs by 2020. It focuses on improving skills, because better education helps to make young people more employable. It focuses on work exposure, to give young people the chance to learn what the world of work is about. The Accord sets out the joint commitment to prioritise youth employment and skills development (RSA, 2103a; Patel, 2013:2-6).

3.2.9 The National Development Plan (NDP) 2011-2030

The Constitution of South Africa (RSA, 1996a), with its progressive realisation of justifiable socio-economic rights, is fundamentally transformative and thus places a duty on government to promote socio-economic development. The pursuit of a developmental state agenda is thus currently official policy of the South African

government (Kuye & Ajam, 2012:54). Thus, as a constitutional imperative, the NDP aims to ensure that all South Africans attain a decent standard of living through the elimination of poverty and reduction of inequality. The core elements of what constitutes a "decent standard of living" include: housing, water, electricity and sanitation; safe and reliable public transport; *quality education and skills development*; safety and security; quality health care; social protection; employment; recreation and leisure and clean environment (Maepa, 2013:23). Of all these elements, quality education and skills development is of particular significant to the present study, as it looks at the implementation of skills initiatives on the NYSP.

3.2.10 The National Skills Development Strategy III (2011-2016)

According to Rasool (2010:2), the National Skills Development Strategy (NSDS) (RSA, 2011b) is a framework for sector skills planning in South Africa. It outlines the national skills development priorities over a 5-year time horizon as identified by organised business and labour. The Strategy is an important initiative because it supports from a skills development perspective the most important social and economic goals of government in the areas of job creation, poverty alleviation, local economic development, industry competitiveness, rural economic development, SMME development and infrastructural expansion. Therefore the importance of the strategy for human capital development cannot be underestimated (Rasool, 2010:2), especially for the youth.

In the same vein, Mkosana (2011:28) notes that the objectives of the NSDS (RSA, 2011b) are to: establish a credible institutional mechanism for skills planning; increase access to occupationally-directed programmes, both intermediate level as well as higher level professional qualifications; promote the growth of a public FET college system that is responsive to sector, local, regional and national skills needs and priorities; address the low-level of youth and adult language and numeracy skills to enable additional training; encourage better use of workplace-based skills development; encouraging and supporting co-operatives, small enterprises, worker initiated, NGO and community training initiatives; and, finally, to increase public sector capacity for improved service delivery supporting the building of a developmental state, and building career and vocational guidance.

Furthermore, the updated NSDS III (2011-2013) also emphasises the fundamental principles of lifelong learning; promotion of equity; demand-led skills provision; flexibility and decentralisation; and partnership and co-operation at a national, sectoral, provincial, community and workplace level. In addition, the NSDS also has a strong appeal to the youth, as it seeks to support the integration of workplace training with theoretical training and to facilitate the journey from school, college, or university, and even for periods of unemployment, to sustained employment and in-work progress. There is a strong emphasis on linking skills development to career paths and to career development (Mkosana, 2011:28).

3.2.11 The Skills Development Act, 1998 (No. 97 of 1998) (SDA)

Powell and Lolwana (2012:5) suggest that the Skills Development Act (No. 97 of1998) (RSA, 1998b) provided an integrated regulatory mechanisms which on the demand side consists of the the National Skills Authority and 23 Sectoral Education and Training Authorities (SETAs). On the supply side are education institutions, both public and private, which provide schooling at schools (Gradeds R to 9) and Further Education and Training (FET) at either schools (Grades 10 to 12) or at college for Vocational Education and Training (VET) (National Curriculum Vocational (1-3) and higher education at universities.

A central focus of the SDA is to promote high quality education and training and to facilitate mobility and transfer through the National Qualifications Framework (NQF). Skills development is at the heart of socio-economic development strategy in democractic South Africa (Kraak, 2008a:491; Powell and Lolwana, 2012:5). The National Youth Service Programme (RSA, 2007), therefore, is consistent with the SDA (RSA, 1998b) as it also provides for both training and learnerships aimed at equipping young people with practical knowledge and skills that prepare them for the world of work.

It has been argued that the Skills Development Act (RSA, 1998b) has created a significant and far reaching approach to skills formation in South Africa. Monitored and implemented through the National Skills Development Strategies (NSDS I, II and III) it calls for an improvement in the quantity, quality and relevance of education and

training in order that it might increase economic competitiveness and improve the quality of life of all South Africans (Powell & Lolwana, 2012:5).

An important aspect of this Act (RSA, 1998b) is the need for employers to conduct skills audits for their workforces before implementing their skills programmes. Crucially, this approach is consistent with human resource development literature. For example, Bagraim, Jaga and Meyer (2010:268) emphasise that it is important to assess what learning and development is needed for organisations, teams, departments and individuals. This should be done in conjunction with the people or groups concerned and should be aimed at contributing to the organisation's strategic objectives (Powell & Lolwana, 2012:5).

Daniels (2007:9) and Kraak (2008a:496) posit that the Skills Development Act (No 97 of 1998) (RSA, 1998b) is successful in establishing a single national regulatory framework consisting of a National Skills Authority (NSA) and Sectoral Education and Training Authorities. These in effect linked the training programmes at the national level with those at the sectoral-level. In addition, the Workplace Skills Plans that all organisations are required to submit to the SETAs, link the organisation level to the sectoral-level (Daniels, 2007:9).

- **Learnerships**

The Skills Development Act (No. 97 of 1998) (RSA, 1998b) paves the way for youth skills development through learnerships. As defined by Hattingh (2007:63), a learnership is a programme which: consists of a structured learning component; includes practical work experience of a specified nature and duration; leads to a qualification registered by SAQA and related to an occupation; and is registered with the Director-General of the Department of Labour in the prescribed manner.

Kraak (2008a:495) still maintains that the learnership system is the most important innovation in the skills development field in the post-apartheid era. This innovative system was primarily aimed at overcoming the problems associated with the old apartheid training regime. Their main focus is investment in skills formation, empowerment, job creation and poverty eradication (Visser& Kruse (2009) cited in

Kraak (2008a:495)). A learnership is similar in its objectives to the modern apprenticeship systems in the United Kingdom and Australia, and involves strong links between learners, employers, government and skills development providers and the sector education and training authorities (Kraak, 2008a:495). The responsibility for the implementation and management of learnerships lies with the sector education and training authorities (Swanepoel, 2014:533).

Crucially, Akoojee, Gewer and McGrath (2005) in Kraak (2008a:495) suggestthat in order for learnerships to yield value, they should be aligned to the relevant qualifications and should be broadened to promote self-employment opportunities for youth in remote areas where employment opportunities are limited. This highlights the need for increasing the scope of learnerships from its current narrow focus on occupational skills to multiskilling, which is key to survival in the rapidly changing and highly competitive global economy.

However, Brown, Hesketh and Williams (2003:110) caution that equipping young people for the workplace or employability is both relative and absolute. An individual may be employable because of their absolute skills, abilities and qualities, whether imparted through a university, degree, further education and training qualification, a learnership or apprenticeship qualification, but may not succeed in securing employment due to relative conditions in the labour market and the economy at a specific point in time. Therefore, the introduction of learnerships through the Skills Development Act (No. 97 of 1998) (RSA, 1998b) and related legislation does not automatically translate into quality jobs for young people in the economy (Simmons, 2009:37).

Given this conundrum, Morrow, Panday and Richter (2005:15) propose that training providers and enterprises need to work together in such strategic areas as programme design and development, learnerships and work placements. Interventions designed to promote skills formation are a viable means for the absorption and integration of the unemployed into the labour market (Bhorat, 2004:21).

- **Sector and Workplace Skills Plans**

According to Powell and Lolwana (2012:10), sector skills plans (SSPs) form part of the National Skills Planning Cycle in South Africa. The aim of SSPs is three-fold: First, they are designed to provide an annual opportunity to monitor progress in skills development initiatives; second, they are intended to develop with a key stakeholders a collective vision and strategy for skills development. Third, SSPs provide the basis for benchmarking the organisation training efforts against industry skills priorities. According to Meyer and Orpen (2012:81), a workplace skills plan (WSP) is a tool that outlines the planned education and training programmes for an organisation in the coming year. In order for the WSP to be useful, it should cover strategic priorities for skills development; sectoral skills plans and linkages to employment equity. The present study will show whether skills plans are included in the implementation of the NYSP.

Although sector skills plans (SSPs) are an important source of planning information in training programmes, however, these tools are not without problem. One such problem is the lack of the capacity needed to analyse and manage the large database of workplace skills needs that SETAs receive from their members (Powell and Lolwana, 2012:10). A related problem is the difficulty of articulation between the data management systems of organisations and that of SETAs. For example, while SETAs are trying their best to perform their skills development function, these problems continue due to the early stages of the formalization process.

Another concern is that Sector Skills Plans (SSPs); which are developed by SETAs to support skills development in their industries or sectors, provide general descriptions of skills needs and shortages in each sector. These reports have been generalised to a point where they are no longer helpful to design and development of skills programmes (Powell & Lolwana, 2012:10). The Skills Development Act (RSA, 1998b) also requires that Workplace Skills Plans (WSPs) be developed at the organisational level to facilitate skills development. The WSP details an organisation's current and future skills needs and the steps that must be taken to meet them.

In addition to Sector Skills Plans and Workplace Skills Plans, the Act (RSA, 1998b) also establishes the National Skills Authority (NSA). The NSA is a stakeholder body, established in accordance with the Skills Development Act (RSA, 1998b). It was introduced as a vehicle to promote the strategic focus of skills development and to lead the process of skills development in the RSA by ensuring that a national skills development policy and strategy are developed and implemented. The NSA replaces the old National Training Board (NTB).

3.2.12 Skills Development Amendment Act, 2003 (No. 31 of 2003)

According to Coetzee (2013:28), the Skills Development Amendment Act (No. 31 of 2003) (RSA, 2003b) introduced a number of significant changes to the SDA, the key objective of which was to strengthen the then Minister of Labour's powers to influence the work of SETAs, and to hold them to account. Some of the key amendments included standards and criteria for allocating grants to employers; standards and criteria for use of money allocated to SETAs and requiring them to achieve full representation of designated groups in their membership profiles.

3.2.13 Skills Development Amendment Act, 2008 (No. 37 of 2008)

The pervasive skills shortage challenge in South Africa led to a system-wide review, new thinking and serious consideration being given to the reforms and formulation of the skills development and the National Qualifications Framework legislation respectively (Coetzee, 2013:29). This view is supported by Amos, Ristow, Ristow and Pearce (2008:335) who posit that South Africa faces the dual challenge of high unemployment among unskilled individuals combined with a shortage of skilled employees. The largest share of skills development, Amos *et al.* (2008:335) further argue, takes place at the workplace, thus highlighting the crucial role of development.

In view of the above, the Skills Development Amendment Act (No. 37 of 2008) (RSA, 2008b), therefore, provides anew for both the functions and composition of the Sector Education and Training Authorities; provides clarity on the continuation of apprenticeship training, and more importantly, provides for the establishment of the Quality Council for Trades and Occupations (QCTO). Additional changes brought about by this Act broadenthe scope of learning programmes to include a learnership,

66

apprenticeship, and any prescribed programme, including work experience component (Coetzee, 2013:29).

According to Swanepoel (2014:533), the Quality Council for Trades and Occupations (QCTO) is responsible for quality assurance and standards setting with regard to occupational qualifications in South Africa. Section 26(H) of the Skills Development Amendment Act (RSA, 2008b) as amended, outlines the functions of the QCTO as follows:

- Establishing and maintaining the occupational standards and qualifications.
- The quality assurance of occupational standards, and qualification and learning in and for the workplace.
- Designing and developing occupational standards and qualifications and submitting them to the South African Qualifications Authority (SAQA) for registration on the National Qualifications Framework.
- Promoting the objectives of the National Qualifications Framework.
- Liaising with the National Skills Authority on suitability and adequacy of occupational qualification standards and the quality of learning in and for the workplace.
- Liaising with SAQA, other quality councils and professional bodies responsible for establishing standards and quality assurance of standards and qualifications.
- Performing any other function delegated to it by the Minister.

3.2.14 Skills Development Levies Act, 1999 (No. 9 of 1999)

Daniels (2007:1-10) argues that with the new institutional framework established under the Skills Development Levies Act (No. 9 of 1999) (RSA, 1999a), the path was set for a substantive change to skills development and the method of training workers. However, enterprise training in South Africa was also at historic lows up to this point, and the Skills Development Levies Act (RSA, 1999a) sought to correct this by creating a national levy system applicable to all enterprises, based on taxing one per cent of payroll expenditure.

As articulated by Erasmus, Loedolff, Mda and Nel (2006:83), the purpose of the Skills Development Levies Act (RSA, 1999a) is to provide for the imposition of a skills development levy. For example, section 3 of the Act requires every employer to pay a skills development levy to the South African Revenue Services (SARS). In this regard, every employer must pay a levy at a rate of one per cent of its total remuneration.

Furthermore, the Skills Development Levies Act (RSA, 1999a) also requires designated employers to register with SARS and their sector education and training authorities for the purposes of facilitating the payment of skills levy. Employers are entitled to claim back skills grants for the training provided to their employees annually (Erasmus *et al.,* 2006:83). Employers that have been excluded/exempted from the skills levy include: any public service employer in the national and provincial government; employers whose human resource remuneration is not above the R500 000 threshold; religious/charitable institution exempt from the Tax Act (No. 32 of 1944); and a national or provincial entity that receives 90 per cent of its revenue from Parliament.

In addition to the above, Meyer (2005a:12) highlight that in order for employers to qualify for a partial refund of the levy, the Skills Development Levies Act (No. 9 of 1999) (RSA, 1999a) obliged them to: appoint a skills development facilitator; draw up and submit a Workplace Skills Plan (WSP); implement training in accordance with the WSP and report on the implementation of the WSP through the Annual Training Report (ATR). The Skills Development Act (No. 97 of 1998) (RSA, 1998b) and the Skills Development Levies Act (No. 9 of 1999) (RSA, 1999a) focus on employment, and the interpretation of these Acts must be done in conjunction with other labour legislation, such as the Basic Conditions of Employment Act (No. 75 of 1997) (RSA, 1997b), the Employment Equity Act (No. 55 of 1998) (RSA, 1998a), Labour Relations Act(No. 66 of 1995) (RSA, 1995a), Occupational Health and Safety Act (No. 85 of 1993) (RSA, 1993a) and Compensation for Occupational Injuries and Diseases Act (No. 130 of 1993b) (RSA, 1993) (Meyer, 2005:66).

In light of the legislation mentioned above, it is important to emphasise that the present study will focus on the learnership (i.e. practical skills training) component of the

NYSP. The reasons for this are four-fold. Firstly, learnerships are considered to be a useful strategy for breaking the barriers to youth employment in the economy, as they incorporate practical on the job training activities (Tau, 2012:1). According to Tau (2015:1), Johannesburg has more than 800 000 unemployed youths. Clearly, this warrants a proper investigation to see if current skills initiatives in the learnership component of the NYSP are helping to mitigate this challenge in Provincial DRT in Gauteng Province.

Secondly, research (Jacobs & Hart, 2012:18) reveals several problems in employment and learning pathways of learnership participants, and these include insufficient practical experience as many Training providers do not have the necessary facilities; and weak partnerships between the public and private sector, which constrains learners from getting on- the- job training. Given this situation, it is therefore imperative to establish how the learnership component of the NYSP is implemented to improve the knowledge, skills and attitudes of young people so that they can participate effectively in the national economy.

Thirdly, learnerships promise easy and affordable access to skills development opportunities for learners, especially those that come from disadvantaged social backgrounds. Learnerships and internships focus on raising the skills capacity of young people. In particular, learnerships aim to address the following challenges: decreasing employment; unequal access to education and training, and employment opportunities; the effects of race, gender and geographical location on educational advancement; and the skills shortages in South Africa (South African Qualifications Authority (SAQA), 2012:1).

Lastly, learnerships bring potential benefits for young people, including better employment opportunities after completing a learnership; a fixed-term employment contract for the duration of the learnership; improved on the job performance as learners do things that are relevant to the job; obtaining a nationally-recognised qualification that is relevant to the sector; and earning a learner allowance for the duration of the learnership (SAQA, 2012:1).

In summary, therefore, the Skills Development Levies Act (No. 9 of 1999) (RSA, 1999a) creates opportunities for sound partnerships between public and private sector organisations for financing skills development initiatives, including quality assurance processes within the education and training system. This partnership has facilitated the creation of the national skills levy to promote skills development in the workplace. Employers are required to contribute a portion of their income to the skills fund. The aim is to ensure that a system oflearnerships provides opportunities for linking education and work experience (Powell & Lolwana, 2010:10). As part of this inquiry, it will be vital to establish whether learnership opportunities are given to young people to help them acquire practical job skills on the National Youth Service Programme.

3.2.15 Employment Equity Act, 1998 (No. 55 of 1998)

According to Nel, Van Dyk, Haasbroek, Schultz, Sono and Werner (2004:84), the Employment Equity Act (No. 55 of 1998) (RSA 1998a) aims to remove all forms of inequitable discrimination in employment in South Africa. Specifically, the purpose of this Act is to promote equal opportunity and fair treatment in employment, through the elimination of unfair discrimination and by implementing affirmative action measures e.g. training and gradual adjustment of remuneration gaps to redress the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workforce.

Nel *et al.* (2004:85) further contend that the EAA impacts greatly on employment policies and practices in all sectors of the South African economy. These impacts include, but are not limited to: recruitment procedures, advertising and selection criteria; appointments and the appointment process; job classification and grading, remuneration, employment benefits and terms and conditions of employment; job assignments; the working environment and facilities; training and development; performance evaluation systems; promotion; transfer; demotions and disciplinary measures short of dismissal.

Similarly, Paterson (2008) in Thomas (2002:237) emphasises that employment equity is an important goal in South African organisations; and skills development is a critical

factor in achieving and sustaining equity targets. Bendix (1996:592) argues that most of the controversies and problems surrounding affirmative action are not coming from the principle as such, but from the manner in which affirmative action is implemented in some organisations. There is a tendency to focus on the numbersand not the skills needs of individuals, especially young people.

Given this situation, Thomas (2002:237) therefore suggests several principles that can aid effective implementation of EEA in the workplace; these include: consultation and communication between management and employees; fair recruitment, selection and performance management procedures and equitable opportunity for skills developmentand management commitment to a fair and equitable workplace.

In light of the above, it can be argued that the EEA provides an ideal opportunity for the Gauteng Province, DRT to create equal opportunities for young people to access on-the-job training on the NYSP. Booysen (2007:56) support this view, by stating that organisations should promote an inclusive culture that values diversity; develop a shared understanding of employment equity; ensure consistent implementation of EE plans at all levels and, most importantly, address white fears.

3.2.16 South African Qualifications Authority Act, 1995 (No. 58 of 1995)

According to Erasmus *et al.* (2006:83), the objective of this Act (RSA, 1995b) is to provide for the development and implementation of the National Qualifications Framework (NQF). In terms of this Act, structures and processes must be established for the NQF and standards and qualifications criteria must be developed, approved, registered and published (Erasmus *et al.* 2006:83).

This Act (RSA, 1996) requires the quality of education and training to be monitored and for education and training providers to be continuously assessed (Erasmus *et al.,* 2006:83). Given the high cost of training, it is therefore important that any training that is conducted in the future be recognised and accredited by SAQA (Amos *et al.,* 2008:335; Coetzee, 2013:28). According to Meyer *et al.* (2004:234), the South African Qualifications Authority Act, 1995 (No. 58 of 1995) aims to provide access to and

quality of learning wherever learning takes place. This Act regulates the accreditation of qualifications for which learnership programmes are implemented and aligned.

SAQA is established by the South African Qualifications Authority Act (No. 58 of 1995) (RSA, 1995b) and is a body consisting of 29 members who are appointed jointly by the Ministers of Education and Labour (Meyer, 2005b:204). According to Meyer *et al.* (2004:15), the mission of SAQA is to ensure the development and implementation of a NQF, which contributes to the full development of each learner; particularly youth on the NYSP in Gauteng Province: DRT. Therefore, this Authority is required to perform its tasks after consultation and in cooperation with all bodies and institutions responsible for education, training and the certification of standards, which are affected by the NQF.

In view of the above, it is possible to argue that training provides opportunities for young people not only to acquire practical skills, but also to receive qualifications that are recognised and accredited by SAQA. Credible qualifications increase the employment prospects and relevance of young people in the South African job market.

3.2.17 National Qualifications Framework Act, 2008 (No. 67 of 2008)

According to Amos *et al.* (2008:335) the National Qualifications Framework (NQF) has been established to ensure that qualifications adhere to national standards in all sectors of the economy. The NQF is the framework on which standards and qualifications are registered as unit standards. Learners i.e. those being educated and trained, can, in future, be more confident in their qualifications if they are recognised by the NQF (Amos *et al.,* 2008:335).

The key objectives of the NQF, Amos *et al.* (2008:335) further argue, are tocreate an integrated national framework for learning achievements; facilitate access to, and mobility and progression within education, training and career paths; enhance the quality of education and training; accelerate the reparation of past unfair discrimination in education, training and employment opportunities, and to contribute to the full personal development of the nation as a whole. This is particularly true for young people coming from previously disadvantaged social backgrounds with little exposure

to practical skills training. Thus, the NQF provides the basis for helping young people to improve their knowledge and skills through on-the-job training and progress to higher education and training bands, while earning income to support themselves and their families.

- **The role of Sector Education and Training Authorities (SETAs)**

Aligned to the NQF is the role of Sector Education and Training Authorities in promoting and facilitating skills development in the economy (Grawitzky, 2007:17). SETAs were formally established in March 2000, two years after the Skills Development Act (No. 37 of 1998) (RSA, 1998b) was promulgated. SETAs responsibilities are highlighted in the Act and include the following (Grawitzky, 2007:17):

- develop and ensure implementation of Sector Skills Plans (SSPs) within the framework of the NSDS;
- promote learnerships;
- approve Workplace Skills Plans (WSP);
- monitor education and training in the sector;
- collect and disburse grants – both mandatory and discretionary;
- support the development of learning materials; and
- be accredited as a quality assurance agency to oversee the quality of both Training providers and programmes.

However, as Grawitzky (2007:18) observes, the perception of a skills crisis has raised concerns as to whether Sector Education and Training Authorities are responsive enough to the needs of employers (private and public) and the country as a whole. A study by Grawitzky (2007:18) evaluated SETAs' performance since their inception by exploring SETA functioning and to distill, from a range of perceptions (and legislation), their core deliverables and responsibilities; and to assess whether there are underlying factors – systemic or otherwise – which are impacting on the way in which SETAs are supposed to operate. The study found that to varying degrees, SETAs were supporting skills development, particularly at the lower end of the skills spectrum. Given this, this study recommended that a refocusing needs to take place to firstly, ensure high levels of co-ordination between the SETAs and the needs of the broader economy and

secondly, ensure that a balance is achieved in terms of the type of skills that are being produced. This will require greater levels of commitment and strategic engagement by the social partners – labour, government and business. While addressing the role of SETAs in skills formation is relevant to this study, this research however, is not able to address the knowledge gap regarding the implementation of the NYSP, particularly in Gauteng Province, DRT.

- **Alignment of skills programmes with NQF**

Daniels (2007:1-13) emphasises that it is important for training programmes to be linked into the National Qualifications Framework (NQF) for non-professional individuals. This is the key to upgrading the skills set of low- and semi-skilled individuals, particularly young people who have no practical job skills. At the same time, it increases the transferability of these skills.

The NQF is a set of principles and guidelines through which records of learner achievements are registered to enable national recognition of acquired skills and knowledge, thereby ensuring an integrated system that encourages lifelong learning (Meyer *et al.,* 2004:13). Coetzee (2013:15) and Meyer and Orpen (2012:81) suggest that design implementation of skills programmes should be informed by the principles of the National Qualifications Framework; which are summarised in Table 3.1:

Table 3.1: Principles of the NQF

Principle	Description
Integration	Education and training should form part of a system of human resources development which provides for the establishment of an underlying approach to education and training.
Relevance	Education and training should be development needs.
Credibility	Education and training should have international and national value and acceptance.
Coherence	Education and training should work within a consistent framework of principles and certification.
Flexibility	Education and training should allow for multiple pathways to the same learning ends.

Standards	Education and training should be expressed in the framework and internationally acceptable outcomes.
Legitimacy	Education and training should provide for the participation of all national stakeholders in the planning and co-ordination of qualifications.
Access	Education and training should provide ease of entry to appropriate levels of education and training for all prospective learners in a manner which facilitates progression.
Articulation	Education and training should provide for learners, on successful comp of accredited prerequisites, to move between components of the delivery system.
Progression	Education and training should ensure that the framework of qualifications permits individuals to move through the levels of national qualifications via different appropriate combinations of the components of the delivery system.
Portability	Education and training should enable learners to transfer credits of qualifications from one learning institution and/or employer to another.
Recognition of Prior Learning	Education and training should, through assessment, give credit to learning which has already been acquired in different ways.
Guidance of Learners	Education and training should provide for trained individuals who meet nationally and trainers.

Source: Financial Services Education and Training Authority (2011:25-26)

Clearly, the NQF principles mentioned above also apply to the design, implementation and evaluation of youth skills development interventions on the National Youth Service Programme, which is the subject of this research. In particular, the principles of integration and guidance for learners are central to providing on-the-job training for inexperienced young people wanting to gain knowledge and practical job skills through sound supervision, counselling and tutorial support.

In the same vein, it is also important to note that the NQF Act (RSA, 2008) has not been without problems. For example, based on their impact assessment of the NQF, Keevy, Needham, Heyns and Tuck (1999:18-20) found that during the past few years, many unit standards and qualifications have been developed, and assigned credit as they are registered on the NQF. However, education and training stakeholders have

often found it difficult to determine the equivalence of learning attained in different contexts and sectors. Chapter four of the present study will shed more light on the opportunities and constraints impacting youth skills development activities on the NYSP.

3.2.18 Further Education and Training Colleges Act, 2006 (No.16 of 2006)

The aims of this Act are clearly articulated in its Preamble, which are to (RSA, 2006b; Gewer, 2010:6; Papier, 2009:15):

- Establish a national co–ordinated continuing education and training system which promotes co-operative governance and provides for programme-based vocational and occupational training.
- Restructure and transform programmes and colleges to respond better to the human resources, economic and development needs of the Republic.
- Redress past discrimination and ensure representivity and equal access.
- Ensure access to basic adult education, further education and training and the workplace through continuing education and training by persons who have been marginalised in the past, such as women, the disabled and the disadvantaged; provide optimal opportunities for learning, the creation of knowledge and the development of intermediate to high level skills in keeping with international standards of academic and technical quality.
- Promote the values which underlie an open and democratic society, based on human dignity, equality and freedom.
- Advance strategic priorities determined by national policy objectives at all levels of governance and management within the continuing education and training sector; respect and encourage democracy and foster a collegial culture which promotes fundamental human rights and creates an appropriate environment for teaching and learning.
- Pursue excellence, and promote the full realisation of the potential of every student and member of staff, tolerance of ideas and appreciation of diversity.
- Respond to the needs of the Republic of South Africa the labour market and the communities served by the colleges.
- Complement the National Skills Development Strategy.

Following the promulgation of the FET Act (RSA, 2006b) the critical transformation of the FET college sector began in 2000 with the establishment of a task team to plot the restructuring of the institutional landscape. This resulted in the development of nine provincial plans outlining the new configuration of merged colleges, and the transformation of 152 technical colleges into 50 multisite FET colleges. This process was completed in 2003 with the declaration of the FET colleges in provincial gazettes (Gewer, 2010:6).

Furthermore, the FET Colleges Act also provides the Minister of Education with the powers to determine the norms and standards for funding of FET colleges. The National Funding Norms and Standards for FET colleges links funding of National Certificate Vocational (NCV) programmes to planning and reporting. The funding norms are a key lever for government at national level to monitor the effectiveness of colleges. It allows the DHET to target its funding and it operates off a formula whereby the government funds 80 per cent of the costs of college programmes, while learners are liable for the remaining 20 per cent.

While not directly related to the implementation of the NYSP, this Act provides the basis for young people graduating from the NYSP to further their studies in any FET college in South Africa (Gewer, 2010:6). This is in line with the principles of mobility, flexibility and progression advanced by the National Qualifications Framework.

Having considered the legislation pertaining to skills development on the NYSP, attention is now focused on the guidelines and programmes of Gauteng Province, Department of Roads and Transport (DRT).

3.3   Guidelines and Programmes of Gauteng Province,Department of Roads and Transport (DRT)

The DRT in Gauteng Province contributes to the implementation of the NYSP through the following guidelines and/or programmes: Internship Policy (DRT, 2015a), Learnerships and Apprenticeships Policy (DRT, 2015b) and the Learner Driver Training Programme (DRT, 2015c). These are described and explained below:

3.3.1 The internship policy

From the outset, the Internship Policy (DRT, 2015a) recognises that South Africa is faced with major unemployment concerns especially among women, youth and people with disabilities. The shortage in scarce and critical skills is a major challenge, which can be addressed through an internship programme to introduce new entrants into the labour market (DRT, 2015a:25).

Against this backdrop, the Internship Policy of Gauteng Province, DRT aims to provide equal skills development opportunities to graduates and unemployed youth. The policy also provides for an exit strategy that includes preparing interns by developing their ability to: market themselves, acquire job hunting skills, prepare curriculum vitae, conduct themselves in interviews; engage in networking and think in an entrepreneurial way. From these provisions, it can be seen that the DRT's Internship Policy is not only aiming to equip young people with job skills but also entrepreneurial skills that help them to start their own small ventures (DRT, 2015a:25).

Concerning remuneration of youth learners in the NYSP, the Internship Policy (DRT, 2015a) indicates that the Departmental remuneration of interns will be determined and approved by the Chief Director: HRM with due consideration of the departmental budget. The Department will remunerate interns at the end of each month provided they work 40 hours per week. The Policy makes it clear that remuneration of interns is one of the fundamental requirements in the skills programmes i.e. learnerships or apprenticeships. In terms of this policy, the HRD Directorate in consultation with the Skills Development Committee, be responsible for determining the internship programme budget and the numbers of learnerships to be implemented in specified fields for each year, taking into account the Department's human resources requirements (DRT, 2015a:2).

The Policy provides mentorship for learners (i.e. unemployed youth and graduates) on the job. Specifically, the Policy states that mentors should assist the interns for a minimum of at least sixteen hours a week. The mentor in consultation with the intern may increase the hours of on-the-job-training. This flexibility (i.e. ability to increase hours of training on the job) provides interns with the opportunity to learn and master

additional job skills while enrolled on the Internship. The type of training and support services that young people received on the DRT's skills programmes included technical skills e.g. human resources, driver training and business related training e.g. entrepreneurship. Examples of support services offered included career counselling; study guides and stipends e.g. R3 500 per month (DRT, 2015b; 2015c:1).

3.3.2 Learnership and apprenticeship policy

The purpose of this Policy is to establish an effective framework in line with the Human Resource Development Strategy Vision 2015 and the Sectoral Determination 5: Learnerships/Apprenticeships as set by the Departments of Labour and Higher Education within the DRT. The aim is to assist employed and unemployed individuals with practical training, and development interventions in line with South African Qualifications Authority and Quality Council for Trades and Occupations (QCTO) requirements to obtain a National Registered Qualification (DRT, 2015b:1-5).

Like the Internship Policy (DRT, 2015a), the Learnership and Apprenticeship Policy (DRT, 2015b) covers the needs of students and unemployed youth, especially those who wish to pursue their careers in the public service. Learners/interns are recruited in two ways namely: formal application for those who seeking study bursaries and learnerships through the DRT and recruitment for those young people who wish to be employed in the DRT or the public service (DRT, 2015b:1).

The process followed to attract and recruit learners is a follows: available training opportunities are advertised in Newspapers and on the DRT's Website. Learners respond to the advertisements through written applications, which are sent directly to the Gauteng Province, DRT's Human Resource Department. Successful learners are informed through correspondence. Specifically, the entry requirements are as follows: Applicants must be South African, unemployed graduates between the ages of 18-35, and should not have participated in any other Internship programme within the Republic of South Africa. For unemployed youth, the general criterion is that such learners should come from disadvantaged backgrounds.

Applications must be submitted on form Z83 obtainable from any public service department offices and must be accompanied by a detailed CV, together with certified copies of qualification certificates and the ID. Also references is to be quoted on the application. Applications that is shortlisted will be communicated with by the department. It also states that if the applicant does not receive any correspondence from the department within one (1) month of the advertisement, the application should be considered as unsuccessful (DRT, 2015d:1).

3.3.3 The learner driver training programme

The Learner Driver Training Programme (DRT, 2015c), which is also linked to the Internship and Learnership policies referred to above, is part of the DRT's effort to contribute to youth skills development and poverty alleviation in the Gauteng Province. The Learner Driver Training Programme (DRT, 2015c) is offered through the DRT's g-Fleet agency and aims to meet the skills needs of young people in the Gauteng Province. The Programme targets two youth groups, namely youth still in school e.g. grade 11 and 12; and unemployed youth from disadvantaged family backgrounds. The first component of this Programme produces (young) training providers who, upon successful completion of their training, are then hired to train other young people on the skills programmes. Currently the Programme boasts fifty (50) instructors and facilitators serving in various training units of the DRT e.g. Driver and Learner Testing Centres (DLTCs). The Programme is offered in partnership with the Transport Sector Education and Training Authority (TETA). The programme covers such skills as instructor/facilitator course; project management, information technology and entrepreneurship; which are offered by the TETA. This skills programme is more relevant to the study as it targets youth between the ages of 15 and 35. Implementation of this training programme is informed and guided by the following principles, which form part of the National Qualifications Framework (NQF) and relevant education policies (DRT: The Learner Driver Training Programme 2010:1):

- **Participation** – learners are at the centre of the learning process; meaning that learners on the NYSP should actively participate and contribute to their own learning and development;

- **Prior learning** – learners bring different kinds of experiences to the classroom which must be recognised. Practically, this means that youth doing learnerships within the DRT in Gauteng Province should be given credits for prior learning received outside the DRT;

- **Diverse learning needs** – learners have different learning needs, expectations and learning styles, which must be accommodated. This means that facilitators on the NYSP within the DRT in Gauteng Province should use different training methods and materials to accommodate learners' unique training needs;

- **Guidance and support** – Learning goals and outcomes should be explained to all learners in advance. Similarly, youth participating in learnerships on the NYSP within the Gauteng Province, DRT need to be given the necessary support e.g. tutorials and career counselling;

- **Motivation** – learners must be willing to learn – i.e. they must take full responsibility for their own learning. It is the responsibility of facilitators and instructors to ensure that young people in Learnerships within the DRT in Gauteng Province are motivated and guided so that they can achieve their learning goals;

- **Practice** – Learners should be given enough time to apply acquired knowledge and skills in real situations. This means that youth attending learnerships on the NYSP in the DRT should be exposed to practical job situations so that they can be able to test their knowledge, skills and attitudes;

- **Feedback** – learners must be given feedback on their performance· Remedial plan – learners should be assisted with revision so that they are able to cope with knowledge tests and practical examinations. Training providers e.g. facilitators and instructors should provide regular feedback to youth on the NYSP in the DRT so that they know how they are performing in their respective learnerships. Feedback needs to be given in a constructive manner to ensure that all learners benefit from the Learnerships;

- **Validation** – learners who have successfully completed all learning requirements in their skills programmes (i.e. learnerships) should be declared competent and awarded a certificate. This means that youth who have met all the assessment requirements for the learnerships should be given legitimate

and credible certificates and/or qualifications that are consistent with the Transport Education and Training Authority.

3.3.3.1 Certification

Successful learners in learnerships on the NYSP within the Gauteng Province, DRT get certificates after training. These include a Certificate in Project Management; Driving Instructor Certificate; Information and Communications Technology (ICT) and Learner Driver Certificate (i.e. Learner's Licence); certificate in human resource management in public service; and Certificate in Business Management. Youth under the age of 35 can use their qualifications to apply for temporary jobs/contract-based jobs within the DRT system. If successful, such learners can be accommodated for a period of 12 months. The aim is to help them kick-start their careers. After this period, these learners (i.e. those below the age of 35) exit the DRT system to pursue their careers in other sectors. In the case of learners above the age of 35, the general practice is that such learners should be able to independently search for jobs outside the DRT environment. The training that they receive from the DRT prepares them for the job market. However, if vacancies occur within the DRT, these learners are encouraged to apply for those positions (DRT, 2010:1).

3.4 CONCLUSION

Equitable skills development is a constitutional imperative in South Africa. Therefore, ensuring equal access to training opportunities creates space for young people to acquire practical job skills on the National Youth Service Programme, particularly in the Gauteng Province, DRT, which is the main focus of the study.

In particular, the Skills Development Act (No. 97 of 1998) (RSA, 1998b) and its subsequent amendments defined the skills development framework for entry level, intermediate and high level skills by mandating organisations in all sectors to support skills development; especially for young people, so that they can get practical job skills. Entry level skills, which are generally associated with experiential training, play an important role in facilitating the entry of young people into the job market.

The legislative review in this chapter has also highlighted that youth skills development interventions (i.e. learnerships) are impacted by a range of factors, including economic growth levels, labour market conditions, learner support and guidance, as well as credibility and legitimacy of the training offered.

The review has also demonstrated that there are guidelines and programmes that inform youth skills development interventions in the Gauteng Province, DRT, and that these include, inter alia, The Internship Policy (DRT, 2015a), Learnership and Apprenticeship Policy (DRT, 2015b) and the Learner Driver Training Programme (DRT, 2015c). The study will shed more light on whether these guidelines/programmes have been effectively applied to assist young people to acquire practical job skills on the NYSP in the Gauteng Province, DRT.

In view of the above, it can be concluded that a solid legal foundation has been laid to facilitate equitable training and career development opportunities for young people on the NYSP; which is the main focus of this research.

CHAPTER FOUR: DATA COLLECTION METHODOLOGY, PRESENTATION AND ANALYSIS OF FINDINGS ON THE IMPLEMENTATION OF THE NATIONAL YOUTH SERVICE PROGRAMME IN THE GAUTENG PROVINCE, DEPARTMENT OF ROADS AND TRANSPORT

4.1   INTRODUCTION

The primary objective of this chapter is to provide a qualitative analysis and interpretation of the data on the implementation of the National Youth Service Programme in the Gauteng Province, DRT. The research methodology adopted by the study is also explained, with particular emphasis on research design, data collection methods, population and sampling technique and the research process. The findings of the study are then presented and explained in relation to the research problem and the broad research questions cited in chapter one; namely: What specific skills programmes are implemented on the NYSP? Who is being reached through the intervention activities? What inputs or resources have been allocated or mobilised for programme implementation? What are the problems of implementing the NYSP? What is the perception of youth, regarding skills development on the NYSP? What are possible programme strengths, weaknesses, and areas that need improvement? What are the proposed solutions to the problems encountered? These questions were arranged according to themes (identified by the researcher) for logical, analytical purposes.

The data under consideration was obtained through semi-structured interviews with Programme officials, Project managers and Training providers on the National Youth Service Programme in the Gauteng Province, DRT and focus groups with learners on the NYSP.

4.2   RESEARCH DESIGN

4.2.1 Case study method

This research adopted a case study design to understand the implementation of youth skills programmes (i.e. learnerships) on the NYSP in the Gauteng Province, DRT.

According to Albright *et al. (*1998:3), the purpose of a case study is to study intensely one set (or unit) of something e.g. programmes, cities, counties, or worksites as a distinct whole. As the programme progresses, the researcher continues to make observations and to interview the owners, managers, employees, and customers in order to gain in-depth understanding of what is happening regarding programme implementation. These authors further argue that a case study is particularly useful for evaluating programmes when programmes are unique, when an established programme is implemented in a new setting, when a unique outcome warrants further investigation, or when a programme occurs in an unpredictable environment. This research uses case study design to evaluate process, rather than impact. In other words, the study is primarily interested in understanding what is going on in the implementation of the National Youth Service Programme in Gauteng Province, DRT.

4.2.2 Data collection methods

- **Interview with focus groups**

Interviews were structured or unstructured conversations between the researcher and the focus groups,with the aimat eliciting certain information on the research problem (Mertens, 2005:7; Henning, 2008:28). Interview protocols can range from highly structured questionnaires, in which the questions and range of answers are specified in advance, to non-directive conversations, in which the respondent has considerable latitude to talk about what he or she chooses.

This researcher used unstructured interviews with focus groups to generate adequate data from Project managers, Programme officials and Training providers. One major advantage of using unstructured interviews in this research is that they allowed maximum flexibility in collecting the experiences of the respondent. This kind of interview is helpful in case study evaluation when the researcher knows little about what happened or about the organisations involved. By using open-ended questions, the interviewer has a better chance of learning about the perceptions and experiences of those being studied (Mertens, 2005:7; Patton, 2002:22; Creswell, 2006:29). In this study, it is imperative to know what is happening regarding youth skills development initiatives on the NYSP which, as indicated earlier, has been incorporated into the Expanded Public Works Programme since 2007.

The study used focus groups as follows; Programme officials and Project managers divided into two (2), based on the number of participants. Twenty youth representatives were divided into groups of six (6) or eight (8) to answer questions on the skills development services that they receive during the implementation of the National Youth Service Programme. According to Barnett (2008:1), a focus group is a group interview of approximately six to twelve people who share similar characteristics or common interests. A facilitator guides the group based on a predetermined set of topics. The facilitator creates an environment that encourages participants to share their perceptions and points of view. Focus groups are a qualitative data collection method, meaning that the data is descriptive and cannot be measured numerically.

The aim of using focus groups in this evaluative study was to get more in-depth information on perceptions, insights, attitudes, experiences, or beliefs of people participating in the National Youth Service Programme. It is vital to assess what they know about the services provided; who is involved, and whether these services do reach their members as planned. Focus groups are useful for gathering subjective perspectives from key stakeholders. In addition, the focus group method is quick and relatively easy to set up; the group dynamic can provide useful information that individual data collection does not provide, and is useful in gaining insight into a topic that may be more difficult to gather through other data collection methods (Barnett, 2008:1; Neuman, 2012:20).

In facilitating the focus groups, the researcher used a focus group guide with specific themes, and prompts to enable the participants to answer questions relating to youth skills development on the NYSP. Practically, this meant asking questions to the group and allowing time for participants (i.e. youth representatives) to respond to each other's comments, while listening and taking notes at the same time.

- **Population and sampling**

The population denotes the universe from which the researcher selects the research subjects or respondents (Babbie, 2014:62). In this study, the research population

comprised 328 learners and 15 training personnel on the National Youth Service Programme within the DRT.

- **Sampling strategy**

This inquiry employed a purposive sampling strategy called maximum variation sampling. This entailed constructing a sample by identifying key dimensions of variations and then finding cases that vary from each other as much as possible (Suri, 2011:67-68). For example, the cases in this study reflected the different perspectives of management, training providers and learners regarding the implementation of the NYSP in Gauteng Province, Department of Roads and Transport. Through maximum variation sampling, it was possible to obtain high quality, detailed descriptions of the different stakeholders' perceptions (Patton, 2002:230) about implementation of skills programmes (learnerships) for young people on the NYSP. Maximum variation sampling also helped to reveal shared patterns i.e. common experiences of youth in the different learnerships on the NYSP, for example, entrepreneurship, information technology, learner driver training programme and marketing.

- **Sampling method**

Based on the sampling strategy outlined above, the study used purposive sampling to select participants for interviews and focus groups. Purposive sampling is a technique widely used in qualitative research for the identification and selection of information-rich cases for the most effective use of limited resources (Patton, 2002). This entails identifying and selecting individuals or groups of individuals that are especially knowledgeable about, or experienced with a phenomenon of interest (Suri, 2011:68). Details of the cases included in the final sample are provided in Table 4.1 below.

- **Justification of selection and inclusion of purposive sampling**

The strength of purposive sampling in this study is that it enabled selection and inclusion of information-rich cases for study in depth. Information-rich cases are those from which one can learn a great deal about issues of central importance to the

87

purpose of the inquiry, hence the term purposive sampling. These included programme officials, Project managers, Training providers and learners on the NYSP. Examining these information-rich cases yielded insights and in-depth rather than empirical generalisations (Patton, 2002) of implementation evaluation in Gauteng Province, Department of Roads and Transport. With purposive sampling, it is easier for participants to communicate their experiences and opinions in an articulate, expressive and reflective manner in an environment that is free from control and restriction; as might be the case with probably sampling methods such as random sampling.

In selecting participants from this population, the researcher used a non-probability sampling technique termed purposive sampling. Purposive sampling is frequently used in case study evaluations because, in order to study the reasons that something either did or did not happen, an evaluator must be sure that the units in the sample have the potential to reveal those reasons (Albright *et al.,*1998:3).

Purposive sampling was employed to select Programme officials, Project managers, learners (i.e. youth on the NYSP) and Training providers to provide information on the implementation of youth skills programmesin the NYSP in the Gauteng Province, DRT. Given the possibility of bias generally associated with non-probability sampling methods, it was necessary to obtain data from various stakeholders on the NYSP. The final sample constructed to meet the goals of the study is provided in Table 4.1 below.

Table 4.1: Sample size of respondents interviewed (number of people in focus groups)

Category	Number of respondents selected
Programme officials	4
Project managers	4
Training providers	2
Youth (beneficiaries)	20
Total	30 Respondents

Table 4.1 indicates categories (focus groups) of respondents sought by the study. The first category includes four (4) officials from DRT responsible for the National Youth Service Programme (NYSP) within the DRT. The second category consists of four (4) Project managers in DRT tasked with the implementation of the NYSP in DRT. The third category comprises Training providers i.e. education and training practitioners responsible for youth skills development on the NYSP within the DRT. The fourth category is twenty (20) youth representatives (beneficiaries) participating in the NYSP in the Gauteng Province, DRT. Thus, the total number of respondents who participated in the study is thirty (30) in five (5) focus groups. This number thirty (30) is reasonable given the fact that qualitative case study design emphasises the appropriateness of the cases selected, rather than representivity of the sample (Cresswell, 2006:46, Babbie, 2014:33, Leedy & Omrod, 2001:21).

- **Data collection process**

Following the granting of the ethics clearance by the Research Ethics Committee in September 2016, interviews were conducted with Programme officials, Project managers and Training providers on the NYSP in the Gauteng Province, DRT between 20 September 2016 and 31 October 2016. Subsequently, focus group sessions were conducted with beneficiaries (i.e. youth learners on the NYSP) from during the same period. Data was captured using note book and laptop. Interviews were conducted with Programme officials, Project managers and training providers during the same period.

- **Challenges in data collection**

Several challenges were encountered during the data collection process, including the difficulty of organising focus groups as learners were busy with examination preparations, making it somewhat difficult to schedule the focus group sessions in one week. A related challenge was getting hold of Training providers who also had hectic work schedules. In some cases, this meant re-scheduling some of the interviews, in order to gain access to facilitators and instructors on the NYSP. Finally, some learners were hesitant to talk about their experiences on the NYSP, but this was mitigated by explaining the research objectives and assuring them of their rights in the study.

- **Strengths and limitations of the study**

A key strength of this research is that it elicited the diverse views and perspectives of Programme officials, Project managers, Training providers and learners (i.e. young people) on the NYSP. In this way, it was possible to mitigate the potential bias associated with using a few data sources. Conversely, the study evaluated youth skills programmes on the NYSP in only one provincial department, namely Gauteng Province, DRT, thus excluding other provincial departments from the sample. Consequently, the findings of the study could not be generalised across the nine provinces.

- **Reliability and validity**

According to Rossouw (2003:122), validity and reliability are essential in both quantitative and qualitative research. This means that the findings and conclusions of the study must be credible and truthful in the eyes of readers and users of the research (Somekh & Lewin, 2005:348). In this study, validity and reliability were enhanced through the use of techniques such as focus groupsof data collection and data analysis methods; reference to the existing body of knowledge and prolonged involvement of the researcher with the respondents to understand their values and culture so as to eliminate misconceptions during data collection/analysis (Rossouw, 2003:122).

4.3   PRESENTATION OF FINDINGS

This section explains and describes findings from focus group interviews with four (4) Programme officials, four (4) Project managers and two (2) Training providers, as well as focus groups with twenty (20) learners participating in skills programmes on the National Youth Service Programme in the Gauteng Province, DRT. The focus groups were held in Gauteng Province, DRT between 20 September 2016 and 31 October 2016.

4.3.1 Programme officials' perspective

Programme officials were included in the study because they were partly responsible for the allocation, distribution and management of training resources. Their comments and inputs provided clarity on how resources are deployed to support implementation of youth skills development programmes (i.e. learnerships). See Appendix one (1) for unstructured questions. Each will be summarised as follows:

4.3.1.1   How the organisation meets the goals of the NYSP through skills development

The primary objective of this question was to determine how the Gauteng Province, DRT contributed to the implementation of the NYSP through its skills programmes i.e. learnerships. Programme officials' views in focus groups summed up the DRT's contribution to the skills development process as follows:

- *We give them (i.e. young people) training that is accredited by the Transport Sector Education and Training Authority (TETA). This training is provided free of charge to all young people coming from disadvantaged backgrounds.*
- *We have partnerships with DRT units and other government departments e.g. Gauteng Province, Education and TETA with a view to creating employment opportunities for learners who have successfully completed all assessment requirements in their learnerships.*
- *We empower them with business skills, so that they can engage in self-employment activities to support their own life styles and those of their families.*

- *The programme teaches them to be independent, innovative (i.e. create their own ventures) and self-reliant, because the economy is sophisticated and needs people who have the right set of skills, knowledge and attitudes.*

To some degree, the above findings indicate that efforts had been made to meet the skills needs of young people in different ways. For example, no entrance/registration fee was paid by the learners (i.e. youth learners on the NYSP); which increased demand for training. The involvement of the TETA enhances the credibility and legitimacy of the learnerships offered by the DRT. The emerging theme from these results is initiatives undertaken to meet the skills needs of young people on the NYSP in the DRT. This theme relates to five issues that were revealed by the results above, namely learnerships, management problems, time management, motivation and training equity.

4.3.1.2   Type of skills programmes /learnerships provided to youth in the DRT

Mainly, this question sought to elicit information on the specific skills programmes (i.e. learnerships) offered to young people as part of the DRT's contribution to the implementation of the NYSP. Programme officials in focus groups described the skills programmes as follows:

- *The learnerships are offered in an integrated fashion, in order to expose young people to a wide range of entry level and intermediate skills that are required in the job market; such as project management and driver's licence qualification.*
- *Learnerships for the youth include entrepreneurship; safe driving, which culminated in a driver's licence; business management; project management skills; information technology; management skills and business presentation skills.*
- *Over the years, we have discovered that employers are looking for flexible individuals who can function well in the workplace and in business situations. The business component (i.e. entrepreneurship) is aimed at empowering those young people who want to start their own small businesses.*

Judging by these findings, it is evident that the DRT offered various types of skills programmes to the youth on the NYSP; and that these ranged from business skills to information technology skills. An important theme that can be distilled from these findings is classification of skills programmes on the NYSP; which points to technical skills programmes and general skills programmes.

4.3.2 Youth groups targeted by the skills programme on the NYSP

The primary objective of this question was to identify the specific youth groups targeted by the skills programmes (i.e. learnerships) within the DRT. The following data sets indicate clearly who the beneficiaries of the skills programmes were:

- *We are specifically looking for youth that come from poor families. We do background checks to ensure that we have the right people on the learnerships. In this group you have grade 11 and grade 12 learners who are still at school, drop outs and unemployed youth who have no other options in life.*
- *We visit schools to contact the first group (i.e. grade 11 and 12).*
- *We work with the TETA to host career workshops to attract unemployed youth and vulnerable youth (i.e. drop outs), we advertise available opportunities on our website and in newspapers.*

From this finding, it can be seen that the skills programmes (i.e. learnerships) are mainly designed to benefit youth from poor family backgrounds. By implication, this means that available training initiatives in the case study did not cover the skills needs of youth from middle or upper class families. The opportunities available are presented by Gauteng Province, DRT by means of workshops and advertisements.

Theme 3: A possible theme from these findings is youth participation in skills programmes on the NYSP. This theme relates to admission of learners to the skills programmes, career needs and expectations, opportunities and constraints and motivation to learn; all of which were highlighted by the research findings.

4.3.2.1   Quality of the skills programmes offered to youth on the NYSP

At the heart of this question was the need to determine whether the skills programmes (i.e. learnerships) offered to young people on the NYSP, met the minimum quality

standards suggested by the SAQA and the National Qualifications Framework (NQF). Examples include: access, affordability, participation and programme responsiveness to learners' needs. Programme officials commented as follows:

(a) Access

Regarding access, the overall feeling among participants (i.e. Programme officials) was that the training programme on the NYSP was generally accessible to the target groups (i.e. youth from poor family backgrounds). Their comments were as follows:

> *It is easy for many of them (i.e. disadvantaged youth) to attend the training (i.e. learnerships) because they do not pay for it. As long you qualify (i.e. if you come from a poor family), you have a chance to register for any of the learnerships offered. But there is a challenge for learners in remote locations around the Johannesburg area. Reaching those learners is difficult, because there are no driver training centres nearby.*
> *The learnership is not offered in isolation from the Learner Driver's Licence. They go together. So learners in remote areas may be disadvantaged by lack of Driver and Learner Testing Centres (DLTCs).*

Looking at this finding, it is clear that although the skills programme was offered free of charge, however, there were restrictions in terms of who could access the learnerships or skills programmes on the NYSP. Heavy emphasis was placed on meeting the skills needs of the poor. However, access was not easy for learners living in remote areas. Theme 4: Based on these findings, the main theme here is challenges impacting implementation of skills programmes on the NYSP. Examples include shortage of training staff, learner motivation and financial resources.

(b) Affordability

The aim of this question was to find out if young people could afford to meet training costs in their respective skills programmes on the NYSP. This is what Programme officials had to say about the matter:

- *The programme (i.e. learnership) is free. But you find that most young people do not attend because of alcohol and lack of discipline and motivation.*

- *There are those who cannot attend, because the situation at home does not allow them to do so, i.e. lack of income. And that is what we are working on presently to ensure that in each region, we partner with local Driver and Learner Testing Centres (DLTCs) to ensure that local youth have easy and affordable access to learnerships.*

What is clear from this finding is that although efforts had been made to help young people access skills training opportunities on the NYSP in the DRT, such efforts were hampered by demotivation and substance abuse (i.e. alcoholism and drugs). A key theme that emerges from these findings is: the barriers impacting youth access to skills programmes on the NYSP. In addition, while the programme was initially meant to be affordable for all young people who meet the admission criteria (i.e. poor family background and 15-34 years of age); the most vulnerable groups within this cohort could not reach the learnerships because of challenges of poverty, unemployment and lack of motivation.

(c) Participation

Central to this theme was the need to understand whether equal opportunities had been provided for young people to participate and contribute actively to their own learning in skills programmes on the NYSP within the DRT. This is what Programme officials had to say on this matter:

- *Many young people like the training because they know that when they pass the learnership they will get a certificate plus a driver's licence. Others fail the drivers' licence test and give up. So you have those young people who come and go without completing the learnership.*

- *Some young people are forced to leave because of poverty, unemployment, HIV/AIDS and lack of parental support at home. Some leave the programme because they have different career goals and aspirations that we cannot meet, due to lack of training capacity on our side. That is why we want to bring FET colleges on board, to ensure that they assist with further training.*

As was the case with access and affordability, participation of youth in skills programmes on the NYSP was also impacted by a range of factors, including poverty, HIV/AIDS and competing career goals or priorities. An important theme from this finding is the need for career planning in youth skills programmes on the NYSP.

(d) Response to learners' needs

This theme was primarily designed to determine programme responsiveness to the needs and expectations of young people on the NYSP. On this issue, participants (i.e. Programme officials) commented that:

- *We try by all means to meet their needs. For example, we even hire graduates from our learnerships to train other young people. That motivates young people, because they can see that this person (i.e. instructor) is from the same training programme.*

- *We also invite those who succeed in the business sector (i.e. those who run their own small businesses) to come and deliver motivational speeches to their colleagues.*

- *Most of the employers where they (learners) do their practicums also use our data base to recruit the people that they need. We also have access to the data base of all the SETAs, which makes it easier for us to interact and share knowledge with them on the skills needs of their sectors and what they need from us in terms of youth skills development.*

On the whole, the above findings suggest that several attempts had been made to meet the learning needs of youth in skills programmes (i.e. learnerships) on the NYSP within the DRT. These included using role models from learnerships; partnering with various SETAs and prospective employers to plan skills programmes; and using their data bases to inform programme design and implementation. The main theme emerging from these findings is resources for youth skills programmes on the NYSP; which were reportedly lacking in nearly all the skills programmes, i.e. project management, information technology, marketing and the driver training programme.

(e) How skills programmes prepare young people for the job market

The purpose of this question/theme was to establish whether the skills programmes (i.e. learnerships) helped young people to acquire practical job skills that enhanced their employability in the job market. This is what Programme officials had to say about this matter:

- *Our training initiatives (i.e. learnerships) are job based, exposing young people to real and practical job skills needed in the labour market.*
- *It is easy for them (i.e. learners) to get jobs, because employers are looking for people with practical job experience gained in real work situations.*
- *We do not just teach them job skills – we want them to control their own destiny by starting their own enterprises. We want them to be employers of the future.*

Taken together, these findings confirm that the skills programmes prepared young people for the job market; although this claim was latter disputed by some beneficiaries (i.e. young people on the skills programmes within the DRT environment). These results also suggest that young people were not only exposed to practical job skills, but also empowered with entrepreneurial skills so that they could start their own ventures after completing the skills programmes. As will be seen later, this was also confirmed by some beneficiaries, who said that they had also learnt some business skills in their learnerships.

(f) Additional training programmes required on the NYSP

This question sought to discover whether efforts had been made by the DRT to diversify the skills programmes, in order to meet the unique skills needs of young people on the NYSP. The following comments illustrate how Programme officials felt about this issue:

- *We need more skilled artisans. The FET colleges must play an active role in this regard, because we as a department do not have the capacity to produce these skills without their support and expertise. Learners can benefit from more business -oriented learnerships.*

- *The TETA (i.e. Transport SETA) has indicated that there is a huge demand for transport logistics and goods handling skills. Young people can be trained and employed in these sectors to reduce the growing rate of youth unemployment in the country. Examples include supply chain management skills, order management skills, inventory management skills and stock taking.*

Overall, the findings in the foregoing indicate that in future, youth skills development efforts should be focused on producing more artisans on the NYSP. An important theme that can be derived from these results is joint capacity-building for skills programmes on the NYSP. The results above have underlined the importance of increasing delivery capacity on the NYSP to ensure that young people benefit from the training initiatives offered by the DoRT.

(g) Challenges or problems with current training programmes

This theme was intended to establish whether there were any challenges or constraints that impeded implementation of skills programmes on the NYSP; and this is what participants (Programme officials) had to say about this issue:

- *Yes, the age limit (15-35) is a problem because you have people who are above 35 years wanting to benefit from learnerships, but they cannot because they do not meet the admission requirements (i.e. criteria).*
- *Funding is also limited. Due to other priorities, the DRT cannot afford to increase the number of learnerships without support from other stakeholders – such as the private sector, for example.*
- *There is also the challenge of manpower – we are running short of qualified Training providers and instructors. The number of learners (i.e. youth learners on the NYSP) is increasing, while the number of Training providers remains the same.*
- *Employers' inability to absorb all the (youth) learners once they have completed the learnership; this is a big problem, because many learners think that the programme (i.e. learnership) has no value if they cannot find jobs in the organisations that accept them for a learnership.*

To some extent, the research results above confirm that there were challenges in the implementation of youth skills interventions (i.e. learnerships) on the NYSP. These included age restrictions, lack of support from other stakeholders' e.g. private sector; shortage of training staff, and lack of employment after graduating. These results give rise to theme of quality assurance in skills programmes on the NYSP. Quality concerns linked to this theme included lack of qualified staff to train young people on the NYSP; mismatch between skills programmes and learners' needs; limited choices in learnerships and inflexible admission requirements.

4.3.3 Project managers' perspective

4.3.3.1 Annual training budget allocation for youth skills programmes in the DRT

Basically, this question sought to establish how much money had been set aside to support implementation of youth skills programmes on the NYSP within the DRT. It was commonly agreed that:

- *Approximately, R6 million is allocated each year, covering all the training expenses.*
- *The budget is distributed across the learnerships and covers all learners recruited annually.*
- *Some of the funds go to the Driver's Licence training programme because that is our flagship in the Department, it attracts many unemployed youth.*

The above findings reveal that a budget had been set aside for youth skills programmes (learnerships) on the NYSP in the DRT. In the same vein, it is important to note that the training budget was considered to be inadequate, as it could not match the growing number of learners on the skills programmes.

4.3.3.2 Opportunities and constraints in implementing youth skills programmes/learnerships in DRT

This question sought to establish whether there were any opportunities and constraints that impacted effective implementation of youth skills programmes (learnerships) on the NYSP within the DRT. In this regard, the four (4) Project managers reported that:

- *The opportunity for learners is that the programme is offered to them free of charge; they would not afford the actual cost, on their own.*

- *After training, they (learners) are likely to find jobs because the training is linked to employees in the skills development sector and the DRT's agencies.*

- *A key constraint is the fact that the programme is not reaching all the target groups, especially poor families; because they cannot afford to pay transport costs for their children.*

On the whole, these findings confirm the existence of opportunities and constraints in the implementation of youth skills programmes on the NYSP. Regarding opportunities, the data shows that young people had free access to the skills programmes. In terms of constraints, the data reveal that not all young people were able to access the skills programmes, especially those coming from very poor families as they could afford bus/taxi fares to and from the venues of skills programmes.

4.3.3.3   Ensuring close cooperation between the DRT, SETAs and prospective employers on the NYSP

This theme was intended to learn whether efforts had been made to enhance delivery capacity in youth skills programmes on the NYSP within DRT. Participants (Project managers) explained their experiences as follows:

- *We have a steering committee that coordinates our work. This committee includes representatives from the DRT, Transport Education and Training Authority and the Driver Training Unit, which is responsible for the implementation of the Driver's Licence Training Programme.*

- *We participate in the Gauteng Province Human Resource Development Council, which includes all stakeholders from the education and training sectors. The HRD councils helps with identification and coordination of skills needs and priorities in Gauteng Province, including the youth.*

4.3.3.4   Desired improvements in youth skills programmes on the NYSP

Under this theme, participants (i.e. Project managers) were asked to suggest possible measures that could be instituted to improve training of youth on the NYSP. Their suggestions were as follows:

- *There is a need to involve the private sector and FET colleges in the programme because current implementation capacity is severely limited, making it difficult to meet the growing demand from unemployed youth in surrounding townships.*
- *We must be able to work together with colleagues, so that we have a wide referral system for young people who want to improve their skills in those institutions.*
- *There is an opportunity to work with other government departments, e.g. access to technology to improve the curriculum for the information technology learners.*

4.3.3.5   Learner support services in skills programmes

One of the fundamental principles of the National Qualifications Framework (NQF) highlighted in chapter three is that learners should be given all the necessary support to be able to meet their learning needs. Based on this principle, Project managers were asked if young people on the NYSP had been supported; and this is what they said:

- *Yes, they get support from instructors and facilitators in all the learnerships. Those in learnerships are assisted by their supervisors and older employees (i.e. senior and more experienced employees in their learnerships), who provide coaching and mentoring to newly recruited youth across the learnerships.*
- *We link them with prospective employers, especially in the transport sector. But the problem is learners themselves – some of them are not motivated to work hard, persevere and complete the required training.*
- *Some young people simply withdraw from the programme, because they feel that it is going to take long for them to get jobs.*

The above findings suggest that young people on the NYSP were generally supported in various ways, including career guidance, coaching and mentoring, and referrals to

prospective employers. In some cases, however, these efforts were hampered by lack of determination and motivation in some learners, who abruptly withdrew from the training programme without meeting all the training requirements.

4.3.4 Training providers' perspective

4.3.4.1 Specific skills programmes offered to youth

As the two Training providers were at the coal face of the NYSP in the DRT, it was therefore important to elicit their views and experiences on the type of skills programmes that they provided to young people. Their comments were as follows:

- *The learnerships are integrated and they cover essential skills such as marketing, business management, business presentations, project management and the driver's licence programme.*
- *The driver licence programme is compulsory for all learners, because all employers want people to have a drivers' licence when they leave school.*
- *The TETA recommends suitable unit standards, for example, safe driving, information technology and project management.*

One key finding from the preceding data sets is that the skills programmes were varied according to the needs of learners. Secondly, the driver training learnership was given priority, as it also helped unemployed youth to use the acquired driver's licence to find jobs in the labour market. The involvement of the TETA is commendable, as it helped Training providers to package their training in accordance with SAQA quality guidelines and NQF principles (which were discussed in chapter three).

4.3.4.2 How skills programme prepare young people with the right kind of skills for the workplace

Given the generally high rate of youth unemployment in the Gauteng Province, it was necessary to ask the two Training providers if the skills programmes really prepared young people for the world of work. Their views /perspectives were as follows:

- *They (i.e. young people on the NYSP) get practical training every day. Much of the training focuses on giving them practical skills, so that they can adapt and perform well in companies.*

- *The theoretical component is limited. Most of the time, learners are involved in practical, work- based projects in different units of the DRT.*

- *The learnerships are run by young people who have graduated from the same learnerships. So we also have role models on the skills programmes, who help to motivate learners.*

Overall, these findings show that participants (Training providers) were confident that the training did prepare young people for the job market. This was achieved through the inclusion of more practicums in the curriculum, to enable learners to acquire practical job skills. In addition, the use of former learners in facilitation seemed to work, as they became role models to newly recruited learners on the NYSP.

4.3.4.3   Steps taken ensure youth skills programmes meet SAQA quality requirements/standards

In terms of SAQA-ETQA policy guidelines, effective quality management should inform and guide the design, packaging and implementation of skills programmes in South Africa. Given this requirement, Training providers were asked to indicate whether steps had been taken to meet quality standards in youth skills programmes on the NYSP, within the DRT. Their reflections and experiences on this theme were as follows:

- *Most of the time we work with the Transport Sector Education and Training Authority (TETA).Some of our skills programmes,for example, the business management and project management learnerships, are offered in partnership with the TETA.*

- *They (TETA) also assess learners and issue certificates. The only difference is the Driver's Licence Programme, where quality control is done by the driver training centres responsible in each region.*

- *We also do training evaluation after each learnership, to find out if the training has been done properly. We give questionnaires to students to evaluate their learnerships. The facilitators and instructors also evaluate the training outcomes.*

The above findings suggest that a wide variety of strategies had been used internally in order to improve the quality of the training provided to young people on the NYSP, and that these included eliciting advice from the TETA on factors including: selection of appropriate skills programmes for youth; moderation and verification of assessments by the TETA, learner course evaluation forms; driver training instructors, who evaluated the fitness of learners during practical road tests.

4.3.4.4   Working with SETAs and prospective employers to manage the quality of theoretical and practical training to benefit youth

In addition to internal quality management, participants (Training providers) were also required to indicate whether they also worked with SETAs and prospective employers to improve the quality of training on the NYSP. The aim was to determine whether external quality management measures were being considered on the NYSP. Participants' experiences on this theme were as follows:

- *Through our partnership with the TETA, we are now able to access vast data bases of the various sectors, to learn about critical and scarce skills needed in their respective sectors: this information boosts planning in our skills programmes.*

- *We have learnership agreements with the organisations that take our learners for practical work exposure.*

- *The TETA is one of those organisations that give us guidance on how to formulate and implement training plans. They advise and update us on all matters pertaining to youth skills development.*

- *We are also guided by the TETA's Sector Skills Plan (SSP), which tells us what the critical and priority skills in the transport sector are.*

On the whole, the above findings confirm that, as part of external quality management, Training providers collaborated with relevant SETAs e.g. Information Technology SETA and the Transport SETA to enhance the quality of skills programmes on the NYSP. More importantly, the use of Sector Skills Plans to inform youth skills programmes is also commended, as they provided much needed insights into critical and scarce skills needed by employers in each sector.

104

4.3.4.5   Methods used to monitor and evaluate skills programmes to benefit youth and employers

During interviews with focus groups, Training providers were also asked to indicate whether they had monitored and evaluated training activities to benefit young people and prospective employers on the NYSP. The following comments reflect their views on this issue:

- *We have registers to monitor attendance for both theory (classroom-based) training and practicals (work-based training).*

- *Facilitators have regular feedback discussions with individual learners to help them discuss and resolve their learning difficulties.*

- *Employers (e.g. DRT units and agencies) who take our learners for practicals are also required to keep registers and to provide regular reports on the performance of each learner. This gives an indication of where additional support is needed.*

- *As part of their assessment, learners also undergo practical road tests, accompanied by qualified traffic officers who check on their driving skills. We also work with the TETA, in order to assess learners' achievements in learnerships on the NYSP.*

These results confirm that Training providers had monitored and evaluated skills programmes on the NYSP. This was achieved through the application of various techniques, including attendance registers, feedback reports from hosting companies, practical road tests for the driver training component of the learnerships, one-on-one feedback discussions between facilitators and learners on the NYSP.

4.3.4.6   Implementation challenges and what can be done to address them

As was the case with Project managers, Training providers were also asked to indicate whether there were any problems that hindered implementation of youth skills programmes on the NYSP. Their experiences were summed up as follows:

- *Getting schools and colleges to participate in the programme is a big problem at the moment – we are not getting what we want for our learnerships. We use*

schools to organise meetings to reach unemployed youth in townships. At the moment, schools are busy with examinations, so we cannot use their facilities to recruit youth in the townships.

- *Further Education and Training (FET) colleges can play a much bigger role in absorbing some of our learners, because they already have the capacity to run some of the learnerships that we offer here, e.g. entrepreneurship, business management and project management.*

- *Funding is also a problem; as a department we cannot afford all the learnerships without assistance from other government departments, so partnerships are important going forward.*

Taken together, these findings suggest that several problems impacted youth skills programmes on the NYSP; these included lack of affordable space to meet young people for recruitment in the townships; the need to bring in FET colleges to increase training capacity and shortage of funds to provide more learnerships.

4.3.4.7   Training facilities and equipment

Under this theme, Training providers were asked to indicate if there were enough facilities and equipment to support youth skills development on the NYSP. Comments included:

- *No, we are struggling to accommodate all the young people who come looking for training here. The challenge is that other stakeholders like schools, Further Education and Training (FET) colleges are not involved. There are many unemployed young people out there who need skills training, but the project cannot accommodate all of them. The budget is not enough. We also have an inadequate number of qualified instructors.*

These findings show that although the DRT was determined to accommodate more youth in the skills programmes (i.e. learnerships) on the NYSP, the lack of support from public organisations limited its ability to expand training opportunities to poor youth. A related problem was the shortage of both financial and human resources, which limited training effectiveness on the NYSP.

4.3.4.8   Funding to implement training programmes

This theme focused specifically on financial resources for skills programmes on the NYSP. Following are some of the views expressed by the two Training providers regarding funding for youth skills programmes on the NYSP:

- *Finance is still a big problem. The number of learners is growing each year, but we cannot afford to accommodate all of them because we have too smalla budget.*
- *We cannot expand the programme quickly to all areas, even though we want to.*
- *Involvement of the private sector is very important, because they can sponsor some of the training.*
- *We need support from the other players e.g. business organisations, government departments, schools and FET colleges.*

These results indicate that funding youth skills programmes on the Gauteng Province NYSP was largely inadequate; prompting both Programme officials and Training providers to suggest partnerships with other government departments, private companies and FET colleges.

4.3.4.9   Opportunities for vocational i.e. physical training

This question required Training providers to report whether the youth skills programmes also incorporated the physical training component; a programme aimed at maintaintaining the human body through physical exercises. Their responses were as follows:

- *Yes, instructors undergo physical training because their career paths often lead to traffic management; where they are required to enforce the law on our roads. But this component is provided by the traffic department once learners have been promoted from the driver instructor position to traffic officers.*

The preceding data suggest that physical training was specifically designed to meet the career needs of driver instructors, because if successful, some of them would be

promoted to become traffic officers in the DRT's traffic management unit. To some extent, this shows that some skills programmes were linked to participants' career goals.

4.3.5 Learners' perspective

One of the key principles of the NQF is to ensure that learners have easy and affordable access to learning opportunities. Given this, it was therefore vital to find out if young people were able to access training services on the NYSP.

4.3.5.1 How young people found out about training programmes/learnerships

In this theme, young people on the NYSP were required to indicate how they gained access to skills development opportunities (i.e. learnerships) on the NYSP in the Gauteng DRT. The following comments and inputs indicate how young people found out about these opportunities:

- *I learned from friends who are involved in the DRT learnership programme. They told me that I can get a learner's licence. So I followed them (i.e. joined the learner driver training programme, which forms part of the skills programmes offered by the DRT).*
- *When I was in school (doing grade 12) they (Learner Driver Training Programme officials and instructors) came to my school and told us to join the programme, because it is free.*
- *I got it (i.e. information on learnerships) from the internet. They (DRT) advertise the licence training on their website. That is when I started applying for the learnerships there.*
- *The media - like newspapers. They make announcements there and if you read (newspapers) you can get it (i.e. information on available learnerships).*

On the whole, these findings indicate that young people used different sources of information to learn about skills programmes on the NYSP. These ranged from friends to schools and the DRT Website to newspapers. These results also demonstrate that

young people had made an effort to find the necessary information to develop their skills, attitudes and careers.

4.3.5.2 Access to skills development opportunities by other young people

As a follow up, learners in the focus group were also asked to indicate if other young people (i.e. potential applicants) were able to access the skills programmes. Participants generally concurred on this issue; as illustrated by the following explanatory comments:

- *Yes, because it (i.e. the learnership) starts when you are still at school. Instructors visited my school and they explained that the learnership prepares you for a job.*

- *No, they (other young people) do not get information. Only those of us who can afford transport and pocket money can get the training. There are many young people out there who are not aware of the programme, especially those living in shacks (i.e. informal settlements) – because they cannot afford transport fees.*

- *There is no information. They (Programme officials and instructors) do not come to the youth who suffer (i.e. poverty stricken youth) in the townships. They go to places where people can afford things (i.e. better life style). The Department (DRT) must go to all places, because the youth is stuck at home (i.e. unemployed) in those areas.*

- *Yes, but the school visits (i.e. for the learner driver training programme) are short, that is why the youth is not coming to the learnership. They do not know (about) the learnership.*

Based on these findings, it can be inferred that gaining access to the skills programmes on the NYSP was not easy for all young people; especially those who were deemed to be very poor. These findings also highlight gaps in programme communications, as training messages could not reach vulnerable youth groups. On the youth demand side, the problem was that even though information was available in some areas, due to lack of basic support at home, vulnerable youth could not complete the programme.

4.3.5.3   Training information on the NYSP

The aim of this question to learners was to find out if training information was being disseminated to young people on the available skills programmes (i.e. learnerships, and apprenticeships) on the NYSP within the DRT. The following comments illustrate how participants felt about this issue:

- *It (training communication) happens all the time because they gave us Tablets (smartphones). So they talk to us all the time because they want to know if we attend the practicals.*
- *Usually, they call meetings to discuss training with us. But some people do not attend because they have their own problems; maybe they do not like their facilitators because some of the facilitators do bad things to the learners (e.g. disrespect and favouritism). So they do not come to those meetings.*
- *Yes, weekly. The facilitators and instructors make announcements in classes and in practicums. They tell us what we must do to succeed in the learnerships – like working hard and attending all classes and submitting your portfolio of evidence after training.*
- *No, they (Programme officials and trainers) do not tell the students (i.e. learners on skills programme on the NYSP) in time. They (facilitators) come late and tell students to go to the practicums, without preparation.*

Together, these results suggest that young people had a range of different experiences about training communications on the NYSP. On the positive side, the results confirm that indeed, training information had been communicated to young people regularly through meetings and smart phones; which facilitated interactions between learners, facilitators and Programme officials. On the negative side, the results indicate that training information did not always reach participants on time.

4.3.5.4   Type of training received

On this topic, learners were expected to indicate the different types of skills programmes (i.e. learnerships) that they received on the NYSP. Their responses were as follows:

- *I learn a lot about business presentation and computers because they (facilitators) said this course (i.e. information technology) is wanted by companies. Now I know typing and the internet. TETA teaches us business skills.*

- *I learned about marketing and got the driver's licence (i.e. from the Driver and Learners' Licence Training Programme).The driver's licence is going to help me, because companies want it.*

- *They (facilitators and instructors) teach us project management and management skills so you know how to start your own business if you want (to). When I passed, they said I must go for the driver's licence. Yes, it is part of the learnerships. You cannot get the certificate if you do not pass the driver's licence. It is very important.*

Judging by these findings, it is evident that several skills programmes were being provided to young people on the NYSP. Classic examples include: information technology (i.e. computers and internet), project management, marketing, entrepreneurship and learner's and driver's licence. These findings also resonate with the inputs of Programme officials, Project managers and Training providers who confirmed that these learnerships were being provided in partnership with the Transport Sector Education and Training Authority (TETA).

4.3.5.5   Match between training and career goals and expectations

The primary objective of this question/theme was to establish if the training provided to young people on the NYSP was linked to the learners' goals and expectations. The following comments illustrate how participants (i.e. learners) felt about this issue:

- *Yes, because I have always wanted to be an instructor. So the training helps me to achieve my dream.*

- *Yes, especially the IT learnerships because I like computers.*

- *It is good because you get the certificate and the driver's licence.*

- *No, they promise the jobs but they employ other people after training. They say "attend"but when you finish, you do not get a job.*

- *No, the training helps few people; some others do not get jobs, because they take people who have experience and full qualifications.*

Looking at these findings, it is evident that some young people on the NYP were confident that the training received would enable them to meet their career goals. However, further examination of these results reveals potential problems, such as the perception that there is a lack of fairness in the recruitment of learners on the NYSP and that there is competition from more highly qualified job candidates.

4.3.4.6   Job opportunities after training

In this theme, the aim was to gauge learners' feelings about the prospects of getting or not getting a job after training on the NYSP. Their thoughts were as follows:

- *Yes, after graduating they told us that we are going to work in the DRT administration because I like the office work. But I need to pass the driver's licence first because they need it there. We do practicals there so they tell us what is needed.*
- *Yes, I got this job (i.e. instructor) because I attended this programme (i.e. learnerships on the NYSP). Today I have the confidence to stand in front of learners at schools, teaching them about safe driving and how to obtain a driver's licence. Today I run my own (small) training company because I got business skills from this learnership.*
- *Yes, they told us that when we finish we can work in any of the companies (i.e. units) of the DRT. Some of us were promised jobs in the traffic department. Others will go to the schools and teach students about driving.*
- *No, if you fail, there is no chance for you. If you pass they put you in a job. Some of the people here (i.e. youth learners) struggle because they do not have transport money. The money they give us (i.e. training allowance or stipend) is too small for people who use transport e.g. taxis and trains 3 times every day.*

Based on the preceding data sets, it is clear that learners had mixed feelings about employment prospects after training. While some learners were confident that they would find jobs after training, others (i.e. those who failed to meet assessment

requirements) felt that chances of finding jobs were minimal. This suggests a lack of an appropriate remedial strategy for slow learners on the NYSP.

4.3.5.7 Quality of training services received

Under this heading, participants were asked to evaluate the quality of their respective skills programmes (i.e. learnerships) on the NYSP using the following general indicators: training standards; learning resources; training methods; facilitators or instructors, practicals and employment opportunities after successful completion of the skills programmes (learnerships). Participants' responses were as follows:

(a) Training standards

Concerning training standards, most learners were generally satisfied with the service standards in their learnerships. None of the learners expressed complete dissatisfaction with their skills programmes. The following comments exemplify the general consensus regarding training standards in learnerships:

- *It (i.e. training standard) is OK. They (i.e. facilitators and instructors) teach us the skills because we do not have the money to go to university. They are helping us to start our careers and family life.*
- *It is a good opportunity for students to get a certificate and support their families, especially if your parents are poor and you are a bread winner. The DRT is doing the right thing, because most of us do not get enough support at home.*

What is clear from these findings is that young people were receptive of the value of learnerships provided through the NYSP. This positive rating of the NYSP is indicative of the DRT's valuable contribution to youth development through skills development on the NYSP.

(b) Learning resources for youth on NYSP

The primary objective of this theme was to elicit the views and experiences of learners on learning resources for skills programmes on the NYSP. The following comments represent their (mixed) views on learning resources:

113

- *Yes, the Project Office gives us study guides and K53 (i.e. Learner Driver's Manual). They also give notes like project management and computers – there are notes for that. They also provide tablets (i.e. smart phones) for students.*

- *But not all students get study materials. The people who get everything are those who come early. Those who come late do not get all the (learning) materials, because the supply is limited. It is hard for them (i.e. those learners who join the skills programme late) to prepare for the tests, because they depend on other students for help.*

From these comments, it is clear that most learners in learnerships on the NYSP were generally satisfied with learning resources supplied by the project office. In the same vein, it is important to note that some of the participants felt strongly that guidebooks and training manuals did not reach learners who registered late. Only those who joined the programme early had access to such materials. This suggests a deficiency in the provision of learning materials on the NYSP.

(c) Training methods used in skills programmes on the NYSP

Learners were also asked to comment on the suitability of the training methods used by facilitators and instructors in their respective learnerships/skills programmes. Their experiences can be summed up as follows:

- *It depends, like in marketing and entrepreneurship, the facilitator provide case studies that we must analyse and share the answers in our groups*

- *Most of the time they lecture, but this (i.e. lecture method) is a problem because sometimes they (instructors) come and spend all the time talking about one thing, like the driver's licence. So we lose in other subjects because of that.*

- *They (instructors) do demonstrations, like when we do the driver training course, the instructor first shows us how to drive the car on the road and then asks us to follow his examples*

- *No, the instructors do not prepare students for practical work. They just tell them. No planning for the students (i.e. young people in learnerships on the NYSP).*

114

These finding indicate that different methods were used by facilitators and instructors to impart skills to learners on the NYSP and that these differed across the subjects. These included case studies, group work, lecture and demonstration. Of these, the lecture was the most preferred mode of delivery. Some learners appreciated the credible training that they received from the TETA; while others lamented the fact that some facilitators were not innovative in their teaching methods, as illustrated by the heavy emphasis on one training topic e.g. driver's licence.

(d) Facilitators, Training providers or Instructors

Under this theme, learners were required to comment about their experiences in dealing with their facilitators and their performance on the job (i.e. delivering the learnerships on the NYSP). Their experiences varied across the focus groups. The following comments illustrate this point:

- *It's good, because the instructors are trained. So they know their job and they teach well. I know some of them because they used to come to my school when I was in grade 12. They motivated us to start planning our careers and to join the learnerships in the DRT. They are very helpful.*
- *No, some of the facilitators are not conducting themselves like professionals. Some of them do bad things like favouritism because they know the person who is asking for that favour. It divides the students – because if that person (i.e. facilitator) is not from your township, then he will not help you.*

Taken together, these findings reveal that participants had different feelings about their facilitators. For example, while some participants had a good relationship with their facilitators; others were somewhat skeptical about them because of favouritism.

(e) Practicals e.g. work-based projects/assignments

During the focus groups with learners, it was generally agreed that opportunities to do practical work had been provided on the NYSP. Following are some of the comments and inputs of beneficiaries in the skills programmes on the NYSP:

- *Yes, the training happens on the job. Like when I learnt to facilitate, my instructor told me that one day I would stand in front of the students, so I must lead by example.*

- *Yes, but you must first finish all the classes because they do not allow you to do the practicums if you miss classes. They are very strict on that one (i.e. attendance). If you miss most of the classes, they cancel your name, so you won't do the Portfolio of Evidence (PoE).*

- *No, the time for the school visits is too short. They give us short notice. Some students do not go (to practicums for the Driver Training Programme) because they are afraid that they will fail because they did not prepare for it (i.e. practicums).*

Collectively, these findings suggest that there were opportunities and constraints in the implementation of practicums for learners on the NYSP. Opportunities are exemplified by the fact that most of the practical training happened on the job and that learners were required to complete a portfolio of evidence as part of their practical training. Conversely, the limited time allocated for practicums meant that some students could not benefit from the practicums as they were not adequately prepared.

(f) Employment opportunities for youth on NYSP

Under this theme, learners were asked to indicate if there were job opportunities in their learnerships. Again, participants differed on this issue; as exemplified by the following comments:

- *Yes, they told us that when we finish the learnerships they will give us jobs in the companies (i.e. DRT agencies and private companies where learners do their learnerships). But that depends on the driver's licence.*

- *No, some of my friends (i.e. former learners on the NYSP) passed the learnership but they did not get the (promised) jobs.*

- *No, there is no follow-up after training. Some of them are still sitting at home without a job.*

116

What is evident from the above findings is that some learners had great expectations about the prospects of finding a job after finishing their learnerships; while others had been discouraged by the "bad news" from their former colleagues that they had not managed to secure a job after completing the learnership.

(g) Learner Support Services

The aim of this question was to establish whether learners doing learnerships (skills programmes) on the NYSP had received support services as part of their training. Their responses are summarised under each question below:

- **Advice and information on available courses, learnerships and skills programmes**

In this question, learners were required to indicate whether they received advice and information on available skills programmes i.e. learnerships and learnerships. The following data sets from the focus groups illustrate their experiences with these services:

- *Yes, sometimes, like when there is induction. They bring all the students (i.e. young people in skills programmes on the NYSP) together and explain the training activities for each day. They also give us time tables on the first day.*
- *Yes, they give us tablets to keep in touch with other students and with the office. It (i.e. smart phone technology) helps us to discuss road tests and examinations.*
- *No, people who are poor cannot afford newspapers and the internet. So they do not know about the learnerships, because their parents don't have money.*
- *No, they (project office) support you when you come in (i.e. when you join the learnership) but after that, there is no support.*

Overall, these findings indicate that participants (i.e. young people on skills programmes on the NYSP in the DRT) were divided on perceptions of advice and information services. Some learners agreed that these services had been provided to them individually; while others denied having received support services in their learnerships. From these results, it appears that quality control on instructors and support services is required, especially continuous support.

117

- **Career guidance and counselling for youth**

Learners were also asked to comment on career guidance and counselling services provided on their skills programmes, and this is what they had to say on this issue:

- *Yes, during orientation. They told us that we can choose to be a traffic officer, business man, or work in projects. They also indicated that we should prepare ourselves for safe driving to save lives on the roads. This happens when we do the driver's licence, which is compulsory for all students.*
- *No, it's not there. Most of the time students (i.e. young people in learnerships on the NYSP) help each other. The facilitators are always busy. They do not have enough time to talk to students.*

From these findings, it is evident that there were mixed feelings about career guidance and counselling services, with some participants affirming that these services had been provided to them; while others denied receipt of these services. The problem here was time constraints as the DRT had few Training providers with demanding work schedules on the NYSP.

- **Financial support for youth on the NYSP**

With regard to financial support on the NYSP, most learners confirmed that they had received a stipend as part of their learnership agreement with their employers. However, others felt strongly that stipend benefits were not reaching all the learners (i.e. young people in various learnerships on the NYSP). The following comments reveal the mixed feelings that participants had about financial support on the NYSP:

- *Yes, like the stipend, they pay us every month so that we can support ourselves.*
- *Yes, but some students take the money and skip (i.e. bunk) classes because they want a nice time with the money. And, at the end of the day, they fail (the learnership).*
- *No, they do not support all the students. That is why some of them stop attending because they have no money. They stay at home and drop the learnership.*
- *Yes, stipend but not the bursaries.*

A key finding from the preceding data sets is that most of the learners received payment to support themselves as part of the learnership agreement. However, this was not without problems, as some students reportedly misused the funds and subsequently missed classes. Conversely, the data indicates that although learners received the stipend, this was not enough to cover their daily expenses. Consequently, some of the learners withdrew from the learnerships voluntarily.

- **Tutorial support for learners on the NYSP**

This question was primarily aimed at gauging participants' perceptions on whether tutorial services had been provided in their respective learnerships/skills programmes on the NYSP. As indicated below, learners had mixed feelings about tutorial support services:

- ○ *Yes, if you go to the facilitator (i.e. instructor), they help you. Like in my case, I talked to them and they helped me to prepare for the road test.*
- ○ *Only if you are in class (i.e. during contact sessions) - yes, you get support there, like study tips and lesson preparation for the field work that we do with youth in schools.*
- ○ *No, they are not supporting the fieldwork. You find that students (i.e. trainee instructors) want to go to the school for practicums, but there is no support from the office at that time. Sometimes they tell you to go when you are not ready.*

On the whole, these findings indicate that participants had a range of different experiences when it comes to tutorial support services on the NYSP in the DRT. For example, on the upside, it was confirmed that young people did receive various forms of support from their facilitators; including study tips and advice on how to prepare for assessments. It was the responsibility of each learner to ask their facilitator for help; meaning that those who failed to do so would not receive such support. On the down side, these findings suggest that some learners did not get enough support in experiential learning; resulting in their insufficient preparation.

- **Placement of learners with prospective employers**

Learners had varied experiences when it came to placement with prospective employers. For example, while some learners agreed that placements were taking

place, other learners were not happy with the manner in which these opportunities were being extended to learners on the NYSP. The following comments vindicate this statement:

- o *They (Programme officials) must give (equal) opportunities to all students – because all of us want the jobs.*
- o *The companies must keep their words (i.e. honour their commitment) because after using the students (i.e. during the learnership) they forget about them. They give jobs to other people who do not do the learnerships.*
- o *Many students stay away because they know that the jobs are not guaranteed, even if you get the driver's licence.*

On the whole, these results indicate that although the project office had attempted to place learners with prospective employers as part of the learnership agreement, these opportunities were not equitably spread across the beneficiaries. Consequently, other learners could not access available job opportunities. This was especially true for those learners who had not obtained the driver's licence, which was regarded as an important requirement across all the learnerships on the NYSP.

- • **How to improve quality of training on NYSP**

Under this theme, learners were asked to indicate what could be done to enhance delivery of skills programmes on NYSP in the DRT. Strikingly, all the participants felt strongly that things had to improve on the NYSP. Here are some of the salient points suggested by participants during the focus group discussions:

- o *They (project office) must tell students on time about field trips; sometimes these are announced at the last minute and you have not prepared yourself adequately – an issue that affects those who want to be driver instructors.*
- o *They should give students (i.e. youth on the NYSP) enough time to prepare for practicums – because at the end of the day, they must prepare a portfolio of evidence which is included in their assessment.*
- o *Facilitators must respect the students – because some of them do not follow the rules in the learnership – they do not treat students the same way. As a result, some students (i.e. youth participants on the NYSP) feel isolated.*

120

o *The salary (i.e. stipend) must be paid on time (i.e. at the end of each month). They (Programme officials) must not delay it, because the students need the money to pay for food and transport for their training.*

The above findings suggest that learners wanted several improvements in the manner in which training services were being provided on the NYSP. Among the salient changes proposed by learners was the need to: improve planning of experiential learning activities (i.e. practicums); sensitise facilitators on how to interact with learners in a fair and professional manner, and ensure that all learners receive training allowances on time so that they can meet their financial needs.

Overall, the research results presented to date indicate that Programme officials, Project managers, Training providers and learners had different perceptions and experiences on the implementation of skills programmes on the NYSP.

4.4   CONCLUSION

Chapter 4 presented the findings of the study on the implementation of youth skills programmes on the NYSP in Gauteng Province, DRT. Under theme one, it was revealed that both internal and external initiatives were used to improve youth skills development on the NYSP. Internally, these included induction, coaching and mentoring of youth on the NYSP. Externally, efforts were made to form partnerships with SETAs, government departments, driver testing centres, and schools in disadvantaged communities, in order to reach poor and unemployed youth.

Skills programmes offered to youth were classified into two categories, namely technical skills (i.e. information technology and project management) and general skills (i.e. business management, entrepreneurship and life skills). The analysis in theme three covered youth participation in skills programmes on the NYSP. Overall, the discussion here showed that young people had both positive and negative experiences on the support services on the NYSP. Positively, it was indicated that participants received career guidance and counselling. Negatively, it was felt that training communications are not reaching all NYSP beneficiaries in remote areas.

Challenges impacting implementation of youth skills programmes on the NYSP were highlighted. These included a shortage of qualified training staff; limited financial resources; learner demotivation and lack of support from the private sector. Theme five looked at the resources needed to facilitate delivery of skills programmes on the NYSP. These include learning materials and training facilities. The capacity issues affecting delivery of youth skills programme on the NYSP were also established; including the need to expand training delivery capacity on the NYSP, by strengthening partnerships with schools, the private sector and other government departments.The results also highlighted the quality concerns in youth skills programmes on the NYSP; which entailed aligning skills programmes with relevant SAQA and TETA unit standards; providing feedback on learner performance and providing TETA-accredited training to youth on the NYSP.

Finally, the main themes that emerged from the results were initiatives undertaken to meet the skills needs of young people on the NYSP in the DRT; classification of skills programmes on the NYSP; which points to technical skills programmes and general skills programmes; youth participation in skills programmes on the NYSP; challenges impacting implementation of skills programmes on the NYSP; resources for youth skills programmes on the NYSP; joint capacity-building for skills programmes on the NYSP; quality assurance in skills programmes on the NYSP and strategies to improve delivery of skills programmes on NYSP. These are analysed in more detail in the next chapter.

CHAPTER FIVE: EVALUATION OF LITERATURE, LEGISLATION AND RESEARCH FINDINGS ON YOUTH SKILLS DEVELOPMENT IN GAUTENG PROVINCE, DEPARTMENT OF ROADS AND TRANSPORT

5.1   INTRODUCTION

The primary objective of chapter five is to provide a critical evaluation of the literature, legislation and research findings in light of the research problem and research objectives. The aim is to enhance understanding of the current situation regarding the implementation of youth skills programmes of the National Youth Service Programme in the Gauteng Province, DRT. This chapter comprises two parts. The first part analyses the research findings under eight themes; while the second part provides a critical evaluation of the literature, legislation and the results.

5.2   ANALYSIS AND INTERPRETATION OF EMPIRICAL CASE STUDY

As shown in Table 5.1 below, the data sets from the participants were collated and categorised into 8 sequential themes in line with interviews of focus group questions. This categorisation enabled easy analysis of the data regarding the implementation of youth skills programmes on the NYSP in the DRT. The 8 themes are analysed to understand their implications for the research problem. The analysis reflects the perspectives and experiences of Programme officials, Project managers and Training providers and learners on the implementation of the NYSP within the DRT.

Table 5.1: Themes and subthemes

Theme	Subthemes
Theme 1: Initiatives undertaken to meet the skills needs of young people on the NYSP in the DRT	• Learnerships • Coaching and mentoring • Induction of new recruits • Entrepreneurship
Theme 2: Classification of skills programmes on the NYSP	• Technical skills programmes • General skills programmes
Theme 3: Youth participation in skills programmes on the NYSP	• Admission to the skills programmes • Career needs and expectations • Opportunities and constraints • Motivation to learn
Theme 4: Key challenges impacting implementation of skills programmes on the NYSP	• Management problems • Time management • Lack of motivation among learners • Training equity • Financial constraints • Planning and coordination • Lack of support from private sector • Diverse learner needs and expectations • Recruitment and selection methods.
Theme 5: Resources for youth skills programmes on the NYSP	• Teaching and learning materials • Limited time for experiential learning • Youth experiences on support services
Theme 6: Joint capacity-building for skills programmes on the NYSP	• Need for joint capacity on the NYSP • Staff development
Theme 7: Quality assurance in skills programmes on the NYSP	• Quality assurance • Programme design
Theme 8: Strategies to improve delivery of skills programmes on NYSP	• Sector-level strategies • Organisational level strategies • Individuallevel strategies

5.2.1 Theme 1: Initiatives undertaken to meet the skills needs of young people on the NYSP in the Gauteng Province, Department of Roads and Transport

This theme derives from the first interview question directed to the Programme officialsfocus group on the NYSP in the DRT. To recapitulate, participants were asked to indicate what steps were being taken to meet the skills needs of young people on the NYSP. Based on their inputs during the interviews, the initiatives undertaken to address youth skills needs on are depicted in Figure 5.1 below.

Figure 5.1: Youth skills development initiatives on the NYSP

Youth skills development initiatives

Internal initiatives included:
- Learnerships
- Coaching and mentoring
- Induction of new recruits
- Entrepreneurship

External initiatives involved partnership with the following role players
- SETAs
- Prospective employers
- Department of Education
- Schools in disadvantaged communities
- Driver Licence Testing Centres (DLTCs)

5.2.1.1 Learnerships

Figure 5.1 above suggests that the DRT used both internal and external initiatives in order to empower the youth with practical job skills on the National Youth Service Programme.Internal initiatives included learnerships and learnerships given to young people in the various units of the DRT. In these learnerships, participants had the opportunityto learn and acquire information technology skills, including basic computer skills, for example, word processing, spreadsheets, internet literacy, desk top research and electronic communications such as email basics; and entrepreneurship skills, including business presentation and marketing. Data from focus groups affirmed that participants had attended these skills programmes.

According to Figure 5.1, external initiatives used to support youth skills development included partnerships with SETAs, prospective employers, Department of Education, schools in disadvantaged communities and Driver Licence Testing Centres (DLTCs). The driver's licence and the entrepreneurship learnerships were helpful to unemployed youth and drop-outs, as they equipped them with practical skills that enabled them to find jobs. This was confirmed by some of the learners during focus group meetings on the NYSP between 20 September and 31 October 2016.

5.2.1.2 Induction of new recruits

The results revealed that as part of the NYSP initiative, new recruits were given the necessary induction, although some learners denied this during the focus groups. This induction was given by peers, facilitators and instructors on the NYSP. Some learners confirmed that they got information about available training opportunities from their colleagues. This finding on induction of young trainees on the NYSP is corroborated by the literature, which shows that induction of trainees is vital as it gives them an introduction to the work environmental, work practices, ethics and the culture of the organisation (Meade & Donaghy, 2012:1).

5.2.1.3 Coaching and mentoring

Coaching and mentoring is another initiative that was undertaken to help learners improve their skills on the NYSP. Some learners, especially those involved in business related learnerships such as marketing and project management, confirmed that they had received support in the form of coaching and mentoring to help them get practical experience. But these comments were contradicted by other learners in the learner training programme, who said that they struggled to find support (e.g. coaching and mentoring) in their learnership. This finding resonates with the literature which posits that coaching and mentoring are primarily aimed at developing skill competence and improving performance in specific areas while supporting talent development (Merrick, 2012:3).

5.2.1.4 Entrepreneurship

The last initiative that was used to impart skills to young people on NYSP was entrepreneurship.As defined by Mbhele (2011:94), entrepreneurship is an activity that

126

involves the discovery, evaluation and exploitation of opportunities to introduce new goods and services through organising efforts that previously had not existed. Through this initiative, young people on the NYSP were taught how to start and run their own businesses, particularly in the transport sector; which is the key focus of theDoRT. This initiative proved useful as some young people were subsequently subcontracted to provide facilitation services to their peers on the NYSP. Some of the facilitators/instructors spoke passionately about the benefits of the entrepreneurship programme; saying that the programme taught them financial planning and business management. To some extent, this finding contradicts the point made by Herrington (2017:1) that South Africa's education system is killing off entrepreneurship.

5.2.2 Theme 2: Classification of skills programmes on the NYSP

This theme flows directly from the question, what type of skills programmes (i.e. learnerships) are offered on the NYSP in the DRT. Based on the comments and inputs of Programme officials, Project managers, Training providers and learners, youth skills programmes on the NYSP can be classified as follows:
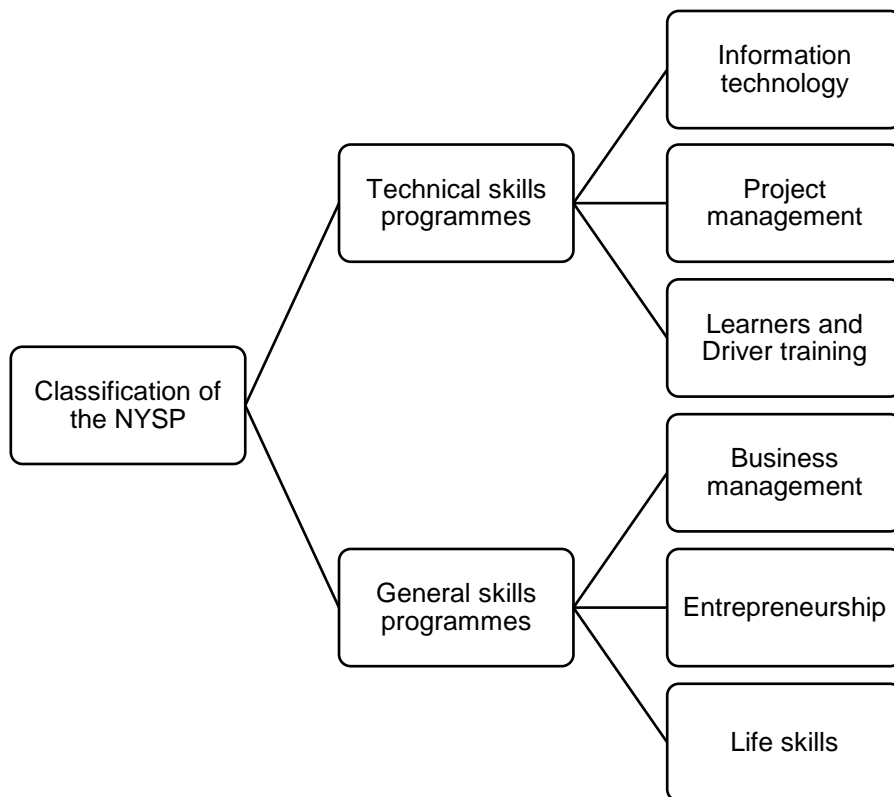
Figure 5.2: Classification of the NYSP

Based on Figure 5.2 above, the skills programmes (i.e. learnerships) on the NYSP can be classified into two categories, namely: technical skills programmes – which covered information technology and project management; and general skills programmes – which included business management, entrepreneurship and life skills.

What is evident from Figure 5.2 is that efforts had been made to provide differentiated skills programmes (learnerships) on the NYSP; although such differentiation did not adequately address the diverse skills needs of all young people on the NYSP. In part, this was attributed to lack of training capacity within the DRT environment. During focus group interviews with Programme officials, it was admitted that training facilities were limited, thus making it difficult for the DRT to offer additional skills programmes on the NYSP.

5.2.3   Theme 3: Youth participation in skills programmes on the NYSP

One of the fundamental principles of the National Qualifications that relates to youth in the NYSP is participation of learners in learning activities. Given this, it was therefore important to establish whether opportunities had been created to enable young people to participate and contribute to their own learning and development on the NYSP. Following is an analysis of this theme.

5.2.3.1   Admission to the skills programmes

Regarding admission of learners to learnerships on the NYSP, the research results revealed that learner admission is based on a specific criteria, which include disadvantaged family background and age. The defined age range is 15-34. No candidate beyond this age is admitted to the skills programme. As one of the Programme officials indicated during the focus group interview, "we do background checks to ensure that young people from poor family backgrounds are recruited". However, as argued in later parts of this chapter, the use of age as admission criteria for learners on the NYSP conflicts with learners' Constitutional right to training. The Constitution (RSA, 1996a) states clearly that everyone has the right to education and training and that the government should take reasonable measures to ensure progressive realisation of this right.

5.2.3.2   Career needs and expectations

The research findings also showed that due to lack of capacity (i.e. training facilities) and resources (e.g. funding, learning materials and qualified instructors), the DRT was not able to provide additional learnerships to address the demand for training on the NYSP. As a result, potential learners left the skills programme because it did not meet their career needs. A related concern was that even if the DRT managed to attract and train more youth on the NYSP, none of its agencies would be able to absorb all the graduates after training. Consequently, the DRT was forced to take only 50 learners per annum.

5.2.3.3   Opportunities and constraints

Participants from both sides (i.e. Training providers and learners) admitted that youth skills programmes (i.e. learnerships) on the NYSP were impacted by opportunities and constraints. In respect of opportunities, it was reported that learners were being exposed to information and communications technology (ICT) skills; which are in high demand in the workplace. In addition to ICT skills, learners on the NYSP also had the opportunity to acquire entrepreneurship skills. As mentioned in chapter four, some of the Training providers were products of the NYSP. To some extent, this shows that entrepreneurial learnerships provided business opportunities to successful youth on the NYSP.

- **Motivation to learn**

With regard to constraints, the first problem was that some young people were not willing to learn due to the inability of employers to hire all learners from the NYSP. This is one of the factors that caused some learners to withdraw from the skills programme on the NYSP. The second problem was that youth access to the NYSP was hampered by lack of relevant information on available learnerships. Consequently, young people in remote poverty-stricken area such as informal settlements could not receive training.

5.2.4   Theme 4: Key challenges impacting implementation of skills programmes on the NYSP

Data from Programme officials, Project managers, Training providers and learners confirmed that there were problems in implementing youth skills programmes on the NYSP. A graphic representation of these challenges is provided in Figure 5.3 below:
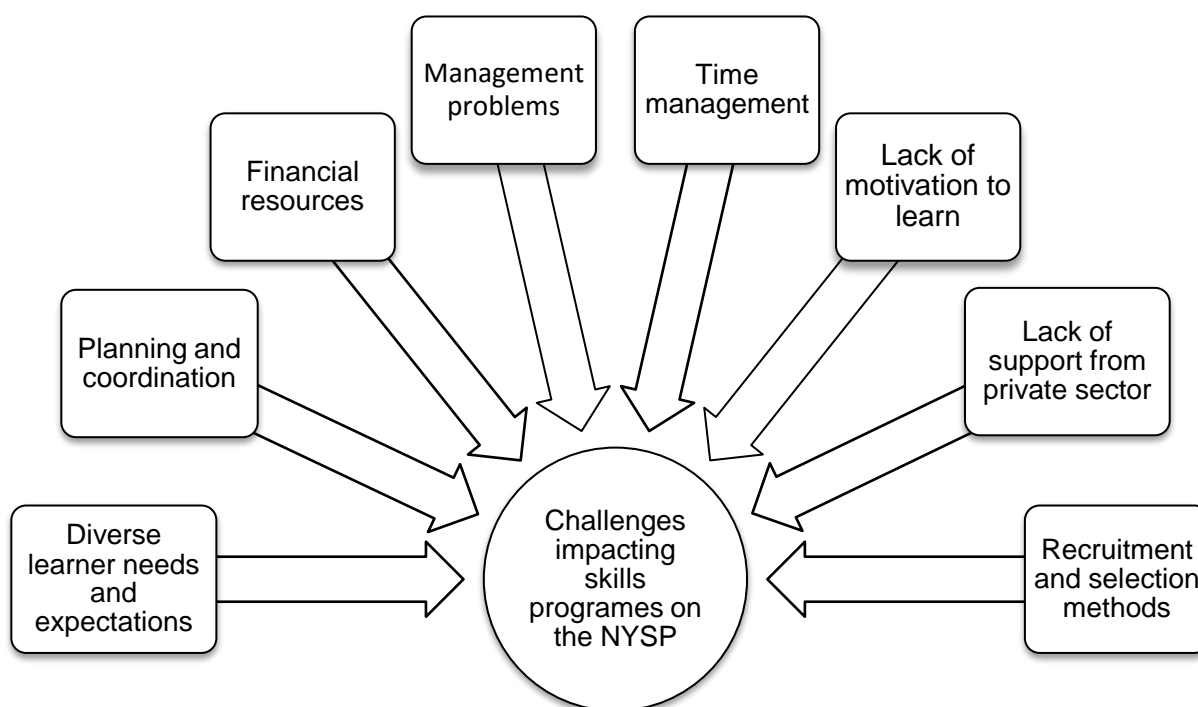
Figure 5.3: Challenges in youth skills programmes

Figure 5.3 depicts nine (9) major challenges that affected delivery of skills programmes on the NYSP. These include management problems, time management, Lack of motivation among learners, training equity, financial constraints, planning and coordination, lack of support from private sector diverse learner needs and expectations, and recruitment and selection methods. These are discussed briefly below.

5.2.4.1 Management problems

In the literature, management is defined as the organisational process that entails strategic planning, goal-setting, resource management, proper deployment of human and financial resources to ensure that agreed performance targets are achieved,

including human resource development goals (Hissom, 2009:4). Other important functions of management include information management, delegation of responsibilities to subrodinates and providing the necessary guidance and motivation to facilitate achievement of organisational goals. Management is a shared responsibility within the organisation. This means that effective management of skills programme on the NYSP requires a collective effort from all stakeholdersto ensure that young people benefit from learnerships.

One of the major hurdles that impeded roll out of learnerships on the NYSP was inadequate planning. Some learners complained that practicums had not been properly arranged with hosting companies; resulting in poor participation and withdrawal of some learners from the learnerships on the NYSP. Lack of planning was also evidenced by the shortage of learning materials and training partners on the NYSP. As defined in management literature, planning is a systematic process that entails setting organisational goals, defining the mission and vision of the organisation and predicting the human, financial and material resources needed to accomplish such goals. Research suggests that planning has a significant positive impact on organisational performance and results (Claessens, Van Eerde & Rutte, 2005:256).

During focus group sessions, some learners were concerned about the lack of feedback on their performance in the learnerships, as some employers failed to comply with the learnership agreement. This problem was also experienced in the advertising of skills programmes, where some learners felt that such information was not available in poor settlements. In this context, feedback refers to the specific reporting that the trainer, facilitator or teacher provides to learners regarding their performance in a specified assessment acitivity (SAQA, 2001a:5). Constructive feedback indicates what was done well, and why, and provides clear guidance regarding what is missing or still needs development in learners' texts, performances or demonstrations, in order to enhance learning (SAQA, 2001a:5).

5.2.4.2 Time management

In the literature, time management is characterised as a process of monitoring and using one's time effectively and productively (Claessens et al. (2005:256). It refers to

behaviour that aims to achieve an effective use of time through goal-oriented activities. This definition suggests that time is used to facilitate the achievement of certain objectives, such as learning and development on the NYSP. Time behaviours include: (a) time assessment behaviours, which aim at awareness of here and now or past, present and future (Kaufman et al. (1991) in Van Eerde and Rose (2007:262-263) and (b) self-awareness of one's time use, for example, attitudes and cognitions; which help to accept tasks and responsibilities that match one's capabilities (Wratcher & Jones, 1988)). Planning behaviours such as setting goals, planning tasks, prioristising, making to-do lists and grouping tasks demonstrates effective use of one's time (Britton and Tesser (1991); Macan (1994, 1996) in Van Eerde and Rose (2007:262-263).

Monitoring behaviours, which aim at observing one's use of time while performing specific tasks, help to generate a feedback loop that allows a limit to the influence of interruptions by others (Fox and Dwyer (1996) and Zijlstra *et al.* (1999) in Van Eerde & Roe (2007:262-263)). From the results, it appears that these time management principles were not effectively applied to bolster implementation of skills programmes (i.e. learnerships) for young people on the NYSP in the DRT. This led to infrequent scheduling of experiential learning activities, especially in the Learner Driver Training Programme (DRT, 2015c).

Complementing the above explanations on time management, Burrus, Jackson, Holtzman, Roberts and Mandigo (2013:2) in Claessens *et al. (*2007), indicate that effective time management is realised when individuals in organisations receive proper training on such important skills as goal-setting, scheduling, identification and prioritisation of tasks, self-monitoring, effective delegating, negotiation and mediation skills, problem-solving skills and conflict management skills. Being well-organised and focused is an important indicator of how well individuals utilise their time in organisations (Claessens et al 2007:256); including youth on the NYSP.

None of the Programme officials, Project managers and Training providers realised the importance of, for example, goal-setting and delegation of tasks to facilitate training on the NYSP; suggesting that planning as an integral function of management had been neglected in the NYSP. For example, facilitators and instructors were reportedly

unable to provide tutorial support to all learners, owing to lack of time. This shows clearly that there were shortcomings in programme management on the NYSP.

5.2.4.3 Lack of motivation among learners

One of the major concerns expressed by Programme officials, Project managers and Training providers during focus group interviews was that some learners were not motivated to learn and meet assessment requirements in their learnerships. It was indicated that attendance was reportedly poor in some of the learnerships, especially the Learner Driver Training Programme. This was attributed to a range of factors, including poverty, lack of income in some families and alcohol and drug abuse. This finding (i.e. lack of motivation in some participants on the NYSP) supports the literature reviewed in chapter two; which indicated that effective learning cannot take place without high levels of learner motivation and engagement. Therefore, it is the responsibility of Training providers and instructors to ensure that learners on the NYSP are supported and motivated to achieve their learning goals. During focus group sessions, some learners indicated that favouritism by some facilitators amounted to unfair discrimination, as it denied other learners the opportunity to receive tutorial support services on the NYSP.

Training providers and Project managers concurred that low levels of learner motivation and commitment prevented many learners from achieving their learning goals on the NYSP. As reported earlier, some learners engaged in self-destructive activities like alcoholism and drug abuse; which impacted adversely on their performance in the skills programmes (i.e. learnerships) on the NYSP.In the literature, motivation is defined as the force that energises individuals to pursue and achieve theirgoals (Saeed & Zyngier (2012:253). It is the inspiration to act or do something well (Ryan & Deci (2000) in Saeed & Zyngier (2012:253)). Thus an individual who does not feel the need to act or achieve sometning is said to be demotivated. In the context of the NYSP, a motivated learner puts more effort into his/her studies and actively participates and contributes meaningfully to all learning activities.

The literature emphasises that motivation and engagement are central to effective learning Saeed & Zyngier (2012:253); a principle that also applies to learners on the

133

NYSP. Sternberg (2005) in Saeed & Zyngier (2012:253) argues that motivation is key to success; in its absence, the learner never makes an effort to learn and achieve his/her development goals. Learners not only display different quantities but also different degrees of motivation that vary from time to time, depending on the learning environment (Ryan & Deci (2000); Schlechty (2001) in Saeed & Zyngier (2012:253)). Thus, if facilitators of learning have a good understanding of the different forms of learner motivation visible in any given context, then they are in a better position to provide a more conducive learning environment to participants that better promotes their learning (Marsch (2000) in Saeed &Zyngier (2012:253)).On the contrary, the research findings suggest that not all facilitators provided guidance and support to learners on the NYSP. In fact, as some learners hinted during focus group sessions on the NYSP, there was a tendency by some facilitators to treat learners differently; with some learners receiving more individual attention and guidance than others. High levels of learner motivation and engagement are central to improving learning ourcomes in any given context (Schlechty (2001); Woolfolk & Margetts (2007) in Saeed & Zyngier (2012:253)). Motivation constitutes the basis for effective learner participation and involvement in learning activities. Learner engagement in the learning process is not only an end in itself but is also a means that help learners achieve quality results in their training programmes (Russell, Ainley& Frydenberg (2005); Ryan & Deci (2009) in Saeed & Zyngier (2012:253)).

Most studies on learner motivation show that learners who are intrinsically moitivated have a higher achievement levels than demotivated learners. In addition, motivated learners tend to have lower levels of anxiety and higher perceptions of competence and engagement in learning that learners who are not intrinsically motivated (Wigfield & Eccles, 2002; Wigfield & Waguer (2005) in Saeed & Zyngier (2012:254)). Given that motivation impacts learning outcomes, it is therefore importan for the facilitator or instructor to involve learners in intellectually challenging learning experrinces (Krause et al (2006) in Saeed & Zyngier 2012:254)). Adversely, the research findings have shown that lack of motivation in some learners prompted them to engage in risky behaviours, such as drug and alcohol abuse, which was linked to misuse of training allowance (i.e. R3500) by some learners on the NYSP. This led to absenteeism and withdrawal of some young people from the skills programmes on the NYSP. During

focus group interviews with Programme officials, Project managers and Training providers, it was conceded that due to lack of motivation and challenges of poverty, some of the learners could not benefit from the skills programmes offered through the NYSP. In essence, this finding suggests there were no effective strategies to ensure learner motivation and commitment to learning activities on the NYSP.

5.2.4.4 Training equity

Within the context of skills development, equity denotes two interrelated elements (Field, Kuckzera and Pont (2008:2). The first element concerns fairness, which basically means making sure that personal and social circumstances, for example, gender, socio-economic status or ethnic origin should not be a barrier to achieving educational potential. In this respect, the research findings revealed that young people from poverty-stricken areas e.g. informal settlements in and around Johannesburg were unable to attend training regularly due to the fact that the training allowance from the NYSP was not sufficient to cover all their needs. This made it difficult for these learners to acquire much-needed job skills on the NYSP.

The second dimension of equity in training is inclusion, i.e. ensuring that everyone is able to read, write and numerate. Thus tackling illiteracy and lack of skills helps reduces social deprivation, which is linked to poverty and unemployment. In SAQA (2001d) terms, equity in training is about ensuring all people and all groups of people participate, have equal opportunity to reach their potential, make choices and receive appropriate support and guidance. For example, some learners may gain access to training and qualifications through recognition of prior learning or through affirmative action measures, as required by employment equity legislation. In this respect, the findings of the study demonstrated that while learnership opportunities had been extended to learners on the NYSP in the Gauteng Province, DRT, these were negated by perceived inequality in the allocation of resources e.g. training allowances and learning materials; including unfair treatment of some learners by facilitators on the NYSP.

5.2.4.5 Financial constraints

Throughout the focus group interviews, Programme officials' andProject managers stressed that funding was one of the major constraints that prevented the DRT from expanding the scope of learnerships to cover other important skills programmes like artisans, transport logics and goods handling.

5.2.4.6 Planning and coordination

To some extent, the research results also indicated that planning and coordination of skills programmes on the NYSP was inadequate. This was evidenced by inconsistent scheduling of experiential learning activities; prompting some learners to exit the skills programmes (learnerships) prematurely.

5.2.4.7 Lack of support from private sector

Figure 5.3 above further shows that the absence of the private sector in the NYSP was lamented, as it denied the DRT the opportunity to increase the scope of skills programmes (learnerships) on the NYSP. There was a strong feeling that if private companies were involved, training capacity would improve, thus enabling a larger number of learners to benefit from the skills programmes (learnerships) in the case study (i.e. DRT).

5.2.4.8 Diverse learner needs and expectations

During the focus group interviews, Project managers indicated that while it was part of the DRT's human resource development policy to extend learning opportunities to both current and prospective learners, this was sometimes hampered by the diverse and conflicting career needs and expectations of learners. According to one Project manager, "learners come here with great expectations, hoping that the learnerships will satisfy all their career goals. But the reality is that we have other priorities to deal with, like channeling more resources to the Driver's Licence Programme, which is our flagship". This finding shows that the limited scope of learnerships on the NYSP impacted adversely on youth skills development on the NYSP. More importantly, this finding also contradicts the skills development legislation discussed in chapter three; which require that access to education and training opportunities be extended to all

136

the people of South Africa, including disadavatnaged and unemployed youth. This suggests a gap in the provision of learnerships on the NYSP.

5.2.4.9 Recruitment and selection methods

During focus group interviews with Programme officials and Training providers, it was conceded that current recruitment processes for youth on the NYSP were somewhat inflexible; which denied many disadvantaged learners the opportunity to participate in training initiatives (i.e. learnerships) on the NYSP). This concern also found expression in the focus groups with learners, where it was indicated that the age restriction should be lifted to accommodate unemployed people in the townships.

5.2.5 Theme 5: Resources for youth skills programmes on the NYSP

This theme is based on the general assumption that effective training depends on fair and equitable allocation of teaching and learning resources to ensure that all learnerships on the NYSP are adequately funded. As reported earlier (chapter four), this theme drew mixed reactions from Programme officials, Project managers, Training providers and learners on the NYSP. Analysis of this theme follows below:

5.2.5.1   Teaching and learning materials

This theme was warranted by the revelation that training resources and learning support materials in skills programmes were generally in short supply, due to limited funding. This was also confirmed by learners during the focus groups, where it was indicated that learners who joined the skills programmes late were unlikely to receive adequate learning support materials such as training manuals and study guides. To some degree, this shows that provision of learning resources was not adequate on the NYSP.

5.2.5.2   Limited time for experiential learning

Some participants on the NYSP also raised concerns about the lack of time to prepare for experiential learning (i.e. practical components of the learnership). It was felt that the time allocated for practicums was insufficient and that as a result, some learners bunked these learning sessions because they were not adequately prepared. A related concern was that scheduling of experiential learning activities was not consistent as learners were sometimes given a short notice to attend on the job training activities.

One of the participants in the focus group was candid about this issue, saying that:"the project office should plan practicums, because we have to write portfolios of evidence (POEs) after the practicums".

5.2.5.3   Youth experiences on support services

During focus group sessions, learners on the NYSP were asked to indicate how they felt about the support services that they received in their respective skills programmes (i.e. learnerships) in the DRT. These ranged from learning materials and tutorial services to placement with employers after graduation. The results showed that learners had mixed feelings about support services. These feelings are described in Table 5.2 below:

Table 5.2: Youth experiences on support services

Positive experiences	Negative experiences
• Facilitators talk about careers	• Some learners felt that some facilitators do not treat learners with respect
• New recruits are informed about drivers' licence and information technology	• Training information did not reach all young people
• Those learners who wanted to work in the IT industry felt that the information technology learnerships prepared them for the job	• Some learners received the training allowance very late, thus making it difficult for them to attend training workshops
	• Some employers did not keep their promises of hiring learners who have completed their learnerships on the NYSP

In respect of learner support services, both Training providers and learners confirmed that these were being provided in varying degrees. Examples include: study tips, career counselling and induction of new recruits.

5.2.6 Theme 6: Joint capacity-building for skills programmes on the NYSP

Theme 6 is based on the notion that success of youth skills development on the NYSP hinges on the availability of adequate training capacity; including human, financial, technological, administrative and institutional support. What follows is an analysis of

this theme to establish whether the DRT had the necessary capacity to implement skills programmes for young people on the NYSP.

5.2.6.1   Need for joint capacity on the NYSP

During focus group interviews with Programme officials, Project managers and Training providers, it was admitted that the joint capacity needed to deliver youth skills programmes on the NYSP is inadequate and below expectations. The only partnerships that the DRT managed to secure involved the following organisations: Transport Sector Education and Training Authority (TETA); schools, Gauteng Human Resource Development Council, Department of Education and Driver and Learner Testing Centres (DLTCs). The overall impression was that FET colleges had to be invited to boost training capacity for learnerships on the NYSP. The lack of training capacity impacted negatively on youth skills programmes on the NYSP as potential learners could not be accommodated in the learnerships due to lack of joint capacity and training personnel.

5.2.6.2   Staff development

One of the major concerns raised by Programme officials and Project managers during focus group interviews was the shortage of qualified instructors on the NYSP. It was indicated that due to shortage of funds, the DRT could not attract highly qualified instructors train learners on the NYSP. The literature on training and development suggest that staff development interventions need to be properly designed and supported to ensure that they produce the desired learning outcomes and that they are sustainable in the long term (Grant & Keim, 2002:1-3). Similarly, the literature in chapter two emphasised the need to equip employees and individuals with new knowledge, skills and attitudes through systematic human resource development (Abdullah, 2010:1-5), so that they can be competent in their current and future jobs.

5.2.7 Theme 7: Quality assurance in skills programmes on the NYSP

As indicated previously, the study also sought to establish whether steps had been taken to manage the quality of skills programmes on the NYSP in the DRT. On the whole, the following results from Project managers and Training providers confirmed that efforts had been made to achieve this goal. A graphical representation of the

strategies used by the DRT to quality-assure (QA) skills programmes on the NYSP is given in Figure 5.4 below:

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┌─────────────────────────┐        ┌─────────────────────────┐
│  Internal quality       │        │  External quality       │
│  assusrance activities  │        │  assurance activities   │
└─────────────────────────┘        └─────────────────────────┘
            ⇩                                  ⇩
┌─────────────────────────┐        ┌─────────────────────────┐
│ Driven by Training      │        │ Driven by the           │
│ providers and project   │        │ participating SETA e.g. │
│ managers and learners   │        │ Transport Education and │
│                         │        │ Training Authority and  │
│                         │        │ prospective employers   │
└─────────────────────────┘        └─────────────────────────┘
            ⇩                                  ⇩
┌─────────────────────────┐        ┌─────────────────────────┐
│ Examples include        │        │ Examples include        │
│ programme evaluation    │        │ accreditation of skills │
│ forms, assessments and  │        │ programmes, moderation  │
│ aligning training with  │        │ of assessments and      │
│ SAQA Unit Standards     │        │ learner management on   │
│                         │        │ the NYSP                │
└─────────────────────────┘        └─────────────────────────┘
            ⇩                                  ⇩
┌─────────────────────────┐        ┌─────────────────────────┐
│ Individual Assessment   │        │ Moderation report and   │
│ Reports                 │        │ cerfitication of        │
│                         │        │ learners                │
└─────────────────────────┘        └─────────────────────────┘
```

Figure 5.4: Internal and external quality assurance activities

As illustrated in Figure 5.4, quality assurance (QA) in the skills programme on the NYSP encompassed internal and external measures. Internally, the QA process was jointly driven by Training providers, Project managers and learners. While learners contributed to programme evaluation; Training providers and Project managers aligned skills programmes and assessment activities with relevant unit standards recommended by the SAQA and the Transport Sector Education and Training Authority (TETA).

Externally, quality assurance was driven by the TETA (a SETA) and employers. While the TETA focused on moderation and validation of learner assessments and certification of learners, participating employers (i.e. those who entered into learnership agreements with learners) on the NYSP provided regular feedback reports to the DRT on learner performance on the learnerships.

140

Regarding programme design, Training providers indicated that the TETA guides them on what unit standards and assessment tools to use in each skills programme. As defined by the South African Qualifications Authority (2001a:6), a learning programme is "a purposeful and structured set of learning experiences that culminate in a qualification."

5.2.8 Theme 8: Strategies needed for delivery of skills programmes on the National Youth Service Programme

One of the questions posed to Project Managers and Training Providers during group interviews on the NYSP was: "What could be done to improve delivery of skills programmes (i.e. learnerships) on the NYSP?" To this end, a wide range of suggestions and/or solutions was put forward. As shown in Figure 5.5 below, these spanned sector-level, organisational level and individual level strategies.

Sector-level strategies
- Strategic partnerships
- Resource sharing
- Benchmarking

Organisational level strategies
- Joint capacity development
- Resource allocation
- Recruitment and selection
- Induction of new learners

Individual level strategies
- Learner motivation
- Coaching and mentoring
- Support services
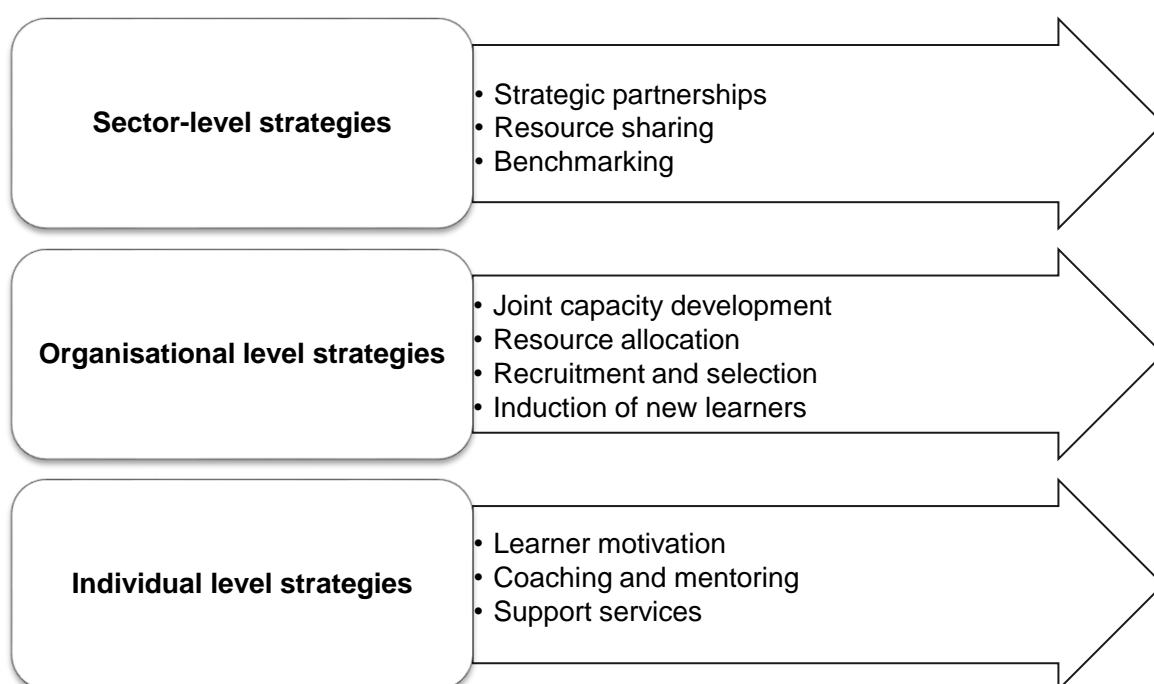
Figure 5.5: Strategies that need to be used to improve training on the NYSP

According to Figure 5.5, sector-levels strategies that need to be used to improve delivery of skills programmes on the NYSP involve forming partnerships with public and private sector companies to increase training capacity, encouraging resource sharing with strategic partners to support youth training on the NYSP and

benchmarking with partners and/or competitors to enhance the quality of training services. At the organisational level, attention needs to be given to areas like capacity development; resource allocation and recruitment and selection processes; all of which had a direct impact on implementation of learnerships on the NYSP. At the individual level, the research findings indicated that some learners on the NYSP were not fully committed to their learnerships, which often led to unsatisfactory performance in some of the learnerships e.g. driver's licence. Alleviating this problem would require increased focus on learner motivation, support services, coaching and mentoring of youth on the NYSP.

The next section will evaluate the empirical case study against the requirements of the South African legislation on skills development.

5.3   EVALUATION OF RESULTS IN TERMS OF LEGISLATION REQUIREMENTS

5.3.1 Constitutional values

Crucially, Section 195 of the Constitution (RSA, 1996a) outlines the core principles that must govern service delivery in the public service, including implementation of learnerships for youth on the NYSP in the Gauteng Province, Department of Roads and Transport. These principles include fair and equitable provision of services to citizens; ensuring efficient and prudent use of resources; ensuring transparency by providing adequate, reliable and useful information to citizens and advancing a pro-development public administration (Subban, Pillay, Bhowan & Raga, 2007:35). In this regard, the research findings revealed that efforts had been made by the DRT to sensitise youth about skills development opportunities on the NYSP. Key strategies used to achieve this goal included print media (newspapers and notice boards) and electronic media (television and internet). However, during focus groups with learners on the NYSP, it was felt that training information was not provided on time and that some learners could not get this information, as they did not have money to pay for newspapers and internet services.

The literature (Van der Westhuizen & Wessels, 2013:34) indicate that the right to education and training has been prioritised because education and training initiatives, if implemented well, can facilitate the fulfilment of other rights, thus empowering vulnerable groups such as the youth on the NYSP to actively participate in economic opportunities. However, evidence from the case study (i.e. Gauteng Province, DRT) indicates that although skills development is being used as a vehicle to empower young people with knowledge, skills and positive attitudes, such efforts however, are increasingly being challenged as the DRT lacks adequate training capacity to absorb all young people wanting to participate in its skills programmes (i.e. learnerships).

Concerning the principles of accountability, responsiveness and openness, the reults revealed that adherence to these principles was somewhat inadequate. For example, in respect of accountability, there were several positive developments, including monitoring of skills programmes; meetings between Training providers and learners and managing the quality of youth skills programmes (i.e. learnerships on the NYSP). In relation to the principle of openness, some learners reported that they had access to training information; which they got from the DRT's website and facilitators; although the frequency and adequacy of such information was later disputed by other learners on the NYSP.

Consistent with the Constitutional values mentioned above, the National Youth Commission (NYC) Act (No. 19 of 1996) (RSA, 1996b) provides, among other things, that "young people should be encouraged to realise theur full potential and to utilise their capabilities through accessing opportunities" (Maepa, 2013:34-38). Relatedly, the National Youth Policy (RSA, 1997a) calls for collaborative approaches to youth development to ensure that they receive adequate support in all aspects of their lives, including skills development to reduce youth unemployment and other challenges facing the youth in the economy (Kampala, 2011:2). Aligned to this is the National Youth Policy (2015-2020) (RSA, 2015) which seeks to ensure that school-going youth are motivated to pursue their education and training goals; that youth at risk are timely identified and assisted to help them focus on their learning needs, and that literacy programmes are provided to empower illiterate and underqualified youth (Kampala, 2011:2). To some extent, the spirit of the NYSP was reflected in the manner in which

the DRT approaches youth skills development on the NYSP, for example, in an effort to increase access to its learnerships, the DRT formed partnerships with schools with a view to use their facilities to train both school going youth and unemployed youth. Unfortunately, this initiative also encountered some difficulties, including time constraints as schools were under pressure to meet their curriculum obligations.

Furthermore, as explained in chapter three, one of the key objectives of the National Youth Development Agency Act of 2008 (RSA, 2008a) (NYDA) is to establish the NYDA, whose key tasks include (Pillay, 2014:1-4): economic participation of young people in the economy; education and skills development (training) to promote the social economic well-being of the youth. On the whole, the research findings have confirmed that young people from poor family backgrounds had been given the opportunity to participate in skills programmes (i.e. learnerships) on the NYSP within the Gauteng Province, DRT. A key concern in this regard was that training opportunities were not fully accessible to poor youth in informal settlements, in and around the Johannesburg area.

However, an assessment of the literature in Chapter two demonstrated that the NYDA has not been effective, and that the agency narrowly focuses on entrepreneurship, neglecting social programmes such as HIV/AIDS and gender violence; which have a direct bearing on young people's lives, given the growing concerns about risky behaviours, for examples, unprotected sex, which exacerbates HIV infection; drugs and alcohol abuse, all of which can prevent young people from achieving their training goals on the NYSP. Equally, understanding of gender equality is central to reducing gender-based discrimination against women on the NYSP. A study by Morgan (2013:18) reveals that young people in South Africa generally feel that the NYDA is not fully accessible and that some information on education and training opportunities is not available. The researcher could not find evidence from the reports or policies of the DRT which suggested tensions between the NYSP and the goals of the NYDA. Instead, the findings revealed that the DRT was keen to partner with other public institutions, in order to facilitate implementation of youth skills programmes on the NYSP.

Apart from the NYDA mentioned above, the Employment Tax Incentives Bill/Youth Wage Subsidywhich was introduced in 2014, provides a fiscal incentive for employers to hire more youth, with the hope of creating employment and providing the youth with essential experience and skills (Yu, 2011:11-13). None of the participants (i.e. Programmes officials, Project managers, Training providers and learners) suggested the application of the Wage Bill in youth skills programmes on the NYSP. Instead, learners received a training allowance of R3500 per month, which they used to meet their daily needs e.g. transport and food, while enrolled on the skills programmes (i.e. learnerships) on the NYSP.

5.3.2 Youth empowerment through skills development on the NYSP

As reflected in chapter three, the Broad-Based Black Economic Empowerment Act (No. 53 of 2003) (RSA, 2003a) is intended to facilitate the entry and participation of black people in the mainstream economy through a wide range of interventions, including employment equity; skills development; community/social upliftment; procurement; and enterprise development. Partly, the research findings have demonstrated that the DRT has attempted to meet these BBEE requirements by reaching out to poor youth in the townships through its Driver's License Training Programme, which is offered through partnerships with local driving schools; and by offering employment and business opportunities to young people who have completed their training on the NYSP. As reported previously, some of the Training providers on the NYSP were former learners who had started their own training ventures and subsequently subcontracted with the DRT to train young people on the NYSP. However, the research findings also show that the DRT had difficulty meeting its skills development targets, due to severe capacity constraints e.g. limited number of trainers, lack of funds and training facilities.

The New Growth Path advocates stepping up skills development as well as empowerment to ensure that all the people of South Africa benefits from the economy (Hendriks (2012) in Rossouw (2011:5)). However, the literature suggests that achieving this goal in a highly unionised environment is virtually impossible, as few employers can afford to pay high wages; meaning that the NGP could unintentionally block youth skills development on the NYSP. During focus group interviews with

Programme officials, it was emphasised that youth skills development efforts need to be be improved to meet the growing demand for learnerships on the NYSP.

Within the same context, the Youth Employment Accord (RSA, 2013a) seeks to enhance the skills levels of youth so that they can be employable. It creates opportunities for learning and practice to help trainees on the NYSP get a sense of what is required in the workplace. The Accord sets out the joint commitment to prioritise youth employment and skills development (Patel, 2013:2-6). Programme officials mentioned that youth skills development had been prioritised to help increase their employability and mobility in the economy.

In addition to the Youth Employment Accord (RSA, 2013a), the National Development Plan (RSA, 2011a) is geared towards improving living conditions for all the people of South Africa through the reduction of poverty, unemployment and inequality. The core elements of what constitutes a "decent standard of living" include, among other things, quality skills development; which is central to youth development. The results showed that some young people had indeed used the training opportunities on the NYSP to improve their lives by starting their own businesses.

Over and above the NDP, the National Skills Development Strategy also advances the skills needs of youth by encouraging workplace learning, thus contributing to the government's goal of employment creation, poverty alleviation, local economic development, industry competitiveness, rural economic development, SMME development and infrastructural expansion (Rasool, 2010:2). An important aspect of the NSDS III is the high emphasis on the principles of lifelong learning; promotion of equity; demand-led skills provision; flexibility and decentralisation; and partnership and co-operation at a national, sectoral, provincial, community and workplace level; increased access to occupationally-directed programmes, in order to address the low-level of youth and adult language and numeracy skills to enable additional training (Mkosana, 2011:28). The research findings demonstrated that most of the learnerships offered to young people on the NYSP aimed to provide young with practical job/business skills. Examples include information technology, venture creation and project management.

Underpinning the NSDS is the Skills Development Act (No. 97 of 1998) (RSA, 1998b). According to Allais (2003) in Powell and Lolwana (2012:5)) the primary objective of the SDL is to ensure equitable access to high quality education and training services, especially for previously disadvanategd groups. Skills development is seen as key to facilitating entry, participation and advancement of these groups in the economy, including young people on the NYSP.

The Skills Development Act (No. 97 of 1998) (RSA, 1998b) provides for learnerships – the key drivers of youth skills development. A learnership is a programme which: consists of a structured learning component; includes practical work experience of a specified nature and duration; leads to a qualification registered by SAQA and related to an occupation; and is registered with the Director-General of the Department of Labour in the prescribed manner (Hattingh, 2007:63). The literature suggests that learnerships should be linked to the relevant qualifications and should be broadened to promote self-employment opportunities for youth in remote areas where employment opportunities are limited (Akoojee, Gewer & McGrath (2005) as cited in Kraak (2008a:495)).

Subsequently, the Skills Development Amendment Act (No. 37 of 2008) (RSA, 2008b) called for broadening the scope of learning programmes to include a learnership, apprenticeship, and any prescribed programme, including work experience component (Coetzee, 2013:29). Interestingly, the results showed that efforts had been made by the DRT to align youth skills programmes (i.e. learnerships) with unit standards prescribed by the TETA. Examples of these unit standards are provided in Table 5.3 below:

Table 5.3: Sample of unit standards used in learnerships on the NYSP

SAQA US ID	Unit standard title	NQF level	Credits
123257	Operate a rigid light vehicle	02	10
8000	Applying Basic Business Principles	03	9
117241	Develop a business plan for a small business	04	5
116932	Operate a personal computer system	01	3

147

| 120372 | Explain the fundamentals of project management | 04 | 5 |
| 117244 | Investigate the possibilities of establishing and running a small business enterprise (SMME) | 04 | 3 |

Source: Transport Education and Training Authority (2016:1)

The data in Table 5.3 is corroborated by findings from the focus groups with learners, who confirmed that they had received training on a range of topics, including safe driving, business management, information technology, project management and entrepreneurship. However, the literature suggests problems in the implementation of learnerships; these include insufficient practical experience, as many Training providers do not have the necessary facilities; and weak partnerships between the public and private sector, which prevents young people from accessing practical training opportunities (Jacobs & Hart, 2012:18).

5.3.3 Partnerships for youth skills development on the NYSP

Although the National Skills Development Levies Act (No.9 of 1999) (RSA, 1999a) encourages collaboration between government institutions and private companies (Powell and Lolwana, 2012:10), the the research findings indicated that the DRT struggled to attract partners from the private sector and TVET sector respectively; which impacted negatively on the implementation of youth skills programmes (i.e. learnerships) on the NYSP. Consequently, the DRT could not attract and recruit large numbers of learners due to lack of training capacity on the NYSP.

In terms of the Employment Equity Act (No. 55 of 1998) (RSA, 1998a) skills development is central to attaining and improving equity targets in organisations (Thomas, 2002:237), including the Gauteng Province, Department of Roads and Transport. The results and policies reviewed by the researcher indicated that the DRT was well aware of the need to extend training and employment opportunities to unemployed youth. The only challenge was that some of the trained youth could not be absorbed into the DRT employment system due to a range of factors, including failure of some learners to meet assessment requirements and inability of hosting companies (i.e. DRT agencies) to employ learners on completion of their learnerships.

The Employment Equity Act (No. 55 of 1998) (RSA, 1998a) impacts nearly all aspects of employment, including recruitment procedures, advertising and selection criteria; appointment process; remuneration, as well as training and development (Nel *et al.,* 2004:85). Overall, the results indicated that equity principles were fairly applied in the recruitment of youth learners on the NYSP; as illustrated by the use of such relevant criteria as poverty and economic deprivation.

Further to the above, the South African Qualifications Authority Act (No. 58 of 1995) (RSA, 1995b) requires the quality of education and training to be monitored and education and training providers to be continuously assessed (Erasmus *et al.,* 2006:83). In this regard, the research findings have demonstrated that the DRT has taken significant steps to improve the quality of youth skills programmes on the NYSP. These include involving the Transport Education and Training Authority (TETA) in the design, implementation and evaluation of skills programmes; eliciting feedback from host companies that provide learnerships to the youth and linking the training programmes with relevant unit standards to ensure consistency and compatibility with SAQA policies and regulations.

In addition to SAQA, the National Qualifications Framework Act (No.67 of 2008) also supports youth skills development by enabling easy and affordable access to leaning and development opportunities and by ensuring transferability of qualifications across different fields through the credit system and recognition of prior learning and by requiring employers to remove barriers to education and training. The research results and evidence from the DRT policies reviewed by the researcher suggest that young people from disadvantaged social backgrounds had been given the opportunity to access training opportunities without paying for them; including the monthly training allowance of R3500, which enabled them to support themselves while enrolled in skills programmes on the NYSP.

As indicated in chapter three, the NQF also prescribes a set of principles which must inform and guide training in South Africa, including youth skills development programmes on the NYSP. Briefly, these principles include alignment between theory and practice, and ensuring that young people on the NYSP receive pertinent, credible

and portable qualifications that match their career goals. More importantly, the NQF also emphasises that learners should be assisted and guided to achieve their learning goals. However, close scrutiny of the research findings suggests that some of these principles had been applied to enhance implementation of youth skills programmes on the NYSP. Examples include credibility and legitimacy, which was realised through the accreditation of skills programmes by the TETA. The research results also confirmed that efforts had been made to provide support and guidance to young people on the NYSP e.g. study tips, career guidance, and training allowance; although the adequacy and reliability of these services was subsequently questioned by some learners during the focus groups.

5.3.4   Compliance with existing RSA legislation

Based on the preceding evaluation, it is possible to explain the level of compliance and non-compliance with all legislation in the implementation of youth skills development on the NYSP. This is described in Table 5.4 below:

Table 5.4: Compliance with relevant legislation

Examples of compliance	Examples of non-compliance
• Accreditation of skills programmes by the Transport Education and Training Authority • Moderation of assessments by TETA • Certification of learners by TETA • Provision of learner support services • Use of SAQA-approved unit standards • Assessment reports from employers	• Shortage of registered facilitators • No Recognition of Prior Learning (RPL) assessment for youth applicants • Insufficient planning of experiential learning activities • Limited programme communications • Limited job opportunities after training

5.4   CONCLUSION

Chapter five provided a critical evaluation of the empirical data obtained from focus groups interviews with a view to answer the research questions. Overall, the evaluation shows that there are opportunities and constraints in implementing youth skills programmes on the NYSP. Examples of opportunities include: partnership

between schools and DRT, involvement and participation of the TETA in the design, roll out and assessment of skills programmes on the NYSP. Constraints include shortage of financial resources; lack of motivation to learn, as evidenced by withdrawal of some learners from the skills programmes and limited information on available youth skills programmes on the NYSP.

The evaluation further indicated that efforts had been made by the DRT to comply with the relevant legislation (chapter three) in order to enhance the legitimacy and credibility of youth skills programmes on the NYSP. Examples of compliance include the following: assessments were moderated by the TETA; learning materials were linked to relevant unit standards; learners were required to compile a portfolio of evidence as part of their assessment; and a remedial strategy (i.e. extra classes and rewrites) had been put in place, to enable slow learners to complete their learnerships. Having said that, it is also important to note that there were problems in meeting some of the legal requirements in youth skills programmes on the NYSP. Examples include inattention to RPL assessments, which, in terms of SAQA, plays a key role in recognising and accrediting learners for prior learning acquired informally.

CHAPTER SIX: A NORMATIVE APPROACH TO YOUTH SKILLS DEVELOPMENT ON THE NATIONAL YOUTH SERVICE PROGRAMMEIN GAUTENG PROVINCE, DEPARTMENT OF ROADS AND TRANSPORT

6.1   INTRODUCTION

Drawing on chapter five, which evaluated the literature, legislation and research findings, chapter six explains and describes the rationale for and potential benefits of applying the normative approach to inform and guide implementation of youth skills development in the National Youth Service Programme within the Gauteng Province, DRT.

Throughout this chapter, the normative approach is applied to provide an integrated discussion of the research findings and the identified general norms and standards for training in order to enhance both understanding and implementation of youth skills development interventions (i.e. learnerships) in the National Youth Service Programme in Gauteng Province, DRT.

To reiterate, the "norms and standards" or "best practices" considered here were derived from earlier evaluation of literature and legislation in the previous chapters; and subsequently aligned with the relevant themes, to demonstrate how youth skills development programmes should be packaged and implemented on the NYSP in the Gauteng Province, DRT. Based on this logic, the rationale for applying the normative approach in this study is set out as follows.

6.2   THE NORMATIVE APPROACH

6.2.1 Definition

The normative approach provides the basis for analysing, judging and interpreting the findings of the study on the implementation of the NYSP in the Gauteng Province, DRT. According to Judd, Frankish and Moulton (2001:4), a standard is something that

152

is created by authority, custom or general consent as a model, or example of excellence. In the context of youth skills development on the NYSP, standards imply the desired level of outcome and allow all parties to agree on how much change should be achieved, in return for a given investment of resources e.g. youth training budget on the NYSP in the Gauteng Province, DRT. According to Judd *et al.* (2001:4), standards serve as targets, which, when met or exceeded, signal success, improvement or growth. Norms also connote the following: best practices, the way it should be, key performance indicators and critical success factors.

6.2.2   Rationale for the normative approach

The need for and importance of the normative approach in relation to youth skills development on the NYSP derives from the White Paper on the Transformation of the Public Service (Batho Pele) (RSA, 1997c:1), which aim to improve service delivery in the public service, including skills development on the NYSP. One of the critical principles of Batho Pele is that of customer focus. There is tremendous pressure upon public institutions to ensure that they deliver high quality services and to promote and manage relationships with customers (Subban *et al.,* 2007:34).

Application of the normative approach in data analysis also resonates with the International Standards Organisation (2010:1-5); which prescribes the quality standards necessary to meet the needs of customers. These standards include incorporating monitoring activities into programme design and ensuring that service quality requirements are communicated to frontline employees.Service level agreements should include clear quality principles, including fact-based management, people participation and partnership, design quality, speed, error detection and prevention, strategic quality planning, continuous improvement, leadership and customer focus. These principles also apply to the packaging and delivery of learnerships on the NYSP.

6.3   Normative frameworks linked to the identified themes

The normative frameworks and associated strategies are described and explained under the eight themes identified in chapters four and subsequently analysed in five. To recap, these themes are:

- Initiatives undertaken to meet the skills needs of young people on the NYSP in the DRT.

- Classification of skills programmes on the NYSP; which points to technical skills programmes and general skills programmes

- Youth participation in skills programmes on the NYSP

- Challenges impacting implementation of skills programmes on the NYSP

- Resources for youth skills programmes on the NYSP

- Joint capacity-building for skills programmes on the NYSP

- Quality assurance in skills programmes on the NYSP and

- Strategies to improve delivery of skills programmes on NYSP

Based on these themes, the discussion in this section covers current practice regarding youth skills development in the NYSP in the DRT, highlighting strengths and weaknesses, as well the strategies needed to address the identified gaps; including implementation guidelines.

6.3.1   Normative framework for theme 1: Norms for initiating skills programmes to meet the needs of young people on the NYSP

Although the data (chapter four) confirmed that skills programmes (i.e. learnerships) had been designed to meet the skills needs of young people on the NYSP within the DRT, these were hampered by several implementation problems, including inadequate planning and allocation of resources. According to SAQA (2001b:25), the following guidelines should inform effective design of skills programmes:

- Skills programmes should be designed and implemented in such a way that they link theory and practice

- Opportunities should be created to ensure effective collaboration between training providers and the companies where learners will do their practicals

- Skills programmes should be integrated with relevant work opportunities so that learners can be able to apply acquired skills in appropriate job contexts

- Experiential learning should cover all aspects of the training programme

In addition to the SAQA requirements mentioned above, the literature also emphasises the need for sound planning of training programmes; a principle which also applies to the learnerships on the NYSP. Specifically, there are five important issues to consider when designing training programmes; these include learning strategies to be used,preparing suitable lessons plans that match learners' needs, and chosing the correct training delivery strategies to ensure that all learners benefit from the training programme (Delahaye (2000) and DeSimone et al. (2002) in Abdullah (2010:13-14)).

Complementing this perspective, Pillay and Twalo (2012:8) suggest several preconditions that are necessary to meet the skills needs of learners. These include the following:

- Effective: Training providers on the NYSP need to offer quality training that results in cost-savings for both learners and employers in the labour market. Training providers need to provide learners with training that is relevant to approved scope of work as per the unit standards and level of qualification.
- Efficient: Youth skills programmes on the NYSP should be designed with costs in mind, to ensure that they remain affordable and accessible to all youth from disadvantaged social backgrounds.
- Competitive: Learnerships on the NYSP should equip learners with relevant skills that enable them to become competent and employable in the economy.
- Counter supply-driven tendencies. Learnerships on the NYSP must be designed in such a way that they produce high quality job candidates, as opposed to large numbers (quantity) of poorly trained learners.
- Flexible: Learnerships on the NYSP must be packaged in such a way that they provide a wide range of options and/or choices to allow young people to do the programmes that best meet their knowledge and skills needs.
- Responsive: Learnerships or skills programmes on the NYSP should cater for the diverse and changing needs of employers, the economy and the youth.

Guidelines /proposed strategies

- **Where possible, involve learners in the design and evaluation of skills programmes:** In terms of the NQF, learners on the NYSP are an important stakeholder in human resource development in South Africa. For this reason, their inputs and suggestions need to be factored into the design and implementation of these training programmes. The aim is to ensure that training interventions meet the needs and expectations of learners. Examples of learners' inputs include training evaluation of the NYSP which, if done well, may help to show how learners feel about the training programme and whether the training programme really met their training needs.

- **Broaden the choice of learnerships on the NYSP:** In order to meet the diverse and rapidly changing skills needs of learners on the NYSP, it would be prudent to increase and vary the type and number of unit standards and qualifications in each training programme. Examples of unit standards that can be added include bricklaying, plumbing and security management. These skills are important for school drop outs and unemployed youth, who must be absorbed into labour-intensive projects such as construction and related public projects.

- **Ensure that learnerships match learners' learning capabilities**: Consistent with the principles of the National Qualifications Framework, skills programmes on the NYSP should be designed in such a way that they match learners' capabilities. This requires prior assessment of learners' training needs (i.e. conducting a skills audit on the NYSP) to ensure that they are placed on the right learnerships on the NYSP. Examination of the data (chapter five) revealed that learners' capabilities were not considered when they were admitted to the learnerships; instead, emphasis was put on age suitability and family background (i.e. learners from poor families) as the core admission criteria on the NYSP. Consequently, some learners withdrew from the learnerships partly because they could not cope with the demands of the curriculum and associated experiential learning activities. The following initiatives are suggested to help young people realise their learning goals on the National Youth Service Programme: inducting learners before the start of the learnerships; familiarizing learners with the work environment where they will do their practicums

156

(e.g. DRT or the hosting company); equipping learners with life skills, for example, how to manage personal finances; how to function in a team environment and professional conduct in the workplace. Other useful strategies include varying content and learning activities, to accommodate slow/weak learners and providing targeted remedial activities to help weak learners cope with the demands of the learnerships.

- **Improve planning and coordination of experiential learning activities**: From the data (chapter four), it appears that some learners had a negative experience of experiential learning. They complained about lack of time and late instructions on what to do in the programme. As a result, some learners were insufficiently prepared for experiential learning. Strategies that can be used to address this issue include proactive planning to anticipate potential constraints that could hamper learnerships on the NYSP, such as poor communications and late scheduling of practicums; strengthening the employer-learner relationships through formal contract arrangements that bind both parties to the learnership agreement; and encouraging regular feedback discussions on the performance and daily needs of learners on the NYSP, such as food, information and transport costs.

6.3.2 Normative framework for theme 2: Norms for classification of skills programmes on the NYSP

Regarding the categorisation of skills programmes on the NYSP, the evaluation of results in chapter five indicates that the DRT has made significant progress in this area, as some of the learnerships are linked to TETA-accredited unit standards (Table 6.1). The only hurdle in this respect is that some of the unit standards are pegged at NQF level four, which does not match the learning capabilities of unemployed youth who did not finish school. In part, this explains why some learners abruptly withdrew from the learnerships on the NYSP, due to the complexity of some of the unit standards. Strategies that can be used to alleviate this challenge include careful analysis of the NQF levels, with a view to identifying opportunities for diversifying learnerships on the NYSP. The National Qualifications Framework (NQF) provides ten levels and/or bands for classifying and pegging learning programmes. These are summarised in Table 6.1 below:

Table 6.1: Levels of the National Qualifications Framework

NQF Level	Band	Qualification type
10		• Post-doctoral research degrees • Doctorates
9	HIGHER EDUCATION AND TRAINING	• Masters degrees
8		• Professional 4-year Bachelor's degrees • Bachelor Honours degrees
7		
6		• Diplomas • Advanced Certificates • (1st and 2nd year level)
5	FURTHER EDUCATION AND TRAINING	• Higher certificates • Foundation modules
1-4	GENERAL EDUCATION & TRAINING	• National certificates • Grade four to Grade Nine (Standard two to Standard Seven) • Grade Ten (Standard Eight) • Adult basic education and training (ABET)

Source: SAQA (2012)

Guidelines/proposed strategies

- As shown in Table 6.1 above, learnerships should be pegged at the right level of the NQF and training materials should be aligned to accurately reflect the chosen bands or levels (lower, middle and higher level) and to satisfy the learning and development needs of school leavers and unemployed youth seeking training opportunities on the NYSP.

- As part of programme expansion, identify additional SAQA-approved unit standards to create new learnerships for unemployed youth so that they can be accommodated on the NYSP in the Gauteng Province, DRT.

- Ensure that all learners understand the key concepts associated with unit standard-based learning programmes; such as prior learning, formative and summative assessments, specific learning outcomes and critical-cross filed outcomes

- Set up a tracking system linking the NYSP with current and prospective employers, to enable monitoring of learner performance and progress after graduation from the NYSP.

6.3.3 Normative framework for theme 3: Norms for youth participation and assessment in skills programmes on the NYSP

Critical evaluation of the literature (chapter two), legislation (chapter three) and the results (chapter four) shows that learner participation in learnerships on the NYSP was inadequate and intermittent. Clearly, this finding goes against the spirit and intention of the NQF, which suggests that learners should take a centre stage in the learning process. Thus, learner participation in both learning and compilation of skills programmes on the NYSP would be meaningful when: learners are encouraged to work in groups; learners are encouraged to think critically and creatively; learners have the opportunity to ask questions; learners are encouraged to reflect on their own learning; different instructional methods are used to impart knowledge/skills, and the learning environment enables learners to experiment with ideas.

With regard to assessment of learners, the SAQA criteria and guidelines for Assessment Policy and Guidelines (2001d:1) provide that learners should be assessed in a fair and consistent manner to ensure justice at all times; and that where possible, struggling learners should be given a second chance to rewrite their assessment as a part of the provider's remedial strategy. Strategies to ensure fair assessment of learners on the NYSP include effective training and registration of assessors, internal and external moderation of assessments and involving employers in the assessment of the practical component of the learnerships.

Guidelines/proposed strategies

- **Sensitise learners about the importance of participation:** Overall, the research findings revealed that not all learners on the NYSP experienced full participation in the learnerships due to inadequate support from facilitators and lack of funds to cover their travelling expenses. Some of the strategies that can be employed to improve the travelling allowance for learners on the NYSP include provision of subsidised transport services and using community-based education and training centres in their communities to reduce the need for travelling. Strategies that can be used to encourage learners to participate in learnerships on the NYSP include individual guidance, counselling, coaching and mentoring, joint feedback discussions between learners and facilitators, joint career exhibitions by the DRT

and the companies hosting the learnerships and enhanced access to learner support services.

- **Create a conducive learning environment**: During focus group feedback, some learners complained about unequal treatment, which made some learners feel lost and neglected on the NYSP. Strategies that can be used to improve learner motivation on the NYSP include (Rehman & Haider, 2005:142-144): adopting a supportive style that recognises and treats all learners equally and respectfully; clarifying learning objectives and outcomes; recognising and incorporating learners' inputs into the learning process; offering rewards; giving praise; varying teaching methods and learning materials to accommodate different learning styles; encouraging healthy competition in students; making goals high but attainable, to encourage initiative and innovation in problem-solving; and encouraging self-reflection in learners. Other strategies include providing a clear grievance procedure that learners can use to channel their concerns to Programme officials; treating all learners equally, and ensuring that all learners have access to support services, such as the internet and study materials.

- **Use Recognition of Prior Learning (RPL) assessment to improve access to skills programmes:** As defined by SAQA (2013:7), RPL refers to the principles and processes through which the prior knowledge and skills of a person are made visible, mediated and assessed for the purposes of alternative access and admission, recognition and certification, or further learning and development."Partly, this definition suggests that RPL assessment can be used as a vehicle to facilitate entry of young people into the skills programmes on the NYSP. However, the results (chapter four) indicated that little had been done use RPL to inform admission of learners into the skills programmes on the NYSP. Strategies that can be used to address this problem on the NYSP include introducing an RPL policy and procedures and disseminating this information to existing and potential learners on the NYSP; helping RPL candidates prepare for their RPL assessment; providing relevant RPL literature and support materials to applicants, including the unit standards against which they will be assessed and providing prompt feedback to candidates after assessment.

- **Encourage learners to abstain from risky behaviours; which reduce youth participation in skills programme on the NYSP:** One of the disturbing findings of the study was that some learners used the training allowance (i.e. R3, 500 per month) to engage in risky behaviours such as alcohol and drug abuse, which may ultimately lead to HIV/AIDs infection, if these learners engage in unprotected sexual activities. Alcohol abuse may result in poor performance and outcomes on the NYSP. Useful strategies that can be employed to ensure optimal participation of youth in skills programmes on the NYSP include one-on-one counselling on alcohol abuse and HIV/AIDS to help learners understand the negative effects of alcohol abuse and HIV/AIDS on their studies on the NYSP; encouraging young people to do voluntary testing for HIV/AIDS, and protecting affected learners against discrimination and stigmatisation.

- **Localise provision to increase access:** During focus groups, some participants alluded to the fact that it is difficult for poor learners to gain access to the skills programmes as they cannot afford transport costs. One possible solution to this problem is to use existing driver training centres to accommodate learners from remote areas around Johannesburg. This is possible as the DRT has DLTC offices in nearly all parts of Gauteng Province.

6.3.4 Normative framework for theme 4: Norms for identifying and alleviating challenges in skills programmes on the NYSP

The results suggest that learners were recruited based on their social backgrounds, with little consideration of their learning capabilities. In addition, there were no tracking systems to determine what happens with NYSP graduates and drop outs after training. Learners who joined the learnerships late complained about a lack of learning materials e.g. training manuals and unfair treatment from some facilitators on the NYSP. Other learners were concerned about prospective employers who promised jobs, but later failed to employ them, while others complained about the inadequacy of the training allowance i.e. R3500, which they felt did not cover all their needs.

A review of the literature in chapter two revealed that effective human resource development requires a systematic approach involving four steps, namely: needs assessment, design and evaluation (Abdullah, 2010:12). Through the needs

assessment process, both organisational and individual training needs are identified and appropriate learning programmes devised to address them. While the design phase ensures that appropriate and adequate training manuals and learning support materials are provided to learners on time, the evaluation phase enables Training providers to identify strengths and weakness of the training and take corrective steps to improve delivery of the training programmes and to achieve client satisfaction.

Guidelines/proposed strategies

- **Training management**. Achieving the above-mentioned HRD objectives requires effective management of training on the NYSP. Nda and Fard (2013:1) concur with this view, by stating that in order for organisations to achieve optimal returns on their investment, there is an imperative need to manage developmental programmes effectively. According to Carpenter, Bauer and Erdogan (2010:15), managers are there to ensure that things get done as planned, that performance goals and that customer needs are clearly understood by all members of the organisation. Managers achieve this by performing four important functions; which exemplify some of the "norms" and/or "guidelines" that could be used to enhance training practices on the NYSP:

    (a) Planning is the function of management in the NYSP which entails defining objectives and determining a course of action for achieving developmental objectives; such as learner recruitment, selection, induction and placement. Planning requires that Programme managers should be aware of environmental conditions of youth in the DRT. It also requires that managers be good decision makers. Strategic planning is a process that enables managers to scan the environment to identify strengths, weaknesses, threats and opportunities that impact implementation of skills programmes on the NYSP and then determining how to position the Department to perform effectively in their environment (Carpenter *et al.*, 2010:28). Evidence from some learners on the NYSP indicated that planning was one of the most neglected aspects of the NYSP, especially in regard to field trips and training allowances. Programme officials and Project managers also struggled to attract partners for the NYSP, suggesting a gap in

environmental scanning and analysis. Strategies that may be considered to address this problem include the training of facilitators on lesson planning, classroom management and evaluation of learnerships, and assisting learners to select their own team leaders to provide guidance and support during field trips. Team leaders should be inducted thoroughly on leadership and problem solving skills, so that they may be able to assist their fellow learners during experiential learning activities.

(b) **Organising** within the context of the NYSP entails developing an organisational structure and allocating human resources (i.e. qualified staff) to ensure effective implementation of skills programmes. Organising in this case also involves the design of individual jobs (for example, assessor, facilitator and moderator) within the NYSP to provide quality training to learners. In this regard, Carpenter *et al.* (2010:28), suggests that managers should specify the roles and responsibilities of individuals (e.g. project managers and facilitators on the NYSP) and the manner in which these should be performed, including the expected performance standards in each job. During focus group interviews with Programme officials, Project managers and Training providers, it was conceded that the institutional arrangements needed to implement learnerships on the NYSP were limited. Strategies that can be used to enhance institutional arrangements for youth training on the NYSP include aligning skills programmes with employers' needs and expectations to meet labour market needs; strategic planning focusing on SWOT analysis, competitive analysis and stakeholder analysis; encouraging private sector players to use NYSP as a platform for recruitment and selection; co-hosting career exhibitions and career development workshops with current and prospective employers as part of youth development on the NYSP; stakeholder management, investing in learning management technology, for example, simulation equipment, multimedia projectors and video conferencing, and increasing training capacity through the involvement of non-profit organisations in the community.

Other concerns pertaining to organising on the NYSP include learners who withdrew from the skills programmes; limited training capacity and poor participation by private sector companies and TVET colleges. Strategies that can be employed to address this problem include increased collaboration between Programme officials, Project managers and Training providers on the NYSP to jointly identify and mitigate challenges such as risky learner behaviours which included drug and alcohol abuse and absenteeism. Helpful strategies to help alleviate these risks include regular meetings between management and students, to encourage exchange of information and individual guidance to help learners resolve their personal problems with their facilitators on the NYSP.

(c) **Leading** the NYSP entails the use of formal and informal methods to inspire, support and guide training personnel (i.e. assessors, moderators, facilitators and support staff) to assist learners in attaining their learning goals. If managers are effective leaders, their subordinates will be enthusiastic about exerting effort to attain organisational objectives (Carpenter *et al.,* 2010:30). None of the participants (i.e. Programme officials and Project managers) indicated whether training staff had been motivated and guided to be able to do their jobs well; even though some learners complained about lack of professionalism in some of the facilitators on the NYSP, suggesting a lack of guidance, coaching and mentorship in this regard. Strategies that can be utilised to enhance professional development and retention of staff on the NYSP include: effective induction of training staff on issues such as the vision and mission of the NYSP, norms and values as well as the performance standards expected of all personnel on the NYSP; training staff on customer care, with particular focus on service standards, for example, Batho Pele (SeSotho for People First) as defined in the White Paper on the Transformation of the Public Service (1997c:1-10); how to give and receive feedback from learners on the NYSP; self-development, time management, reflection, how to manage stress, joint-problem-solving; teamwork and conduct towards learners i.e. how to interact and work with learners in a professional and constructive manner.

(d) Controlling within the NYSP environment entails putting in place proper training monitoring and evaluaton systems to ensure that the performance of training personnel and learners meet SAQA quality standards. In practice, controlling involves three important action steps, namely: defining specific performance standards and communicating these to trainin personnel and learners on the NYSP; comparing actual performance of trainers and learners against agreed standards and deciding on appropriate remedial actions to ensure that skills programmes produce the desired outcomes on the NYSP. Common tools that are used to monitor performance include financial statements, budgets, sales reports, assessment reports, feedback discussions and customer surveys (Carpenter *et al.,* 2010:31). In this regard, the research findings indicated that skills programmes were being monitored and evaluated on the NYSP and that all the key stakeholders i.e. facilitators, assessors, Transport Education and Training Authority (TETA) staff, learners and employers were involved in this process. However, none of the Programme officials revealed whether this also involved performance appraisals for learning management staff on the NYSP. Strategies that can be used to mitigate this problem include incorporating performance management for training practitioners e.g. assessors, moderators and facilitators, to hold them accountable for their performance in the NYSP. Regular performance reviews of training personnel by management and learners should be encouraged; and feedback from these reviews should be used to improve not only trainers' performance but also the methodologies that they use to facilitate training services to youth on the NYSP.

The above-mentioned strategies (i.e. monitoring and measuring the performance oftraining personnel and learners on the NYSP) are consistent with criterion 8 of the SAQA Provider Accreditation Guidelines, which deals with Management Systems and Policies. In short, Criterion 8 requires that "Training providers should indicate the financial, administrative and physical resources of the organisation, as well as procedures of accountability within the organisation. This includes the managerial capacity enhancement of the Training provider, to carry out its functions. The provider

needs to demonstrate its capacity to deliver the programme effectively and efficiently; and in an accountable manner."

6.3.5 Normative framework for theme 5: Norms for mobilising and allocating physical and financial resources in youth skills programmes on the NYSP

As mentioned previously, the DRT experienced challenges in financial, human and material resources on the NYSP. This impacted negatively on the training of young people on the NYSP. One of the key requirements of SAQA on the accreditation of Training providers is the creation of sustainable sources of funding and investing in the development of internal assessors, facilitators and moderators. These decisions are crucial in ensuring performance excellence in, and client satisfaction with the NYSP. Strategies that may be considered to create sustainable sources of funding include prioritising expenditure to ensure that available funds are effectively used to support learnerships that are in high demand, such as project management, entrepreneurship and information technology; and encouraging industry experts to provide voluntary training services to young people on the NYSP. Apart from reducing the cost of hiring additional Training providers on the NYSP, this (i.e. voluntary training by industry experts) would also enable NYSP managers to use the wealth of practical experience that industry experts bring to the NYSP, to enhance the practical component of the learnerships.

Additionally, the use of information technology resources (e.g. computers, Internet and Smart phones) to facilitate teaching and learning on the NYSP is a step in the right direction, as it conforms to the SAQA critical cross-field outcome: "Use science and technology effectively and critically, showing responsibility towards the environment and health of others" (SAQA, 2001c). It is equally important to note that investment in training facilities on the NYSP was somewhat limited; prompting Programme officials and Project managers to admit that the DRT alone could not meet the diverse and rapidly changing skills needs of young people on the NYSP.

Guidelines / proposed strategies

- **Develop and implement an appropriate fund raising strategy:** Given the growing number of learners wanting to access training and employment

opportunities on the NYSP, it would be prudent for NYSP Programme officials to develop and implement a viable fund raising strategy as soon as is practicable, to avoid complete saturation of financial resources on NYSP. Strategies that can be used to achieve this goal include initiating institutional marketing activities such as branding, youth skills summit/conferences and public relations campaigns to increase awareness about training services for youth on the NYSP; on-line advertising and recruitment to improve access to training opportunities on the NYSP; including social media platforms and strengthening customer relationships management processes to promote and maintain good relations with existing and prospective donors, investors and training partners.

- **Encourage resource sharing:** Given the growing demand for skills development programmes from the youth, it will be vital to encourage resource sharing with NYSP strategic partners. Examples of critical resources that can be shared, include teaching and learning materials; career information; job opportunities for learners on the NYSP and resource centres such as libraries and 'one-stop shops' for young entrepreneurs. This requires proactive planning to identify opportunities for resource sharing within and outside the DRT environment. Potential resource-sharing partners include the Department of Education, information technology companies, municipalities, non-governmental organisations, schools and TVET colleges. These institutions can provide the resources necessary to train more youth on the NYSP; such as buildings, water, and catering facilities.

- **Prioritise learnerships in line with the training budget**: While the need to diversify learnerships cannot be overlooked, this needs to be balanced against the budget. One way of achieving this balance is to allocate funding based on the demand for training services on the NYS. This can be achieved through cost-benefit analysis and meaningful market research, to identify current and new trends in education and training within the context of the NYSP objectives. Done well, this may help reduce training costs on the NYSP. Prioritisation of learnerships should be discussed with learners, Training providers and prospective employers as part of the learning management system process.

6.3.6 Normative framework for theme 6: Norms for management of human resource capacity in skills programmes on the NYSP

One of the key findings from the data (chapter four) was that the DRT lacked adequate capacity to implement youth skills programmes on the NYSP. Examples include lack of competent assessors, moderators and facilitators. Building and sustaining human resource capacity is a challenge, as it entails both individual and organisational learning (Department for International Development, 2008:3). Done well capacity building can help the DRT to build social capital and trust, develop critical knowledge, skills and attitudes that learners need to succeed in their careers. Capacity building can also assist the DRT in nurturing and promoting a performance culture on the NYSP.

Guidelines /proposed strategies

- **Human Resources Development Framework**

According to Programme officials and Training providers of the NYSP, lack of capacity, especially human capital, prevented the DRT from expanding its programmes to meet the growing demand for training from unemployed youth, particularly in townships and informal settlements; where most unemployed youth live. The British Department for International Development (2008:8) provides a useful framework that can be used to strengthen human resource (HR) capacity in DRT, which is graphically represented and explained in Figure 6.1 below:
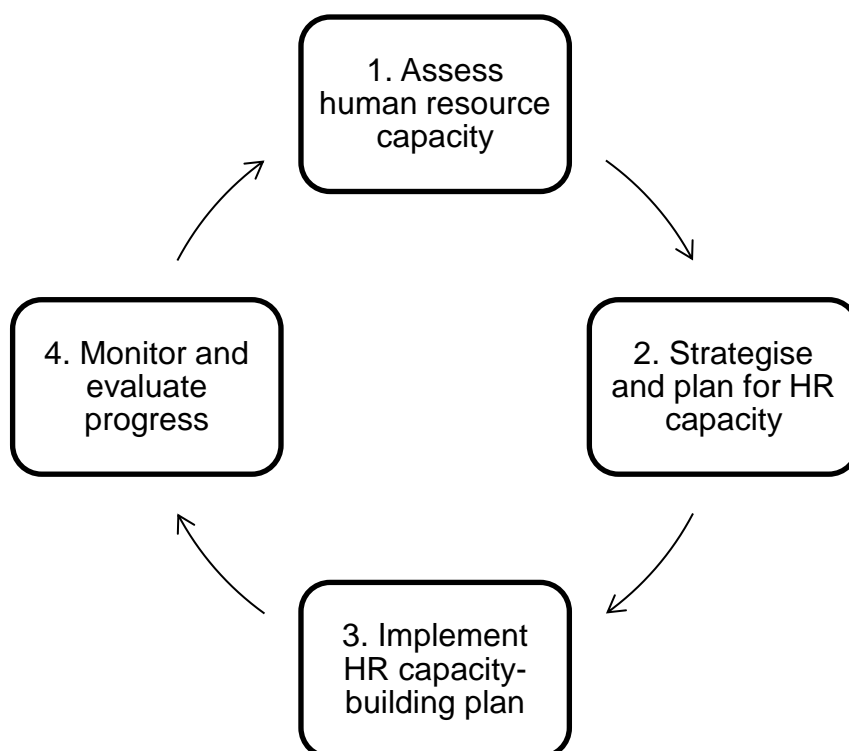
Figure 6.1: Human resource capacity-building framework

Source: Adapted from Department for International Development (2008:8)

Assess human resource capacity: assessing human resource capacity involves identifying the key strengths and shortcomings of the skills programmes, as well as the learning needs of the organisation and its people. Useful data gathering tools in this phase include interviews, questionnaires, focus groups, customer surveys, programme reviews and brainstorming sessions with stakeholders on the NYSP.

Strategise and plan for human resource capacity-building: In this stage, the specific interventions required to build competencies for the NYSP are identified and discussed with training personnel. Also considered in this phase are the cost implications of the skills programmes, time frames, exit level outomes and the specific methods that should be used to monitor and evaluate the entire training programme.

Implement human resource capacity-building plan: In this stage, the roles and responsibilities of the stakeholders needed to build human resource capacity are clarified and communicated to implementers to ensure accountability on the NYSP within the DRT. Examples of strategies that can be used at the individual level include career counselling, induction, coaching and mentoring; while organisational level strategies may include knowledge management, talent retention and change management.

Monitor and evaluate progress: This step describes the methods, tools and steps that must be taken to gather data on human resource capacity-building activities, including performance indicators used to evaluate the effectiveness of the capacity building programme within the DRT. The critical question here is: To what extent is the human resource capacity building programme helping the DRT to build the competencies required to achieve its training objectives on the NYSP? This process should elicit the views and inputs of all stakeholders in the DRT, including learners who are the recipients of NYSP training services. Useful strategies that can be employed to facilitate monitoring and evaluation of human resource capacity building initiatives on the NYSP include budgets, financial reports and weekly feedback discussions between facilitators and learners on the NYSP.

- **Train and register facilitators, assessors and moderators on the NYSP**: The results (chapter five) revealed that while the number of learners is likely to increase on the NYSP as the programme is free, affordable numbers of facilitators and instructors are limited. In terms of the SAQA Recognition of Prior Learning (RPL) Policy (2002), organisations are allowed to identify, train and register their own assessors and facilitators. This is an opportunity for the DRT to build its human resource capacity to reduce dependence on the TETA. Strategies to achieve this include in-house skills audit aiming to identify staff members with potential or basic knowledge of training and grooming them to become assessors and moderators. This can be undertaken as part of the DRT's human resource development strategy.

- **Improve training administration on the NYSP:** One of the concerns raised by some learners during the focus group sessions was that they were not getting

enough feedback on their assessments, for example, knowledge tests, employers' performance reports; and practical road tests on the NYSP. These shortcomings highlight the need for improving learning management administration in the NYSP. This can be achieved by harnessing information technology and manual record management systems to facilitate the gathering, processing, dissemination, update and storing of information to enhance decision-making and renewal of Training providers on the NYSP. Renewal of Training providers could stabilise human resource capacity on the NYSP and thus ensure sustainable delivery of skills programmes to young people on the NYSP.

- **Increase access to training information:** During focus group sessions, some learners on the NYSP alluded to the fact that some of their peers could not get training information on time, because they could not afford newspapers and internet services. A combination of road shows and targeted career exhibitions would help bring training information closer to poor families in townships and informal settlements in areas like Soweto, Diepsloot, Orange Farm, Thokoza, and Alexandra in Johannesburg, where youth unemployment remains relatively high at 27 per cent (Tau, 2015:1-2).

6.3.7 Normative framework for theme 7: Norms for quality assurance in skills programmes on the NYSP

As defined by SAQA (2001c:22), the concept of quality denotes "a holistic, integrated, democratic, process-oriented and flexible approach designed to improve learning in South Africa by increasing the number of learners, frequency of learning opportunities and relevance and durability of what is learned; and establishing a framework of qualifications and competence standards that are relevant, credible and accessible."

The evaluation of legislation, literature and results in chapter five showed that while efforts had been made to quality-assure skills programmes on the NYSP through, inter alia, moderation of assessments, learners support and structured experiential learning management activities, these efforts however, fell short of meeting other quality requirements prescribed by SAQA. The SAQA'S Quality Management Systems for Education and Training providers (2001c:22) suggests several "standards" and/or

"norms" that should be followed, to enhance the quality of training programmes. These include:

Guidelines /proposed strategies

- **Standards and norms to enhance quality of NYSP**

Adhering to the principle of continuous improvement: Strategies that can be employed to realise this goal involve: Regular programme reviews to identify strengths and weaknesses and taking corrective action to address gaps; conducting research to identify new developments, trends and practices in education and training and use them to enhance skills development programme management, in the NYSP.

Improving moderation of assessments. The results indicated that the DRT relies on external moderation of assessments by the Transport Education and Training Authority (TETA); suggesting a lack of involvement by internal staff. According to the Criteria and Guidelines for Assessment of NQF Registered Unit Standards and Qualifications (SAQA, 2001d:26), the main functions of moderators within the education and training system (i.e. National Youth Service Programme) are to: verify that assessments are fair, valid, reliable and practicable; identify the need to redesign assessments if required; provide an appeals procedure for dissatisfied candidates; evaluate the performance of assessors; provide procedures for the de-registration of unsatisfactory assessors; and provide feedback to the National Standards Bodies on unit standards and qualifications. The following strategies are suggested to ensure that training staff on the NYSP are actively involved in the moderation of assessments: induct internal moderators on SAQA assessment and moderation policy and guidelines; delegate moderation roles and responsibilities to training staff on the NYSP; encourage collaboration between internal and external moderators to facilitate intergroup learning and involve internal moderators in planning of assessments.

- **As part of quality assurance, review and adjust learner recruitment and selection policy and procedures on the NYSP:** One of the key quality requirements prescribed by the Management Systems for Education and

172

Training providers (SAQA, 2001c:23) is that skills programmes should be accessible to the target groups, for example, young people on the NYSP. The data (chapter four) revealed that the current learner recruitment and selection criteria is somewhat rigid as it only extends training opportunities to learners between the ages of 17 and 24; which is not consistent with the national definition of youth, which is 15-35. Strategies that can be used to meet this quality requirement include reviewing learner selection and admission policies and procedures, to ensure that age restrictions are modified, to allow youth beyond the age 35 to participate in the skills programmes on the NYSP. This will benefit marginalised youth living in informal settlements in townships such as Soweto, Alexandra and Thokoza; where poverty and unemployment remain excessively high (Tau, 2012:1).

- **Strengthen learner management systems to curb absenteeism**: An effective learner management system is one of the core quality requirements under the SAQA and NQF. During focus group interviews, Programme officials and Project managers indicated that some learners were not attending the learnerships and that they were only interested in obtaining the training allowance which they did not use to support their training costs. An automated learner management system (i.e. web-based application) could alleviate this problem by facilitating regular interactions and exchange of information between instructors, learners, the project office and prospective employers. The aim should be to create a reliable and up to date learner data base system that supports training activities on the NYSP.

- **Benchmark training systems and processes on the NYSP with leading training providers:** One of the key requirements of Quality Management Guidelines (SAQA, 2001c:20) is that Training providers on the NYSP should compare their training activities against those of leading training organisations in the education and training sector, in order to learn how best to package and deliver youth skills programmes on the NYSP. Strategies that can be used to promote benchmarking on the NYSP include desk top reviews to identify accredited Training providers that specialise in youth skills development and

making formal appointments with their training managers, with a view to setting up benchmarking standards and processes. Ideally, the benchmarking process should focus on vital issues like programme design, learner recruitment and selection policies and procedures, competence assessment and experiential learning practices.

The above-mentioned strategies suggest that improving the quality of skills programmes on the NYSP encompasses learner-centredness, democratic ways of operating, flexibility within the system, increasing learner access, transparency, accountability, and work-integrated learning and teaching styles (SAQA, 2001c:18).

6.3.8 Normative framework for theme 8: Strategies to improve delivery of skills programmes by Management and Training providers on the NYSP

The results (chapter four) indicated that Training providers treated some learners differently, while managers were more concerned about compliance i.e. producing not fewer than 200 competent learners on the NYSP, annually. None of the participants (i.e. Programme officials, Project managers and Training providers) talked about teamwork as a means to improve delivery of training services to young people on the NYSP. Instead, Managers and Training providers tended to rely on the Transport Education and Training Authority (TETA) for advice and support in areas like selection of learnerships and administration of skills assessment. What follows is an outline of the strategies that can be used to improve cost-effective delivery of learningopportunities by NYSP management and Training providers.

Guidelines/proposed strategies

- **Teambuilding:** This would entail involvingManagers and Training providers in a team building exercise, to help them develop the collaborative skills necessary to enhance delivery of learnerships on the NYSP. Teamwork may also be used to define and facilitate close interactions between Managers, trainers, learners and prospective employers on the NYSP.

- **Joint plenary sessions:** Joint feedback discussions between Managers and Training providers would ensure that learners' needs are proactively identified and addressed promptly in all learnerships on the NYSP.

- **Change management:** Managers and Training providers would benefit immensely from a targeted change management workshop, focusing on their diversity management skills to help them deal with learners from diverse social backgrounds, and to mitigate learners' concerns about unfair discrimination on the NYSP.

- **Transfer study skills to learners:** The data obtained from focus groups in chapter four also revealed that not all learners received sufficient tutorials on how best to study and prepare for both formative (ongoing) and summative (post-learning) assessments. A useful strategy would be to educate Managers and Training providers on how to transfer study skills to learners on the NYSP. Examples of vital study skills that should be transferred to learners on the NYSP include pre-reading, mind mapping (i.e. visualising facts from a given text), abstracting and critically evaluating information in a given text; memorising, revising and summarising main ideas from a specific text or learning material on the NYSP.

- **Communication:** It appears that training opportunities are not effectively reaching all disadvantaged learners who, in terms of the NYSP, are supposed to get first preference on the skills development programmes. One way of improving two-way communications with this target group is to use community radio stations and newspapers; township-based career exhibitions and road shows to raise their awareness about existing learnerships and targeted skills development programmes.

6.4   STRENGTHS AND LIMITATIONS OF THE STUDY

Through a qualitative case study design involving Programme officials, Project managers, Training providers and learners, the study has enhanced understanding of how NYSP interventions are implemented in the DRT. Given the dearth of research

information in this area, the study has also made a contribution to the existing body of knowledge by tabling practical recommendations that can be used to enhance design and implementation of NYSP initiatives in future.

However, given the relatively small size of the chosen sample (i.e. thirty participants from one organisation), the research findings could not be generalised across NYSP projects in Gauteng Province, DRT. Also, the empirical study was conducted on the DRT over a short period of time, i.e. two months; thus limiting any possibility of monitoring the implementation of the skills programme over a reasonable period of time.

6.5   FUTURE RESEARCH NEEDS

As articulated above, the study assessed implementation of the National Youth Service Programme in the Gauteng Province, DRT. Other priority areas that may warrant research in future include impact evaluation to determine the quality of outcomes from NYSP initiatives; and programme reviews to determine programme responsiveness to the needs of learners and employers.

6.6   CONCLUSION

The first objective of the study was to determine the specific skills programmes offered to youth on the NYSP in the Gauteng Province, DRT. The study achieved this objective by showing that specific skills programmes (i.e. learnerships) were being provided to young people on the NYSP. These include entrepreneurship; safe driving – which culminates in a driver's licence; business management; information technology; management skills and business presentation. Most participants appreciated the fact that these skills programmes incorporated a practical component, which enabled them to gain relevant work experience. Strategies proposed to enhance implementation of these skills programmes included differentiation of learnerships to cover all ten levels of the NQF, in order to meet the diverse and changing skills needs of young people on the NYSP and aligning skills development programmes with employers' needs, to ensure that learners find jobs after training.

The second objective of the study was to identify the key beneficiaries of the skills programmes on the NYSP. The study realised this objective by revealing that the skills development interventions on the NYSP are specifically designed to meet the needs of learners from disadvantaged backgrounds. However, from the results, it appears that these interventions have not reached all the beneficiaries in this category. This was attributed to a range of problems, including poverty and unemployment, lack of motivation among the youth; and limited funding options on the NYSP. Strategies proposed to mitigate this problem included expanding training capacity through partnerships with non-governmental organisations, community-based organisations and private companies, and increasing learner motivation through systematic planning of experiential learning activities and involving learners in the design and evaluation of skills programmes on the NYSP.

The third objective of the study was to determine the strengths and weaknesses of skills programmes on the NYSP. The study achieved this objective by demonstrating that the training provided to learners is accredited by the TETA; which is also directly involved in the delivery of transport-related learnerships on the NYSP; and that the driver's licence is certified by the traffic unit within the DRT environment. A related strength of the skills programme is that the learnerships cover a varied range of components, thus giving learners the opportunity to do training that meets their varied career goals and expectations. In addition to diverse courses, the programme also linked learners with prospective employers, although this was doubted by some participants during the focus groups. Regarding weaknesses of the skills programmes, the study revealed that the programmes did not provide for recognition of prior learning; and that learners from poverty-stricken communities in informal settlements were not always able to access training opportunities, due to lack of information on available learnerships. Strategies suggested to address this challenge include incorporating RPL assessment into programme design; improving programme communications and moderating or relaxing admission requirements, especially age restriction, to accommodate more learners on the NYSP in line with their Constitutional right to education and training.

The fourth objective of this inquiry was to gauge the perceptions of youth on the quality of the skills programmes (i.e. learnerships) on the NYSP. The study achieved this objective by finding that overall, young people (i.e. learners on the NYSP) had mixed feelings about the training services that they received on the NYSP. On the positive side, the results showed that the majority of participants were generally satisfied with the quality of the training services that they received on the NYSP. On the negative side, the study indicated that some young people could not find jobs after training; which discouraged them from attending the learnerships on the NYSP; while others withdrew completely from the learnerships. Strategies proposed for mitigating this problem include involving employers in the recruitment of learners; ensuring that all learners receive support from Management and Training providers on the NYSP; and paying the training allowance on time, so that learners are able to complete their experiential learning activities on time.

The fifth objective of the study was to establish whether there were any problems that hindered implementation of skills interventions on the NYSP, and to develop a framework or strategies for an effective NYSP. The study achieved this by identifying that problems existed on the NYSP and that these were linked to training management, facilitators, learners and the learnerships on the NYSP. Problems in the skills programmes included lack of financial resources and training capacity, which meant that only a few (e.g. 200) learners were admitted to the programme in each financial year; and inadequate planning of experiential learning activities. With regard to beneficiaries, it was indicated that some learners were not motivated to learn; while others were engaged in risky behaviours such as alcohol and drug abuse; which impacted adversely on their performance on the skills programmes. Strategies that were recommended to address these challenges include improving learner management systems; forming partnerships with more local schools for the purpose of using their facilities to train more young people on the NYSP, and providing individual guidance and counselling to educate learners about the dangers of drugs and alcohol.

In view of the above, it can be concluded that despite the severe challenges in provision of resources and training capacity, skills development interventions are

being implemented in the DRT in line with the objectives of the NYSP; which are to create work and training opportunities for unemployed youth while at the same time addressing the shortage of artisan skills; and to ensure participation of the youth in community service delivery, thereby instilling the spirit of patriotism in young South Africans; and to ensure that youth develop skills, understanding and aspirations for working within the transport sector.

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APPENDICES

APPENDIX 1: INTERVIEW SCHEDULE FOR PROGRAMME OFFICIALS

1.1 In what way does your organisation meet the goals of the Nation Youth Service Programme (NYSP), especially in the area of youth skills development?

_____
_____
_____
_____

1.2 In line with NYSP goals, what type of skills programmes /learnerships does your organisation provide to young people? Give examples.

_____
_____
_____
_____

1.3 Which specific youth groups are targeted by the skills programme/s in your organisation, and why these?

_____
_____
_____
_____

1.4 How would you describe the quality of the skills programmes offered to young people in terms of the following requirements?

Programme Requirements	Quality			Motivation /reason
	Low	Medium	High	
4.1 Access				
4.2 Affordability				
4.3 Participation				
4.5 Response to learners' needs				

1.5 In what ways are your skills programmes/learnerships preparing young people for the job market? Motivate your answer.

_____

_____

_____

_____

1.6 What programme /training should be added to these? (Motivate).

_____

_____

_____

_____

1.7 Are there any challenges or problems with current training programmes?

_____

_____

_____

_____

APPENDIX 2: INTERVIEW SCHEDULE FOR PROJECT MANAGERS

2.1 What is the annual budget allocation for youth skills programmes in your organisation? Is it enough? Motivate your answer.

_____

_____

_____

2.2 Based on your experience, what are the opportunities and constraints in the implementation of youth skills development programmes/learnerships in your organisation? Motivate.

_____

_____

_____

2.3 What measures, if any, have been put into place to ensure close cooperation between your department, sector education and training authorities (SETAs) and prospective employers so that learners can benefit from training in your organisation?

_____

_____

_____

2.4 What improvements, if any, would you like to see in the manner in which youth skills programmes are designed and implemented in your organisation?

_____

_____

_____

2.5 How would you describe learner support services on the skills programme/learnerships? Motivate your answer.

_____

_____

_____

APPENDIX 3: INTERVIEW SCHEDULE FOR TRAINING PROVIDERS

3.1 What specific skills programmes do you offer to youth in your organisation? Give examples.

_____

_____

_____

3.2 In what ways does your skills programme prepare young people with the right kind of skills for the workplace? Are there any skills or capabilities you find missing? Motivate.

_____

_____

_____

3.3 What steps, if any, do you take to ensure that the skills programmes /learnerships offered to young people in your organisation meet SAQA quality requirements and standards?

_____

_____

_____

3.4 How often do you work with SETAs and prospective employers to manage the quality of theoretical and practical training to ensure that learners benefit from the skills programmes?

_____

_____

_____

3.5 What methods or models, if any, are used to monitor and evaluate skills programmes to ensure that the training creates value for leaners and employers? Motivate.

_____

_____

_____

3.6 From your experience as a training provider, what challenges, if any, affect implementation of youth skills development programmes here? What do you think can be done to address these problems? Motivate your answers.

_____

_____

_____

3.7 Are training facilities and equipment enough? Motivate.

_____

_____

_____

3.8 Do you have sufficient funds to support implementation of training programmes in your organisation? Motivate.

_____

_____

_____

3.9 Does the learning programme provide for vocation i.e. physical training? Motivate.

_____

_____

_____

APPENDIX 4: FOCUS GROUP QUESTIONS FOR LEARNERS

THEME 1: ACCESS TO TRAINING SERVICES

1.1 How did you find out about this training programme/learnership?

_____

_____

_____

1.2 From your experience, do you think it is fairly easy for other young people to gain access to skills development opportunities here? Motivate your answers.

_____

_____

_____

1.3 How often do you receive information on available support services in your skills programme/learnership? Give examples.

_____

_____

_____

THEME 2: TYPE OF TRAINING RECEIVED

2.1 What type of training (e.g. management, marketing, engineering, project management, finance and accounting, customer care, etc.) do you receive from the skills programme?

_____

_____

_____

2.2 Does the training match your career goals and expectations? Give reasons.

_____

_____

_____

2.3 Does this training /learnership prepare you for the job market? Motivate your answers.

_____

_____

_____

THEME 3: QUALITY OF TRAINING SERVICES RECEIVED

3.1 How would you describe the quality /standard of the training you have received so far in terms of the following:

3.1.1 Learning resources e.g. training manuals, study guides, equipment, etc.

_____

_____

_____

3.1.2 Training methods used e.g. lecture, demonstration, simulation, etc.

_____

_____

_____

3.1.3 Facilitators, Training providers or instructors

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_____

_____

3.1.4 Practicals e.g. work-based projects or assignments

_____

_____

_____

3.1.5 Employment opportunities i.e. chances of finding a job after graduating

_____

_____

_____

THEME 4: LEARNER SUPPORT SERVICES

4.1 Do you receive support services in your programme/ learnership? Please explain with regard to the following:

4.1.1 Advice and information on available courses, learnerships, skills programmes, etc.

_____

_____

_____

4.1.2 Career guidance and counselling

_____

_____

_____

4.1.3 Financial support e.g. stipend, bursary, loans, etc.

_____

_____

_____

4.1.4 Tutorial support e.g. extra classes, study groups, study materials, remedial classes, etc.

_____

_____

_____

4.1.5 Placement (e.g. referral or link to prospective employers after graduating)

_____

_____

THEME 5: SUGGESTIONS FOR IMPROVEMENT

5.1 What can be done to improve the quality of training in your programme/learnership?

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APPENDIX 5: LETTER OF APPROVAL TO CONDUCT STUDY

GAUTENG PROVINCE
EDUCATION
REPUBLIC OF SOUTH AFRICA

MEMO

To: **SINDISIWE ZUMA**
      Stellenbosch University
      Bellville Campus,
      Cape Town

TITLE OF THE RESEARCH PROJECT: ASSESSING THE IMPLEMENTATION OF THE NATIONAL YOUTH SERVICE PROGRAMME IN CITY OF JOHANNESBURG MUNICIPALITY FROM 2007 TO 2015.

The department acknowledges receipt of your request for the above mentioned research topic. We hereby give permission for this research to take place as requested.

Yours Sincerely

Ms. N. Mdlela
Director: Talent Pipeline and Innovation
Gauteng City Region Academy
Date:

APPENDIX 6: ETHICS CLEARANCE

UNIVERSITEIT·STELLENBOSCH·UNIVERSITY
jou kennisvennoot · your knowledge partner

Approval Notice
New Application

26-Sep-2016
Zuma, Sindisiwe SPQ

Proposal #: SU-HSD-002721

Title: ASSESSING THE IMPLEMENTATION OF THE NATIONAL YOUTH SERVICE PROGRAMME IN CITY OF JOHANNESBURG MUNICIPALITY FROM 2007 TO 2015

Dear Mrs Sindisiwe Zuma,

Your **New Application** received on **08-Sep-2016**, was reviewed
Please note the following information about your approved research proposal:

Proposal Approval Period: **21-Sep-2016 -20-Sep-2019**

Please take note of the general Investigator Responsibilities attached to this letter. You may commence with your research after complying fully with these guidelines.

Please remember to use your **proposal number** (SU-HSD-002721) on any documents or correspondence with the REC concerning your research proposal.

Please note that the REC has the prerogative and authority to ask further questions, seek additional information, require further modifications, or monitor the conduct of your research and the consent process.

Also note that a progress report should be submitted to the Committee before the approval period has expired if a continuation is required. The Committee will then consider the continuation of the project for a further year (if necessary).

This committee abides by the ethical norms and principles for research, established by the Declaration of Helsinki and the Guidelines for Ethical Research: Principles Structures and Processes 2004 (Department of Health). Annually a number of projects may be selected randomly for an external audit.

National Health Research Ethics Committee (NHREC) registration number REC-050411-032.

We wish you the best as you conduct your research.

If you have any questions or need further help, please contact the REC office at .