UNIVERSITY OF THE WESTERN CAPE

FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES

SCHOOL OF GOVERNMENT

MINI-THESIS

Student**: Nonceba Gxavu**

Student number**: 2533346**
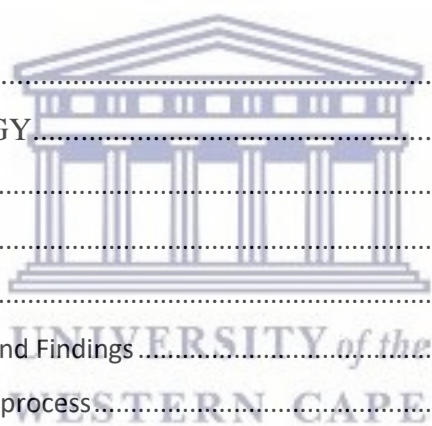
Degree**: Masters in Public Administration**

Supervisor**: Prof I.U. Ile**

Title**: Implementation of the National Skills Development Strategy (NSDS) with special reference to the Department of Correctional Services**

Table of Contents

i

DECLARATION

I declare that this study titled "Implementation of the National Skills Development Strategy with special reference to the Department of Correctional Services" is my own work and that all the sources I have used or quoted have been indicated and acknowledged by means of references as indicated in the text. Furthermore, I declare that the mini-thesis has not been submitted at any university, college or institution of higher learning for any degree or academic qualification.

Nonceba Gxavu   **Date…………………………...**

Signature of author………………………………………………….

ABSTRACT

Youth unemployment has become a national crisis in South Africa. The South African government has put policies in place to combat this challenge. Among the policies that have been implemented to address the problem of unemployment, is the National Skills Development Strategy (NSDS). The purpose of this study is to analyse the implementation of the NSDS by using the Department of Correctional Services (DSC) as a case study.

The study explores the importance of public policy monitoring and evaluation within the DCS. This study analysed the implementation of the NSDS by looking at the Five C's approach to implementation. The Five C's (content, context, commitment, clients and coalitions, capacity) which also formed part of the literature review and theoretical framework. The Five C's will form the basis of selection and assessing the implementation of the NSDS in the DCS and its subsequent monitoring and evaluation.

The researcher used a triangulation approach as a research technique, which means that the researcher utilized different methods in collecting data. The research used DCS as a case study, and also made use of academic journals, government reports and policies.

KEYWORDS OR PHRASES

- Public policy

- Youth unemployment

- Public policy analysis

- Policy implementation

- Policy monitoring and evaluation

ACKNOWLEDGEMENTS

"For I know the plans I have for you, declares the Lord, plans to prosper you, and not to harm you, plans to give you hope and a future." (Jeremiah 29:11).

First and foremost, I would like to thank God Almighty for his never-ending grace, mercy, strength and wisdom to complete this study. Without his blessings, this achievement would not have been possible.

It is with deep sense of gratitude that I acknowledge the following people for their contributions to the completion of this mini-thesis.

My supervisor, Prof Ile Issy, thank you so much for providing insightful supervision and for not giving up on me when it seemed impossible to complete my studies. Thank you for your excellent cooperation, constant support and inspiration.

To Lynette and Bridgette Maart at the School of Government. Thank you ladies for the administrative support you have provided to me.

To my family and friends, I am grateful for your support and encouragement. I want to particularly single out my mother Nolungile Brenda Gxavu, my heart just can't thank you enough for what you have done for me and the entire family.

I owe a debt of gratitude to Mrs Helen Mary Boonzaier and her family for helping me make my University education a reality.

May the Lord bless you all in abundance.

ABBREVIATIONS

DCS   Department of Correctional Services

DoL   Department of Labour

HR   Human Resources

HSRC   Human Science Research Council

NSA   National Skills Authority

NSF   National Skills Fund

NSDS   National Skills Development Strategy

MTT   Ministerial Task Team

PMC   Portfolio Monitoring Committee

PMG   Parliamentary Monitoring Group

SASSETA   Safety and Security Sector Education and Training Authority

SDA   Skills Development Act

SDLA   Skills Development Levies Act

SDL   Skills Development Levies

SSP   Sector Skills Plan

SDS   Skills Development Strategy

SETA   Sector Training and Education Authority

LIST OF TABLES

LIST OF FIGURES

CHAPTER 1

INTRODUCTION AND CONTEXT

1.1   Introduction

The focus of this study is to analyse the implementation of the National Skills Development Strategy (NSDS) and its monitoring and evaluation tool in the Department of Correctional Services (DCS). This study investigates how the department has implemented the NSDS in addressing the level of youth unemployment in South Africa. When an implementation analysis of any policy is done, it is important to look at its monitoring and evaluation tool to be able to assess its effectiveness in trying to address the problem at hand. The study explores and analyse the Five C's approach to implementation. This approach focusses on content, context, commitment, clients and coalitions, and capacity. The study also uses the key functions of monitoring and evaluation (M&E) and the concepts within M&E. The researcher hopes to contribute by enlightening the importance of policy monitoring and evaluation in the policy implementation phase.

1.2   Background to the research

The high level of youth unemployment around the world has forced many countries in developing policies and strategies that are designed to counter the trend. This trend has led the South African government to similarly develop policies and strategies that are designed to decrease the high level of youth unemployment in the country (Siphelo, 2014:1). Consequently, the NSDS is currently implemented by various government departments in addressing unemployment (NSDS, 2005).

Within the South African context, the issue of youth unemployment has a long history as it can be traced back to the previous (apartheid) regime which ended in 1994, but it is still a problem in South Africa today (Kraak, 2008; Binns T & Nel E, 2002; Levinsohn, 2007)

McGrath, Badroodien, Kraak and Uniwin (2004) states that "The post-apartheid state ushered in a period of wide-scale reform of public policies, among which were reforms to the country's education and training systems. The reforms were proposed as a means to redress the historical imbalances created by apartheid's racialized labour market; which had resulted in a 'low skills regime'". In the post-apartheid era, reforms have been initiated to improve the lives of the people of South Africa. These reforms are mostly done to address the imbalances created by the past regime. The apartheid era racialized the South African labour market and

1

this resulted in a low skilled regime, as argued by Badroodien, et al (2004). These reforms have been the focus area of the present government in their efforts to combat the issue of skills development and unemployment in South Africa.

According to Kraak, (2005) "When the African National Congress government under Nelson Mandela came in to power through the democratic elections in 1994, there were huge expectations among the historically disadvantaged Black majority that apartheid inequalities would be eradicated, and that their lives would improve dramatically," It has become the hope of every Black African that the reforms that have been initiated would bring drastic changes within the South African community. This is because South Africa comes from an era which has given rise to a huge need for skills development, a high rate of unemployment and racial imbalances (Badroodien, 2004; Skills Development Act, 1998; Mccord, 2008; Kraak, 2005 & 2008). The post-apartheid era has brought the hope that things will change for the better and benefit every South African citizen. The newly-elected government of 1994 has developed a number of policies to address the lack of skills and youth unemployment.

It has been mentioned in the study done by Zelda (2014:11) that "a range of policies addressing youth unemployment were developed including "the Green Paper Skills Development Strategy for Economic and Employment Growth in South Africa (Office of the President, 1997); the Skills Development Act (Office of the President, 1998); the Skills Levies Act (Office of the President, 1998b); and the National Development Strategy 2001-2010 launched in 2001". The above policies were not the only policies implemented, Zelda (2014:11) mention other policies such as "White Paper on Reconstruction and Development (Office of the President, 1994); and the Growth, Employment and Redistribution document (office of the President, 1996)" all of the above policies constitute a broader framework of national skills development in South Africa. These policies could not be successfully implemented without looking at how they will be executed. There were also new sources of funding that were created by South African government through imposed skills levy (Zelda 2014:11). As the government instituted changes, they made promises and set targets to achieve equity, youth unemployment and poverty. The main focus of the elected government was to address the need for skills development.

According to the Department of Labour (DoL) (1998:4-5), "A promise to redress those disadvantaged through training and education is explicit in one of the purposes of the Skills Development Act." And furthermore, "promises to redress inequalities through skills

development are expressed in the equity targets which are captured in the NSDS'" (DoL 2006a). The Skills Development Act is one of the first policies to be created to address skills development in South Africa. The NSDS is a strategy developed to address unemployment, a shortage of skills that are required in South Africa for employment, and social and economic growth. The DoL through implementation of these policies, identifies stakeholders that consist of government departments, private and public entities, and other stakeholders to execute and implement these policies so as to improve economic growth and alleviate poverty.

The Department of Correctional Services (DCS) is one of the government departments that implements the NSDS policy directive by providing skills development to the youth by employing Grade 12 learners in learnerships (entry level to be a prison warder) and internships (as a graduate in various components or sections). As the DSC is part of various stakeholders that have to implement the NSDS, it does so by delivering on and complying to the five objectives of the policy, namely "1) Developing a culture of high quality lifelong learning; 2) Fostering skills development in the formal economy for productivity and employment growth; 3) Stimulating and supporting skills development in small businesses; 4) Promoting skills development for employability and sustainable livelihoods through social development initiatives; 5) Assisting new entrants into employment" (NSDS (2005). According to Pillar et al. (2012) "A large number of learners and interns are placed in programmes to address the challenge of youth skills development in South Africa".

By applying the aforesaid policies and strategies, citizens expect a reduction in the number of the unemployed youth in South Africa. However, on contrary, the number of the unemployed youth continues to increase yearly. Therefore, this study is interested in identifying factors that are contributing to an increase in youth unemployment in spite of implementing policies that are believed to be ground-breaking, by looking at the DSCs implementation strategies. In addition, the research aims to identify monitoring and evaluation strategies in the DSC relating to the NSDS. This research is also done with a view of making recommendations to improve the implementation and monitoring and evaluation strategies at the DSC.

1.3 Problem statement
According to the DoL (2005) one of the goals of the NSDS is "to contribute to sustainable skills development and equity of skills within institutions, and also increase chances of employment among the youth by aligning the resources and skills provided to the skills

3

needs". This process made the DCS to provide a skills programme through learnership and internship for the entry levels, addressing scarce skills and prioritising the needs of training as identified in the workplace skills plan (Pillar et al 2012:64). Notwithstanding the intention of the NSDS, and the DCSs effort, the level of the unemployment rate in South Africa has amazingly increased from 22% in 1994 to 25% in 2014. This trend contributes to the need to examine policy implementation processes, and how these policies are monitored and evaluated. According to Kraak (2008:2), the first challenge observed after the initial implementation of the NSDS (2001-2005) was a "lack of political will to ensure the success of an integrated approach to education and training formally adopted in South Africa after 1994". The second challenge was the problems government had with regards to "the management of the Sector Education and Training Authorities (SETAs), including financial mismanagement and fraud" and lastly, a "multitude of operational problems, making the rollout of the NSDS an extremely difficult and complex risk" (ibid). Hence, in spite of developing the policies, the issue of unemployment continues to be an ongoing challenge in the country. These challenge are further aggravated by a lack of appropriate training in accordance with policy implementation, as well as monitoring and evaluation as noted by Kraak (2008).

In the same way, the emphasis of several studies that have been conducted regarding the contribution of the NSDS, were on examining the implementation of the policy with regard to the skills development of existing employees in various departments. To date, there is a lack of research that focusses on how the implementation of the NSDS have enhanced the skill set of interns and learners, and to the contributions of skills development and employment in South Africa. Therefore, the lack of research necessitated an empirical investigation that could enable policy makers and strategist within the DCS to effectively make use of the NSDS since it is one of the government departments that have adopted the NSDS.

This study was born out of a need to contribute by enlightening the importance of having a monitoring and evaluation tool as means of measuring the impact of the implementation of policy in South Africa, with particular reference to the DSC.

1.4 Rational and significance of the study

The purpose of this study is the analysis of the implementation of the National Skills Development Strategy (NSDS) in the Department of Correctional Services (DCS) and it is

4

trusted that it will provide insights on public policy implementation and analysis. This study focusses on the DSC, as it is a major role-player who have decided to implement the NSDS. It is believed that the research insights that will be revealed through analysing reports by the Department of Labour (DoL), Portfolio Committee reports, journals and government policies will bring about more detailed results in understanding the implementation of the NSDS within the DSC.

The study is interesting and relevant for several reasons. Firstly, most of the research papers that address the importance of the NSDS only focus on skills development. This research complements these studies, but also put an emphasis on the importance of reviewing skills development within the context of unemployment. Secondly, the study looks at the importance of policy monitoring and evaluation to determine results. In this case, the study looks at the NSDS and its relationship to the challenge of unemployment. Thirdly it also investigates as to what extent the DCS has monitored the implementation of the NSDS.

It is trusted that the study will highlight the importance of policy implementation, monitoring and evaluation. It is further anticipated that this study will make government realise the importance of monitoring and evaluating public policies and measuring the outcomes of these policies, such as for example the NSDS, in addressing the high level of unemployment.

Aims and objectives

The aim of this study is to critically evaluate the implementation of the NSDS by the Department of Correctional Services (DSC), specifically as it relates to employed graduates and learners (first entry for prison warders).

The objectives of the study are as follow:

- To critically analyse the NSDS framework; to analyse training and skills development provided to learners and interns in the DCS;

- To identify the benefits and challenges of implementing the NSDS in the DCS and to the learners and interns;

- To analyse the NSDS monitoring and evaluating practises in the Department of Correctional Services.

Research question

The following sub questions will be used to guide the data collection process in order to find answers to the main questions namely:

1) What implementation strategies do the DCS use in implementing the NSDS?
2) What are the benefits and challenges of implementing the NSDS in the DCS?
3) What monitoring and evaluation strategies do the DCS use in implementing the NSDS?

1.5 Clarification and definition of terms

1.5.1 **Public policy**: Different scholars provide various definitions of what public policy is. According to Hanekom (1987:7) "Public policy is an indication of a goal, a specific purpose, and a programme of action that has been decided on. Public policy is therefore believed to be a formally articulated goal that the legislator intends pursuing with society or with a societal group". On the contrary, Thomas Dye (1992:2) believes that a "public policy is whatever government choose to do or not to do", regardless of what the society wants, government chooses what will best suit its political agenda.

1.5.2 **Public policy analysis:** According to Lasswell (1971), "Policy analysis is the activity of creating knowledge of and in the policy making process". Furthermore, Dunn (1994) emphasizes and gives a better understanding of Lasswell's definition (1971) by saying "in creating knowledge of the policy-making process, policy analysts investigate the causes, consequences, and performance of public policies and programs".

Therefore, this study is more in line with the views of Lasswell (1971) and further emphasised by Dunn (1981). Thus, this study's main purpose is to understand the cause of the high unemployment rate even after the implementation of the NSDS, as well as the consequences of the implementation of the policy. The study also creates knowledge about how the policy has been implemented. In policy implementation, it is also important to outline the different approaches to a successful implementation of any policy.

In this study, the researcher has adopted the Five C's approach in policy implementation. With regard to policy implementation, it is also important to outline the crucial variables of effectively implementing public policies. According to Ile (2012:10) "the implementation of

public policy may encompass a range of activities, programmes or projects". Public policy implementation is underpinned by five critical variables. The study will use the Five C's approach as a means to understand the implementation of the NSDS in the DCS.

Ile (2012:10) defines the Five C's as follows:

1. **Content**: *The content and thrust of policies must be appropriate and implementable. Goals to be achieved as well as the methodology used must be right.*

2. **Context**: *Policies are not implemented in isolation. They must take cognisance of the macroenvironment (in particular the political, economic, social and technological environments) and microenvironment (including institutional culture, leadership and partnership).*

3. **Commitment**: *The commitment of all relevant stakeholders (including state and community) and implementation at all levels of policy engagement is vital.*

4. **Clients and coalitions**: *The identification of clients and coalitions and their interest with regard to the policy is vital, as this clearly indicates the multiplicity of interests including those whose interest may be threatened or enhanced by the policy in question.*

5. **Capacity**: *This relates to the structural and functional ability to implement a policy. This must consider all available resources including tangible resources such as human resources, finance, information technology etc., as well as non-tangible elements such as leadership and partnerships etc.*

It can be stated that within the context of the Five C's approach, the above characteristics did play a role in the researcher's analysis of the implementation of the NSDS in the DCS.

1.6 Human resource management

According to Cushway (1994) "human resources are part of a process that helps the organisation achieve its objective. The establishment of the organisation's direction and strategy is important to formulate firm objectives and to develop these into action plans". In relation to the NSDS, human resource management is an important aspect of the implementation of the policy. Bohlander et al. (1992) says that in personal management,

7

responsibilities such as selection, training and compensation are considered as basic functions. The researcher agrees with the above scholars that human resource management is a process that helps any organization to achieve its objectives. This process is used in the implementation of NSDS in DCS Training and development

1.7 Training and Development

According to Cushway (1994) the term training and development can be unclear at times. He, however, describes training as 'the process by which people are taught skills, provided with knowledge or taught behaviour to enable them to carry out their responsibilities. And he describes development as being concerned with giving individuals the necessary knowledge skills and experience to enable them to undertake greater and more demanding training. Training can also be seen as a series of learning experiences aimed at conveying specific knowledge, skills and attitudes that will lead to efficiency in the job (DoL trg/00001/2/2003,3). One of the major objectives of the South African National Development Plan (2030) is to improve education, training and innovation. One of the major objectives of our country is to provide training and development to the youth by implementing policies such as the NSDS. Given the current situation, there is an urgent need for training and development in South Africa. According to Mahadea et al. (2010) "The South African economy has been characterised by low economic growth rates, leading to poor employment growth. This employment growth has not been sufficient to absorb the large numbers of youth coming onto the labour market for the first time". It is clear that unemployment in South Africa is escalating rather than decreasing.

1.8 Mentorship

According to Fleming (1991) mentoring as "an intense caring relationship in which an older experienced person (mentor) sponsors a younger promising associate (mentee) to promote both the professional and the personal development of the mentee". On the other hand, Denton (2001:7) explains mentorship as "a process whereby knowledge, skills competencies, values and life experiences are conveyed by a mentor to a leaner through counselling, training and support". According to the NDP (2030), government will establish a "formal graduate recruitment scheme for the public service with provision for mentoring, training and reflection" (NDP, 2030:64). Mentorship implies ongoing support, where experience is critical and expert or specialist advice is being offered in a relationship that is characterised as a partnership. Learners and interns receive guidance and coaching as part of training and development. Coaching focuses on skills development with clearly defined goals and is

planned and structured. The South African government developed a training and implementation guide to help officials to become a better mentor so as to assist in the implementation of the NSDS and other policies that requires mentorship (National Treasury, 2017).

1.9 Learnership

According to Kraak (2008), learnership was initially identified as "a policy instrument that would shift away from the provider-driven training system of the past, to a system aligned with and driven by skills needs in specific sectors". According to the NDP (2030), one of the objectives are to expand learnership and make training vouchers directly available to job seekers. Mahadea et al. (2010) maintains "the number of learnerships in South Africa has increased from close to 50 000 in 2010 to just over 77 000 in 2014 (an increase of 54%)". She continues by saying "The participants in learnership programmes are both workers and the unemployed, and the highest proportion of learnerships are awarded to the unemployed and yet unemployment is still a challenge in South Africa". It is clear that South Africa is in need of learnership programmes that will assist new entrants into the labour market.

1.10   Internship

The Department of Public Service and Administration (2006) defines internship as "a public service graduate work experience programme targeting unemployed graduates". The report continues by saying that internship in the public service is "a planned, structured, and managed programme that provides work experience for a specific period varying from three to twelve months". It further says that "in South Africa internship is a practical programme to assist with the continuous development of people for future appointment in the labour market". One of the major objectives of NSDS is to provide internships to graduates to decrease the level of unemployment (DoL 2001). According to Mabiza (2017), the "Unemployment rate in South Africa averaged 25.27 percent from 2000 until 2015, reaching an all-time high of 31.20 percent in the first quarter of 2003 and a record low of 21.50 percent in the fourth quarter of 2008".

1.11   Policy monitoring and evaluation

This is the process whereby the implementation of policies are evaluated to determine whether they are implemented according to the set goals and standards. According to Sangweni (2008:3), monitoring is defined as "a continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indicators of the extent of progress and

achievement of objectives and progress in the use of allocated funds". This implies that monitoring is the check and balances phase. This is the stage where the funds and resources that have been provided to accomplish a certain goal are being reviewed if they have successfully delivered according to plan. Monitoring is not a complete stage without evaluating the entire policy implementation process.

Evaluation is the overall check of the process that has been implemented and evaluated. Sangweni (2008:3) further gives a definition of evaluation as a "process of determining the worth or significance of an activity, policy or programme, an assessment, as systematic and objective as possible of a planned, in-going, or completed development intervention". This means that this stage is the overall checking of the entire performance process in the implementation stage. The evaluation of a policy should be able to determine whether a policy was well executed or not.

1.12   Research methodology

This research uses secondary data from previous researchers. It has drawn on a variety of sources including books, theses, journals, policies, government reports and the Internet. The study is based on both the qualitative and quantitative methods of inquiry. According to Hanekom (1991:29) "Qualitative methodology refers to the research which yields descriptive data" On the other hand, Weiss (2004:92) says "qualitative research is not only adequate for evaluating the programme implementation, through the various stages and actors, but gives a good account of the main variables interacting at each stage". In addition, Denzin and Lincoln (2003:631) highlight the importance of the qualitative approach in policy implementation.

According to Denzin and Lincoln (2003:631) argues that "qualitative work in the implementation arena focuses on the problem or condition that prompted the policy or programme response in the first place". They continue by saying that "qualitative work can provide ongoing monitoring of the situation – whether the condition has improved, worsened, or remained static" (ibid). This study does not focus only on the qualitative research method; it also uses the quantitative method in the form of analysing data through comparing records and present information using data. According to Harwell (2011:149) "quantitative methods are frequently described as deductive in nature, in the sense that inferences from tests of statistical hypotheses lead to general inferences". The study applies the mixed method as it is regarded as the most applicable.

The mixed method has been used as it allows for an understanding and examination of the implementation of the NSDS in the DCS by making use of existing research done by organs of state, portfolio committee reports, Department of Labour reports, government policies, and academic journals.

The research approach is interpretative as existing empirical research is analysed and further interpreted.

1.13   Research design and data collection

In this study, primary and secondary data which consist of policies such as the NSDS phase I, II and III are analysed. The Skills Development Act and related policies are also analysed. In the analysis of documents, the study maintained the use of mixed methods in trying to analyse the findings. According to Johnson and Turner (2003) "the fundamental principle of mixed methods research is that multiple kinds of data should be collected with different strategies and methods in ways that reflect complementary strength and non-overlapping weaknesses, allowing a mixed methods study to provide insights not possible when only qualitative or quantitative data are collected". Policies are analysed through document analysis, where some of the information is analysed in a form of statistical analysis, where a number of learners and interns absorbed by the DCS are being compared through graphs. Consequently, this study demonstrates trends and makes comparison between the different years of policy implementation in the DCS. In the document analysis, the journals published by the Human Science Research Council on the challenges of NSDS implementation in government departments were used. The Safety and Security Sector Education and Training Authority (SASSETA) reports (2001-2014) that are published yearly on the number of learners and interns that have been employed by the departments were also used

The researcher used more than one method to collect data. The main aim of the researcher was to capture the different dimensions of the same phenomenon. This meant that the study used a triangulation approach which included qualitative and quantitative methods. According to Olsen (2004:3) "triangulation is defined as the mixing of data or methods so that diverse viewpoints or standpoints cast light upon a topic".

In analysing the NSDS policy, the researcher was able to determine the benefits of the implementation of this policy by the department and its contribution, or lack thereof, towards the high level of unemployment in South Africa.

1.14   Overview of the research structure

Chapter 1

This chapter introduces the study by providing the following: what will be discussed, the background to the research paper, the problem statement, and the rational and significance of the study. It further discusses and clarifies terminology, the research methodology used and concludes by giving an outline of the study.

Chapter 2

This chapter first discusses skills development in a global context, and then discusses skills development in South Africa as the area of study. This chapter further discusses the policies under review, why they were implemented, as well as their impact on combatting the problem of unemployment in South Africa; other related policies are also discussed. Lastly the chapter discusses the theoretical framework.

Chapter 3

This chapter deliberates on the research design of the study by providing methods that have been used to conduct this research. This chapter further gives an explanation of what document analysis is and what types of documents have been used in this research. Triangulation of data and findings are explained by providing an analysis of the issues of reliability and validity. It lastly provides an evaluation of the research process by giving the shortcomings that the researcher encountered while conducting the research.

Chapter 4

This chapter discusses the analysis of reports, and the findings regarding skills development through reports and journals. This chapter also analysis the implementation policy approaches and the 5 C protocol based on the reports and journals in relation to the National Skills Development Strategy.

Chapter 5

This chapter concludes by providing a summary and recommendations to the Department of Correctional Services. It also highlights the achievements, challenges and constraints of this research study.

12

2   CHAPTER TWO

THEORETICAL FRAMEWORK AND LITERATURE REVIEW

2.1   Introduction

There is a need to develop skills in South Africa in order to help reduce the problem of unemployment. The development of the National Skills Development Strategy (NSDS) was not only to provide training to those that were already employed, but to assist new entrants into employment (NSDS: 2001-2005). It is a fact; South Africa is faced with high levels of unemployment. The South African government has therefore created skills development policies to help to reduce the high level of youth unemployment. In order for the researcher to be able to identify gaps, identify possible failures and successes of the NSDS, the researcher had to review and discuss policies related to skills development and unemployment.

This section is narrated in the following manner: Firstly, the study will look at unemployment and skills development in a global context. The researcher will endeavour to describe the nature of the problem and to provide the reason/s for the study. Secondly, since the study is done in South Africa, the research will discuss the skills development policies that have been implemented in South Africa. The researcher will try to find gaps, if any, and information about the cause/s of unemployment even after the implementation of these policies. Thirdly, this chapter will discuss the NSDS and its implementation. This section will help the study to discover possible gray areas and answers to the problem at hand. Lastly, the research will discuss the theoretical framework by discussing the 5-C protocol. And after the researcher has discussed the NSDS, public policy implementation and theories, the researcher will look at a broader meaning and importance of policy implementation. And lastly, the research will discuss policy monitoring and evaluation, theories and gaps that exist in the literature, and the research topic.

2.2   Unemployment and skills development in a global context

Unemployment and skills development is a global challenge. According to a report by Capgemini (2013), the issue of unemployment and employability has risen to the top of the global political agenda. It continues by saying (ibid) "Businesses and citizens alike are facing increasing levels of unemployment as the challenging economic climate continues to hit hard". Therefore "it has become imperative for governments, welfare agencies, support

13

organisations, and companies themselves to come up with a plan to arrest this alarming upward trend in unemployment". The development of policies such as the National Skills Development Strategy (NSDS) is one of the remedies that the South are taken in trying to deal with the issue of unemployment.

According to Ghose et al (2003:2), unemployment is categorised according to a person's economic status. They explain unemployment under the umbrella of developing countries and developed countries by saying; "in developing countries, which have a dualistic economic structure that combines a small segment with a large non-formal segment, the employment problem manifests itself not in high unemployment but in high incidence of underemployment hidden in self-employment and casual wage employment outside the formal segment". They continue by saying "poverty is rooted in this kind of employment situation. The poor are outside the formal segment and work as self-employed and casual wage laborers" (Ghose et al 2003:2). These findings suggest that self-employment is a primary concern in developing countries, as it is one of the major contributing factors to unemployment and poverty.

Ghose et al (2003:2) states that "In developed countries it is perceived that near-full employment prevailed until the mid-1970s when the first "oil shock" induced an employment problem". The problem still persists today despite some improvements in the 1990s. This means that "The unemployment rate exceeds 5 per cent in 14 of 23 advanced industrial countries" (Ghose et al: 2008). In the developed countries "most countries sought to address the employment problem essentially through policies designed to increase labour market flexibility" (Ghose et al: 2008). Even though there are strategies that have been put in place by countries around the world, unemployment is still a serious challenge. Ghose et al (2003:3) argues that "two things are alarming clear: the serious lack of productive jobs is a problem that affects virtually all countries of the world, and the policies pursued in the past have not been effective in addressing the problem". This means that "Given that there are 46 million new workers each year in the world, recognizing the problem and rethinking policies are urgent matters" (ibid). The above state clearly that there is a major need for policies that have already been implemented to be monitored and evaluated, as the problem of unemployment has not yet been addressed (Ghose et al 2003:3).

In looking at an African context, "the share of this population with at least a secondary education is set to increase from 36% in 2010 to 52% in 2030. As 15 to 20 million

increasingly well-educated young people are expected to join the African workforce every year for the next three decades, delivering the ecosystem for quality jobs- and future skills to match will be imperative for fully leveraging the continent's demographic dividend" (Samans et al 2017). Based on the aforementioned, it is expected that jobs will be provided in African countries as objectives have been set for 2030. According to Samans (2017) "employers across the region already identify inadequately skilled workforces as a major constraint to their businesses, including 41% of all firms in Tanzania, 30% in Kenya, 9% in South Africa and 6% in Nigeria. This pattern may get worse in the future. In South Africa alone, 39% of core skills required across occupations will be wholly different by 2020".

It is further maintained that the "Africa Skills Initiative provides relevant new insights, brings together different businesses' efforts to address future-oriented skills development and supports constructive public-private dialogue for urgent and fundamental reform of education systems and labour policies to prepare workforces for the future of jobs" (Samans, 2017:16). It is clear that many programmes and policies have been implemented, and forums created such as the Africa Skills Initiative, but unemployment is still a challenge not only in South Africa but also in other African countries.

Samans (2017:3) says that "while the region's rapid economic growth, dynamic young population and high labour force participation hold much promise, challenges remain when it comes to the creation of quality, formal sector jobs". Thus, high quality skills training is needed to address the problem of unemployment. Samans (2017:3) continues by saying "on average, Sub-Saharan Africa exhibits a high-skilled employment share of just 6%, a contract to the global average of 24%. Some of the most common types of high-skilled employment on continent include business analysts, school teachers". The developing countries do not only face the challenge of providing jobs, but they have to skill the labour force, making sure that young population is provided with high-skilled training.

What seems to be a challenge facing countries is the skills mismatch that has become a high-priority and a policy concern. It is said that "skills mismatches occur when workers have either fewer or more skills than jobs require. Some mismatch is inevitable, as the labour market involves complex decisions by employers and workers and depends on many external factors. But high and persistent skills mismatch is costly for employers, workers and society at large" (Klosters, 2014: 5). It is every countries duty to provide a solution to address the mismatch of skills through policies.

15

Klosters (2014: 5) continues by saying that "job creation is key tackling high and increasingly persistent unemployment and underemployment in many countries. However, promoting jobs without paying due attention to their quality and to the skills required may only buy time and ultimately prolong the jobs crisis". Even though skill training is needed, it is important to make sure that quality skills are provided. The strategies of government should not only focus on the number of people trained, but it also has a responsibility to make sure that those that would fill the vacancies have acquired high quality skills. People should be trained and placed according to their qualifications and experience, and those that do not have the required experience should receive proper training to sustain employability and adaptability. This will help decrease the number of employment (Klosters, 2014: 5).

Awogbenle and Iwuamadi (2010) mention that India, as in South Africa, suffers from a growing mismatch between skills and available jobs. They also refer to the high rate of youth unemployment in Nigeria and a constrained labour market which has resulted in many young people searching for non-existing jobs. South Africa has to content with both these problems – a mismatch of skills and a situation where young people are struggling to get employment. It seems as current acts and policy do not address this issue effectively. In the next section, the acts and policy documents pertaining to this study will be discussed, as well as the challenges they pose.

2.3 Skills Development Policies in South Africa

2.3.1 Skills Development Act
According to section 37(2) of the Skills Development Act (No. 97 of 1997), the act was introduced to replace the Manpower Training Act of 1981, the Guidance and Placement Act of 1981, the Local Government Training Act of 1981, and sections of the Telecommunications Act of 1996. Thus, the National Skills Authority (NSA) became the successor to the National Training Board established by the Manpower Training Act, the National Skills Fund (NSF) the successor to the Manpower Development Fund, the Industry Training Boards were wound up and a system of SETA was put in place, and training centres and apprenticeships abolished (SDA 1998, section 37(2)).

The Skills Development Act (SDA) was developed "to provide an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African work force; to provide for learnerships that lead to recognized

16

occupation qualifications, to provide for and regulate employment services" (Skills Development Act 9 of 1998). The objectives provided in the SDA were set to help the challenge of employment in South Africa; among other things that the SDA provides, is "the financing of skills development by means of a levy-grant scheme and a National Skills Fund" (Skills Development Act 9 of 1998). Government introduced the Skills Development Levies Act to collect levies on behalf of SETA. The SDA is the main impetus of the skills development programme in South African and in order for it to function, there must be mechanisms in place to ensure that there is funding available to fulfil its objectives (Skills Development Act 9 of 1998) According to Orgill (2007:23) "the SDA is there to provide and regulate conditions of service, to assist work seekers to find work by being able to market themselves better in the workplace". In addition, "this Act is also there to motivate workers and the unemployed to participate in learnerships and other registered and accredited training programmes" (ibid). Other objectives of the SDA are: "to develop the skills of the South African workforce; to encourage employers to use the workplace as an active learning environment; to provide employees with the opportunities to acquire new skills and work experience; and employ persons who find it difficult to be employed; to encourage workers to participate in learning and other training programmes" (Skills Development Act 9 of 1998). By pointing out these objectives of the SDA, the study shows that providing employment to those that do not have work have been a priority since 1994, and yet there are still high levels of unemployment in South Africa.

According to research done by the Human Science Research Council (HSRC) (2018:40) one of the challenges facing government in implementing the SDA, is the fact that the SDA incorporates a number of other policies and strategies. The HSRS (2018:40) further argues that "If skills development is specifically meant to refer to learning that includes a workplace experience component, questions arise regarding the disbursement of skills development (SD) levy grants to fund NSFAS for example, which supports TVET colleges and university students, many of whom do not follow learning programmes involving a workplace experience component" (HSRS 2018:40).

The unbundling of the SDA could benefit by slitting the following into specific acts:

- an act specifically dealing with (governance, funding, provision and quality assurance of) occupational qualifications, trades, professions and other formal (and non-formal)

17

learning programmes involving a workplace-based component, i.e. an Occupations, Trades, Professions and Workplace-based Education Act.

- an act applicable specifically to human resource development, skills planning (broadly conceived) and related advisory and regulatory functions, i.e. a Human Resource Development Act; and

- a reviewed SD levy act, i.e a Human Resource Development Funding Act, which could incorporate the provision of the NSFAS (HSRC 2018: 41).

The unbundling of the SDA will help the objectives of this act be fulfilled. The fact that there are a lot of objectives or issues that can be drawn into acts it means that the SDA incorporates many issues that make it difficult for this act to be fulfilled. The purpose of discussing the SDA critically, is to assist policy makers when they evaluate the act to check the above factors that could lead to a minimal to zero change when it comes to the implementation of the SDA. This chapter also focuses on various legislation that relates to the SDA and other strategies that have been implemented in trying to reduce unemployment in South Africa.

Many other acts have been developed after the SDA was initiated. These acts have been formulated to help with the implementation of the SDA, by looking at the issues of funding and additional objectives that are missing from the SDA. It is important for this study to not only analyse the SDA but to look at other policies that contribute to the implementation of the SDA such as the Skills Development Levies Act (SDSA). The SDSA is the policy that provides for funds and compels departments to account in terms of paying levies for the purpose of skills development. The act is discussed below

2.3.2   The Skills Development Levies Act (SDLA)

The Skills Development Levies Act No. 9 of 1999 (SDLA) was developed after the Skills Development Act (SDA) as a policy to provide for funds to execute the purposes of the SDA. The skills development levies (SDL) are collected by means of tax. It is compulsory for all employees who are registered with SARS to contribute monthly 1 per cent of their salary (Skills Development Levies Act). Through the levies paid by employees, the SDL are used to fund bodies such as the Sector Education and Training Authority (SETA) as part of fulfilling the SDA objectives. The National Skills Development Strategy (NSDS) has been developed to accomplish what has been set by both the SDA and SDLA. The NSDS provides clear goals and funds to enable institutions to implement mentioned acts. Other purposes of the SDLA

are: "i) to develop the skills of the South African workforce, ii) To increase the levels of investment in education and training in the labour market and to improve the return on that investment, iii) to encourage employers to a) use the workplace as an active learning environments, b) to provide employees with the opportunities to acquire new skills, c) to provide opportunities for new entrants to the labour market to gain work experience d) to employ persons who find it difficult to be employed" (Skills Development Levies Act). Apart from the objectives that have been set in the SDA, the SDLA has its own objectives – it must, among others, support the implementation of the SDA and strategies such as the NSDS. It is important for the purpose of this study to note that the NSDS could not be implemented without the SDLA, as this act makes provisions for the necessary funds to implement the NSDS. Hence it is crucial that the study discusses these policies, acts and strategies to create a better understanding of how these policies link together and how they can be implemented and monitored by the state.

According to the SDLA "the levy grant scheme, legislated through the Skills Development Levies Act, 1999, serves to fund the skills development initiated in the country. The intention is to encourage a planned and structured approach to learning, and to increase employment prospects for work seekers. Participating fully in the scheme will allow you to benefit from incentives and to reap the benefits of a better skilled and more productive workforce" (Skills Development Levies Act). The Department of Correctional Services (DCS) contributes to the SDLA by making sure that each and every employee contributes 1% to the development of skills and help increase employment. This 1% contribution is sent to the Sector Education and Training Authority (SETA) that particularly look at the police, justice and state security sector. A critical discussion of the Sector Education and Training Act follows.

2.3.3 Sector Education and Training Act (SETA)

According to Chemical Industries Education & Training Authority CHIETA (2017:1), the "Sector Education and Training Authority (SETA) is a body established under the Skills Development Act (RSA, 1998c) whose main purpose is to contribute to the improvement of skills in South Africa through achieving a more favourable balance between demand and supply, and by ensuring that education and training by acknowledges and enhances the skills of the current work force (in addition to ensuring that new entrants to the labour market are adequately trained)". The SETA also provides guidance on how funds will be distributed to different sectors and how departments, including Department of Correctional Services (DCS), should account and monitor the funds provided through the SETA.

19

The CHIETA report (2017:1) continues by saying "SETA acknowledges and enhances the skills of the current work force (in addition to ensuring that new entrants to the labour market are adequately trained), SETA meets agreed standards within a national framework; where appropriate, is benchmarked against international standards (NTB, 1999)" (CHIETA, 2017:2). It further says that "SETA is a framework established to support the National Skills Development Strategy by implementing its sector skills plan by establishing learnerships; approving workplace skills plans; allocating grants in the prescribed manner to employers, education and training providers and workers; and monitoring education and training in the sector" (CHIETA, 2017:3). The Department of Correctional Services (DCS) is required to account on the number of new entrants and training provided to the workers as it is part of the SETA's objectives to provide employment for new entrants and develop the skills of employees.

According to Kraak (2008: 10-11) "various SETAs have been criticized for poor governance and financial management. This criticism has come from diverse quarters, ranging from employer bodies, journalists, political parties and at times, even the Minister of Labour himself". The above statement may be informed by the constant increase in unemployment. A lack of monitoring and evaluation of training programmes in various sectors and government departments, is one of the reasons why the country is unable to address the problem of skills development and unemployment. Also, the mismanagement of tax payer's money is a huge problem which have a negative effect on addressing the problem of unemployment in South Africa.

Government departments share a responsibility with the SETA when it comes to training and development, but the departments are not being happy with how the SETA are providing training. These departments have voiced their discontent so that the poor delivery of training can be addressed (Kraak, 2008).

The SETA receives a certain percentage of the tax payer's money to fulfil the objectives of the NSDS through public and private and public entities. The DCS falls under the Safety and Security Education and Training Authority (SASSETA). This SETA receives funding from the National Skills Fund to provide training to officials and employment to learners and interns. SASSETA was established in terms of the Skills Development Act, No. 97 of 1998 with the mandate to promote and facilitate the skills development for the safety and security sector (SASSETA Annual Report: 2017/2018).

According to the SASSETA Annual Report (2017/2018) "The Youth Employment Accord has six commitments that include education and training; access to work exposure; increase the number of young people employed in the public service; youth target set-asides; youth entrepreneurship and youth co-operatives; and to develop private sector youth absorption programmes". This sector focusses on the Department of Correctional Services, the Department of Defence and the South African Police Service as the SETA represent different sectors. These departments should be supported by the SASSETA to facilitate training and provide employment to new entrants involved in learnership and internship programmes, and most importantly, to provide skills development to these people (SASSETA Annual Report, 2017/2018). It is therefore clear that the chief purpose of the SASSETA is to achieve the main objectives of the NSDS.

2.4   Design, implementation and challenges of the NSDS

The National Skills Development Strategy (NSDS) was formulated to address the problem of skills development and youth unemployment in South Africa (NSDS 2001-2005). Three phases of the NSDS have been implemented. The first phase NSDS I (2001-2005) focussed on equality and the need to cultivate lifelong learning in a workplace environment (DoL, 2001). According to Kraak (2008) the current status of skills development and youth unemployment in South Africa suggests that little has been achieved by this and other policies that were formulated to address these problems. According to the DoL (2001-2010) the five objectives of the NSDS are:

- "developing a culture of high quality lifelong learning,
- fostering skills development in the formal economy for productivity and employment growth,
- stimulating and supporting skills development in small businesses,
- promoting skills development for employability and sustainable livelihood through social development initiatives, and lastly
- assisting new entrants into employment."

The last of the objectives of the NSDS stated above, highlights the major purpose of this study, i.e. how this policy or strategy should be implemented to address the level of unemployment in South Africa. The Department of Correctional Services in its reporting should be able to provide the number of new entrants to the labour market. The monitoring and evaluation strategies should indicate whether this policy is being successfully

21

implemented by the department. The first phase of the implementation of the NSDS had to be extended to the second phase as its implementation strategies were not effectively executed.

According to the NSDS (2010-2014) "NSDS II was implemented to prioritise and communicate critical skills for sustainable growth, development and equity. It was also implemented to promote and accelerate quality training for all in the workplace, and promote employability and sustainable livelihoods through skills development". The last objective of the NSDS II is "to assist designated groups, including new entrants to participate in accredited work, integrated learning and work-based programmes to acquire critical skills to enter the labour market and self-employment" (DoL 2005-2010). According to the DoL (2010-2014) NSDS III is an emphasising to the direction of institutional learning linked to occupationally directed programmes. The NSDS III promotes the FET colleges in order to address national skills needs. NSDS II and NSDS III are the continuation of the objectives set out in NSDS I (DoL 2010-2014). Besides the objectives outlined in the first phase of the NSDS, there are new objectives that have been introduced in the second and third phase of the NSDS. Assisting new entrants into the labour market, has been the major issue in all three phases. Various scholars have criticised the implementation of the NSDS. The next section will offer a critical discussion of the NSDS.
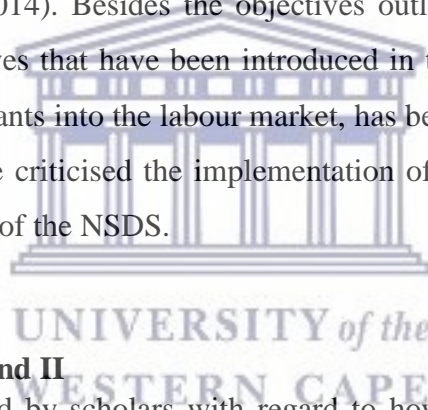
2.5   Criticisms of NSDS I and II

The NSDS has been criticised by scholars with regard to how it has failed to address the problem of skills development and youth unemployment in South Africa. One aspect that has been criticised is the "government's lack of political will to establish the necessary conditions for the success of the new integrated education and training policy framework as promoted in the early education policy documents of the early 1990s, and as promulgated in several government acts in the mid to late 1990s" (Kraak 20008:11). Initiating new policies means that implementers must be trained to execute new policies in an effective and efficient manner. It is said that capacity problems have been perhaps the most limiting factor. When the new government took over, there was no sharing of knowledge with regard to how policies are to be executed. This resulted in the new guard not able to implement policies successfully. Proper training was required to ensure the successful implementation of the NSDS (Kraak, 2008: 11).

Another challenge faced by the implementers of the NSDS was a "lack of articulation between SETA, FET Colleges and the Higher Education sector" (Kraak, 20087:12). "The progress on implementing the NSDS was very poor. Few such agreements have been signed and are operational. This poor record signals most strongly the failure of a truly integrated commitment to education and training in South Africa" (Kraak, 20087:12). A further problem the NSDS faced was the fact that stakeholders failed to play their part in the implementation of the NSDS. This created a problem for government departments, including the Department of Correctional, in being able to execute and implement this policy successfully (bid). The SETA which consists of sectors such as SASSETA has also failed to provide adequate support for departments to implement this policy. The management board portfolio committees of Parliament have also lacked monitoring strategies for the day to day activities of the SETAs (Kraak, 2008:15). Another problem was the fact that a number SETAs were registered to employ learners and interns but only a few were used (ibid).

NSDS III was implemented as a continuation of NSDS I and II to further address problems that arising from NSDS I and II. In a committee meeting held in Parliament in 2011, it was noted as a matter of concern that there was a lack of infrastructure at skills development centres. This is also seen as a problem as it has an impact on rural development. The other challenge that was mentioned in the meeting was the issue of funds and the lack of capacity to monitor and evaluate the use of NSF funds. This means that the NSF was able to fund private and public entities but could not monitor and evaluate how the money was spent, and if it was spent according to the need Parliament Monitoring Group (PMG) (2011). Regarding the problem with infrastructure, the committee noted that there was under-spending since the establishment of the NSF. This meant that the lack of monitoring and evaluation with regard to the money spent to implement the mandate of the NSDS has hampered the policy to deliver on its objectives (PMG 2011).

In conclusion, the NSDS has received many criticisms since its implementation. Among the criticism is poor governance and financial mismanagement (Kraak 2008, Siphelo:2014, Zelda: 2014). Kraak (2008) says in his study that "this criticism has come from diverse quarters ranging from employer bodies, journalists, political parties and at time, even the Minister of Labour himself. Employers have been particularly vocal about the alleged poor delivery of training even though they share responsibility for the effective running of the SETAs through their representation on the boards of SETAs". Kraak's study (2005) looked at the NSDS' contribution to skills development and the impact and challenges regarding its

implementation. Regarding the five objectives of NSDS, no study shows a successful or 100% achievement with regard to any of the NSDS objectives. The studies available for public consumption only refer to the impact of the NSDS and its challenges, while youth unemployment is still a major problem in South Africa, even after the implementation of all the relevant policies, acts and strategies.

2.6   Theoretical Framework

The theoretical aspect includes the definition of policy implementation by different scholars, discussions on policy implementation theories with particular reference to the top-down bottom-up perspective and the 5 C protocol. According to Pressman and Wildavsky (1973) implementation literally means "carrying out, accomplishing, fulfilling, producing or completing a given task. Policy implementation encompasses those actions by public and private individuals or groups that are directed at the achievement of objectives set forth in policy decisions". The purpose of this study, it is to analyse policies such as the NSDS on how they have been carried out by the Department of Correctional Services, how they have accomplished and how they have been completed to address the high rate of unemployment. On the other hand, Mazmanian and Sbatier (1983:20-21) argues that when executing binding decisions in carrying out a policy, one is successfully implementing a policy.

There are four main ingredients for effective implementation as discussed by Elmore (1978:195): "(1) clearly specified tasks and objectives that accurately reflect the intent of policy; (2) a management plan that allocates tasks and performance standards to subunits; (3) an objective means of measuring subunits' performance; and (4) a system of management controls and social sanctions sufficient to hold subordinates accountable for their performance". These ingredients are what policy implementers should look at before any policy can be implemented.

The research will give detail with regard to the three generations of policy implementation and the importance of explaining its relevance for this study. The first generation of policy implementation is perceived as the one that focusses on how a single authoritative decision was carried out, by either at a single location or multiple sites. This approached has its own disadvantages, of which one is the problem of an uncertain relationship between policies and implemented programmes. Goggin et al (1990:13) says "the first generation was a more systematic effort in the 1980s to understand the factors that facilitated or constrained the implementation of public policies" This generation is linked to the top-down approach which will be discussed later in this section. The purpose of discussing different generations of

24

policy implementation, is to determine which approach has been followed in the implementation of the NSDS in the DCS.

The second generation will be the main focus of this discussion about theory pertaining to this study as it describes the current status of policy implementation in our daily lives. "The second generation implementation studies focus on describing and analysing the relationships between policy and practice" (Narendra, 2010:39). The researcher in this generation generated a number of important lessons for policy, practice and analysis. He continues by saying "this generation was mainly to correct and improve the first generation by including both the decision makers and the people receiving the services for better understanding and better execution of policy" (ibid). The two major theories in this generation will be discussed in detail below.

The top-down and bottom-up approaches form part of the second generation; top-down and bottom-up approaches are the most used approaches today. When research studies are done on policy implementation, they mainly focus on the analysis of the second generation of policy implementation. The top-down perspective "emphasizes formal steering of problems and factors, which are easy to manipulate and lead to centralization and control" (Elmore, 1978: 185,189,191). Furthermore, Barret (2004:255) argues that "top-down approach puts the main emphasis on the ability of the decision makers to introduce unequivocal public policy objectives and on controlling the implementation stage". Therefore, the "top-down implementation approach implies that adequate bureaucratic procedures should be established to ensure that public policies are executed as accurately as possible". This means that institutions should have sufficient resources, established implementation systems, clear responsibilities and hierarchical control to supervise the actions of the implementers (Pulz & Treib, 2010:91). The top-down approach have been criticized for not involving the masses in decision making but rather a decision that is ready to be executed. It is concluded that when using the top-down approach the masses are neglected in decision making and this could result to a poor implementation result. The second approach is the bottom-up approach which will be discussed below.

Howllet and Ramesh (2003:190) describe the bottom-up approach as a perspective that constitutes an indirect approach, where all stakeholders in the policy implementation are involved. This creates a relationship and could lead to a successful implementation of policies. Michael (1980) seems to the view bottom-up approach from a different perspective.

The author believes that this is executed through an individual's behaviour and that the people on ground level are also playing a vital part in the policy process. It is therefore perceived that the street-level bureaucrats are considered to have a better understanding of what clients need as it is they who have direct contact with the public (ibid).

Hill and Hupe (2009:61) argue that "bottom-up implementation approach entail the identification of networks of actors from all agencies collaboration in public policy implementation". In general, scholars argue that the bottom-up approach differs from the top-down approach as it consults the implementing agents. The bottom-up approach understands the needs and problems of the society and creates policies that will address these problems. The implementing agents understand the policy and how it should be executed. This minimizes policy failures and brings an understanding of what needs to be done. The table below shows the variables of top-down and bottom-up approaches.

Table 1. Differences between Top-down and Bottom-up Implementation Perspective

Variables	Top-down perspective	Bottom-up perspective
Policy decision-maker	Policymakers	Street-level bureaucrats
Starting point	Statutory language	Social problems
Structure	Formal	Both formal and informal
Process	Purely administrative	Networking, including administrative
Authority	Centralisation	Decentralisation
Output/outcome	Prescriptive	Descriptive
Discretion	Top-level bureaucrats	Bottom-level bureaucrats

Source: Narendra (2010:40)

The theorists acknowledge both perspectives and show the advantages and disadvantages of each. Ewalt (2001:6-7) argues that the top-down approach do not focus on the sub-national context while the bottom-up disregard centralized policy control. Both approaches are important and their actions need to be coordinated in policy implementation. Hence both approaches have been adopted for this study to be able to analyse the NSDS in the DCS. The type of approach that has been used is determined through an analysis of the findings.

The last generation is discussed by referring to McLaughlin (1987:177) who argues that "in third generation research, the macro world of policymakers is integrated with the micro world of individual implementers. However, some scholars argue that third generation implementation has not been realized in practice". Thus, this generation has not been fully implemented. Brynard (2005:653) concludes that "while perspective implementation theory remains elusive, the third generation thinking has substantially enhanced the important clusters of variables that can impact on public policy implementation". There are five critical variables for studying public policy implementation, namely: context, content, commitment, capacity and clients and coalitions. According to Mokhaba (2005:128) "The significance of these five critical variables, also known as 5-C protocol, is that they shape the direction of the public policy implementation". The reason why the study has adopted the 5-C protocol is to narrowly look at how the NSDS has been implemented in the DCS and what the benefits and challenges are.

2.7   THE FIVE CRITICAL VARIABLES ARE DISCUSSED BELOW

INTRODUCTION

The Five-C protocol is an important part of policy implementation. Through analysing the NSDS with regard to the DCS, the researcher decided to discuss the Five-C protocol in assessing whether the implementation of the NSDS by the DCS has been executed in accordance with the Five-C protocol. The purpose of discussing the Five-C protocol in policy implementation will assist the DCS to evaluate their work and improve on results.

2.7.1   CONTENT

Content is an important aspect of policy implementation. Content set out the goals of the policy and how it will address the perceived problem. The arguments and opinions provided by different authors provide an interesting meaning of what content is. The following scholars, Smith (1973); Van Meter and Van Horn (1974); and Hargrove, (1975) argue that "there's is a widespread implicit realization that the content policy is important not only in the means it employs to achieve its ends, but also in its determination of the ends themselves and in how it chooses the specific means to reach those ends". Thus, a policy, such as the NSDS, should not only be good policy, but its execution should also be done effectively. The policies that lack the appropriate content are difficult to be executed and could lead to bad results. Brynard and De Coning (2006:196) argue that "content yields public policies that are

27

distributive, regulatory or redistributive in nature. Distributive public policies create public goods for the general welfare and are non-zero sum in character, regulatory public policies stipulate conduct rules with sanctions for failure to comply; and redistributive public policies seek to change allocations of power of some groups at the expense of others". This means that content should be able to hold policy implementers accountable for the work that is expected of them.

2.7.2   CONTEXT

Pubic policies should be clear and have a context, if not, there will be poor results. According to Mokhaba (2005:129) "public policy implementation does not take place in a vacuum but under specific political, social, economic and legal context". Thus, policies are implemented in different institutions with different organizational cultures and practices. It is argued by scholars that a policy that lack content has minimal to zero expectations of providing accurate results (Brynard and De Coning 2006:198). Brynard (2005:659) agrees with the above when he states that "the conceptuality is an important factor to be considered by actors entrusted with the implementation process whenever focusing on the public policy implementation". The actors should make sure that they understand the content of the policy, and that the context is clearly articulated so that they are able to commit to the process of policy implementation.

2.7.3   COMMITMENT

It is important that all policy implementers be committed when implementing a public policy so that they can achieve positive results. It has been argued that government has the best policies on paper, and that these policies are well-structured and encompass cost and benefit analyses, but these policies are mostly implemented in a bureaucratic structure by people who are unwilling or unable to do so, and this leads to poor results (Warwick, 1982: 135). Chiavenato (2001:19) says "commitment of administrative staff is important and should incorporate the development of officials on how to implement public policies". The implementation of the NSDS was criticised in this chapter because of the lack of administrative support due to the absence of proper training. It was further argued that this was the result of a lack of a proper handing over process from the old regime to the new dispensation. Furthermore, the NSDS may meet all the requirements that a policy should have, such as cost benefits, resources and capacity, but if there is no commitment, the policy will fail (Mokhaba, 2005:129)

2.7.4 CAPACITY

Capacity is the administrative part of the policy implementation process. Implementers must be provided with the tools to carry out the changes desired from them. According to Brynard (2005:660), capacity refers to "the structural, functional and cultural ability to implement the public policy objectives and it subsequently taps on the availability of and access to tangible resources which can be human, financial, material, technological and logical". This may also include "leadership, motivation, commitment, courage, and other intangible attributes needed to implement public policy by all agents" (ibid). Organisations need to have both tangible and intangible resources to successfully implement policies. The Department of Correctional Services (DCS) and other government departments that implement the NSDS have been provided with a financial strategy on how to implement the NSDS. National Skills Fund (NSF) provides funds for departments to employ new entrants and provide skills development for employers. Resources might be available for the implementation of a policy, but it doesn't guarantee a successful implementation of any policy. Brynard and De Coning (2006: 199) suggest that "even if the necessary resources to aid successful implementation can be identified, it is not as easy to provide them, especially with regard to intangible capacity. Organizations which do not have the necessary tangible and intangible resources to implement a policy will definitely struggle to meet their goals and objectives". The implementation of the NSDS has been criticised for capacity problems. It has been said that through the implementation of the NSDS, not enough resources were available, including human resources. This is an important part of the implementation stage.

2.7.5 CLIENTS AND COALITIONS

It is crucial for every policy to be supported by the clients who are to benefit from the implementation of the policy. Scholars have provided definitions for "clients and coalitions" and according to Brynard and De Coning (2006:203) clients and coalitions refer to the "support of clients and coalitions whose interests are enhanced or threatened by the policy, and the strategies they employ in strengthening or deflecting its implementation". Scholars argue that this part can either make or break the implementation of a policy. It is further argued that it is crucial to look for the most influential actors that will support the policy implementation stage (Brynard, 2005:661). Following from the above, it is clear that clients and coalitions can make or break the implementation of a policy. The researcher has outlined and discussed the 5-C protocol and through the analysis it has been shown that each and

every C in the 5-C Protocol is as important as the other. Should one of the C's be absent, policy implementation will not be a success.

2.8 PUBLIC POLICY MONITORING AND EVALUATION

Public policy monitoring and evaluation (M&E) is important in any policy implementation process. M&E enables policy implementers to determine the success and failure of public policies. The purpose of analysing M&E in this study is for the DCS and other implementers of the NSDS to realise the importance of monitoring and evaluating not only this policy but other policies as well. Scholars have provided concepts that need to be considered when policies are monitored and evaluated. Ile (2012:12) describes policy M&E "as a process that focuses on determining to what extent the policy outcomes have been attained, whether or not they are in line with anticipated outcome, as well as the efficacy of process followed". Based on the views that have been expressed earlier in this section, it is clear that the implementation of the NSDS has lacked monitoring and evaluation. Many errors and failures have been discovered by other scholars. Furthermore, Hanekom (1987:69-70) says "policy monitoring should be done by policy analysts not the officials as they will have limited time to analyse the policy". The researcher agrees with the view that policies should be monitored and evaluated by independent actors as they would not manipulate the policy outcomes and provide misleading results.

When public officials implement public policies they should take the major functions that must be used in monitoring policies as mentioned by William (1981: 278) into consideration:

- **"Compliance**: Monitoring helps determine whether the actions of programme administrators, staff and other stakeholders are in compliance with standards and procedures imposed by legislature, regulatory agencies and professional bodies".

- **"Auditing**: Monitoring helps determine whether resources and services intended for certain target groups and beneficiaries (Individuals, families, municipalities, state, regions) have actually reached them".

- **"Accounting**: Monitoring produces information that is helpful in accounting for social and economic changes that follow the implementation of broad sets of public policies and programme over time".

- **"Explanation**: Monitoring also yields information that helps to explain why the outcomes of public policies and programs differ".

The above functions should be key factors in monitoring the NSDS in the Department of Correctional Services (DCS). The Annual Reports should be able to outline the above major functions to monitor the NSDS in the DCS. Furthermore, the departmental Annual Reports should contain other elements that must be considered when a policy is monitored and evaluated, such as:

- **"Transparency**: All findings in monitoring and evaluation processes should be publicly available; however, there may be exceptions when the circumstances are deemed compelling".

- **"Accountability**: The use of resources by public official is open to public scrutiny".

- **"Participation**: The voice of the historically disadvantaged should be heard".

- **"Inclusion**: Interest groups, traditionally excluded are represented throughout the monitoring and evaluation processes" Ile (2012:13).

All the above concepts should be considered when a policy is monitored and evaluated. These concepts are fundamental in trying to monitor and evaluate the impact of the NSDS with regard to skills development and youth unemployment.

2.9   SUMMARY

Chapter 2 discussed in detail the literature review and theoretical framework of the study. Chapter 2 first gave an introduction of what would be discussed in the chapter. The researcher analysed the status of skills and unemployment in a global context to understand the nature of the problem. Secondly, the researcher discussed the skills policies and strategies that have been implemented in South Africa to address the problem of skills and unemployment. The research discussed the SDA, SDLA, SETA and NSDS and its critics.

In the second part of this chapter discussed the theoretical framework by deliberating on the different approaches of policy implementation. It further discussed the 5 C protocol of policy implementation. Policy monitoring and evaluation (M&E) was also discussed to understand the need and importance of M&E in the policy implementation stage. This chapter captured the nature of the problem, and identified and discussed policies that contribute to the

implementation of the NSDS. This chapter identified gaps and possible areas that led to poor implementation of the NSDS in general. Chapter 2 is a strategic initiative to validate the topic presented by citing the relevant literature and a need for the study. Chapter 3 will discuss the research methodology, design and plan and the instruments used for data collection. The analyses of data collected will be done in Chapter 4.

3   CHAPTER THREE

REASERCH METHODOLOGY

3.1   Introduction

This chapter provides an explanation of the methodological approach used to conduct this study. The approach entails the analysis of the National Skills Development Strategy (NSDS). Different policies such as the Skills Development Act (SDA), The Skills Development Levies Act (SDLS), and the Sector Education and Training Act, research journal articles on the NSDS, DCS annual reports, SASSETA and the Department of Labour's (DoLs) Implementation Report. These documents are public documents; they are available to the public. In Chapter 4 a quantitative and qualitative analysis will be conducted to examine the implementation strategies used by the DCS to comply with the NSDS objectives, focusing on DCS annual reports from different years through analysis of records and comparison of documents. Chapter 5 will provide a summary of the study, conclusions and recommendations.

3.1.1   The research design

The study will analyse the following policies and/or legislation – the NSDS, SDA, SDLA and SETA. These policies are analysed in terms of how they have contributed to reduce the problem of unemployment in South Africa. The journals and Annual Reports that will be analysed speak directly to the implementation of the NSDS in and by the Department of Correctional Services (DCS), and show the results and its contribution to the level of unemployment in South Africa. Records and figures, and different reports containing graphs will also be analysed in trying to analyse the data. The reason for selecting these policies, journals and reports is the fact that they will give information about the importance of the NSDS in South Africa, the impact thus far and how the DCS has implemented these policies in trying to combat the problem of unemployment in South Africa.

This study will use a mixed method research approach. According to Creswell (2008) "Mixed methods research is both a method and methodology for conducting research that involves collecting, analysing, and integrating quantitative and qualitative research in a single study or a longitudinal programme of inquiry". This approach is used to provide a better

33

understanding on the documents analysed by means of interpreting data and using graphs to compare different documents.

The quantitative and qualitative method research has a numerical point of view, examining the correlation between variables through tried and tested theories (Creswell, 2013). The purpose is to study a phenomenon through empirical observations which can be measured and analysed based on some underlying relations in order to identify the objectives and true state of that particular phenomenon (Sale et al, 2002; Bryman and Bell 2015). The study selected a qualitative and quantitative research design in the form of analysing documents and provide graph as a means of providing information on the number of learners and interns absorbed by the DCS over a number of years. This form of data gathering allowed the researcher to obtain the necessary information to determine the success, or not, of the implementation of the NSDS by the DCS. "Document analysis is a form of qualitative research in which documents are interpreted by the researcher to give voice and meaning around an assessment topic" (Bowen, 2009).

There are three primary types of documents (O'Leary, 2014):

- "Public Records: The official, ongoing records of an organization's activities. Examples include student transcripts, mission statements, Annual Reports, policy manuals, student handbooks, strategic plans, and syllabi".
- "Personal Documents: First-person accounts of an individual's actions, experiences, and beliefs. Examples include calendars, e-mails, scrapbooks, blogs, Facebook posts, duty logs, incident reports, reflections/journals, and newspapers".
- "Physical Evidence: Physical objects found within the study setting (often called artifacts). Examples include flyers, posters, agendas, handbooks, and training materials".

This study will use two of the above types of documents mentioned by O'Leary, namely Public Records such as policies, acts, Annual Reports, as well as Personal Documents such as journals containing research conducted by the Human Science Research Council, for example research such as "Measuring the impact of Skills Development on Service Delivery in Government Departments and a critical review of the NSDS in South Africa" by Kraak (2008).

34

3.2   Documents Analysis

Important and relevant documents related with skills development on policy implementation and Department of Correctional Services will be reviewed. According to Bowen (2009) Document analysis is a form of qualitative research in which documents are interpreted by the researcher to give voice and meaning around an assessment topic. Following from this view, a need was determined to analyse the following documents in answering the aims and objectives of the study:

- Government Legislation

- National Skills Development Strategy

- Skills Development Act;

- Skills Development Levies Act

- Sector Education and Training Authority

- Human Science Research Counsel Journals;

- Department of Labour Implementation Reports

- SASSETA Reports

- Department of Correctional Services Annual Reports

The documents analysis reveals the objectives of the policy that is analysed through the study. It reveals the importance of other frameworks, acts and for the study. It also reveals information on issues that have been raised by previous scholars in research journals. Furthermore, it provides information about the department on the success and challenges of the implementation of the NSDS. Gwarinda (2006: 69 as cited by Orgill, 2007:68) says that "documents analysis plays an important role in recognising organisational structures and in accessing information. Documents perform certain roles in organisations, and these may include being information storage tools or communication tools. The functions that they execute are crucial to measurement in any research that is focused on a specific single entity such as this study". The Annual Reports that are published by the Department of Correctional Services are instruments to show accountability and transparency about the money the department has spent in a year. All government departments publish annual reports to show everything that the department has done in a specific year. The Annual Report is a crucial

document as it shows the money spent, on what it was spent, as well as the challenges the department had to face in a specific year.

3.2.1 Triangulation of Data and Findings

Triangulation refers to the use of multiple resources used in a study. In this study, the researcher used selected public policy documents, Annual Reports, journals and government reports. An analysis of data was used through document analysis and the use of statistical analysis for description and comparing records from different years. "The triangulation of quantitative and qualitative methods is highly useful both for the research process and for the epistemological development of a research question" (Flick 2006). Flick continues by saying "both methods have different angle, the results complement each other and yield a comprehensive picture of the determinants of sex differentials in smoking prevalence" (ibid).

To test the 'reliability' of views on the impact of the NSDS in youth unemployment and the implementation of the NSDS by the DCS as well as 'validity' of findings, the research is guided by the views of Chakrabartty (2013) who defines 'reliability' as measures of consistency, precision, repeatability, and trustworthiness of research. Tycross and Shiels (2004) says "In quantitative research, reliability refers to the consistency, stability and repeatability of results, that is, the result of a researcher is considered reliable if consistent results have been obtained in identical situations but different circumstances". Studies have been done by other scholars on the impact of the NSDS in reducing unemployment in South Africa. These studies were conducted on the impact of the NSDS in South Africa. With regards to 'validity', Blumberg et al (2005) defines it as "a research instrument that assesses the extent to which the instrument measures what it is designed to measure". Zohrabi (2013) says "qualitative research is based on the fact that validity is a matter of trustworthiness, utility, and dependability". The documents that will be analysed for this study are trustworthy, as the government has made them available to the public to enhance accountability and transparency.

3.3 Evaluation of the research process

The shortcomings of this study is that the researcher hasn't been able – due to time constraints, financial and practical constraints – interview officials from the Department of

Correctional Services (DCS), learners and interns employed by the department and authors of policy documents to obtain information about the implementation of the NSDS in South Africa, as well as the implementation strategies they have come across in the department. The researcher could also not interview the interns and learners that are employed by the department. To address these shortcomings, the researcher drew on various articles, policy documents and journals that explain the reason for the implementation of the NSDS in South Africa; the impact of this policy and the results of implementing it; the benefits and challenges of implementing it in the DCS. The results of this study are therefore derived from the relevant policy documents, journals and report.

Summary

In this chapter, the researcher described the following: the methodological approach used, the documents that have been collected and analysed, the reasons for the choices that have been made, the data collection instruments and why they have been selected by analysing terms such as 'reliability' and 'validity', the challenges or shortcomings experienced during the research process and how the researcher has dealt with those shortcomings. Chapter 4 focuses on the analysis of reports, journals and policy documents based on the three main objectives provided in Chapter 1.

37

4   CHAPTER FOUR

ANALYSIS AND DATA FINDINGS

4.1   Introduction

In the previous chapter the method and approach that were used to analyse the material and data were discussed, as well as the methods that were used for answering the research questions. This chapter is structured around the presentation of the analysis of the findings of the research by focusing on the research objectives and the questions that the study wants to answer.

The objectives of this study are as follows:

- To critically analyse the NSDS framework; to analyse training and skills development provided to learners and interns in the DCS;

- To identify the benefits and challenges of implementing the NSDS in the DCS and to the learners and interns;

- To analyse the NSDS monitoring and evaluating practises in the Department of Correctional Services.

The research questions which will also provide the structure for the discussion of the findings are:

- What are the implementation strategies the DCS use in implementing the NSDS?
- What are the benefits and challenges of implementing the NSDS in the Department of Correctional Services?
- What monitoring and evaluation strategies do the Department of Correctional Services use in the implementation of the NSDS?

4.2   Analysis of research objective 1: to analyse the NSDS framework; to analyse training and skills development provided to learners and interns in DCS.

4.2.1   An analysis of NSDS Framework

The mission of the NSDS contributes to a positive and effective service delivery. Its main aim is to provide employment to new entrants, develop skills of employees and provide equity of skills development to align their work and resources to the effectiveness of policy implementation (NSDS 2005:2). According to Squire (2011), NSDS phase one's emphasis was placed on equality and the need to cultivate lifelong learning in a workplace environment. Based on the critics and analyses provided in the literature review, the first phase of NSDS was not a success. This has caused the policy to miss its objectives of ensuring that the desired outcome of skills development, and employment of learners and interns were achieved.

As compared to NSDS phase one, Squire, D (2011) further discussed the objectives set out in the first phase.   NSDS phase two was driven by five objectives; the first objective was "prioritizing and communicating critical skills for sustainable growth, development and equity" Equity is still a problem in South Africa. As discussed in the literature review, NSDS results attained through public reports show a minimal progress or achievement acquired through the implementation of this strategy, especially to the Department of Correctional Services. The other objectives of NSDS phase two include the following, "promoting and accelerating quality training for all in the workplace; promoting employability and sustainable livelihoods through skills development; assisting designated groups, including new entrants to participate in accredited work, integrated learning and work-based programs to acquire critical skills to enter the labour market and self-employment and lastly, improving the quality the quality and relevance of provision" Squire (2011). Looking at the extent of the problem of skills development and unemployment, the NSDS has not been able to address the problems and many reports were published on the lack of the NSDS to address these problems.

Squire (2011:2) concludes by saying the NSDS phase three "is driven by eight objectives: it is to establish a credible institutional mechanism for skills planning; increasing access to occupationally-directed programs; promoting the growth of a public FET college system that is responsive to sector, local, regional and national skills need and priorities; addressing the low level of youth and adult language and numeracy skills enable additional training; encouraging better use of workplace-based skills development; encouraging and supporting cooperatives, small enterprises, worker-initiated NGO and community training initiates". The above objectives stemming from the NSDS phase three are totally different from other objectives given in phase I and II. NSDS I and II did not fully address the problem of unemployment and skills development in South Africa. Even after the criticism of first and the second phase, the NSDS provided new objectives which were totally different from those of the first and the second phase.

Challenges and criticisms of the implementation of the NSDS

The points below are some of the affected areas where there are challenges with regard to the implementation of the NSDS. Based on the analysis done in this study, there are a number of areas that have been a challenge in implementing the NSDS as discussed below.

Human capacity

It has been indicated in a report by Jewison, R (2013) that one of the challenges of the NSDS is that, "in South African system there has been little attention paid to the quality of people employed within the system, and there are many examples of inappropriately skilled people being employed". What government and other institutions focus on is the number of training provided, and not the quality of training provided. He continues by saying "A recent skills audit conducted in one of the SETAs placed under Administration showed a complete mismatch of skills and functions, with most managers and senior officials not having the qualifications or experience for the functions they were performing" (ibid). Jewison, R et al. (2013:33) further states that "there are also well documented skills gaps in critical functions. When the HSRC conducted an evaluation of NSDSII they found that most SETAs could not provide data, highlighting an almost complete absence of skills in relation to data management and analysis". This has been found in a review of evaluations conducted for the Ministerial Task Team (MTT) on the SETA's performance who found limited evidence of capacity to conduct, or even contract service providers to conduct evaluations. In the report done by MTT they also found that most SETAs lacked research capacity to produce a sound

40

Sector Skills Plan (SSP). This was a cause of many bureaucratic delays with regard to disbursing grants which led to serious gaps in administrative skills (Jewison et al, 2013:32-33).

Governance and leadership

Governance and leadership has been seen as a challenge in the implementation of the National Skills Development Strategy (NSDS). According to Jewison, R et al (2013:32-32) "The skills system must be strongly led by both organized business and labour and relevant government departments and, importantly, involve independent sector specialists who have expertise within their respective sector or industry. The system should avoid structures that encourage stakeholders to fight over resources, representing narrow interests and distracting those structures from doing effective work". This means that national skills development needs can be met if there are good governance and leadership. Jewison et al. (2013:32) says "there is a need to consider carefully what national stakeholder structure is needed. The MTT report recommends the dis-establishment of the NSA. The NSA is a stakeholder structure that has been unable to act strategically in fulfilling its mandate of advising the Minister. The problem of representing interests other than the national interest is one that has been evident in the NSA as well as in SETA boards".

.

4.2.2   An analysis of training and skills development provided to the learners and interns in DCS.

In the analysis of training and skills development of learners and interns, the researcher has used the Annual Reports of the Department of Correctional Services (DCS) since it is a true reflection of what has transpired during a specific year. It also accounts for funds that have been spent and how the department has contributed to skills development. The DCS is one of the departments that are implementing the NSDS by means of training existing staff and absorbing new entrants so as to help in reducing unemployment in South Africa. This section will provide information about the number of learners that have been recruited by the department and the number of the learners and interns that have been permanently employed by the department in trying to combat the issue of youth unemployment in South Africa. In its Annual Report, the DCS provides information and account to the public about money spent and on what it has been spent. In this case, in order for the researcher to be able to

41

analyse and reach conclusions on the implementation of the NSDS, the researcher selected Annual Reports from various financial years.

The reports are as follows:

- Annual report 2010/2011,

- Annual report 2011/2012,

- Annual report 2012/2013,

- Annual report 2014/2015, and

- Annual report 2015/ 2016.

These reports have been selected to analyse the implementation strategies in trying to meet the objectives of National Skills Development Strategy. In this analysis, the number of interns and learners that have been absorbed by the department will be illustrated. Skills and training of officials and new entrants will also be discussed.

4.2.3 Annual report 2010/2011

According to Annual Report 2010/2011 "Since July 2010, the department has embarked on a recruitment drive to fill the funded vacancies", and in addition to this initiative, the "DCS has employed 496 interns and recruited 1 014 learners who have been in training at DCS Colleges" (ibid). As part of the NSDS objectives, it is imperative that all departments, private companies and other stakeholders fulfil the objectives of the NSDS in order to address the problem of skills and unemployment in South Africa.

Skills Development in Department of Correctional Services

According to Annual Report 2010/2011, the section below will highlight the outcomes of the department with regard to skills development of staff, learners and interns. The following table, as taken from the Annual Report, provides information about the skills of interns, learners and staff required and the actual skills that have been provided. The tables are being used for this study are taken from the Annual Report of the Department of Correctional Services which were made public to show transparency and give information about the department.

Table 2. Training needs identified 1 April 2010 to 31 March 2011

Occupational Categories	Gender	Number of employees as at 1 April 2010	Training needs identified at start of reporting period			
			Learnerships	Skills Programme & other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	44	0	217	0	217
	Male	104	0	0	0	0
Professionals	Female	726	0	518	0	518
	Male	362	0	0	0	0
Technicians and associate professionals	Female	1903	0	0	0	0
	Male	1828	0	0	0	0
Clerks	Female	705	0	30	0	30
	Male	2216	0	0	0	0
Service and sales workers	Female	7968	484	2976	600	4060
	Male	24524	537	0	600	1137
Skilled agriculture and fishery workers	Female	0	0	0	0	0
	Male	0	0	0	0	0
Craft and related trades workers	Female	5	0	0	0	0
	Male	441	0	0	0	0
Plant and machine operators and assemblers	Female	3	0	0	0	0
	Male	72	0	0	0	0
Elementary occupations	Female	0	280	96	0	376
	Male	0	0	0	0	0

Sub Total	Female	11354	764	3837	600	5201
	Male	29547	537	0	600	1137
Total		40901	1302	3837	1200	6338

Table 3. Training provided 1 April 2010 to 31 March 2011

Occupational Categories	Gender	Number of employees as at 1 April 2010	Training needs identified at start of reporting period			
			Learnerships	Skills Programme & other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	44	0	2	11	13
	Male	104	0	7	10	17
Professionals	Female	726	0	84	0	84
	Male	362	0	185	0	185
Technicians and associate professionals	Female	1903	0	403	0	403
	Male	1828	0	687	3	690
Clerks	Female	705	69	29	36	128
	Male	2216	0	9	25	33
Service and sales workers	Female	7968	0	6312	3174	9486
	Male	24524	0	13681	4237	17918
Skilled agriculture and fishery workers	Female	0	0	0	0	0
	Male	0	0	0	0	0
Craft and related trades workers	Female	5	0	0	0	0
	Male	441	0	0	0	0

Plant and machine operators and assemblers	Female	3	0	0	0	0
	Male	72	0	0	0	0
Elementary occupations	Female	0	484	0	0	484
	Male	0	537	0	0	537
Sub Total	Female	11354	553	6824	3221	10598
	Male	29547	537	14569	4275	10598
Total		40901	1090	21393	7495	19380

Source: DCS Annual Report 2010/2011

The above figures show training needed and the actual training that has been provided by the department. It is noted that the number of trainings that have been provided by the department are lower to the number of officials that have been trained by the department. This means that the department did not achieve the target as set in the beginning. This has a negative impact on the overall results of targets set by the NSDS. Through the analysis of reports, the researcher has discovered that the department does not only provide training to staff, learners and interns but to offenders as well. This part of training is also reported as skills development. The core business of the department is to rehabilitate offenders. As part of the reporting of the department, the Annual Report includes skills development of offenders. The information below stipulates the number of offenders as provide by the Department.

Offenders Programme

The mandate of the Department is not to only develop the skills staff and provide employment, but the department also has to provide skills development for offenders. According to the annual report 2010/2011, the overall participation of offenders in various skills development programmes is 5 036 / 35 571 = 14.16% and the participation of offenders in the Skills Development FET College programmes is 267/19 616 = 16.65% (Annual Report 2010/2011:63).

The required training funds, also for the skills development of offenders, come from the National Skills Fund. Transfer payments have been made to organisations in accordance with

45

the Skills Development Act, 97 of 1998; R10,142 million was transferred to SASSETA during the year under review. It should be noted that R4, 5 million of the R10,142 million was for the 2009/2010 financial year. The study highlights both the skills development of interns, learners and offenders, as reported in the Annual Report. However, the report does not specify the amount used for skills development or whether it only benefit new entrants and offenders or only new entrants and existing staff (Annual Report 2010/2011).

4.2.4   Annual report 2011/2012

The analysis below shows the evaluation of service delivery by the Department of Correctional Services for the above financial year.

A total of 978 completed the Corrections Services learnership on 27 January 2012. 859 of these learners were subsequently appointed permanently in March 2012. The other group (of 1 013) is also engaged in the same learnership which commenced in August 2011; the experiential part of their learnership commenced in January 2012. In the 2011/12 financial year there were 39 HR interns in the system.

The department also reported on the skills development of offenders as follows: The overall participation of offenders in various skills development programmes is 5 036 /35 571 = 14.16% (Annual report 2011/2012). It would appear that the major priority of the department is to provide skills to offenders rather than to the unemployed youth and graduates, as the number of learners and interns are exceeded by that of offenders.

According to the annual report (2011-2012) "The department also did not achieve the target of 18.9% access to skills development and the 5% improvement on the baseline of 2008/09 with regard to participation in production workshop programmes by offenders. The main reason for the underperformance in skills development was the lack of funding for skills training programmes and in terms of the underperformance in production workshop programmes was the non-filling of 131 vacant artisan posts". These tables provide information about staff and learners that have been given training.

Table 4. Training needs identified 1 April 2011 to 31 March 2012

Occupational Categories	Gender	Number of employees as at 1 April 2011	Training needs identified at start of reporting period			
			Learnerships	Skills Programme & other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	538		369	270	639
	Male	660		375	443	818
Professionals	Female	911		244	318	562
	Male	302		344	160	504
Technicians and associate professionals	Female	14		52	28	80
	Male	58		66	6	72
Clerks	Female	8161	516	188	146	850
	Male	9977	516	156	168	840
Service and sales workers	Female	2228		2379	1193	3572
	Male	3257		5846	1364	7210
Skilled agriculture and fishery workers	Female	1234		46	1	47
	Male	9		51	1	52
Craft and related trades workers	Female	17		480	1	481
	Male	3		712	23	735
Plant and machine operators and assemblers	Female	8		0	0	0
	Male	3474		0	0	0
Elementary occupations	Female	9153		561	1635	2196
	Male	59		923	3187	4110

Sub Total	Female	22264	516	4319	3592	8427
	Male	17799	516	8473	5352	14341
Total		**40063**	**1032**	**12792**	**8944**	**22768**

Source: DCS Annual Report 2011/2012

Table 5. Training provided 1 April 2011 to 31 March 2012

Occupational Categories	Gender	Number of employees as at 1 April 2011	Training needs identified at start of reporting period			
			Learnerships	Skills Programme & other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	538		614	385	999
	Male	660		394	917	1311
Professionals	Female	911		780	197	977
	Male	302		188	89	277
Technicians and associate professionals	Female	14		12	24	36
	Male	58		16	53	69
Clerks	Female	8161	515	193	184	892
	Male	9977	503	155	119	777
Service and sales workers	Female	2228		1833	2970	4803
	Male	3257		1947	4352	6299
Skilled agriculture and fishery workers	Female	1234		4	1	5
	Male	9		23	44	67
Craft and related trades workers	Female	17		64	440	504
	Male	3		85	199	284

Plant and machine operators and assemblers	Female	8		0	0	0
	Male	3474		0	5	5
Elementary occupations	Female	9153		926	1050	1976
	Male	59		2030	1655	3685
Sub Total	Female	22264	515	4426	5251	10192
	Male	17799	503	4838	1433	12774
Total		**40063**	**1018**	**9264**	**12684**	**22966**

Source: DCS Annual Report 2011/2012

As reported in the Annual Report for the financial year 2011/2012, transfer payments to organisation have been made in accordance with the Skills Development Act, 97 of 1998; R6,188 million was transferred to SASSETA during the year under review.

4.2.5 Annual report 2012/2013,

According to the 2012/2013 Annual Report, the department has increased the number of new recruits to 1200 interns recruited in terms of the Workplace Skills Plan (WSP). The recruitment was done and 1056 interns were placed in the 2012/2013 Internship Programme. Even though the target of 144 was not met, the department has increased the numbers as compared to the previous years.

According to the annual report, in the 2012 "National Senior Certificate (NSC) examinations, inmates achieved a 79,25% pass rate compared to 68,06% in 2011. This year (2013), 1 713 offenders are registered for the report 550 (former matric) midyear examinations and 212 offenders for the October/ November NSC examinations". In 2012/2013, 1 762 offenders were studying towards post-matric/higher education and training qualifications, 3 525 towards further education and training (FET) college programmes (including electrical engineering, civil engineering, mechanical engineering and marketing), and 4 188 participated in skills development programmes (including basic business skills training and entrepreneurship). During 2012, R66,424 million was allocated from the National Skills Fund for the training of 5 837 offenders, including training in scarce skills such as welding, plumbing, bricklaying, plastering, electrical, carpentry, and agricultural skills programmes. In

49

May 2012, 416 youth offenders graduated with an International Computer Driver Licence (ICDL) certificates (Annual Report 2012/2013).

Organisations to whom Transfer payments have been made and the nature of these payments:
In accordance with the Skills Development Act, 97 of 1998; R6,752 million in the 2012/2013 financial year was paid to SASSETA during the year under review (Annual Report: 2012/2013).

Table 6. Training needs identified 1 April 2012 to 31 March 2013

Occupational Categories	Gender	Number of employees as at 1 April 2012	Training needs identified at start of reporting period			
			Learnerships	Skills Programme & other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	50	0	20	15	35
	Male	104	0	43	60	103
Professionals	Female	3080	0	350	320	670
	Male	2161	0	106	220	323
Clerks	Female	1055	516	920	320	5756
	Male	2076	516	800	6200	7516
Service and sales workers	Female	8059	0	300	350	650
	Male	23852	0	280	120	400
Craft and related trades workers	Female	40	0	0	0	0
	Male	563	0	0	0	0
Elementary occupations	Female	11	0	0	0	0
	Male	78	0	0	0	0
Sub Total	Female	12295	516	1590	5005	7111

	Male	28834	516	1226	6600	8342
Total		**41129**	**1032**	**2816**	**11605**	**15453**

Source: DCS Annual Report 2012/2013

Table 7. Training provided 1 April 2012 to 31 March 2013

Occupational Categories	Gender	Number of employees as at 1 April 2012	Training needs identified at start of reporting period			
			Learnerships	Skills Programme & other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	44	0	546	54	600
	Male	105	0	1142	97	1239
Professionals	Female	1119	0	403	339	742
	Male	523	0	486	167	653
Technicians and Associate Professionals	Female	1930	0	309	230	539
	Male	1623	0	901	255	1156
Clerks	Female	1916	462	2059	1047	3568
	Male	2348	554	2168	821	3543
Service and sales workers	Female	8325	0	3181	1887	5068
	Male	23489	0	7946	2850	10796
Craft and related trades workers	Female	38	0	3	0	3
	Male	576	0	22	14	36
Elementary occupations	Female	10	0	10	0	10
	Male	11	0	17	0	17
Sub Total	Female	13382	462	6511	3557	10530
	Male	28675	554	12682	4204	17440

Total		42057	1016	19193	7761	27970

Source: DCS Annual Report 2012/2013

4.2.6   Annual report 2014/2015

According to the annual report (201014/2015) the department's performance shows the number of employments increased, but is still experiencing employees leaving the department. The department made a total of 1482 appointments. In the same period, 3504 officials left the department, with 1 695 (48.4%) and 494 (14.1%) of this number accounting for resignations and retirements respectively. It has been noted in the 2014/2015 Annual Report under the strategies to overcome areas of under-performance, the department enlisted service providers to assist the department in areas of Executive and Special searches, as well as response-handling in instances of high volume recruitment projects, such as learnerships and internships. Not much was reported on skills development for officials and the number of interns and learners that have been trained. According to this report, the target was not achieved due to poor turnaround time in the processing of applicants for employment, ongoing challenges in attracting and retaining critical and scarce skills and a high rate of attrition. In the tables provided as per the Annual Report by the department, there is no training provided for learners, but the department mention the number of new recruits not as learners or interns but new recruits of employment in the department (Annual Report:2014/2015).

Table 8. Training needs identified 1 April 2014 to 31 March 2015

Occupational Categories	Gender	Number of employees as at 1 April 2014	Training needs identified at start of reporting period			
			Learnerships	Skills Programme & other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	51		72	0	72
	Male	96		121	0	121
Professionals	Female	1139		845	0	845

	Male	522		395	0	395
Technicians and associate professionals	Female	1822		1800	0	1800
	Male	1522		86	0	86
Clerks	Female	1794		1263	0	1263
	Male	2221		968	0	968
Service and sales workers	Female	8715		3945	0	3945
	Male	23296		5813	0	5813
Craft and related trades workers	Female	39		11	0	11
	Male	557		361	0	361
Plant and machine operators and assemblers	Female	1		0	0	0
	Male	0		0	0	0
Elementary occupations	Female	30		12	0	12
	Male	18		8	0	8
Sub Total	Female	13591	516	7948	0	7948
	Male	28234	516	8552	0	8552
Total		**41825**	**1032**	**16500**	**0**	**16500**

Source: DCS Annual Report 2014/2015

Table 9. Training provided 1 April 2014 to 31 March 2015

Occupational Categories	Gender	Number of employees as at 1 April 2014	Training needs identified at start of reporting period			
			Learnerships	Skills Programme & other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	51		222	79	301
	Male	96		340	170	510
Professionals	Female	1139		776	376	1152
	Male	522		459	297	756
Technicians and associate professionals	Female	1822		1131	1002	2133
	Male	1522		2298	1656	3954
Clerks	Female	1794		1434	1320	2754
	Male	2221		1173	1141	2314
Service and sales workers	Female	8715		2760	1469	4229
	Male	23296		5925	2456	8381
Craft and related trades workers	Female	39		14	5	19
	Male	557		55	25	80
Plant and machine operators and assemblers	Female	1		5	6	11
	Male	0		17	14	31
Elementary occupations	Female	30		15	5	20
	Male	18		20	4	24
Sub Total	Female	13591		6357	4262	10619

	Male	28234		10287	5763	16050
Total		**41825**		**16644**	**10025**	**26669**

Source: DCS Annual Report 2014/2015

4.2.7 Annual report 2015/ 2016

According to the Annual Report (2015/2016), 4225 offenders participated in the skills development programme. A total of 29 351 officials were trained in line with the Workplace Skills Plan. A total of 3034 learners were taken on during the financial year and are at various stages. There is no information about the number of interns that have been absorbed by the department.

Table 10. Training needs identified 1 April 2015 to 31 March 2016

Occupational Categories	Gender	Number of employees as at 1 April 2015	Training needs identified at start of reporting period			
			Learnerships	Skills Programme & other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	60	-	49	-	49
	Male	102	-	64	-	64
Professionals	Female	175	-	176	-	176
	Male	563	-	211	-	211
Technicians and associate professionals	Female	1700	-	186	-	186
	Male	1386	-	12	-	12
Clerks	Female	2067	-	230	-	230
	Male	2299	-	521	-	521
Craft and related	Female	43	-	1613	-	1613

55

|	Male	527	-	1432	-	1432
trades workers						
Service and sales workers	Female	8660	-	8379	-	8379
	Male	22036	-	5277	-	5277
Elementary occupations	Female	6	516	-	-	516
	Male	5	516	-	-	516
Sub Total	Female	13711	516	10633	-	11149
	Male	26918	516	7517	-	8033
Total		**40629**	**1032**	**18150**	**-**	**19182**

Source: DCS Annual Report 2015/2016

Table 11. Training provided 1 April 2015 to 31 March 2016

Occupational Categories	Gender	Number of employees as at 1 April 2015	Training needs identified at start of reporting period			
			Learnerships	Skills Programme & other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	60	-	283	123	406
	Male	102	-	136	97	233
Professionals	Female	1175	-	518	243	761
	Male	563	-	914	393	1307
Technicians and associate professionals	Female	1700	-	295	226	523
	Male	1386	-	340	204	544
Clerks	Female	2067	-	3754	1836	5592
	Male	2299	-	2491	1153	3644

56

Craft and related trades workers	Female	43	-	145	31	176
	Male	527	-	28	6	34
Service and sales workers	Female	8660	-	7780	2283	10063
	Male	22036	-	4648	1157	5805
Elementary occupations	Female	6	-	-	-	-
	Male	5	-	-	-	-
Sub Total	Female	13711	-	12775	4746	17521
	Male	26918	-	8557	3010	11567
Total		**40629**	**-**	**21332**	**7756**	**29088**

Source: DCS Annual Report 2015/2016
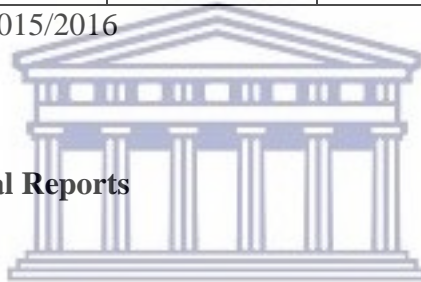
4.2.8   Analysis of the Annual Reports

4.2.8.1 Introduction

The study analysed the information provided in the Annul Reports of the Department as they reflect what had been done in each financial year, and what would be done in the next financial year. The DCS records the achievements and challenges so as to account to the public about the budget that has been spent. The skills development and the number of new employers that have been absorbed by the Department must be reflected in the Annual Report so as to account in terms of the Skills Development Act and to the National Skills Development Strategy, as well as other skills development acts implemented in South Africa. The reports also include the number of skills development regarding offenders. According to the report of SAnews.gov.za (2015) "the NSF, together with a group of the Sector Education and Training Authorities (SETAs) contributed R66.4 million that assisted about 6 416 offenders with various skills programmes. The current partnership that DCS has with the NSF of implementing skills programmes ensures that beneficiaries are able to access employment opportunities and entrepreneurship within various sectors". The study highlights the offender's skills statistics as this is the main focus of the department together with the employment of learners and interns, as it is one of the objectives of the NSDS.

57

The graph below shows that the study found that the department's focus was on offender's skills development, as it is their core business. When the department reports on the success of skills development it also includes the skills development of offenders. This means that the 1% tax taken from South African employees also helps offenders to receive skills. The PMG (2015/2016) says, the department conducted workshops primarily on agriculture because this was an area where it could provide work opportunities for offenders within its premises. The furniture that the department manufactured was for both the department and others, as regulated in section 133 of the Correctional Services Act. This means that the department provide skills to benefit from the work of the offenders.

Findings of the Annual Report

Figure 1.1 Learnership training identified and learnership training provided 2010-2016
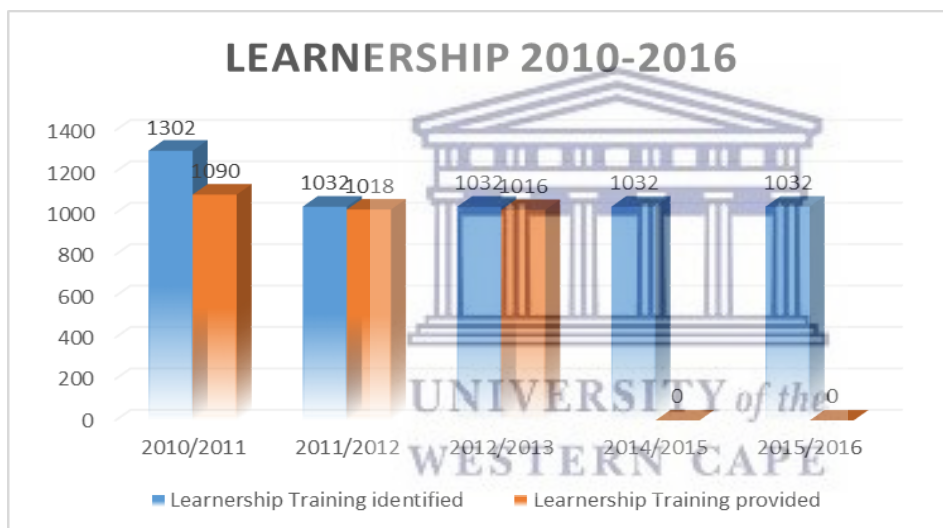
1.2 Training provided to Offenders' Skills development
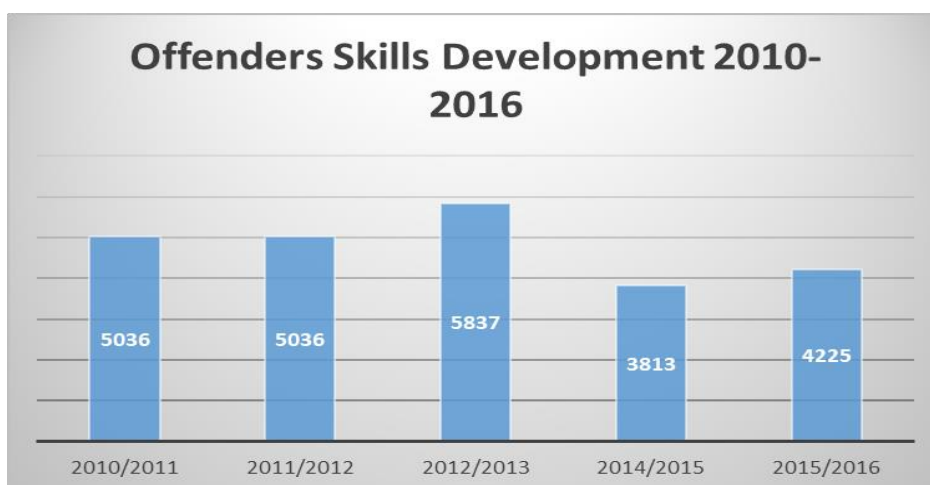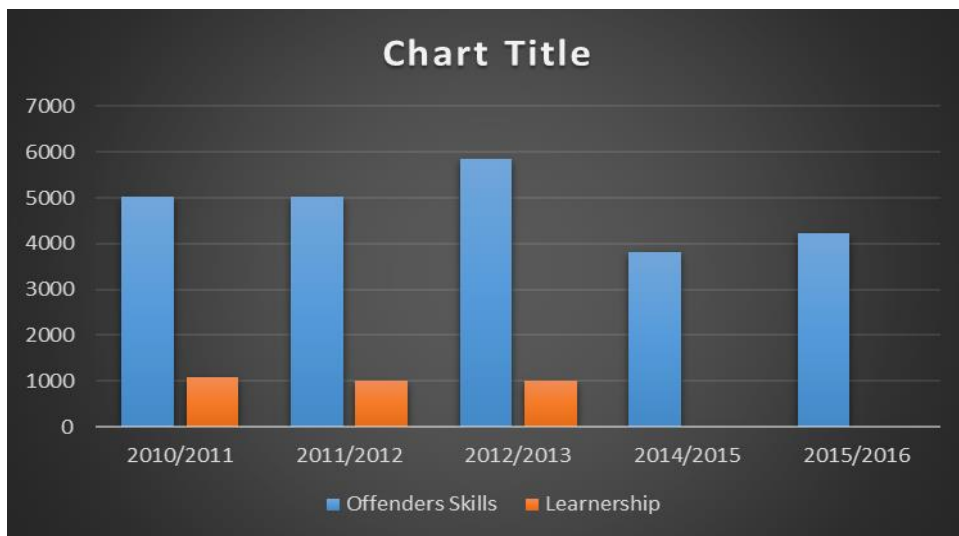
Figure 1.3 Learnership and Internship Vs Offenders' Skills Development

The figure 1.1 display training that has been identified by the department vs the training that has been provided. The department has tried to meet the targets in the 2011/2012 and 2012/2013 financial years. The departments' challenge is to meet the targets set. In this case, the research only used the tables where only officials and new entrants have been provided with training. The figure 1.2 reflects the training that has been provided to the offenders and the number is higher than the of the training that has been provided to the staff and the number of the new entrants. In the third graph, figure 1.3 the statistics and comparison provided is that of offenders as compared to the new entrants and staff training. This shows that the funds received from the National Skills Fund are rather used on developing the skills of offenders than providing employment and upskilling of staff. According to SAnews.gov.za (2015) "The NSF, together with a group of the Sector Training and Training Authorities (SETAs) contributed R66.4 million that assisted about 6 416 offenders with various skills programmes".

The SASSETA 2014/2015 Annual Report only reflect the amount that has been spent on the recruitment of learners for the participating departments, including DCS.

http://etd.uwc.ac.za/

Figure: 1.4 SASSETA ANNUAL REPORT 2014/2015

		Department	Service Level Agreements	Budget
Learnership entered	Correctional Science	Corrections	1000	1 000 000.00
Skills Program	Risk Management	Safety Security, Corrections and Justice	200	266 666.00
	SDF (OQF)	Corrections	200	800 000.00
	Forensic Science	Policing; Corrections; State Security	125	625 000.00
Artisans Workers	Carpentry, Mechanics, Brcklaying, Conditioning and Refrigeration	Defence, Corrections and Police	350	14 257 500.00

Source: SASSETA ANNUAL REPORT 2014/2015

The above report shows the number of skills programme that different departments participated on and the amount of funds that has been spent. According to the Department of Correctional Service's Annual Report an amount of R9.830 million was transferred to SASSETA in accordance with the Skills Development Act, 97 of 1998.

Offenders are provided with skills development inside the prison; they get to use those skills by providing services such as farming, making furniture, and creating textiles for the department. However, when these offenders are released from the prison, they struggle to be employed because of their criminal record. Finding employment after prison was perhaps the challenge foremost in the minds of the participants. In the case of the two focus groups in Gauteng, none of the participants found employment in the first six months after they were

released. Having a criminal record and having spent time in prison became, according to the participants, a categorical exclusion from employment (Muntingh L, 2009: 19). Skills development provided to the offenders do not help the offenders when they are released from the prison, it does not help the country in reducing the level of unemployment and certainly does not contribute to any of the objectives of the NSDS, and yet the department is rather providing skills to the offenders instead of providing employment for the youth or unemployed graduates.

4.3   Analysis of objective 2: To identify the benefits and challenges of implementing NSDS in DCS and to the learners and interns

The benefits and challenges of implementing the NSDS in the DCS will firstly be analysed by using the 5C protocols of policy implementation and policy implementation approaches. This section will focus on the theoretical framework of the policy, its objective and the reasons why this policy was implemented. This section will provide achievements/ benefits and challenges of this policy to the learners and interns.

4.3.1   Content

The NSDS was formulated to address the need of skills development and assist in combating the problem of unemployment in South Africa. According to Zelda (2014: 723) the "NSDS has had an impact by introducing the 'learnership' and 'learnership programmes' which include structured learning programmes, learnership, apprenticeships and skills programme". The NSDS's objectives are able to address or minimise the problem of unemployment in South Africa. One of the the Department of Correctional Services' main employment options is absorbing a number of learners who have been trained to be prison warders. The content of the NSDS directly relates to the above issues and could solve the perceived problem.

Apart from addressing the problem of skills development and unemployment, the NSDS was also formulated to address the problem of inequalities in South Africa (Zelda 2014: 725). She continues by saying "changing lives of historically disadvantaged Black South African, including Black low skilled and unemployed adults and youth, is a pertinent challenge for South African government during transition from the apartheid political economy" (ibid).

As government instituted changes, they made promises and set targets to achieve equity. A promise "to redress those disadvantages through training and education" is explicit in the purpose of the Skills Development Act (DoL, 1998: 4-5). Further promises to redress

inequalities through skills development are expressed in the equity targets which are captured in the NSDS (DoL, 2006a).

The NSDS overview and the need for its implementation are discussed below:

In NSDS I – Even though this phase has received so many criticism, the focus was on equality and the need to cultivate lifelong learning in a workplace environment for employees. Through an analysis of the Annual Repors [of the Department of Correctional Services, it has been observed by and captured in this study that the focus was not to serve new entrants only, but it also catered for inmates who also received training. Squire D (2011) says "It was discovered that learning should be demand driven based on the needs of employees in both the public and private sectors. The effectiveness of delivery in term of training was essential in order to ensure objectives were achieved". Based on this phase, clear goals were provided but the departments did not do well in executing this strategy, hence the criticism.

NSDS II – According to Squire D (2011), the focus was "again placed on equity, quality training and skills development in the workplace. The need for the promotion of employability was identified. NSDS II also identified the need for assisting designated groups to gain knowledge and experience in a workplace environment in order to gain critical skills". The quality of the provision of the above was identified as a problem area needing improvement. Phase II of the NSDS also experienced challenges; the problems that were identified in phase one were not corrected fully, but instead, new objectives were set.

In NSDS III the emphasis swings tot institutional learning linked to occupationally directed programmes. It promotes the growth of the FET Colleges in order to address national skills needs. Better use of workplace skills programmes is encouraged as well as the use of worker-initiated training initiatives. Public sector improved service delivery is seen as an imperative. The issue of language and literacy is of concern in terms of enabling additional learning (Squire D, 2011). Phase III of the NSDS moved completely away from the objectives of phase I and II, even after the failure in delivery successful results.

4.3.2 Context

In relation to the context of the policy (NSDS), this section will address how this framework has been interpreted to fulfil its objectives. Even though this policy was implemented to address the problem of skills development and unemployment, the process of its implementation was not studied carefully or planned by looking at the advantages and disadvantages before implementation phase. The past training system before the democratic South Africa is perceived as a "provider-driven" or "supply-led" system, hence the new implementation of the NSDS which is "demand-led". This "demand-led" driven policy would constitute learning programmes closely aligned to employer's actual skills need. When this framework was implemented to address the skills development inequalities, problems were experienced because of the lack of planning and research before the implementation phase. The following problems were detected: governance problems, stakeholder difficulties, and operational problems.

In terms of governance problems, the policy experienced capacity problems. There were many institutions involved in the first implementation phase of this policy. According to a study done by Kraak (2014:15), there were, among other things, the following challenge in to the implementation of the NSDS – many SETAs were involved and received funds, but it produced minimal results, despite the availability of funds. Furthermore, the 23 SETAs involved in the implementation of the NSDS needed to cooperate with all other bodies involved in order to execute the implementation of this policy – this was a big challenge. Other problems included a lack of engagement and involvement of external stakeholders. This also contributed to poor results with regard to the implementation of the policy (Kraak 2014:15). The entire implementation of phase I and II is plagued with poor performance and poor execution and also lacked proper monitoring and evaluation. The Department of Correctional Services, in the implementation phase of the policy, included the training of offenders with funds that were meant for the training of staff, learners and interns.

4.3.3 Commitment

The reports analysed for the purpose of this study, indicate that a number of employees, learners and interns have been trained and absorbed by the department. The reports also indicate commitment with regard to the training of inmates, which is the major or core business of the Department of Correctional Service. According to Brynard and De Coning (2006), "commitment can be looked at from two angles, namely the street level and the

63

government level". In this instance 'street level' refers to the unemployed youth and 'government level' to the departments that are implementing the NSDS. The implementation of the NSDS is done through the National Skills Fund (NSF) and the Sector Education and Training Authorities (SETAs):

National Skills Fund (NSF) – According to **the** NSDS (2010) "The NSF is managed by the Department of Labour and guided by advice from the National Skills Authority. It is funded through receiving a portion of the levies paid by employers. All employers are required by the Skills Development Levies Act to pay 1% of their payroll to the South African Revenue Service. From this levy, 80% is transferred directly to the SETA with which each employer is registered". The remaining 20% is transferred to the NSF. The NSF was created to provide funding to address issues of national importance including job creation, development of small business and special assistance to women, youth and rural people and people with disabilities (NSDS, 2010). The Department of Correctional Services receives this funding through the SASSETA. Figure 3.3 of the SASSETA report show the funds that were spent through absorbing new learners.

Sector Education and Training Authorities – The NSDS (2010) states that "25 SETAs were established by the Minister of Labour under the Skills Development Act in March 2000. They are responsible for developing sector skills plans, approving, registering and promoting learnerships, quality assuring training and administering levies and grants. They are funded through the 1% levy paid by employers, of which they receive 80% (10% of which is spent on administration".

Provincial Offices – Provincial Offices and their Labour Centres primarily assist unemployed people with skills development. Every four years, they develop Provincial Skills Plans. These are strategic documents that analyse economic and social development priorities in the province as well as provide an analysis of skills requirements. On the basis of identified skills development priorities, Provincial Offices assist unemployed people to be trained in income-generating or social development projects in order to gain skills so that they can be placed in sustainable employment. The training is funded from the National Skills Fund (NSDS Implementation Report, 2003: 3).

64

The above bodies are the NSDS implementing agents. They have committed themselves to the successful implementation of this policy. Commitment was also detected with regard to other aspects of implementing the NSDS. A number of learnership programmes were registered to assist with employment and attracting new entrants. These programmes were seen as a huge task due to a number of learnerships that were expected to be undertaken in a period of three years (Kraak, 2014: 16).

4.3.4   Capacity

Grindle (1980) discuss capacity as "the structural, functional and cultural ability to implement the policy objectives of the government, i.e. the ability to deliver those public services aimed at raising the quality of life of citizens, which the government has set out to deliver, effectively as planned over time (in a durable way)". With reference to the analysis of the Annual Reports, the study discovered that the DCS did not provide proper training to staff. This means that DCS staff is not fully trained to prepare them for the implementation of the NSDS. Capacity means checking if all resources are available for the implementation of the policy, such as human, financial, material, technological, logistical etc. The above resources were not being clearly mentioned in any of the Annual Reports of the DCS. Capacity does not only include resources that are tangible but also those that are intangible such as leadership, motivation, commitment and willingness. If the department is not providing adequate training to its staff, one would be concerned about the quality of training that will be provided to the interns and learners that is absorbed by the department (Grindle, 1980).

The NSDS experienced challenges in terms of almost all 5 C protocols of policy implementation. Kraak (2014: 12) argues that" there are multiple causes for this policy failure, and space constraints disallow a full analysis. A key factor has been the weakness of the South African state in pushing through substantial change in the post-Apartheid era". Through the analysis of reports and policies, scholarly papers and policies, the study found that the S C protocol of policy implementation pose a challenge.

4.3.5   Clients and Coalition

It is important for the government to form coalitions with stakeholders, clients, leaders and other interest groups to support the implementation of a policy. Elmore (1979: 620) believes that "implementation is affected, in some point "critical sense", by the formation of local

coalitions of individuals affected by the policy as one of the "most robust" findings of implementation research. In the first implementation phase of the NSDS, other stakeholders and clients were not participating to the implementation of this policy". Stakeholders in terms of the NSDS are the SETAs, the NSF and government departments such as Department of Labour. The analysis and monitoring and evaluation of the success of this policy is conducted by the Department of Labour and does not relate specifically to the Department of Correctional Services, but also to other departments. Clients that are not mentioned in the objectives of the NSDS are the inmates or offenders from the DCS. The money that is spent on their training is not accounted for in the overall report or the M&E done by the Department of Labour through their progress report.

4.3.6   Approaches to Policy Implementation

The various policy implementation approaches give an understanding of the policy process. It is important for the research to look at the approach that has been used in the policy process of the NSDS. The reviewed literature revealed these two approaches that can be used in any policy process. These approaches will be discussed in detail in relations to the policy that is being reviewed in this research.

4.3.6.1 Top-Down Approach to Policy Implementation

Sabatier and Mazmanian (1979) explains "top-down approach as a number of legal and political variables and then synthesised them into six conditions needed for effective implementation ranging from clear objectives, casual theory, legal structure of the implementation process, committed officials, supportive interest groups to no undermining of changing socio-economic conditions". All these variables are needed in any policy process. The Top-down approach is being criticised as it is seen as an approach that does not consider what the masses want. This approach is seen as an idea that comes directly from the government and applies to the masses without any consultation. Through the analysis of these policies and reports, it is evident that the NSDS is being implemented through the Top-down approach. The staff that is being trained and the unemployed youth have no say in the implementation of this policy. There are no report indicating the level of satisfaction of the staff or learners and interns. According to Kraak (2014: 2) the NSDS was "formulated and introduced as a new training regime aimed primarily at up skilling those black South Africans previously excluded from education and training opportunities under apartheid. This is mainly a plan of government to address the problem of inequalities created by the apartheid

66

system. Based on the number of skilled people in South Africa, the new government after 1994 saw a need to address these problems of inequalities by creating these policies such as the Skills Development Act, the National Skills Development Strategy etc as a means to remedy the new South Africa".

The South African government has set a number of performance targets that the new training system must achieve and which were embodied in the first four-year National Skills Development Strategy (NSDS), which ran from April 2001 to March 2005 (DoL, 2001). The above are examples of what have been formulated and need to be executed by the relevant parties. The performance and targets and what needs to be done derive from the government. The unemployed people are at the receiving end, as they only participate when they are trained to be employed. They have no say in their training.

4.3.6.2 Bottom-Up Approach to Policy Implementation

The Bottom-up approach has a different set of assumptions, where a policy should be based on what the masses want. Decisions and suggestions should come from the bottom, as they understand local problems and needs better. Matland (1995:146) suggests that theorists emphasise target groups and service deliverers, arguing that policy is made at the local level.

Cloete et al. (2006: 187) explain it as follows: the "bottom-up approach came about as a response to the top-down approach, by recognizing its weaknesses and suggesting options to combat those weaknesses". It is discussed that "the unique factor in the bottom-up policy implementation is that provincial and local spheres are vital in policy formulation and implementation, as they are nearer to the grassroots and so are more conscious of what services are essential and how they should be made available to the public" (Gwarinda, 2006: 30). The policy and strategies discussed in this study proved that the top-down approach is being used in policy implementation. The policies were initiated based on the problem of unemployment and skills development in

Challenges and benefits of implementation to learners and interns

Benefits of the implementation of NSDS to learners and interns

The benefits of the implementation of the NSDS were discussed in the previous chapter. The number of interns absorbed by the department were presented in objective 1 in the form of a graph. Learners and interns have benefited from the implementation of the NSDS. Even

though the department has not met the target with regard to its objective of providing internships and learnerships to the unemployed youth, there has been a number of interns that benefitted from this programme. According to the Annual Report 2010/2011, since July 2010, the DCS has embarked on a recruitment drive to fill the funded vacancies, in addition to its training obligations.

In terms of the Correctional Services Learnership programme, four hundred and forty-six (446), section 18.1/ employed learners (Group 1 of 2013/14 – Control Room Operators – that commenced in April 2013), were certified in the Corrections Services Learnership in June 2014. The department also continued to actively contribute to the Public Service Internship Programmme. A total of eight hundred and ninety-eight (898) interns who commenced with training in the 2013/2014 financial year, participated in/ completed the DCS internship programme in 2014/2015, and 1 088 were enrolled for 2014/2015 (Annual Report, 2014-2015: 78).

The graph below shows the achievements of the department on overall training that has been provided from 201/2011 to 2015/2016. As much as the department has been consistent with training provided to new entrants, it has provided training for staff in all the years under review.
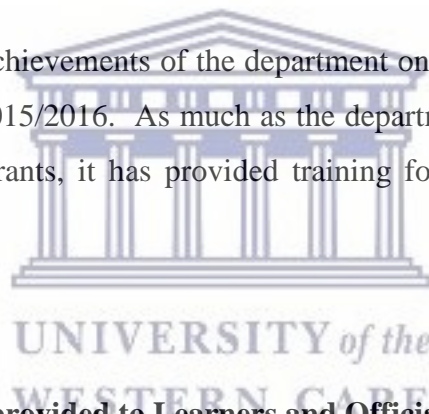
Figure 1.5 Overall training provided to Learners and Officials

Challenges of the implementation of NSDS to learners and interns

The Department of Correctional Services (DCS) did not meet the targets of employing leaners and interns. According to the Annual Report (2012-2013: 90) "One of the challenges experienced under the period in review has been the pace at which vacant positions are filled. A number of interventions were, and are being explored to address this challenge. One of the measures implemented to improve the recruitment turnaround time has been the decentralisation of the post advertisement process to the Regions". Another measure has been "the creation of the pool of trained Correctional Officials from the learnership programme to provide capacity to fill entry-level vacancies. A Workforce Planning strategy intended encompassing recruitment, succession planning and retention strategies is under consideration in order to ensure proper integration" (bid).

According to the Department of Labour (2013: 46-47), the following challenges were expierenced in the implementation of NSDS:

- "The placement of youth is still very low.
- Equity targets, especially those relating to people with disabilities, are not yet met.
- There is still no clarity on the system of role players (i.e. SETAs, training providers, learners, workers, the unemployed, employers, Department of Home Affairs, Department of Trade and Industry and any other groups) which facilitates the prioritization and communication of critical skills for sustainable growth, development and equity.
- Not all the SETAs had developed the guides and trained the SDFs and career counsellors on the usage of the guide.
- A policy framework for a National Standards of Good Practice in Skills Development to encourage employers to invest in HRD has not been finalized" (DoL 2007: 45)

The above challenges were experienced by all departments, and the private and public sectors in regard to the implementation of the NSDS by. These challenges affect all the learners and interns in all departments and they affect the unemployed youth of South Africa.

According to the reports analysed for this study, the department has managed to contribute to the objectives of the NSDS by employing a number of interns and learners. Contrary to that, the problem of youth unemployment in South Africa is still on the rise. With the DCS

achieving some of the objectives of the NSDS, the following objective will address the issue of monitoring and evaluating the implementation of this policy in order to get answers about the rise of unemployment, even after the implementation of the NSDS.

4.4 Analysis of objective 3: To analyze NSDS monitoring and evaluating practices in the Department of Correctional Services

The growing need for positive outcomes in the implementation of public policies has led to an increasing need for monitoring and evaluation (M&E). The use of M&E provides government officials, policy makers and civil societies to gain a better understanding of the policies and learn from past experiences. According to Kusek and Rist (2004:12) "monitoring and evaluation is a continuous function that uses the systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indicators of the extend of progress and achievement of objectives and progress in the use of allocated fund". The Department of Correctional Services is provided with a budget to spend on training and absorbing interns and learners. Through the allocation of funds, the Department of Correctional Services report on the progress made and results through the Annual Reports that have been analysed in the first objective.

A study was done on the processes of monitoring and evaluating the implementation of the NSDS in selected government departments such as the South African Police Service, Department of Correctional Services and South African Revenue Services, and on how they have spent their funds in implementing the NSDS. Also, a study was done by Pillay et al. (2014) and detail about interns that were absorbed by departments, short courses presented and bursaries provided to staff are given below:

1. Promoting and accelerating quality training for all in the workplace

   Success Indicator 2.3: By March 2010 at least 80% of government departments spent at least 1% of personnel budget on training; and

   Success Indicator 2.8: SETA discretionary grants to include grants for learnerships and high level scarce skills.

70

2. Assisting designated groups, including new entrants to participate in accredited work, integrated learning and work-based programmes to acquire critical skills to enter the labour market and self-employment

Success Indicator 4.1: By March 2010 at least 125 000 unemployed people were assisted to enter training programmes and at least 50% successfully completed these programmes, including learnerships and apprenticeships, leading to basic entry, intermediate bursary grants, internship grants and study support to learners acquiring basic entry, intermediate and high level scarce skills identified as scarce in their sector (Pillay et al; 2014:63).

The following is a summary of the responses received with regard to the provision of training done by the Department of Correctional Services:

- The number of staff members trained in 2007/08 and 2008/09 were respectively 2451 and 2828.

- More than 4000 trainees each were in one-day and 'more than three days' programmes.

- 168 senior managers attended more than one training programme in the past two years.

- Categories of staff that were trained included managers; and support staff (administrative).

- Funding was sourced entirely from the department's budget and was R9.7 million in 2007/08 and R13.07 million in 2008/09 (Pillay et al; 2014:63).
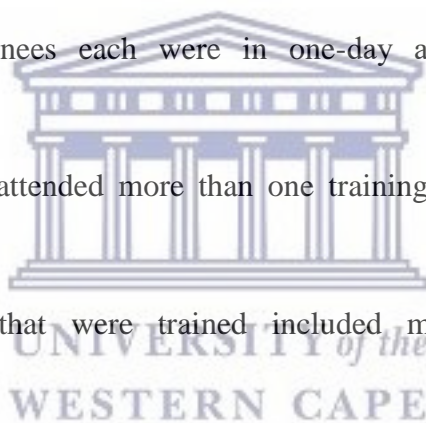
Despite the challenges that were faced during implementation phase of the NSDS, the DCS managed to produce such results. The question one has, is, given the above results and achievements of the department, are there any monitoring tools for the implementation of this policy? Pillay et al (2014:64) states that many relevant questions were put to the department. The questions were: What are your main training priorities? And What is the nature of the demand for training? According to his report, the department responded by saying it provides skills programme through Leanership and Internship programmes for the entry and lateral levels, assess scarce skills, and prioritise the needs for training as identified in the Workplace Skills Plan. The report continues by saying there was, however, no institutional structure for evaluating the impact of training. Virtually nothing is known about the impact of training in

71

terms of productivity or occupational mobility (Pillay et al; 2014:63). This raises questions about the validity of the results provided. How does one determine the success of any policy implementation if it has not been monitored and evaluated? According to Ile et. Al, (2012), policy implementation and goal attainment are both part of monitoring.

Monitoring and Evaluation Framework of NSDS in DCS

According to the reports provided by the DCS for public consumption, some projects of the department are monitored and evaluated such as the electronic monitoring of offenders, the monitoring of remand detention children, the monitoring of the procedure manual. There is, however, limited or no information about the monitoring and evaluation of the NSDS at the DCS. The NSDS implementation report (2011-2016:7) mentioned that there was no monitoring and evaluation framework for the NSDS III and the implementation plans. A lack of monitoring and evaluation has been a problem since the implementation of this policy. Thus, "A Research Coordination Monitoring and Evaluation (RCME) Directorate was therefore established within the DHET manage research and evaluation projects, coordinate research, undertake sector monitoring, undertake skills planning and provide support to other directorates in the Department" (NSDS Implementation, 2011-2016:43).

According to the Human Resource Development Council (HRDC 2013: 18) "Monitoring and evaluation in the system has been extremely weak, which means genuine accountability is not possible". The report continues by saying (ibid) "There are a number of crucial areas of work that need attention in the Skills Branch of the Department to which all these institutions are accountable. These include: policy and strategy alignment (making sure that policy is consistent and that it is accurately reflected in legislation, regulations, strategies and plans); organization development (the capacity to step in and assist when functions fail or need support); systems development (with a particular attention to monitoring systems and the management of data within the system); financial monitoring and control (and in particular measuring cost effectiveness and stepping in when value for money is not achieved)". (HRDC 2013: 19) This is one of the reports drafted in order to monitor and evaluate skills development in South Africa, and this monitoring includes the NSDS as implemented by government departments and private institutions. There is no public report from the Department of Correctional services that shows the monitoring and evaluation of NSDS.

According to HDRS (2013:31) "M&E is about monitoring the performance of the skills system with respect to it implementing its strategic intent. M&E is also about evaluating the impact of the system with respect to skills development in the economy. The focus of M&E should not simply be on implementing large numbers of learning programmes and achieving large numbers of enrolments and qualifications but on implementing quality learning programmes that achieve predetermined outcomes and have impact". Evaluations need to be conducted to assess the impact of learning programmes. Such evaluations must be used to inform better planning and implementation within the system. M&E should ultimately be used as a tool for improving service delivery.

It continues by saying "It is a serious criticism of the current system that effective M&E has not been done, and continues not to be in place. The 2012 MTT report repeats the concern expressed in the Nedlac report of 2008. There will be skills system stakeholders who will express the view that many of the criticisms of the current system are not based on hard evidence, and that had there been effective M&E some of the problems being experienced would have been addressed" (HDRS 2013:31). It further says that "Whilst this is probably true, it is important to point out that M&E is a legislated requirement of SETAs that has largely not been addressed either by SETAs, the NSF or the national department. The future system must have a strong M&E framework and system built in from the outset" (ibid). It is evident that through the analysis of these reports, it is clear that not much has been done in the field of M&E regarding the implementation of the NSDS, not only at DCS, but also at SETAs and the NSF.

This study found an investigation has been done by the Public Service Commission and the Department of Public Service and Administration on the reconstruction of the Department of Correctional Services (PMG 2001:1). Among other things that were investigated in the department, was the manner in which they have been doing their recruitment and the general management of human resources. According to this report (PMG 2001:1), there was a high incidence of officials allegedly involved in the appointment and promotion of relatives and friends. Although there is no prohibition regarding this, it has the potential to evolve into nepotism and favouritism. People often make it to the interview stage without even having applied for the post. It was subsequently proposed that officials be obliged either to (i) declare being related to or a close friend of applicants, or to (ii) recuse themselves from processing relatives'/friends' applications (PMG 2001:1). The above statement shows that the

department lacks monitoring and evaluation of its processes, and this brings the employment and skills development of learners and interns in question.

4.5   Summary

This Chapter reveals that, whilst there has been success in the implementation of NSDS in the Department of Correctional Services, improvement is still required. The training needs that have been identified by the department were not met in the financial years mentioned in this study. This means that the department has not yet met the standards as reported in the Annual Reports. In addition, according to what have been provided in the reports, the department does not have a monitoring and evaluation framework; it does have M&E for other processes as stipulated in this research, but there is a lot of work that needs to be done in terms of monitoring and evaluation. The findings prove that a lack of monitoring and evaluation have resulted in the department not achieving the required results. The study revealed that a large amount is provided for the skills development inmates. This study also revealed that while the department is struggling to provide training to the staff and employment to new entrants, it uses huge amounts for the skills development of inmates.

It is evident that there were difficulties with the implementation phase of the NSDS, as narrated by Kraak (2014). The following challenges were experience: lack of political will, stakeholder difficulties and government problems. Through an analysis of various documents pertaining to this study, implementing the NSDS has been a struggle in terms of capacity, commitment of various departments, clients and coalition, interest groups and the union who did not participate fully. Through the analysis of the implementation of the NSDS in the DCS, it has been shown that monitoring and evaluation is important not only with regard to the overall policy implementation, but also in the case of the departments that are implementing the policy. The connection between the different phases of implementing the NSDS was also discussed and analysed, and it was shown that there was no connection between the NSDS implantation phases which could be the result of poor implementation of the policy in general. In the next chapter comprises the summary, conclusions and recommendations.

5   CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1   INTRODUCTION

This Chapter summarises the key findings of the study, draws conclusions and makes recommendation for consideration by the Department of Correctional Services. The focus of this study was an analysis of the implementation of the NSDS in the Department of Correctional Services. The analysis was done through selected policy implementation theories. The Department of Correctional Services is known as one of the departments that is currently implementing the NSDS. This is important as the analysis has revealed information about the department's implementation methods and statistics pertaining to the department's efforts to assist with skills development and unemployment in South Africa.

However, the lack of reporting by the department on the implementation of NSDS in the department, has raised questions pertaining to the commitment of the department. This also raise a question about the department's contribution towards the implementation of this policy. The problem statement clearly refers to the high level of unemployment in South Africa despite the many policies that have been drafted and implemented to address this problem. The research done by other scholars mainly focuses on the implementation of the NSDS, its advantages and disadvantages. The researcher looked closely at unemployment and how training in terms of the NSDS can address this thorny issue by using the identified implementation theories with specific reference to the Department of Correctional Services.

In Chapter 2 the researcher highlights the theoretical framework by focusing on the policy implementation approaches and 5C protocols of policy implementation. The literature review begins by identifying the extent of the problem, unemployment and skills development in a global context. The researcher discussed the policies that were implemented to address unemployment in South Africa. The researcher further discussed in detail the different phases of implementing the NSDS, as this policy was the focus of the researchers' analysis. A summary of the theoretical approaches of policy implementation will be further discussed before conclusions can been drawn from this research.

5.2   SUMMARY

For the successful implementation of public policy, the implementation of the 5 C protocol must be carried out successfully. According to Brynard (2005: 14) "each of the five variables is linked to, and influenced by, the others--though, to varying extents depending on the specific implementation situation". For example, implementation capacity is likely to be a function of all the remaining four variables: policy content may, or may not, provide for resources for capacity building; the institutional context of the relevant agencies may hinder or help such capacity enhancement; the commitment of implementers to the goals, causal theory, and methods of the policy may make up for the lack of such capacity – or vice versa; or the coalition of actors opposed to effective implementation may stymie the capacity which might otherwise have been sufficient – here, again, supportive clients and coalitions may in fact enhance capacity (Brynard, 2005:14). All these variables must be taken into consideration to ensure the successful implementation of public policy.

5.2.1   The 5C Protocol

With respect to the first "C" of the 5C protocol, namely *Content*, the findings show that the reason for the formulation of this policy was not only to address unemployment, but also to address the issues of inequalities caused by the previous apartheid regime. Based on the number of people that have been trained and secured employment, the policy was successful in trying to bridge the gap of inequities and produced results on the number of learners and interns that have been absorbed in the DCS. In the Annual Reports of the DCS, the ethnicity is not shown, only the gender. The number of people trained and those that have been employed by the department are less than the number of those that need to be trained. From analysing the various documents, especially the Annual Reports of the DCS, it is clear that the department focusses on training to rehabilitate offenders which is its core business.

With respect to *Context,* the Department's coordination of policy implementation was not clear. The funds received for the training of employment of learners and interns were mostly used for the skills development of offenders. The funds received are to be divided for the training of officials, new entrants and offenders. This might be the reason why the department isn't reaching its targets as there is no clear mandate on who should benefit from the funds received for skills development.

With respect to *Capacity*, the department does not have adequate capacity to implement this policy. Nothing positive has been reported with regard to tangible and intangible capacity. Tangible capacity refers to computers, stationery for new learners and intangible to the

training of mentors or teachers to give training to new workers. There seems to be a lack of commitment on the side of the department in this regard. This was also shown in the reports on policy implementation in Chapter 3 with regard to the lack of resources available to departments.

With respect to *Commitment,* the DCS is committed in training and employing new learners and interns. Even though targets are not always met, the department provided statistics in a number of financial years to prove a positive participation in the implementation of this policy. However, there is not a clear mandate from the implementers on what the DCS should focus. The major commitment of the DCS, it seems, is to provide skills development for offenders which do not necessary count for the implementation of the NSDS.

Clients and coalition, this aspect was discussed in Chapter 3 and evidence was provided following from the study done on the implementation of the NSDS. The results showed that, stakeholders and unions did not participate fully in the first implementation phase of the NSDS (Kraak, 2010). Also, the Annual Reports of the department that are available for public use, make no mention of external stakeholders that are assisting with the implementation of this policy in the department

5.2.2   Top-down vs. Bottom-up approached

Through the analysis of reports, research done by other scholars, government gazettes, it is clear the top-down approach is being used with regard to implementing this policy. Public and private sector institutions pay 1% from each employee's salary towards skills development in South Africa. The Department of Higher and Education and the Department of Labour introduce the different phases of implementing the NSDS. Departments participate directly in this process and set their own targets. No study has been done on the formulation phase of the policy. However, it is clear a top-down approach was followed and not a bottom-up approach, as unemployed citizens and those that require training did not make contributions towards how this policy should be drafted and implemented and what indicators should be used in order for the masses to fully benefit from the policy.

5.3   ACHIEVEMENTS, LIMITATIONS, CHALLENGES AND CONSTRAINTS
Achievements

The Department of Correctional Services has been very successful in training and producing a large number of interns and learners that are now being employed by the department. This achievement does not only pertain to new entrants, but also to the staff that has been trained

77

as well as the offenders who reived training as part of their rehabilitation. Despite the fact that the department failed to meet the set targets, it still managed to produce results with the limited budget they received.

Limitations

A departmental weakness is the lack of a clear mandate with regard to the budget the department receives every year. The budget needs to cater for the skills development of offenders, new entrants and staff members. There is no objective in the NSDS that addresses the skills development of offenders. In accordance with their objectives, the SDA and NSDS have to provide skills to the workforce, and to provide employment to the unemployed youth and citizens of this country. There are many unemployed graduates and people who matriculates recently and funds for skills development of offenders should rather be used to create employment. Funds for the skills development of offenders should be separated from funds to create employment. The department is current using large amounts of money to provide offenders with skills, but upon release they don't use those skills as they find it hard to get employment due to their criminal record.

Challenges and Constraints

The above limitations are part of the challenges that the department is facing. Government should be clear about what information should be in the reports of the DCS, and give clear guidance on how the money should be spent and reported on. The department is currently operating against the background of limited resources, both tangible and intangible. The Department is lacking in terms of reporting on what has been done and what needs to be done. The required information is not provided in the department's Annual Reports and also not provided in the SASSETA reports.

5.4 RECOMMENDATION

In the light of the above findings, the following recommendations are made:

- Prior to the implementation of this policy in the department, the department of Correctional Services should be reporting separately on the skills provided to offenders and to the officials and the new entrants.

78

- The budget for the of offenders should be separate to those of officials, interns and learners so that it can be clear whether the department is compliant with the NSDS policy.

- The department's reporting should clearly indicate the indicators of the NSDS and how the department met the objectives of this policy.

- It is important that the implementation policy be monitored and evaluated. It is therefore recommended a separate body should be introduced to do the monitoring and evaluation and see to it that the implementation of this policy give rise to positive results.

- It is also recommended that the department should look at how the development of the skills of offenders can positively contribute to the economy of South Africa.

- It is recommended that the department be provided with adequate resources and report on the use of those resources; and the reports should be available to the public use.

- Finally, it is recommended that a more effective strategy on the implementation of this policy be made available to the department to encourage staff involvement.

5.5   CONCLUSIONS

In analysing all the reports, and from obtaining information from these reports, it is clear that not enough is said about the participation of the DCS in the implementation of the NSDS. The critical analysis presented in this study, shows that there was a lack of research done by the implementers of the policy, as well as a lack of a clear implementation strategy to encourage and guide departments to respond positively to the policy and participate in the implementation of the policy. Despite the information contained in the SASSETA report and the Annual Reports of the DCS about the amount spent, the number of new entrants or staff members that have been skilled, there is still a huge problem regarding skills development and unemployment in South Africa. The research also found that the National Skills Fund who must fund the skills development and employment of new entrants also funded the skills development of inmates or offenders. The study does not suggest that inmates or offenders should not receive training, but the policies that have been developed must also include objectives for this purpose so that the departments can account. According to Daniel (2018) "While South Africa's dismal unemployment rate across the board has remained a cause for great concern; the statistics revealed in Pocket World put the country's youth unemployment

rate at 57.4%". Even after the implementation of skills development programmes and strategies such as the NSDS, unemployment is still a major problem in South Africa. The high rate of unemployment could also be the result of poor implementation of policies in South Africa. It could also be because of a lack of monitoring and evaluating policies that have to be implemented. And departments are not always held accountable for not being able to produce results.

6 REFERENCES

Anderson, J. E. (1997) *Public policy making* Boston: Houghton Miffin Company.

Andre K. (2008) *A critical review of the National Skills Development Strategy in South Africa*, Journal of Vocational Education & Training, 60-1, 1-18, DOI,

Baatjes, I. (2008). *Adult basic education and training.* In Human Resource Development Review *2008*, Edited by: Kraak, A. and Press, K. 206–227. Cape Town: HSRC Press.

Badroodien, Z. (2004). *Understanding the size of the problem*: The National Skills Development Strategy and enterprise training in South Africa, Cape Peninsula University of Technology.

Badroodien, A and Kraak, A. (2006). *Building FET College responsiveness: The role of linkages and programme units* Education, science and skills development research programme, May. Unpublished research report, Human Sciences Research Council.

Banerjee, A, Galiani, S, Levinsohn, J, McLaren, Z, Woolard, I. (2006). *Why has unemployment risen in the new South Africa*, Gerald R. Ford School of Public Policy, University of Michigan

Best, J and Khan, J. (1989). *Research in Education, Englewood Cliffs* (NJ), Prentice Hall

Bowen, G. A. (2009). Document analysis as a qualitative research method.

Brynard, P, De Coning, C. (2006). *Policy Implementation.* In Cloete, F., Wissink H. & de

Brynard, P.A. & Hanekom, S.X. (1997). *Introduction to Research in Public Administration and Related Academic Disciplines.* Pretoria: Van Schaik.

Budlender, D. (2001). *National Skills Development Strategy*, Setting the Context, Pretoria, Department of Labour

Creswell J. W. (2008) *Mixed Methods Research*: Design and Procedures, University of Nebraska-Licoln and Funding Co-Editor.

Department of Education–Department of Labour [DoE–DoL]. (2002). *Report of the study team on the implementation of the National Qualifications Framework*, Pretoria: Government Printer.

Department of Education–Department of Labour [DoE–DoL]. (2003). *An interdependent National Qualifications Framework system: Consultative document*, Pretoria: Government Printer.

Department of Labour (2006). *National skills development strategy: Implementation report*, 1 April 2005 – 31 March 2006, Pretoria: Government Printer.

Department of Labour [DoL] (1996). *Green Paper: Skills Development Strategy for Economic and Employment Growth in South Africa, Pretoria:* Government Printer.

Department of Labour (1996). *Green paper on a new integrated human resources development strategy for South Africa*, Pretoria: Government Printer. draft version

Department of Labour (2001). *National skills development strategy*, Pretoria: Government Printer.

Department of Labour (2002). *National skills development strategy: Implementation report, 1 April 2001 – 31 March 2002*, Pretoria: Government Printer.

Department of Labour (2003). *Government Position Paper: Accelerating the rate of growth and pace of development through partnership, prioritisation and active participation* Growth and Development Summit Position Paper, Office of the Director-General, June

Department of Labour (2003). *National skills development strategy: Implementation report, 1 April 2002 – 31 March 2003*, Pretoria: Government Printer.

Department of Labour (2004). *National skills development strategy*: Implementation report, 1 April 2003 – 31 March 2004, Pretoria: Government Printer.

Department of Labour (2005). *National skills development strategy:* Implementation report, 1 April 2004 – 31 March 2005, Pretoria: Government Printer.

Department of Trade and Industry (2002). State of small business development in South Africa, Pretoria: Department of Trade and Industry. Enterprise Promotion Agency.

Du Toit, R (2003). *Unemployed Youth in South Africa*, The Distressed Generation, Minnesota International Couseling Institute (MICI)

Grawitzky, R (2006). *SETAs – a vehicle for the skills revolution*? Development Policy Research Unit, University of Cape Town.

Groener, Z (2014). *Skills development and structural change: Possibilities for and limitations of redressing structural racial inequalities in South Africa*, International Review of Education, 59(6) 723-749

Hanekom S.X. (1987). *Public Policy Framework and Instrument for action*, Southern Book Publishers (Pty) Ltd

Higher Education and Training (2016). *Skills Supply and Demand in South Africa*, Labour Market Intelligence Partnership

Ile, I.U, Eresia-Eke, C and Allen-Ile, C. (2012). Monitoring and evaluation of policies, programmes and projects, Pretoria: Van Schaik,

Kraak A. (2008), *A critical review of the National Skills Development Strategy in South Africa*, ISSN: Journal of Vocational Education and Training, Routledge Tylor & Francis Group

Kraak, A (2007). *Human resource development and the skills crisis in South Africa: the need for a multi-pronged strategy*, Journal of education and work, Routledge Tylor & Francis Group

Kraak, A. (2008). A critical review of the national skills development strategy in South Africa. *Journal of Vocational Education and Training*, *60*(1), 1-18.

Kraak, Andre and Young, M. (2001). *Education in retrospect: Policy and implementation since 1990*, Cape Town: HSRC Press.

Levine, R, A. (1968). *Rethinking our social strategies*, Public Interest; 86-96

Levinsohn, J. (2007) Two policies to alleviate unemployment in South Africa, Ford School of Public Policy, University of Michigan

Mabiza, J, Mahlalela, P, Mbohwa, C, (2017). Reducing Unemployment Rate in South Africa through Establishment of Graduate Intership Programmes (GIP)

Mahadea D, Simson R, (2010) *The Challenge of low employment economic growth in South Africa: 1994-2008*, School of Economics and Finance, University of KwaZulu-Natal

Matlalepula M. (2005). *South Africa's youth unemployment problem: What we need to know,* (info@inonafrica.com)http://www.inonafrica.com/2015/05/26/south-africas-youth-unemployment-problem-what-we-need-to-know/

Mccord, A. (2005). *A critical evaluation of Training within the South African National Public Works Programme*, Journal; of Vocational Education and Training Volume 57, Number 4

McCord, A. (2008). "A critical evaluation of training within the South African National Public Works Programme". In *Human Resources Development Review 2008*, Edited by: Kraak, A. and Press, K. Cape Town: HSRC Press. Human Sciences Research Council

McGrath, S. (2004). *Globalization, education and training: Insights from the South African automotive sector.* Pretoria: HSRC Press.

McGrath, S. (2004). Globalisation, education and training: Insights from the South African automotive sector, Pretoria: HSRC Press.

Mintingh L. (2009). *Ex-prisoners' views on imprisonment and re-entry,* Civil Society Prison Reform Initiative, Community Law Centre, Embassy of Finland, South Africa.

National Treasury (2017). *Public Finance Management Mentorship*: Implementation Guideline.

Nelson, R. (2006). *What makes an economy productive and progressive? What are the needed institutions?* Pisa, Italy: Laboratory for Economics and Management, Sant'Anna School of Advanced Studies. Unpublished Working Paper Series

Ngcwangu S, (2014). *Bargaining Indicators, Twenty Years- A Labour Perspective,* Labour Research Service, www/Irs.org.za

O'Leary, Z. (2014). *The essential guide to doing your research project* (2nd ed.).

Parliament Monitoring Group (2001) Department of Correctional Services Investigation and Reconstruction, Public Service and Administration Performance Monitoring and Evaluation, Meeting summary, **https://pmg.org.za/committee-meeting/408/**

Patel, L., Hochfeld, T., Graham, L., Selipsky, L., (2008). *The implementation of the White Paper for Social Welfare in the NGO Sector*. Johannesburg: Centre for Social Development in Africa.

Pillay, P, Juan, A, Twalo, T. (2012). *Measuring Impact Assessment of Skills Development on Service Delivery in Government Departments*, HSRC, Education & Skills Development Research Programme

Powell, M, Reddy, V, Juan, A. (2016). *Skills in South Africa: The journey towards credible planning, Development Southern Africa*, Routledge Tylor & Francis Group

Sangweni, S (2008) Basic Concepts in Monitoring and Evaluation, Public Service Commission (PSC), Commission House, Aecadia, 0083

Simon, H. (1955). *A Behavioural Model of Rational Choice*, The Quarterly Journal of Economics, Vol. 69, No. 1. JSTOR

Skills Development Act, (1998). (Act No. 97 of 1998): *A call for public comments on the document titled* "The National; Skills Development Plan (NSPD)"

Stewart, J. (1996). *Planned organization change.* Chapter 3 in Stewart, J. *Managing change through training and development.* London: Kogan Page.

The President of South Africa, Ramaphosa, C, State of the Nation Address (2018). February, Parliament

Unwin, L., McGrath, S., Badroodien, A., & Kraak, A. (2004). *Towards economic prosperity and social justice*: *can South Africa show the way for policy-making on skills?* Education & Skills Development Research Programme

Visser, M, Kruss, G. (2009). *Learnerships and skills development in South Africa: a shift to prioritise the young unemployed, Journal of Vocational Education and Training*, Routledge Tylor & Francis Group

Weiss, E. (2004). *The claim for qualitative policy research*: A Mexican case, presented at the OCED-US Meeting on Evidence-Based Policy research. April 19–20

White Paper (2004). *for the Post-School Education and Training Building an expanded, effective and integrated Post- School System*; January

William N. D. (1981). *Public Policy Analysis*, An Introduction 2nd Edition. Englewood Cliffs: Prentice Hall

Young, M and Gamble, J eds. (2006). *Knowledge, curriculum and qualifications for South African further education*