

https://dspace.org/

Management and implementation of youth development programmes in Mpumalanga province: an evaluation of the National Youth Service (NYS) programme implemented by the Department of Public Works

Thwala, Phakamile

2016-08-04
http://hdl.handle.net/10539/20821

Downloaded from a DSpace repository. https://dspace.org/

MANAGEMENT AND IMPLEMENTATION OF YOUTH DEVELOPMENT PROGRAMMES IN MPUMALANGA PROVINCE; AN EVALUATION OF THE NATIONAL YOUTH SERVICE (NYS) PROGRAMME IMPLEMENTED BY THE DEPARTMENT OF PUBLIC WORKS

BY

PHAKAMILE THWALA

Student No: 333971

Research Report submitted in accordance with the requirements For the degree of Master of Management (MM) in the subject Public and Development Management at University of Witwatersrand

Supervisor: Prof. T.M. Mogale

MARCH 2015

DECLARATION:

I declare that this research report is a product of my work without external aid. This report is submitted for the Degree of Masters in Public Management and Development (MM P&DM) in the University of Witwatersrand, Johannesburg. This work has not been previously submitted before for any qualification in other tertiary



_____

P THWALA

Signed on this 31st day of March (month) 2015 (year)

ABSTRACT:

This study evaluated the management and implementation of the National Youth Service (NYS) Programme launched in July 1997 by the Department of Public Works (DoPW) in Mpumalanga Province.

It explored the implementation challenges affecting the NYS over three year period. In order to respond to the above the research applied different qualitative data collection and analytical methods.

The research found implementation challenges including, a lack of NYS Implementing structure in the responsible Department, poor planning and allocation of requisite financial resources leading to delayed payment of stipend for learners plus procurement challenges.

Further, the study went on evaluate outcomes of the NYS in relation to both its objectives and to the specific objectives of the implementing agent i.e., DoPW in order to thereby draw lessons learnt and best practices for management and implementation of youth development programmes.

The researcher concludes by observing that the NYS programme has great potential for employment creation and skill development for the intended beneficiaries. However, the NYS implementation requires intensive planning, resource allocation, training of implementing staff and timeous payments of beneficiaries as key success factors to the programme.

KEY WORDS:

Beneficiaries

Development

Employment

Implementation

Learner

Mpumalanga

Public Works

Service

Skills

Youth

DEDICATION

To my late parents Mr. Bantu Andries Thwala and Mrs. Lizzie Zodwa Mnisi -Thwala, to the Young people of South Africa, my family especially my children and all the people who gave me an opportunity in life.

ACKNOWLEDGEMENTS

My sincere appreciation and indebtedness goes to Professor Thomas Mogale for his patience and guidance throughout this extended research effort especially for his bold criticism and valuable comments.

I also extend my appreciation to all my former educators for realising the potential in me, my former bosses Mr. B.J. Nobunga and Mr. S.W. Lubisi for their support. My word of appreciation also goes to Ms. J.C. Williams, Ms. P. Mashego and Ms. P. Masina in the Mpumalanga Legislature for their support. My greatest appreciation goes to Mrs. T.M. Thwala for the spiritual and emotional support during this journey.

LIST ABBREVIATIONS:

ASGISA: Accelerated Growth Initiative of South Africa

AU: African Union

DoL: Department of Labour

DoPW: Department of Public Works

DPRU: Development Policy Research Unit

EPWP: Expanded Public Works Programme

FET: Further Education and Training Colleges

HOD: Head of Department

IANS: International Association for National Youth Service

ICP: Innovations in Civic Participation

MEC: Member of the Executive Council

MP: Mpumalanga Province

NYC: National Youth Commission

NYDA: National Youth Development Agency

NYS: National Youth Service

RSA: Republic of South Africa

SEDA: Small Enterprise Development Agency

UNDP: United Nations Development Program

UYF: Umsobomvu Youth Fund

LIST OF TABLES **PAGE**

1. Table 1: Comparative Analysis of Youth Service Programmes in Africa 28

2. Table 2: Sample of learner respondents according to area of training 41

3. Table 3: Rationale for the Beneficiaries Participating in the programme 46

4. Table 4: Sample Profile 49

5. Table 5: Annual NYS intake targets of the department compared against the actual 2007/86. 57

6. Table 6: Annual NYS intake targets of the department compared against the actual 2007/87. 58

7. Table 7: Rationale for the beneficiaries participating in the programme 61

8. Table 8: Learners' view on whether leaners were certain about the future activities on completion of the NYS training: 69

9. Table 9: Evaluation of Objectives against outcomes 79

10. Table 10: Evaluation of Mpumalanga NYS Built Environment against expected Outcomes 82

LIST OF DIAGRAMS **PAGE**

1. Figure 1: Illustration: South Africa's Fledging Youth Development Machinery (1994-2008) 4
2. Figure 2: Map of Mpumalanga Province 37
3. Figure 3: Illustrated Divisional Structure of EPWP/CBP 55
4. Figure 4: Graphic illustration of the rationale for participation in the NYS Programme 63

TABLE OF CONTENTS **PAGE**

Declaration i

Abstract ii

Key words iii

Dedication iv

Acknowledgements v

List Abbreviations vi

List of Tables vii

List of Diagrams viii

Chapter 1

1.1. Introduction 1

1.2. Background Statement 1

1.3. Objectives of the National Youth Service (NYS) Programme 5

1.4. National Youth Service roll-out in Mpumalanga Province 6

1.5. Operating Principles of the NYS 8

1.6. Defining Youth Development 9

1.7. Research Topic 9

1.8. Problem Statement 10

1.8.1. Research Questions 11

1.9. Purpose of the study 11

1.10. Significance of the Study 12

1.11. Argument in relation to research questions/hypothesis 13

1.12. Ethical Considerations 14

1.13. Limitations of the research 14

1.14. Research Report Outline 14

1.15. Conclusion 15

2. Chapter 2 Literature Review

2.1. Introduction 16

2.2. Concept of Youth Development 16

2.3. Theorising the Youth development goals 18

2.4. The National Youth Service Programme 19

2.5. A Comparison on the implementation of the National Youth Service 21

2.6. The contribution of National Youth Service to Youth Development 28

2.7. Objectives of the National Youth Service 29

2.8. Criteria for successful Youth Development Programme 30

2.9. Managing Youth Development 31

2.10. The Character of the South African Youth 33

2.11. Conclusion 34

3. Chapter 3 Research Methodology and Design

3.1. Introduction 36

3.2. Location of the Study 36

3.3. Research Approach 37

3.4. Research Design 38

3.5. Data Collection 40

3.6. Data Analysis 45

3.7. Sampling 47

3.8. Validity & Reliability 49

3.9. Ethical Consideration 50

3.10. Limitations of the Study 51

3.11. Conclusion 51

4. Chapter 4 Presentation of Research Findings

4.1. Introduction 53

4.2. Implementation and Management Challenges of the NYS 54

4.3. Factors that contributed to implementation and management challenges in the Program 70

4.4. Project Evaluation 72

4.5. Conclusion 73

5. Chapter 5 Evaluation of Research Findings

5.1. Introduction 75

5.2. Implementation Challenges of the National Youth Service programme 76

5.3.Programme objectives relative to Achievements 77

5.4. Evaluation of programme Objectives 78

5.5. Conclusion 84

6 Chapter 6 Conclusions, Recommendations and Lesson Learnt

6.1. Introduction 85

6.2. Purpose of the Study 85

6.3. Lesson Learnt from the Mpumalanga Implementation of the National Youth Service Programme by the Department of Public Works 86

6.4. Best practices for management and implementation of youth development programmes 89

6.5. Conclusion 90

TABLE OF REFERENCES 93

APPENDICES 99

APPENDICES **PAGE**

Appendix A: Questionnaires **99**

Appendix B: Research Participation Invitations **102**

Appendix C: Rationale for the beneficiaries participating in the programme **104**

CHAPTER 1

INTRODUCTION TO THE STUDY

1.1. Introduction

The National Youth Service (NYS) is a programme that is aimed at enrolling young South Africans in a structured skills development programme that provides services that are beneficial to their immediate communities while they receive life changing capacity and minimal financial rewards.

The youth in South Africa still lack of or have limited education qualifications, low levels of skills and incompetency. Furthermore, the economy is not easily accessible to those that are supposed to be economically active. This situation requires a defined form of state intervention in response to these challenges.

The democratic government of the Republic of South Africa has since 1994 embarked on youth development programmes that included youth policy development, putting in place the National Youth Commission (NYC) and Umsobomvu Youth Fund (UYF), bursaries, learnership and targeted programmes like the NYS Programme. All these interventions sought to address the plight of young people in a structured way.

This study evaluates the management and implementation of youth development programmes in Mpumalanga Province with a particular focus on the NYS Programme implemented by the DoPW in the Province.

In this Chapter the researcher introduces the study and outlines the background to the study and the objectives to the study. It also covers the problem statement, research limitations and the research questions.

1.2. Background Statement

“Young People constitute a significant share of the African population and will continue to do so for many years to come” (World Youth Report, 2007:p.83). Whilst South Africa is a major economic player in Africa, the country also experiences high levels of poverty, unemployment with the youth being the mostly affected sector. Many young people in the country are jobless, unskilled, impoverished and largely technically incompetent.

The NYS Programme of South Africa is a formally coordinated intervention implemented by national, provincial and local spheres of government to build capacity of young people whilst also ensuring that they are at service to their country and society in particular. This was to be done through exposing unskilled young people to a defined training programme which includes both theoretical and on site practical training.

The implementation of the NYS was seen as another milestone in the socio-economic transformation path of South Africa. It is an intervention aimed at increasing youth labour market intake through skills transfer and service to communities conducted in a learning environment that ultimately contributes to service delivery of all targeted areas per each NYS project.

In her address to the launch of the NYS Volunteer Campaign (2006) former Deputy President of the Republic of South Africa Mrs. P. Mlambo-Ngcuka said that the initiative is aimed at engaging young people in activities that develop and benefit their communities, whilst they acquire skills that can enable them to access economic opportunities for sustainable livelihoods.

According to the International Association of National Youth Service (IANYS, 2004) cited in the Youth Development Network (2010:p.7) the NYS may be defined as an organised activity in which young people serve others and the environment in ways that contribute positively to society.

The specific objectives and measurable objectives of the NYS in its Business Plan (2002-2007) clearly expresses the integration aspect of the NYS which goes beyond redressing the sector specific problem of youth underdevelopment but addressing the national problem in manner that targets building better citizens and communities (National Youth Service Business Plan, 2002-2007).

The DoPW in Mpumalanga Province launched the NYS on the 30th of July 2007 at Pilgrims Rest. This was aimed at leading and coordinating the creation of 500 jobs for the youth (Annual Report, 2008:p.28).

Amongst the specific objectives of the NYS drawn from the above mentioned NYS business plan is social cohesion. This is in response to deep rooted and historical social disintegration and inequality in South Africa; a product of years of apartheid rule and economic exclusion of the vast majority of citizens of the country.

It further puts emphasis on the development of a culture of service which calls for a shift of mindset from citizens in order for them to be custodians of the change they desire. This is a very noble principle where such value is aimed at the societal microcosm, i.e., the youth.

In order to drive youth development, South Africa had in the past adopted a youth development model where National and Provincial Youth Commissions were put in place to lobby and advocate for youth development whilst Umsobomvu Youth Fund (UYF) was created to finance youth entrepreneurs.

Both the NYC and UYF were expected to play a crucial role on the role out of NYS with the NYC contributing largely on programme advocacy.

On the same note organised youth formations put together a youth civil society organisation called the South African Youth Council (SAYC) which was to be an oversight front for youth development.

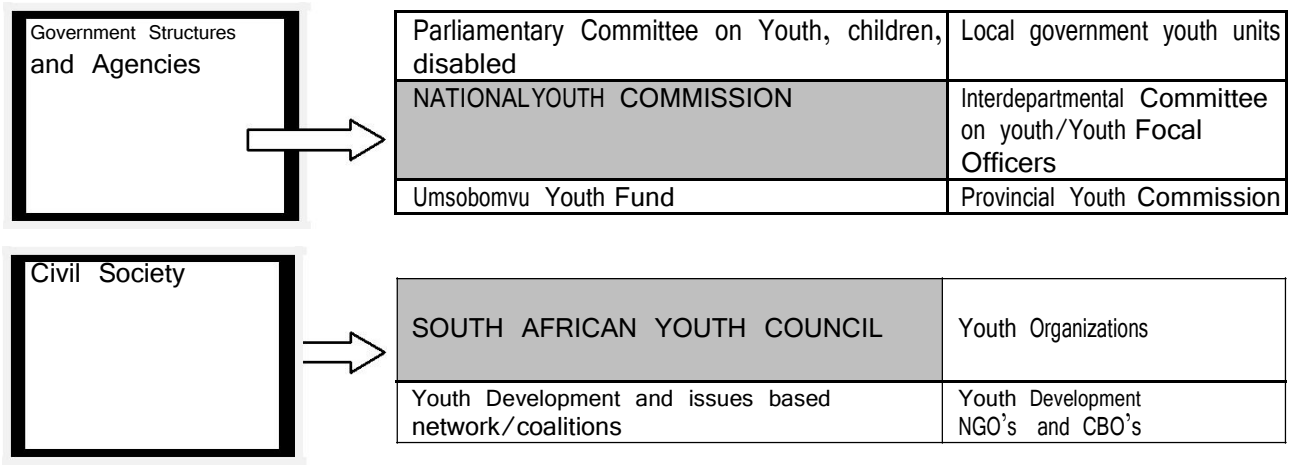
However, the youth development model adopted by South Africa had its own limitations both structurally and at programme implementation levels. One of the crucial challenges was raised by former Deputy President of the Republic of South Africa (RSA) Mrs. P. Mlambo-Ngcuka on the 5th of June 2006 during the National Youth Convention is the absence of the uniform approach in the implementation of the model at the provincial level which resulted in inconsistencies and disparities between provinces.

Mrs. Mlambo-Ngcuka further raised the following:

> "Youth development matters have been relegated to the periphery of key development programmes",
> "Inconsistencies also stifled inter-provincial collaboration among provinces as there were no distinct youth development role-players", and

"Youth development has also to find expression within other competing government priorities such as the provision of decent schools, sanitation, electricity, etc., in the national quest to combat poverty and create work". (Mlambo-Ngcuka, 2006). Speaking notes of the Deputy President on the occasion of the opening of the National Youth Convention

Figure 1. South Africa's Fledging Youth Development Machinery (1994-2008)



Source: Umsobomvu Youth Fund (2004:p.24)

Given that South Africa has since the 2006 Youth Convention adopted a new model called the National Youth Development Agency (NYDA) which replaced the National Youth Commission and the Youth Fund called Umsobomvu Youth Fund (UYF), this study did not cover the developments related to the new model.

It is evident from the challenges raised by Mrs. Mlambo-Ngcuka that there was no link or synchronisation of activities and approaches between state planning, resource allocation and youth development itself.

Whilst there were greater efforts to eliminate poverty and inequality, youth development could not find proper expression in the growth and development approach pursued by the country.

Clearly, South Africa has not been able to mainstream youth development programmes in all government service delivery programmes on a large scale.

Mrs. Mlambo-Ngcuka also said that South Africa had no option but to formulate strategies and eliminate systemic issues that confined the efforts to eradicate youth underdevelopment once and for all.

She further stated that in her previous speeches she has indicated that putting youth development on top of the growth and sharing initiative was not a result of coincidence but a deliberate move by government to eliminate those systemic issues (Mlambo-Ngcuka, 2006).

In order to roll out the built sector based NYS programme the Mpumalanga DoPW was designated to implement the NYS project with a targeted enrolment of 500 unemployed young people between the ages of 18-35 in the province in the year 2007.

The intake would vary annually pending availability of financial and other resources. In the year 2008, the department planned to recruit an increased intake of 1000 young people to participate in the programme going forward.

The DoPW of Mpumalanga Province was chosen to roll out the programme primarily because of its capacity to roll out infrastructure projects and the belief that youth service would increase the pace of service delivery within the broader Expanded Public Works (EPWP) programme of the department which correlates with most of the NYS objectives.

1.3. Objectives of the National Youth Service (NYS) Programme

The NYS Business Plan (2002-2007) highlights the following specific objectives of the NYS:

> "Promotion of social cohesion",
>
> "Inculcation of the culture of service to the communities through the NYS",
>
> "Inculcation of an understanding of the role in the promotion of civic awareness and national reconstruction in young people",

Developing skills, knowledge and abilities of youth to enable them to make meaningful transition to adulthood", and

"Improvement of future youth employability" (NYS Business Plan, 2002-2007).

The specific objectives are intended to inculcate a citizenship ethic among the youth to be service to South Africa whilst also tapping into the country's underdeveloped human resource in a manner that benefits both the country and the beneficiaries.

1.4. National Youth Service roll-out in Mpumalanga Province.

The programme aimed at enrolling 500 young people in the year 2007, and thereafter rolled out annually with intakes of at least 1000. Additional to the NYS other small scale NYS projects were implemented by other spheres of government but this study will focus on the DoPW Mpumalanga's NYS chapter because of the magnitude of its intake and scope of coverage.

A compelling reason for interest in this area of study from the researcher's side was drawn from the purported institutional challenges during the implementation of the programme.

The then MEC for Public Works in Mpumalanga Province (2008) Mr. MB Masuku stated that the Mpumalanga NYS was adopted as a best practice model in several other Public Works Provincial administrations.

Furthermore, Mr. Masuku singled out social partners like the South African Youth Council (SAYC), the Mpumalanga Youth Commission and Umsobomvu Youth Fund (UYF), the Department of Labour, Further Education and Training (FET) Colleges the departmental artisan staff in the regions that served as mentors to NYS learners (Masuku, 2008).

Given the above, it was imperative that the study answers the following questions:

> What were the implementation challenges that affected the programme during its first year of becoming operational?
>
> How did the Department address the challenges experienced during implementation as raised above?, and
>
> What lessons have been learned from the exercise and what extent are these applicable in other projects?

The DoPW's version of the NYS focused on infrastructure development, building maintenance and repair work. The training programme curriculum was structured into theory and practical training.

The built environment offered opportunities for participants to up skill and contribute to the reduction of infrastructure backlogs and facility maintenance for the country. This bearing in mind the unemployment challenge faced by the youth of Mpumalanga and which was bound to increase annually due to school leavers (post and pre-matric).

Worldwide, public works programmes such as that adopted by the DoPW in Mpumalanga Province are regarded as an important source of new jobs, particularly for vulnerable groups such as youth (World Youth Report, 2003:p.62).

The World Youth Report further states that labour intensive public works, which have been used for both regular infrastructure development and as a means of responding to crisis situations, have been shown to have a positive impact on economic development (2003:p.62).

While the NYS project implemented by the DoPW has a significant role in combating youth unemployment, development of skills for unskilled young and inculcating the culture of being at service to the youth. Serious care must be taken to eliminate shortcomings or challenges. This, therefore, demands a thorough project risk management plan and project change management plans upfront.

The 2nd quarter report (July – September 2007) of the Mpumalanga DoPW's NYS programme raised concerns around the following*:*

> Organisationally the programme roll out was bedeviled by tardiness e.g. the introduction to the Built Environment course that was supposed to be conducted prior hard skills (practical) training was put on hold in the three regions because of the lack of funding,
>
> Unavailability of funds for learner's accommodation during their residential training at Further Education and Training (FET) colleges (implies that there were no financial resources made available for accommodation),
>
> The report further revealed that some learners had not received their stipends by the end of September 2007,
>
> Communicating messages to learners was a problematic as some learners did not have contact numbers and they were using relatives' contacts, and
>
> A drop out of learners due to a variety of reasons was also raised in the July September 2007 report.

1.5. Operating principles of the NYS

In accordance to the Youth Development Network (2010:p.33) the following key principles drives the NYS:

> "Integral learning as part of service",
> "NYS activities must support sustainable development",
> "There will be appropriate incentives to support participation",
> "NYS sites will be chosen on the basis of need and potential",
> "The NYS must develop a culture of self-reliance", and
> "Partnership should drive the NYS implementation".

1.6. Defining Youth Development

The concept of youth development is multi-faceted and multi-dimensional. It expands from physiological progression to ability to occupy space as an equal participant.

Morrow, Panday & Richter (2005:p.15) argued that Youth Development is an integrated and positive approach that recognises the assets and strengths of young people rather than focusing only on their problems and limitations.

They further indicated that youth is regarded as a developmental phase in its own right with a unique contribution to make to the individual's and society's present and future. Therefore, there was a need to invest in youth skills to development so that these young people can be better citizens tomorrow.

The NYS Programme is one amongst many interventions that can be used by governments in order to achieve youth development. Its objectives affirm that youth development is multipronged and multifaceted.

1.7. Research Topic

This study is titled "*Management and Implementation of Youth Development programmes in Mpumalanga; an Evaluation of the management and Implementation of the National Youth Service Programme implemented by the Department of Public Works*".

It evaluates the management and implementation of the NYS programme as a youth development programme implemented in the province by the Department of Public Works in Mpumalanga.

The research also focused on the extent to which the implementation of the Built-Environment NYS programme by the DoPW in Mpumalanga was aligned to the National objectives of the NYS programme as articulated in the NYS Business Plan (2002-2007).

The study explores both project success and failures in a manner that will help in the development of the best practice model for the implementation of future community based projects, this constituted the main purpose of study.

1.8. Problem Statement

Although the NYS Programme has been described as potentially one of the best forms of state interventions to support youth development, the implementation of the Built Sector NYS Programme by the DoPW in Mpumalanga Province has exposed notable management and implementation challenges.

During his presentation of the Departmental budget speech 2008/09 the Member of Executive Council (MEC) for Public Works in Mpumalanga Mr. M.B. Masuku said "*we must indicate that this programme was not borne without problems. The fact that we had to introduce it in haste had its own shortcomings".*

In the Public Works Provincial Budget Vote 2008/09MEC Masuku further highlighted the following problems in his speech:

- "Participants could not receive their stipend on time",
- "Protective clothing and equipment were not readily available",
- "Service providers could not be paid on time", and
- "Participants could not undergo theoretical training".

On the face of it, the above stated problems would be attributed to institutional incapacity to manage and implement the programmes. In the second year of NYS implementation i.e., 2008, it was also noted that the 2007/8 NYS project had not achieved priority objectives within the prescribed period which then affected the roll out and the recruitment for the 2008/9 project roll out.

This study seeks to explore and document the management and implementation challenges while drawing lessons from youth development programmes using the NYS programme implemented by the DoPW Mpumalanga Province.

To date, the Management of youth development programmes remains a critical challenge that governments must address in South Africa and elsewhere. This creates a need for the documentation of the best practices for management and implementation of youth development programmes.

1.8.1. Research Questions

In order to explore and evaluate the management and implementation of the NYS Programme by the Mpumalanga DoPW the researcher asked the following questions:

What were the major problems affecting the implementation andmanagement of the National Youth Service programme implemented by theDepartment of Public Works in the Mpumalanga Province?

To what extent were the objectives of the programme achieved in relation to both the provincial and NYS objectives?

What lessons could be learnt from the challenges experienced inMpumalanga Province?, and

What are the best practices for management and implementation of youthdevelopment programmes like the NYS?

1.9. Purpose of the study

The purpose of this research is to explore the National Youth Development Programme implementation challenges by the DoPW in the Mpumalanga Province and to draw important lessons from the experiences.

This study evaluates and describes the management approaches towards the project in the context of managing youth development.

It systematically isolates the project implementation and challenges as experienced in the Mpumalanga NYS Project and how they affect the broader objectives of the NYS as a youth development programme.

It also measures the extent to which the broader NYS objectives and project specific objectives are achieved by the project implementers.

It also sought to understand the relationship between conceptualised objectives and actual implementation by evaluating implementation process against set objectives.

It is believed that successful implementation of youth development programme like the NYS implemented by the DoPW requires sufficient institutional capacity that includes finances, human capital, planning, management control and partnerships.

In order to achieve the foregoing he following was essential for this study:

A literature review on Development, Managing Development and managing youth development,

To understand the institutional structure of the Mpumalanga Department of Public Works as an implementing agent for the programme in focus, and

To understand the roles of the NYS Unit in the DoPW.

The study will assist organisations to learn what is required to successfully manage youth development; central to the objective is the production of a good practice model for management and implementation of youth development programmes

1.10. Significance of the Study

South Africa has since 1994 put in place measures that seek to address the issue of youth development in response to the plight of the youth in the post-apartheid South Africa.

This study explores the management and implementation the NYS Programme with a particular focus on the project rolled out by the Department of Public Works (DoPW) in Mpumalanga Province.

The youth development concept and the NYS Programme implemented by the department is described and the programme implemented by the DoPW evaluated with a view of understanding implementation challenges in relation to both NYS objectives and the specific objectives of the implementing agent, i.e., the department.

The above was done in order to draw lessons learnt and best practices for management and implementation of youth development programmes.

This study sought to bridge the identified knowledge gap on scholarly articles on the management of youth development programmes as a subject but also to document best practices for managing youth development.

This will provide future reference to youth workers and those responsible for similar youth development programmes. It is hoped that this study will inspire other writers to do further study on this subject, i.e., management of youth development projects.

1.11. Argument in relation to research questions/hypothesis

The research arises from the perceptions and generally untested comments about challenges experienced by governments in implementing youth development programmes, these challenges are not only within the Mpumalanga DoPW but across the spheres of government.

Despite elegant conceptualisation of these programmes, failure to adhere to management principles and short term planning may hinder the intended objectives of the programmes.

It is more specifically suggested that these challenges be largely referred to as institutional capacity, planning, allocation of resources and critically the failure to mainstream youth development within the all the service delivery priorities of the department.

Furthermore, there is general consensus that youth development programmes should be relevant to the specific beneficiary community and it should be mainstreamed across the state service delivery programme.

Indeed, the success and progress of a youth development programme demands sound management and implementation.

1.12. Ethical Considerations

Key ethical issues for consideration in this research were to assure the research informants of confidentiality and the protection of their identity. Respondents were informed of their rights prior to their participation.

Beauchamp & Bowie (1988:p.37) suggest that *persons "should be treated as ends" "and neverpurely as means"*. This is further supported by Creswell (2003:p.27) when he said that the researcher has an ethical obligation to protect participants within all possible reasonable limits from any form of physical discomfort that may emerge from the research project.

The researcher sought permission to conduct this study from the Head of Department (HOD) for Public Works in Mpumalanga Province and it was accordingly approved. This was important because departmental documents, sites and personnel would be mostly used as sources of data and reference during this study.

1.13. Limitations of the research

This research is subject to the following limitations:

It is confined to only one programme of the NYS implemented by the DoPW in Mpumalanga Province, and
It evaluates a programme rolled out only in two consecutive years.

1.14. Research Report Outline

Chapter 1

This introductory chapter outlines the background and the objectives to the study. It also covers the problem statement, research limitations plus the research questions and ultimately the synopsis of the research report.

Chapter 2

Chapter 2 reviews the concept of youth development and the NYS programme; it also discusses the implementation of the youth service programme in other countries by reviewing literature.

Chapter 3

Chapter 3 explains the research methodology and procedures followed in the implementation of the study, how the data was gathered and analysed.

Chapter 4

Chapter 4 presents the findings from the study and mainly focuses on the challenges affecting the NYS implementation by the department of Public Works drawn from the different data collection methods.

Chapter 5

Chapter 5 evaluates the findings from the study and uses relevant literature to find correlation and measure of facts stated in Chapter 4 in terms of the research questions and programme objectives of the NYS.

Chapter 6

Chapter 6 outlines the best practices and the lessons learnt from the project putting more emphasis on long term approach to the NYS, especially, in the built sector environment.

1.15. Conclusion

This chapter provides a background to the study, the context within it was developed and presents purpose of research and research questions.It briefly outlines the objectives of the NYS and gives explanation to the concept of youth development and reflects on the problem of youth unemployment.

CHAPTER 2

LITERATURE REVIEW

2.1. Introduction

In order to enrich the theory and context of NYS, a study has been conducted on the youth service and issues relating to youth employment. Reference is drawn from the World Youth Report Publication Series of the United Nations (UN) and various texts on youth employment and the NYS.

The chapter briefly focuses on various forms of youth service employed by different countries and attempts to bridge the knowledge gap in youth development and to evaluate the Management and implementation of the NYS Programme in Mpumalanga.

2.2. Concept of Youth Development

Youth development has numerous definitions given to it and numerous underlying principles from a variety thoughts and observations. Literature reveals that the concept of youth development is broad and multi-dimensional.

Morrow, Panday & Richter (2005:p.15) stated that youth development is an integrated and positive approach that recognises the assets and strengths of young people rather than focusing only on their problems and limitations.

Youth is also regarded as a developmental phase in its own right with a unique contribution to make to the individual's and society's present and future (Morrow, Panday & Richter,2005:p.15).

Furthermore, a developed young person in the 21st century is measured by his levels of competency, knowledge and skills. The work environment demands that young people undergo and complete specified stages of knowledge and skills acquisition in order to be part of the socio-economic mainstreams.

The UN's Millennium Declaration (2000) identifies modes into which youth development can be primarily achieved including education and training; plus institutional support emanating from a variety of dimensions; like economic and social dimensions.

Education and training are essential indicators of the development that a specific country or state is pursuing, this was affirmed by the UN's Millennium Declaration (2000) which stated that one of the greatest challenges facing the world is how to enhance the skill level of youth in developing countries.

The indicators of youth development are skills levels, economic participation and of course education. The challenge is how to manage and implement all these development programmes. As much as society presents its needs and expectations to its youth through various rules of engagement, young people have needs as well.

Young people are in a process of self-actualisation and self-realisation but they require some form of assurance which Pittman (1993:p.8) says it includes to be safe, feel cared for, be valued, be useful, and be spiritually grounded. These provisions assure young people that their existence is meaningful and valued.

Youth development is a mutual responsibility between the developing young person and the society. The society is required to provide means and opportunities for young people to thrive and become better citizens; central to this task is education, training and skills transfer.

The state of youth development in a country is a reflection of the country's approaches and management of these crucial processes. Youth development contributes to the overall socio-economic development of a country. As such, prioritisation of these youth development efforts should be a non-negotiable principle for a country's progress.

Literature reveals that the displacement of young people from the economy is largely due to a lack of skills, lower levels of education and that any form of exclusion disconnect the youth from the socio-economic mainstream of their country.

In today's labour market, opportunities for employment at a living wage, and ultimately self-sufficiency, are dismal for those who lack the higher level of skills demanded by employers (Brown & Thakur,2006:p.93).

Those who lack skills are excluded due to incompatibility with the labour force demands and their levels of competencies and skills. This results in the continuously rising youth employment problem across generations of young people.

Youth development programmes offer one opportunity for increasing the developmental support and opportunities youth need for healthy (successful) development (Roth & Brooks-Gunn, 2003:p.107).

According to the World Bank (2006) cited in Patel (2009:p.9) youth development is a global phenomenon since young people constitute the largest share of the global population in history. It should be defined by its ability to increase and expand the capacity of young people of the present to live more independently in the future.

2.3. Theorising the Youth development goals

The underlying objective of youth development includes among others, self-improvement through knowledge and skills acquisition plus communal or societal change, which is brought about by active/responsible citizenry.

Therefore, the goals of youth development do not reside in a single objective nor can they be achieved through sectoral or sectarian approaches. Emphasis should be put on a comprehensive response to the needs of young people.

The National Youth Development programmes that target older young people have additional features and goals in life which are important for consideration by youth development practitioners and institutions as stated by Eccles & Gootman (2002)

Educational programs that:

> "provide tutoring for college preparatory courses",
> "teach about multiple cultures", and
> "help youth learn skills needed to navigate across multiple cultural settings".

Opportunities to:

> "play an increasing role as mentors of younger adolescents" and
> "to be leaders in an organization". (Eccles & Gootman, 2002:p.50)

The aim of youth development should be to provide a suitable environment where the setbacks experienced by the youth can be addressed and the beneficiaries are given an opportunity to bridge the gap and join the societal mainstream.

This was supported by Cornel, Gambone & Smith (2000) who provided the common goals for youth development that have been identified across other sources and which also inherently indicate the results of youth development.

The common goals for youth development as stated by Cornel, Gambone & Smith (2000:p.285) are:

> "to become economically self-sufficient",
> "to be healthy and have good family and social relationships", and
> "to contribute to their community".

Basically, when young people are developed they become economically active. They are therefore, self-sufficient, they support their families and contribute to their well-being and through good social relationship contribute to their communities.

According to Newman, Smith & Murphy (2000:p.86) youth development is about people, programmes, institutions and systems that provide all youth-"troubled" or not-with the supports and opportunities they need to empower themselves.

Youth development should unlock the problem that obstructs young people from self-actualisation and realisation. This however, as stated by Newman, Smith & Murphy (2000:p.86) requires stronger relations between people, programmes, institutions and systems.

2.4. The National Youth Service Programme(NYS)

The NYS programme was adopted by the South African government to address the structural problems of unemployment and skills shortages affecting young people in South Africa post 1994 era.

The programme was launched in year 2004 in South Africa in order to counter the legacy of apartheid that denied many young people an adequate education and excluded them from the mainstream economy (Bodley-Bond & Cronin,2013:p.8).

In the year 2006 South Africa launched its National Youth Volunteer Campaign under which it commenced carrying out the objectives of the NYS. The NYS is not a narrow focused programme; it combines multiple objectives that respond to issues affecting the society.

The implementation of NYS Programme in South Africa was seen as a milestone in the youth development practice. It carried the promise of opportunity to integrate service delivery and skills transfer to the unskilled youth simultaneously.

According to the Accelerated Shared Growth Initiative of South Africa (ASGISA) Report (2007:p.35) the NYS Programme engages young people in meaningful community activities while developing them through learning and civic services.

This means that young people play an active role in the process of their own development whilst equally contributing towards activities that benefit their communities.

Since its inception in the year 2004, all the spheres of government in South Africa have implemented various version of the NYS Programme that focused on a wide range of technical skills.

This included 5000 young people participating in the public building maintenance initiative of the DoPW. Construction projects are significant because they directly involved nine provincial departments and the national department (ASGISA Report, 2007:p.36).

The ASGISA report (2007:p.36) further states that the participants of the NYS Programme are provided with life changing opportunities and emerge with the following defining characteristics:

> "A strong sense of civic service",
> "A commitment to building caring and sustainable communities",
> "Appreciation of hard work and personal responsibility", and
> "An ability to defend democratic values through a lifelong commitment to human rights, social responsiveness and equity".

Furthermore, the NYS presents the following developmental and support opportunities for the young people:

> Opportunity to acquire new skills,life skills and responsible behavior education
> Opportunity to actively participate in community development and contribute to service delivery,
> Opportunities for post school developmental learning for school leavers
> An opportunity to voluntary participate in social upliftment of their local environment and Development of work skills, experiences and entrepreneurship,
> Safe and hygienic learning environment compliant with occupational safety regulations, and
> Introduction to new peers and adult mentors in a learning environment that result in a form of socialisation of diverse youth.

As a human development process, youth service provides strong and solid building blocks for responsible South African citizenry. It also affirms the view that youth development contributes towards social development and nation building.

The Economic Report for Africa (2005:p.168) support the above notion by putting emphasis on tapping into the unused potential of the unemployed young people that could be a crucial asset for economic development in the African continent.

2.5. A Comparison on the implementation of the National Youth Service

The NYS is not a uniquely South African phenomenon as it has been implemented in many countries across the world. McBride (2009:p.10) wrote that there was an increasing number of African countries that had youth policies and youth service programmes.

According to Perold, et. al., (2007) cited in Bodley-Bond & Cronin (2013:p.5) the NYS has been a significant feature of post-liberation in a number of post liberation societies in Sub-Saharan Africa from the 1960s henceforth.

Countries like Kenya, Nigeria and Ghana are credited for the longest standing NYS Programmes in Africa and Kenya have the longest programme recorded at more than 49 years running.

There are numerous driving factors but, unemployment and lack of skills appears to be the main factors, pushing policy makers to the roll out the NYS as strategic policy intervention.

However, there is a general a concern about politicisation and dispensing of patronage by the ruling parties as a factor posing a challenge to roll out of the youth service in countries like Zimbabwe and Zambia (McBride,2009:p.10).

This may be a consequence of many NYS cases having a stronger political purpose, such as the promotion of national reconciliation, as well as a developmental purpose (Bodley-Bond & Cronin, 2013:p.5).

It has also been noted that in some situations the NYS has been instrumentalised by governments to violently or otherwise target and silence political opponents and critics by Lestimes (2010) cited in Bodley-Bond & Cronin (2013:p.5).

The evaluation of literature identified the following areas as key instruments for cross sectional evaluation of programmes implemented by countries i.e., Programme goals/objectives, challenges, reasons for failure or successes and the institutional framework.

2.5.1. Botswana

Rankopo (2013) in his personal reflection entitled *The Rise and Fall of Tirelo Setshaba (Botswana's Youth Community Service)*explained that the programme costs increased rapidly after the scheme was made compulsory, and rose from a few thousand dollars to over 10 million in 1997.

The author also argues that the Botswana Youth Community Service benefited only a small fraction of the elite youth (about 17%) who had completed secondary education. It was also noted that the programme succumbed to National Economic challenges due to its management approaches.

Dr. Rankopo further stated that the other factors that could have led to the termination of the programme had to do with common perceptions by participants' parents that the participants were sexually abused, and that many of the participants were immature and that Tirelo Setshaba put them at risk of self-harm.

2.5.2. Namibia

The Ministry of Youth, National Service, Sports and Culture of Namibia implements many youth-focused programs, one of which was the NYS which was piloted in 1999 and fully established by the National Youth Service Act, Act No. 6 of 2005.

The Innovations in Civic Participation (ICP, 1999) states that the Namibian NYS sought to engage young people in civic participation activities that contribute to the country's economic and social development while simultaneously providing participants with skills training, work experience and personal development programs.

The Namibian NYS is said to accept approximately 1000 participants (both males and females and including marginalised young people such as orphans, out-of-school and unemployed youth) each year and provides them with housing, meals, transportation and medical services, in addition to a monthly allowance.

The Namibian NYS was funded through Parliament but also received funding from donors, business institutions and from any profit generated by its own activities.

It is said that the NYS has been successful in preparing participants for work in both the private and public sector.

The biggest challenge faced by the Namibian NYS is high unemployment among graduates. The ICP indicates that the NYS issued a *distress call* asking public and private institutions to provide employment opportunities for its participants.

One organisation that responded to the aforementioned distress call was the Namibian Police Force, which accepted 148 trainees from the NYS for enrolment into training as police constables.

The five year pilot of the Namibia Youth Credit Schemes was also implemented as one way to address youth unemployment.

2.5.3. Lesotho

Management and Institutional Arrangement

Lesotho has implemented a programme called Youth Volunteer Corp Project (LYVCP), which was launched on the 28th of April in 2010. The programme was developed in conjunction with the United Nations Development Program (UNDP) and United Nations Volunteers (UNV).

On the other hand, the same project was organised under the Ministry of Gender and Youth, Sports and Recreation, which is Lesotho's primary governing body of youth related issues and programs.

Objectives/Goals

The Youth Volunteer Corp Project (LYVCP) is said to be a one year programme that provides unemployed tertiary school graduates with work experiences in an effort to increase their employment opportunities.

Participants of the programme receive training in local governance and are then placed in positions throughout government ministries and public sector organisations.

Status

The Youth Volunteer Corp Project (LYVCP) lasted for three years with a cost of about 7 million. It is funded by the Lesotho government and the United Nations Development Programme (UNDP), with some assistance from the European Union.

In an effort to act under the single umbrella of the National Youth Council Act of 2008 and the council's regulations of 2009, it was proposed that elections for a National Youth Council of Lesotho take place in 2011.

2.5.4. Uganda

Management and Institutional Arrangement

A youth dairy farm project has been implemented. This programme trains young people in livestock and dairy farming and literally introduces beneficiaries to entrepreneurship and skills (World Bank, 2009:p.12).

Objectives/Goals

These beneficiaries are exposed to an environment where they can be both employees and employers.

Status

However, their business environment requires community support with community members being their most reliable consumers to ensure that the business is sustainable. The above reaffirms the notion of integration and community based youth development.

2.5.5. Zimbabwe

Management and Institutional Arrangement

The Innovations in Civic Participation (ICP) Report (2008) indicated that Zimbabwe had a Ministry of Youth Development, Indigenisation and Empowerment which is responsible for youth related issues and policy as well as a National Youth Policy and a National Youth Service Scheme (NYS).

Objectives/Goals

The Zimbabwe NYS was created in the year 2001 to aid in skills enhancement, patriotism and moral education of the country's young people between the ages 10 and 30 years old.

Status

Between 2001 and 2008, the NYS was known to be a particularly partisan organisation, training its young participants to become members of militias controlled by the ruling ZANU-PF party and used in carrying missions of harassment, intimidation and in many cases, torture and murder until 2008 (ICP, 2008).

2.5.6. Nigeria

Management and Institutional Arrangement

A Programme known as the National Youth Service Corps was set up by decree 24 (and modified by decree 51 of June 1993) to inculcate in 'Nigerian Youths': a spirit of selfless service to the community and to promote a spirit of oneness- and unity in a nation of diverse cultures, economic and social backgrounds (Bodley Bond & Cronin, 2013:p.29).

Objectives/Goals

The project was indicated as one of the tools by which Nigeria hoped to achieve some of her post civil war objectives of a united, strong and self-reliant nation, a dynamic economy, a land full of opportunities for all citizens and a free and democratic economy.

Status

According to the position paper on the NYS in Nigeria (Village Square, 2006), one of the 'success' claimed by the Nigeria National Youth Service Corps scheme is the fact that the programme runs to N9 billion a year in stipends alone.

The report indicates that it is however impossible to see the gain to individual participants without the 'stipend' which, contrary to the philosophy of the program, is the only other incentive for participation.

The amount is apparently not including provision of allowances, uniforms and other kit, nor does it include the cost of administration. The scheme is almost entirely funded by the central government and despite the huge costs incurred; the value derived from the scheme has not yet been recorded.

It has also been found that participation is compulsory and that the participants are generally not known to speak highly of the scheme with many considering it a waste of their time.

2.5.7. Liberia

Management and Institutional Arrangement

Bodley-Bond & Cronin (2013:p.8) stated that the National Youth Volunteer Service programme in the year 2007 in Liberia was implemented in partnership with the United Nations Development Programme (UNDP) local branch.

Objectives/Goals

The objective of the programme is to help former rebels and people involved in the war to obtain skills for jobs through training. It is also aimed at helping young people to contribute to the country's national development.

Liberia established the NYS Programme to enable young people to contribute to the country's national development following more than ten years of debilitating civil war (McBride,2009:p.8).

2.5.8. Observation

It can be concluded, based on the literature and the researcher's cross reflection on the implementation of the NYS that the NYS is a popular programme implemented in a number of countries in Africa.

Although policies designed to back up the programmes have been designed and made available, implementation seems to be a major recurrent challenge. Moreover, the increasing number of youth in need of such interventions versus the lack of or inadequate resources (funds) can be a contributing factor to the failure of the NYS.

The objectives and the programmes of the NYS are common in the countries listed on Table 1 below. However, approaches to implementation are not the same. It can therefore be concluded that NYS is a popular intervention in developing communities.

Table 1 below shows that the objectives of the national youth development are biased towards rehabilitating each country from bad past experiences while promoting skills development but also shows that the programme has sometimes been used to advance political objectives and they were militaristic.

Table: 1 Comparative Analysis of Youth Service Programmes in Africa.

Country	***Programme Objectives***			***Advances Political objectives/ Militaristic.***	***Status***
	Nation Building	***Youth Skills Development and Employability***	***Rehabilitating the ills of the Past***		
Botswana		✓			Terminated
Lesotho		✓			On-going
Namibia		✓	✓		On-going
Liberia		✓	✓		
Uganda		✓			
Nigeria	✓	✓			On-going
Zimbabwe	✓			✓	Terminated
South Africa	✓	✓	✓		On-going

Source: Own

On the basis of the above depiction Bodley-Bond & Cronin (2013:p.10) argues that there is a heavy emphasis on employability which underscores the ability of the NYS programme to develop the capabilities of young people and improving their social and financial status.

In Sub Saharan Africa, out of the 49 countries 18 currently were found to have active NYS programmes (McBride,2009:p.10) whilst the Economic Commission of West Africa States (ECOWAS) Youth Volunteer Programme (Guinea, Guinea Bissau, Liberia and Sierra Leone) was launched in the year 2010.

2.6. The contribution of National Youth Service to Youth Development

The study of literature reveals that the NYS contributes immensely to youth development where it is successfully implemented.

It has been observed that the NYS has over the years been designed to help young people to enhance their employability and access to economic opportunities (Bodley-Bond & Cronin, 2013:p.10).

In its Executive Summary the Green Paper on NYS 1998 the now dissolved National Youth Commission of South Africa stated the following*: "National Youth Service provides a long term and effective means of reconstructing South African Society, whilst simultaneously developing the abilities of young people through service and learning*" (Green Paper on NYS, 1998).

2.7. Objectives of the National Youth Service

The NYS focused on developing skilled individuals who are economically active and who can contribute meaningfully to the society and it proposes various programmes.

Thorough emphasis is put on instilling the will to serve more than pursuit of financial rewards. This provides a wider scope of returns to participants which including an opportunity to learn, exposure to practical work experience and life skills.

A key objective of the NYS is to create and encourage a culture of service amongst young people in South Africa (Green Paper on NYS, 1998).

The study of Literature has isolated the following as the value adds in youth development:

Intergovernmental and civil society cooperation and coordination (Green Paper on NYS,1998),

Developing the abilities of young people through service and learning (Green Paper on NYS,1998),

Creating and encouraging a culture of service amongst young people in South Africa" (Green Paper on NYS,1998),

Help young people to enhance their employability and access to economic opportunities (Bodley-Bond & Cronin,2013:p.10),

Empowers young adults to rebuild their communities and their own lives with a commitment to work, education, responsibility, safety and family (Workforce Training and Education Coordination Board's, 2008:p.11), and

Empowering youth, and allowing them to reach their full potential. (Reconstruction and Development Programme, 1994).

2.8. Criteria for successful Youth Development Programme

A successful youth development programme requires a strong foundation for its successful implementation, Brown and Thakur (2006:p.94) states that the "Promising and Effective Network (PEPNet) of the National Youth Empowerment Coalition (NYEC) in the United States of America (USA) has identified key areas that are viewed as common to successful programmes:

"Strong management",

"A comprehensive pragmatic approach to working with youth",

"A focus on building competencies that will help youth succeed in education and work"; and

"Measurement of the successes they have with the youth".

The above elements are fundamental for all Youth development Programme implementers and in particular to the NYS.

Brown & Thakur (2006:p.96) suggest that a multiple objective or comprehensive approach is more favourable for youth development programmes hence youth development programmes should not necessary be based on unilateral objective.

Programmes that were implemented over a long period of time were more effective at improving educational attainment (Hadley, Mbwana & Hair,2010:p.3) here, the emphasis is on increase notional time or contact time for learning which contributes to the successful attainment of intended goals for each learning or development programme.

Thus the Youth Development Network (2010:p.31) suggest that a youth service programme must also include a post service component that actively supports young people to access economic opportunities thus putting emphasis on the exit opportunities as the driver of the NYS programme.

The World Youth Report (2007:p.111) says that efforts to address the problem of poverty among youth in Africa will be most effective if carried through partnerships with all stakeholders especially the young people themselves.

Youth development should be approached as part of the development of the whole society, and should not be seen in isolation, this also applies to government initiatives (Morrow, Panday & Richter, 2005).

Thus the Youth Development Network(2010:p.31) state that the NYS model requires that its service components must support the national and local development objectives of the government which means there should be stronger alignment of the NYS work and the national service delivery priorities of the country.

2.9. Managing Youth Development

Management is central to the success or failure of any programme or project .When looking for a quality programme, the first thing to assess its management. Without strong management practices and systems, a programme lacks the foundation to provide effective services for youth (Brown & Thakur, 2006:p.95).

The above view suggests that all youth development programmes should be based on stronger management qualities and team in order to achieve the set goals for youth development.

As Pittman (1991) puts it; the process of young people's development requires a form of leadership so as to ensure that it is positively guided towards maximised own potential.
"Youth Development ought not to be viewed as a happenstance matter.
While children can, and often do, make the best of difficult circumstances, they cannot be sustained and helped to grow by chance arrangements or makeshift events" he argues.

Managing and implementing Youth Development is a guided process where a collective or individual assumes the lead responsibility of overseeing youth development programmes.

Youth Development Programmes should be structured and be integrated with the broader developmental objectives of a state or organisation. Effective management and implementation of youth development programmes create a setting where young citizens of a country can progress and become self-sufficient.

Managing youth development presents young people with required choice and opportunity to become meaningful role players in their society. It eliminates the consequence of not managing youth development, i.e., the problem of unemployability due to lack of skills.

However, it is also important to ensure that those responsible for managing youth development programmes are equipped with requisite skills and knowledge in order to excellently execute their duty.

The Green Paper on NYS of South Africa (1998) identifies limited capacity to provide supervision as one of the key constraints to implementing a large-scale national youth service.

It therefore suggests the training of staff responsible for the programme in supervising young people and in effective youth development practice. Key to this training is to build understanding of the Sector to managers and implementers of youth development programmes.

2.10. The Character of the South African Youth

Youth (those aged 15 to 28) comprises about 37% of the total population. Unemployed people tend to be poor and young. Most of the unemployed live in households with a monthly income lower than R800 a month.

"Youth unemployment is highest in the 25-29 age groups; youth comprise about 70% of the unemployed, 46% of the working population and 33% of the self-employed" (National Youth Development Policy Framework, 2002:p.12).

The Provincial Growth and Development Strategy Document of the Mpumalanga (PGDS Document, 2004-2014) in its provincial overview state the following:

> ''38, 9% is younger than 15 years of age and not available for the labour force".
> "22, 2% of the 16 years and older is not economically active"
> "38, 9% of the population is economically active"
> "24, 6% of the population is formally or informally employed", and
> "14, 3% is actively looking for employment"."

Source: PGDS Document, (2004:p.12)

The PGDS Document (2004:p.13) also states that the Mpumalanga Province finds itself in this labour force trap because 85, 8% of its labour force consists of Africans, who either had no formal schooling or only limited primary or secondary schooling.

It further indicate that the 38, 9% of the provincial population that is economically active amounted to almost 1, 2 million in 2002 of which 48, 1% (585 000) were formally employed, whilst 15, 1 % (184 000) were informally employed and about 36, 7% (446 000) unemployed (PGDS,2004:p.13).

On contribution to the economy the National Youth Development Policy Framework (2002:p.13) states that the economic participation of youth differs by age, race, gender, location and education. African youth with primary and less secondary education tend to be in the majority among the economically inactive population.

The National Youth Development Policy Framework (2002:p.18) states that there is high lack of skills among the youth especially those outside the social and economic mainstreams which therefore become debilitating factor for their participation in income generation schemes.

The National Youth Development Policy Framework (2002:p.12) acknowledges that the youth problem in South Africa is largely a consequence of the South African political history and is also economical. It further state that the legacy of apartheid resulted in a large number of young people enduring poor socio-economic conditions.

The historical problems of inequality also contributes to lower levels of human resource development of the province did not have a fully-fledged tertiary institutions, whilst the state has by all means tried to make basic education permeable or accessible.

The PGDS Document (2004:p.53) states that

> "Almost 16% (15.9%) of the population aged 20 and older in Mpumalanga have some primary school education",and
> "Approximately 27% (26, 6%) of the population in the Province have some secondary school education".

The factors stated above largely contribute to low skills level and illiteracy of young people in the province.

2.11. Conclusion

The goals for youth service appears to be common across the states where it has been implemented i.e. there is common emphasis on being at service to the country and whilst there is a form of stipend, there is an emphasis on voluntarism.

According to the Youth Development Network (2010:p.31) an effective Youth service model ensures that participants spend their time engaged in both service activities and structured learning.

The Built Sector context of the Mpumalanga Provincial Government is a valuable response to job creation. According to the World Youth Report (2003:p.62) Public works projects have traditionally been an important source of new jobs, particularly for vulnerable groups such as youth.

Most of the NYS related theories and observations presented in literature are in line with its context as implemented in South Africa and there are similarities and consistencies in the programmes except where it is highly militarised.

The arguments presented are mostly in favoured of active youth participation in the programme and implementation it in local settings where they contribute meaningfully. The implementation challenges are tested in this study and will be exhibited in the chapters that follow.

Where the NYS has failed, the rationale is largely attributed to external influences like source of funding and of course, underlying principles (i.e. whether it is used to further political interest), but most probably it is influenced by management approaches to the programme.

Employment creation remains a central objective for NYS. McBride (2009:p.10) observed that 15 active programmes considered in their study were intended in enhancing the employability of the youth.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

3.1. Introduction

This Chapter introduces the methodological procedures and research design plus the data collection methods applied in the study. The researcher also outlines the research approach, data collection and analytical tools used in analysis of primary and secondary data.

In order to effectively collect, analyse and interpret the research data, the researcher has employed mixed method to research. According to Ivankova, et. al., (2007) cited in De Vos, et. al., (2011:p.434) a mixed method is a procedure for collecting, analyzing and mixing qualitative and quantitative data in one study to ensure proper understanding of the research problem by collecting both numeric and text based data.

3.2. Location of the Study

This study is located in Mpumalanga Province. The province currently has three district municipalities, i.e., Ehlanzeni, Gert Sibande and Nkangala and eighteen local municipalities with Gert Sibande being the least populated municipality whilst Nkangala is the most populated district.

Situated in the eastern part of South Africa, Mpumalanga is adjacent to the borders of Mozambique, whilst the Kingdom of Swaziland is landlocked between the province and Mozambique.

The project was rolled out in different municipal areas in the province with due consideration of existing infrastructure projects with the participants were distributed across the areas in terms of the scope of work.

Ehlanzeni District: Nelspruit in Mbombela Local Municipality and Pilgrims Rest in Thaba Chweu Local Municipality, plus Ehlanzeni FET College

Gert Sibande District: Embhuleni Hospital and Elukwatini Sub District Facility

Gert Sibande District: Msukaligwa Local Municipality at Batho Pele Building in Ermelo, plus Gert Sibande FET College

Nkangala District: KwaMhlanga Government Offices and Nkangala FET College

Figure 2. Map of Mpumalanga Province



Source: www.ehlanzeni.co.za

The DoPW which has since been merged with the Department of Transport is the custodian of public infrastructure in the province and it has four regional offices with two of them located at Ehlanzeni District Municipality.

3.3. Research Approach

According to De Vos, et. al., (2011:p.63) there are two well-known research approaches i.e. qualitative and quantitative with each of them having purposes and methods of conducting research, data collection and analysis.

Creswell (2007:p.37) suggests that research methods are premised on documents analysis, observations, interviews plus understanding the views of the participants about the phenomena.

Neuman (2006:p.14) suggests that the quantitative research seek to understand relations between variables through observation and measurement; all this is linked to explaining relationships using comparisons.

Furthermore, Marshall & Rossman (1999:p.38) argues that the qualitative research approach is uniquely suited to uncovering the unexpected and exploring the new avenues.

Therefore, in order to achieve the objectives of this study, a mixed research approach was used. The choice of this approach is informed by the nature and extent of explorative work conducted during the study.

3.4. Research Design

According to Bryman & Bell (2007:p.40) research design provides a framework for the collection and analysis of data and further gives a reflection about the priority being given to a range of dimensions of the research process.

On the other hand De Vos, et. al., (2011:p.142) argues that there is ambiguity in the definition of research design and alludes to various definitions by De Jong (2008), Blaikie (2000) & Babbie (2009). For the purpose of this study the definition by Bryman & Bell (2007) is sufficient.

Literature reveals that there are two types of research designs i.e. the quantitative and qualitative research designs. De Vos, et. al., (2011:p.308) argues that the difference between the two design is mainly that quantitative is concerned with a set of worked out formulas and controlled measurements whilst the qualitative research design is concerned with the understanding and natural observation.

In this study a qualitative research design tools were employed mainly because the researcher sought to gain understanding (explore) into the implementation of the NYS programme.

This notion is supported by Marshall & Rossman (1999:p.33) who wrote that many qualitative studies are descriptive and exploratory.

3.4.1. Phenomenology

According to Patton (1990:p.71) phenomenological study is one that is focused on descriptions of what people experience and how it is that they experience what they experience.

Patton (1990:p.71) further concluded by saying that a researcher uses phenomenological perspective to elucidate the importance of using methods that capture people's experience of the world.

In this regard the respondents were engaged in order to obtain the required primary research data on their experiences from the project under review by asking them to narrate their experiences and as to whether their personal expectations from the programme were met but most importantly to relate successes and challenges in their own perspective plus the things that should be improved going forward.

This was essential for the purpose of gaining an understanding of the major problems affecting the implementation and Management of the NYS programme implemented by the DoPW in Mpumalanga Province, which forms part the research questions of this study.

3.4.2. Evaluation Research

Bryman & Bell (2007:p.53) explains that evaluation research is concerned with the evaluation of occurrences like organisational programmes or interventions that seek to know whether a new policy initiative or organisational change had achieved its goal.

This was therefore essential in this study as one of its primary objectives evaluates and describes the management approaches towards the project within the context of managing youth development.

Furthermore, this study also sought to know whether the objectives of the programme were achieved in relation to both the provincial and NYS objectives.

Therefore, in its evaluation of findings this study explores the extent to which the implementers were able to achieve the set NYS objectives by reflecting the set objectives against the outcomes.

3.5. Data Collection

The study adopted the mixeddata collection method that integrates both explorative and implementation research. In this study, this involved application of different kinds of data collection methods which includes questions and compilation of statistical information.

In order to access more information the researcher employed multiple methods of data collection, including individual research interviews (primary data), study of departmental documents (secondary data) and focus group interviews which were used to add on the other two data collection methods (Morgan, 1997:p.3) and to enrich the research.

In order for the researcher to gain meaningful responses it is important to find entry into the life world of the respondents. A thorough knowledge of the youth life was therefore essential which compelled the writer to enter the *"life world"* of the youth emphasized by Fouche (2005: p.270).

3.5.1. Interviews (Primary Data)

Interviews were the main source information for the study. De Vos,et. al., (2011:p.342) indicate that interviewing is the predominant mode of data or information collection in qualitative research

The Interviews were conducted with the participants at the following areas:

Gert Sibande: Msukaligwa; Batho Pele Ermelo *(May 2010,)*

Gert Sibande Elukwatini, Embhuleni Hospital *(June 2010),*

Ehlanzeni Thaba Chweu; Pilgrims Rest *(November 2008), and*

Ehlanzeni: Mbombela Riverside; Nelspruit *(May and October 2010.*

An attempt was made to create the most favourable interactive environment through engagement with respondents especially the beneficiaries in their normal life or work situation. These respondents were engaged, in order to obtain the required primary research data on their experiences of the project under review.

Open ended semi-structured and unstructured interviews were conducted with the participants i.e. youth leaders, administrators of the programme and the training providers as respondents.

According to De Vos, et. al., (2011:p.351) researchers use semi structured interviews in order to gain a detailed picture of the participants belief about, or perceptions or account of a particular topic. The method gives the researcher and participant more flexibility to since it is less rigid and allows for easier follow up and enquiry.

The above was therefore essential for the researcher to employ in order to get clearer responses from the respondents in relation to their perception about the project.

The participants were asked questions about their biographical information, their role in relation to the NYS Programme, their views and expectations from the programme.

The participants were further classified according to their training areas using a spread sheet formula to interpret the data, this was essential to ensure a balance of the sample of learners used.

Table: 2. Sample of learner respondents according to area of training:

Region	**Electrical Work**	**Plumbing**	**Brickwork(Masonry)**
Gert Sibande	1	3	2
Ehlanzeni	5	5	2
Nkangala	1	1	2
Thaba Chweu	3	1	4
Total	**10**	**10**	**10**

The researcher further asked all learners if their expectations were met and to indicate how their potential has been developed. This was essential in order to evaluate the perception of the beneficiaries at the end of the training programme.

The politicians and civil society representatives were asked about the objectives of NYS and whether it was an effective youth development project. The researcher also asked them to reflect on the actual implementation of the project by the department of Public Works.

Although it was slightly difficult to make a follow up on, the researcher also made an analysis of the learners who left the programme/did not complete the programme and of course relied from the institutional report to tabulate the reason for early exit. This data was tabulated to try and compare whether there were common factors influencing the premature departure of the beneficiaries from the programme.

Due to time and cost factors the researcher was unable to conduct a pilot interview session as most of the respondents were placed apart, had low income sources and were not easily accessible. The questions were however tested with individuals in the field of research and their input was valuable in terms of the complexity of questions and their alignment.

3.5.2. Focus Groups

A focus group is according to Lederman cited in Rabbie (2004:p.655) a technique involving the use of in-depth group interviews in which participants are selected because they are a purposive, although not necessarily representative, sampling of a specific population, this group being ‘focused’ on a given topic.

According to Morgan (1997:p.2) focus groups are basically group interviews in which reliance is based on the interaction with the group based on the topic supplied by the researcher and their hallmark is that it enables the researcher to find data that may not be accessible without group interaction.

Furthermore, Richardson & Rabbie cited in Rabbie (2004:p.655) argues that participants in these focus groups are, selected on the criteria that they would have something to say on the topic, are within the age-range, have similar socio-characteristics and would be comfortable talking to the interviewer and each other. However, this does not imply that focus groups are always homogenous.

Therefore, the researcher chose to use focus groups as a qualitative data collection method because they would enrich the other methods applied especially to uncover hidden attitudes and viewpoint about the program from the beneficiaries particularly where there was fear for retribution.

There were four focus groups in this study which included individual beneficiaries of the NYS Programme (learners) with three of them constituting the three districts of the province randomly selected to voluntarily participate in the interviews. These engagements sessions with focus groups were held as follows:

Gert Sibande: Msukaligwa; Batho Pele Ermelo *(May 2010) (10 x participants),*

Gert Sibande Elukwatini, Embhuleni Hospital *(June 2010) (10 x participants),*

Ehlanzeni Thaba Chweu; Pilgrims Rest *(November 2008) (10 x participants), and*

Ehlanzeni: Mbombela Riverside; Nelspruit *(May and O ctober 2010) (10 x participants).*

There were no focus group participants from Nkangala District because a sizeable number of selected respondents were not available for the scheduled focus group sessions. However, the respondents from Nkangala participated in individual interviews.

These learners were asked to respond to similar questions and they were accorded an opportunity to decline to respond where they did not find comfort .The participants of the focus groups were drawn from the learners as the main beneficiaries of the programme.

The third sample was drawn from the employees of the implementing institution. It must however be said that this was the most difficult group of respondents.

The researcher had to spend a great deal of time convincing participant about the value of the study and giving them assurance that it was by no means a form of witch hunt or failure seeking tactics that would expose their employer or themselves to any danger.

The 4th group was drawn from members of the civil society organization who hold a keen interest on youth issues. In this regard six civil society representatives were interacted with. These youth activists represented both political and business interests.

3.5.3. Participants Observation

During the focus groups especially the three that consisted of the beneficiaries the researcher observed the patterns of relationships amongst them and how each group felt about the programme compared to the other.

This was necessary to ascertain their level of satisfaction with the programme and to draw proper conclusions.

3.5.4. Secondary data

The researcher also obtained documents from the implementing institution, especially data in the form of progress reports that reflected on the progress of the project and its recommendations to the Management of the Department.

The study of documents ensured that the researcher obtained more understanding of the implementation of the NYS and the implementing agents and its beneficiaries.

In order to achieve quality work the researcher pre-evaluated each source document and ensured that it was credible and authentic in line with the recommendation of Bryman & Bell (2007:p.555) personal documents were avoided in order to eliminate biases.

3.6. Data Analysis

According to De Vos, et. al., (2011:p.397) data analysis is the process of bringing order, structure and meaning to the mass of collected data. De Vos, et. al., (2011) further noted that the task of data analysis also involves reducing the size of raw data, sifting significance from trivia, identifying significant patterns and communicating the findings or observations from the analysed data.

Since the research approach and design were premised on a mixedmethod it was inherent that the study would follow mixed data analysis methods in order to analyse the collected data.

The researcher used mixed methods for data analysis in order to enrich the analysis of data gathered from individual interviews, questionnaires, focus groups and departmental documents.

The report therefore employs quantitative analysis tools like graphics and statistical comparison. The essence in this regard, was to effectively evaluate the implementation of NYS by the DoPW in Mpumalanga Province.

All responses and documents were classified according to the relevant thematic areas to enable the author to evaluate the implementation of the National Youth programme and to give a description of the roll out environment in context.

The responses were also analytically tabled in accordance with the thematic areas in order to ensure they gave meaning to the study as follows:

Implementing Structure and Institutionalisation,
Intake targets(year to year),
Remuneration,
Programme intake targets,
Interdepartmental and Intergovernmental relations,
Allocation of Financial Resources and source of Funding, and
Evaluating Program Objectives.

The thematic areas assisted the researcher to create meaningful data for situational analysis reflected on the project evaluation.

The thematic areas assisted in locating the study and its evaluation within a particular context. This was emphasised by Knight (2002:p.15) cited in De Vos, et. al., (2011:p.89) when he argues that writing and thinking would be difficult if the researcher lacked focus.

The programme intake targets were tabulated on a year to year basis and a comparison between the actual targets and what was planned were evaluated and a reason for each variance was sought and outlined.

The Mpumalanga programme objectives were tabulated and evaluated against project outcomes. The information was entered on the table in order to help in the interpretation thereof.

The researcher also evaluated the rationale for participation from the respondents and it was grouped according to most common factors and tabulated according to participants' categories as per the rationale for participation in the NYS programme.

*Table: 3. Rationale for the Beneficiaries Participating in the programme**

Employment	**Skills Acquisitions**	**Service to the Community**	**Income/ Money**	**Boredom**	**Socialisation**

Source: own

**(The above response breakdown and percentage analysis on this tool is attached as Appendix C)*

Table 3 above reflects on 6 key areas for which young people who participated in the NYS programme stated as the reasons for participating in the programme:

Employment: means that the young person joined the programme because he/she needed work and that was the main driving factor behind participation.

This indicator was also used by the department as it emphasised on creating employment opportunities through enrolment of NYS learners.

Skills Acquisition: Skills acquisition means that the participants mainly joined the programme because they required skills

Service to the Community*:* This indicator was taken from the NYS Specific objectives i.e. to inculcate the culture of service to communities. It was used to test whether the learners understood they would be required to be at service.

Boredom and Socialisation: The last two indicators reflects on the nature of inactive young people and that they may participate in a programme because they do not have an alternative and therefore find the NYS as an opportunity to be entertained and meet new people.

Theresearcher's data collection method helped the study to obtain a detailed description of the programme and evaluate the programme and the ability of its implementers to attain the set objectives or the rationale for failure.

It is hoped that the above practices will enrich the theory of management of youth development and formulation of the best practice model for youth development practitioners by employing real environment and explorative study

3.7. Sampling

According to De Vos, et. al., (2011:p.390) the sampling method applied in qualitative research is less structured when compared against sampling in quantitative research this correlates with the qualitative research approach and the data collection method choices employed in this research, i.e., semi structured interviews and document analysis.

The sampling approach employed in this study was the non-probability sampling. Non probability sampling, according to Bryman & Bell (2007:p.197), covers a wide range of sampling techniques.

Non probability sampling is mainly unique because the sizes of the non-probability samples are not predetermined like the quantitative samples and the focus is biased to relevance to the researched subject more than representativity (Neuman, 2006:p.220).

3.7.1. Sampling technique

The study employed convenience sampling methodology and further ensured that all required categories (strata) are fairly represented in the sample.

According to Battaglia (2011:p.525) convenience sampling differs from other purposive sampling in that expert judgment is not used to select a representative sample of elements. Rather, the primary selection criterion relates to the ease of obtaining a sample.

The researcher sought the most convenient and affordable methods of sampling and groups were chosen according to their availability, as long as they were relevant to the programme.

Whilst the DoPW keeps records of the beneficiaries and of course departmental personnel constitute employees database on the persal system, but it was not easy to access the information on beneficiaries due to poor cooperation from some of the officials.

The researcher ensured that all interest groups are represented in the sample by visiting the sites and attending some of the NYS graduation ceremonies. The researcher was responsible for identification of respondents.

In this regard, the researcher identified participants from each region using both the attendance registers and site visits. At the NYS graduation ceremonies the researcher also identified respondents.

All potential respondents were briefed about the study and were requested to participate in the study. The learners were very keen to give responses especially after being given assurance that their identities will be protected.

The researcher employed semi-structured interviews for the learner to collect data from individual learners. The researcher used prepared questions to channel the discussions and to manage the interview itself.

Table: 4. Sample Profile

PARTICIPANTS	NUMBER	METHOD OF SAMPLING	DATA COLLECTION USED
Learners	30	Convenience sampling	Interviews and participants' observation
Employees of the Department	03	Convenience Sampling	Interviews and Document Reviews
Civil Society Groups	06	Convenience Sampling	Interviews
Politician	01	N/A	Interviews and document reviews

3.8. Validity and Reliability

According to Bryman & Bell (2007:p.410) there are two aspects of validity i.e. external validity which focuses the extent by which the study can be replicated and the internal validity which focuses on the consistency of the issues raised by internal persons plus the correlation between written text and what is said by the individuals.

The research methods and techniques applied in this study plus the reviewed literature justifies the replicability of the study in a different setting, although it may not emerge with exactly the same findings. The processes followed are however, replicable.

This study was fairly valid because it sought to understand the views of the beneficiaries on their experiences of the programme plus the views and experiences of the implementers which were both applied in a similar context and with the use acceptable research techniques on the phenomena.

The employment of qualitative research methods ensured that primary and secondary data was obtained from reliable source using recognised methods like in depth interviews, analysis of documents and participants observation during focus groups.

Interviews yield direct responses from people about their experiences, opinions, feelings and knowledge whilst documents includes publications and reports (Patton, 2002:p.4) these sources of data ensured the validity of the study.

The researcher also engaged both the political head and administrative head of the implementing institution on the findings which forms part of the departmental brief on the observation.

Four respondents i.e. two beneficiaries and civil society representatives were engaged on the observation from the study in order to enhance the reliability of the issues tabled in this report.

Furthermore, this study ensured validity by trying to use authentic data obtained from the relevant sources i.e. the department and its beneficiaries plus all forms of biases were avoided. Although validity did not emphasise on single version truth (Neuman, 2006:p.196) but acceptability of the information.

3.9. Ethical Consideration

According to De Vos, et. al., (2011:p.113) research should be based on mutual trust, acceptance, cooperation, promises and well accepted conventions and expectations between all parties involved in research.

This research involved human beings and it was therefore important to ensure that the research does not result in any harm to participants, is implemented with obtained consent, protects privacy of all and avoids deception (Bryman & Bell,2011:p.132).

Consequently, all respondents were informed of their rights and consent was sought from them to participate in the study.

All respondents' identities were protected except that of the political head of the department who agreed that his identity could be revealed due to his status and he was informed that this report would be circulated to all institutions involved in youth development.

The researcher also obtained written consent from the HOD for the DoPW in Mpumalanga Province. In order to ensure that respondents were not deceived they were informed of the purpose of the study and what it sought to understand.

3.10. Limitations of the Study

This report is confined to only one implementing agent the DoPW in the province. The department rolls out the programme per financial year and it is therefore implemented in the short term.

There is insufficient information on the management and implementation of youth development as a subject of study. The subject of youth development is diverse and complex. It challenged the researcher to constantly check whether the context of this remained within the parameters of the title of the study.

This also informed the choice of explorative enquiry because most available texts focus on youth poverty and unemployment.

It also appeared that the departmental approach to reporting was more quantitative and less qualitative. It was also not certain whether there were standardised mechanisms for reporting on project processes within the department. Reports were not easily made available when requested.

3.11 Conclusion

This chapter explains the processes followed in research methodology and design for the study. The methods used and the rationale behind them is provided for. The following chapters outline and discuss the findings from the study.

The evaluation developed by using the methods stated above is outlined in the evaluation of findings as part of the research report. The researcher has also tried to give rationale for methods employed by giving examples of the tools employed in this regard.

As it is stated by De Vos, et. al., (2011:p.288) that the research methodology is described comprehensively so that the reader develops confidence in the methods used. The researcher has therefore tried to give a fair reflection of the methodology used in the study in order to make the study more meaningful to the reader.

CHAPTER 4

RESEARCH FINDINGS

4.1. Introduction

This study evaluated the management and implementation of youth development programmes in Mpumalanga Province with a particular focus on the NYS programme implemented by the DoPW of the Mpumalanga Province from the year 2007 to date.

The problem statement highlights problems experienced in the roll out of the NYS, some of them highlighted by Mr. M.B. Masuku former MEC for Public Works in Mpumalanga during the policy and budget speech 2008/9 as cited in Chapter 1.

Such challenges may therefore be attributed to institutional challenges and inaccurate planning for the programme which resulted in implementation challenges.

The underlying purpose of the study was to evaluate the management of the NYS project and whether its implementation and management works out to the intended objectives. This chapter presents the research findings based on the research methodology reflected in Chapter 3.

The findings are presented in accordance with the thematic areas largely guided by the research questions in the initial chapter of the study. These findings were drawn from interviews, questionnaires, focus groups and study of departmental documents and they are presented according to the following thematic areas that are further broken into sub themes:

Implementation and Management Challenges of the NYS, and

Factors that contributed to the implementation and management challenges in the programme.

In order to critically evaluate the study this chapter first outlines the programme implementing structure within the DoPW in Mpumalanga Province.

4.2. Implementation and Management Challenges of the NYS

4.2.1. Absence of the NYS Implementing Unit of NYS in the Department

Literature has put strong management as one of the criteria for successful youth development programme (Brown & Thakur, 2006:p.94). Interviews conducted for this study revealed that the department had not appointed full time officials for the NYS implementation when the programme was launched in June 2007.

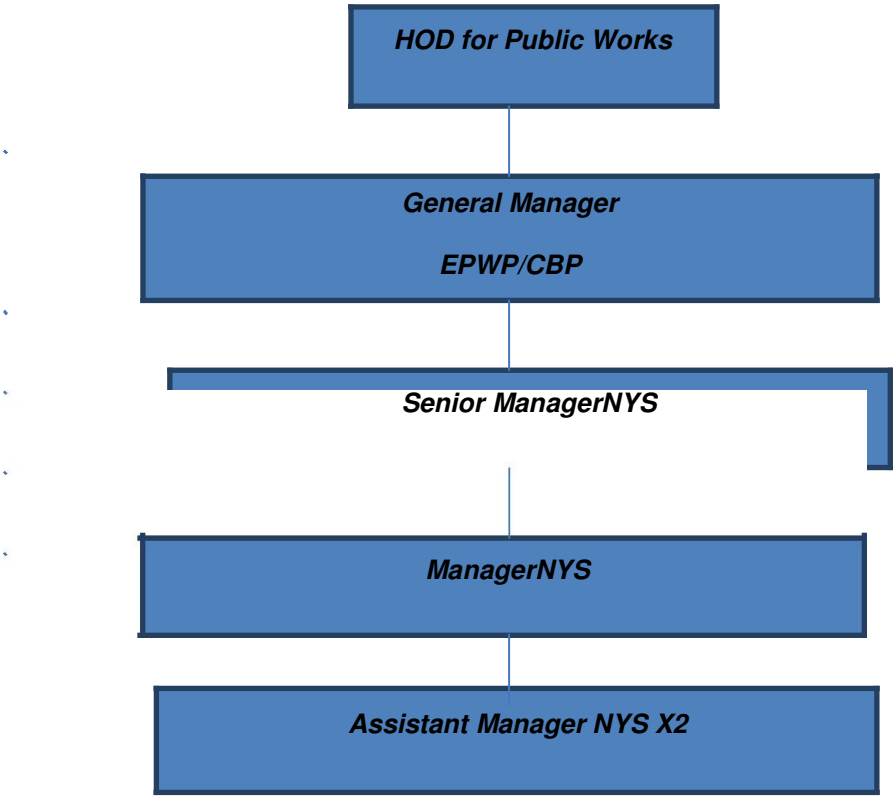
The non-appointment of full time personnel for NYS implementation can therefore be seen as a contributory factor to the problems experienced during the 1st year of the project, which were highlighted by MEC Masuku during his policy and budget speech in the year 2008.

In order to mitigate the consequences of low staffing, it was reported that an interim office was set up for coordination of the programme and an official in the EPWP section was seconded into the NYS office.

The seconded official was responsible for setting the NYS programme within the Provincial Department and was directly accountable to the General Manager (GM) for EPWP and the HOD.

A unit called National Youth Service was established and put in place in 2008 and it was located under the EPWP/CBP programme. Sub divisional officials were appointed both at provincial and regional level (District Boundaries).

Figure: 3 Divisional Structure of EPWP



Source: Department of Public Works Mpumalanga Province Organogram 2013/14

The above figure serves to illustrate the positioning of the NYS sub division at higher level and excludes the programme coordinators. Upon follow up enquiry in the year 2011, it was observed that most of the positions in the NYS section were filled.

The overall responsibility of the NYS section was coordination and implementation of the NYS programme at the Provincial Level and across the three District Municipalities of the Mpumalanga Province.

According to the Annual Report 2009/10 (2010:p.57) NYS was located under EPWP and the main responsibility was to manage the implementation of the NYS programme in a manner that leads to development and empowerment of communities.

A well-established programme implementation structure contributes to the effective management and roll out of a project, our literature review made reference to Brown & Thakur (2006:p.95) who argued that absence of strong management practices and systems, denies the programme the proper foundation to provide effective services for youth.

4.2.2 Nature of Applicants to the Programme

The program recruited school leavers or young people, who had completed high school education, were unemployed and not in tertiary institutions with the intention of placing them into a Built Sector Skill Training program in the province.

The department experienced a very high number of applicants to the programme e.g. each briefing session was attended by at least 3000 applicants or more, which is a clear indicator of the actual demand for youth development opportunities.

The researcher attended one session at Elukwatini Community Hall in Gert Sibande District in the year 2008 and it was reported that 3000 application forms were issued which by far exceeded the annual provincial intake targets.

The Department used both electronic and print media advertisements to invite prospective NYS participants and the entry requirements for the programme were clearly spelled out on adverts.

Out of 30 learners interviewed 20 of them confirmed that they were informed about the programme through radio adverts and 08 obtained the information from the print media whilst only two indicated that they'd obtained the information by word of mouth.

All the respondents were satisfied with the way the programme was communicated to the public. It can be concluded that the department recruitment strategy was fair and reached out to all sectors of the society.

However, the selection process was questionable because departmental officials were unable to clarify the criterion applied in selecting the required number out of the high volume, beside the minimum criterion and regional distribution to sift the required number from the rest of the applicants.

Tables 5 & 6 below presents the annual intakes target of the department compared to the actual realised intakes and provide rationale for the variance in outcomes:

Table: 5. Annual NYS intake targets of the department compared against the actual 2007/8

PROGRAMME	**YEAR TO YEAR TARGET INDICATORS**			
	07/08 TARGET	**07/08 ACTUAL**	**VARIANCE**	**REASON(S)**
Built Sector NYS	500	413	87	Death, voluntary withdrawal and unexplained reasons
Bursaries	33	33	Not Applicable	The study period exceeded the research period and it was therefore difficult to apply that measurement tool
Internships	10	Not Available		Not Given

The above table indicates that whilst 500 learners were required in the NYS programme only 413 completed the programme due to withdrawals.

However, the NYS was the highest empowerment programme in the post school environment above bursaries and learnership issued by the DoPW. This is also evident in the financial year 2008/09 as reflected in table 6 below where the department sought to recruit 1000 learners but there was a variance of 81 which was not explained.

Table: 6. Annual NYS intake targets of the department compared against the actual 2008/9

PROGRAMME	YEAR TO YEAR TARGET INDICATORS			
	08/09 TARGET	**08/09 ACTUAL**	**VARIANCE**	**REASONS**
Built Sector NYS	1000	919	81	Not Given
Bursaries	Not Given	Not Given	Not Given	Not Given
Sakhabakhi	Not Given	Not Given	Not Given	Not Given
Air-Conditioner Maintenance	50	49	01	Not Given
Internships	20	Not Available	-	Not Given
Learnership	0	Not Available	-	Not Given

The above table indicates that whilst 1000 learners were required in the NYS programme only 919 completed the programme due to withdrawals and reasons for such were not given.

4.2.3. Delays in Payments of Stipends

4.2.3.1. Findings from individual Interviews

Whilst the programme drew most of its participant from the under privileged persons in the year 2007, it emerged that there were problems in relation to payment of the R660/month stipend for theoretical training and R1100 for practical training attendance to the programme participants.

The departmental payroll is used to pay salaries according to employee salary levels based on the organisational structure with predetermined salary grades used to pay employees on a prescribed date. All the departmental remuneration for permanent and non-permanent employees is processed through the salaries section.

It was observed that the learners raised concerns about late payment of stipends in the first year. It was also noted that the learners viewed the stipend as a salary. Late payments were an inconvenience as the learners needed money for transport and other basic amenities.

Learner A from Ehlanzeni said:

"We did not receive our salary on t ime yet we were expected to attend the programme daily, we needed our salaries for food and cosmetics, we work in places where you get dirty".

Learner D from Gert Sibande in concurrence with Learner A said;

"We nearly went on strike because we were not paid as promised but the Office of the MEC promised to assist us and we got relief when we received our money, people have been robbed in the past."

These views are affirmed by the remarks of MEC Masuku on the occasion of the 2008/09 Policy and Budget speech when he said that participants could not receive their stipend on time in the year 2007 as highlighted on the problem statement in Chapter 1.

The Youth Development Network (2010:p.33) identifies the payment of appropriate incentives to support the participation of young people as one of the operating principles of the NYS therefore the non-payment or delays in payment of the stipends was contrary to the operating principles of the NYS.

Through the interviews with departmental officials, it was uncovered that during the 1st year of the NYS implementation, the departmental salary system was not adjusted to accommodate these programme beneficiaries. This led to the delays in payment of stipends.

It is also not certain where the funds to pay stipends were located or whether there was a budget allocated to pay the stipend because the departmental officials indicated that the Department of Labour was expected to make a contribution towards the payments of the stipends. It was however reported in June 2008 that these problems were resolved from the year 2008 onwards.

4.2.3.2. Findings from focus groups

When the two focus groups were asked about the challenges experienced in the NYS programme implementation, it became clear that the issue of late payment of stipends affected them grossly because there was a huge expression of anger and dissatisfaction about it.

The group members had an expectation which was not met and therefore the view was that they would embark on a strike if the matter was not resolved. This was a prevalent attitude, even when they were asked if they would lose the opportunity to acquire skills for the stipend. The learners made it absolutely clear that nonpayment of stipends would lead them to a strike.

4.2.4. Reasons for Participation

4.2.4.1 Finding from individual Interviews

A finding was made on the learners' rationale for participation in the programme, and it was observed that 100% of the learners put employment and income generation as the underlying reason for their participation in the programme.

Table: 7. Rationale for the beneficiaries participating in the programme

Employment	Skills Acquisitions	Service to the Community	Income/ Money	Boredom	Socialisation
30(100%)	22(73%)	8(27%)	30(100%)	24(80%)	19(63%)

Employment: Table 7 above reflects that all the respondents (100%) were mainly participating because they were seeking employment. This correlates with the observation by McBride (2009:p.10) that employment creation remains a central objective for NYS.

Accordingly Bodley-Bond & Cronin (2013:p.10) youth development programmes help young people to enhance their employability and to enhance access to economic opportunities. The NYS contributes immensely towards creation of employment opportunities. All the respondents were driven by the need for employment.

Skill Acquisition: In accordance to table 4.1 above 73% of learners were driven by the need to acquire skills to join the programme. The NYS programme has in accordance to the departmental Annual Report (2008:p.63) enhanced young people's skills so that they can meaningfully participate in the social and economic life of the country.

The NYS Programme ensures that young people acquire skills. The Green Paper on NYS (1998) state that developing the abilities of young people through service and learning is the value adds of the NYS. A very high percentage indicated the need for skill acquisition as a driver for participating in the programme.

Service to the Community: One of the fundamental objectives of the NYS cited on Green Paper on NYS (1998) is developing the abilities of young people through service and learning. It was observed that only 26% of the learners joined because they wanted to be at service to their community.

During the course of this study, it was observed that 27% of the learners did not show keen interest on being at service to the community. The learners' lack of interest in being at service to the community was a matter of concern because it was an attitude that went against the programme objectives.

The researcher aimed to test if this objective had been embraced by the young people at their entry into the programme. It was found that about 73% of the beneficiaries had initially been not driven by the will to be at service to the community.

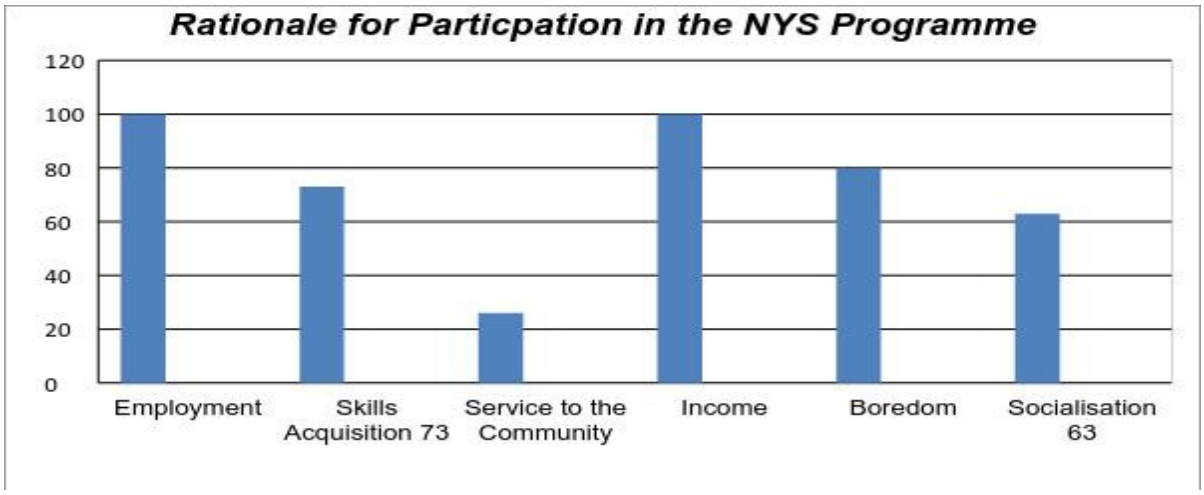
Income: Income was seen as the main reason for participation by all learners (100%). This represents those learners who were motivated to join the programme for monetary reasons.

From this study, it was gathered that all the beneficiaries who participated in the NYS programme did so because they required income.

Boredom: 80% of the learners affirmed that they were driven by boredom to join the programme.

Socialisation: The drive to meet other people is an essential aspect of social cohesion because it teaches young people to work together. About 63% wanted to meet other people and therefore saw the NYS programme as an opportunity to socialize.

Figure 4 Graphic illustration of the rationale for participation



Source: own

4.2.4.2. Findings from Focus Groups

The researcher interviewed the two focus groups and they were asked to indicate the reasons for their participation in the programme, which were given as choices i.e. employment, skills acquisition, service to the community, income, boredom and socialisation.

From both focus groups, it was clear that income was the main driving factor behind the participation in the programme and the learners were excited about the prospect of earning money which would be a source of relief from their financial challenges.

It was also observed that none of the focus group members spoke about being at service to their communities. Skills acquisition and employment were also given as primary reasons for participation.

4.2.5. Lack of Policies and Programs responding to youth challenges

The department did not have a youth development strategy and its Skills Development Strategy did not reflect many specifics on the youth. The department's internship policy and bursary program were considered as programs that would benefit the youth by their mere configuration.

The department acknowledged the need to put in place a targeted program for youth development and, as a result, the MEC for Public Works convened a summit for young people in construction which was held at Loskop Dam on the 22nd of June 2007.

The following programs were viewed as youth benefiting programs and priority areas for youth development

National Youth Service Programme (Construction),

National Youth Service Training (Air conditioner Maintenance Training),

Sakhabakhi Constructor Development Programme,

Bursaries, and

Internships and Learnership.

Out of all the above listed programmes, the NYS Programme is the only programme that's exclusively for youth development. However, young people are viewed as the biggest beneficiaries of the other listed programmes as they constituted a larger part of the community of interest i.e., both academic learning and job seeking environment.

The NYS Programme was intended to be a structured training programme which commences with theoretical training and then proceeding to formal training.

However, in the year 2007 it emerged that the implementers were not ready to implement theoretical training and the young people were therefore, started with practical training. This was contrary to the initial roll out plan for NYS roll out which starts with theoretical training.

It can be concluded that at the time of this study the department had not been able to mainstream youth development programme in all their programmes. There was a need for the department to establish a youth focal point within its structures.

4.2.6. Poor Allocation of Financial Resources and source of Funding

A finding has been made that insufficient financial resources were allocated for the human resource support of the NYS Program within the DoPW.

Furthermore, the department expected the Department of Labour to avail resources for some activities of this program i.e., payment of stipend and it was discovered that the Department of Labour was not prepared to rollout such payments in the year 2007/8.

It was reported that the department experienced a serious problem when the Department of Labour was unable to provide financial resources for the program participants.

According to the former MEC for Public Works in Mpumalanga; Mr. M.B. Masuku the inability of the Department of Labour to avail requisite financial resources resulted in the department being unable to meet its financial obligations like the delayed payments of stipends and late payment of service provides as cited in problem statement in Chapter 1 of this study.

This resulted in non-payment of stipends for learners, inability to pay service providers on time and failure to purchase safety clothing for learners as per the provision of the built-environment work requirements.

All the enrolled NYS learners were entitled to stipends both during theoretical and practical training period. This information was given to all applicants during regional briefing sessions and during the induction session. Furthermore; emphasis was placed on the fact that this was not a salary.

The late payment of stipends in 2007 was a threat to the success of the programme as this impacted negatively on the morale of the beneficiaries. Therefore, the NYS roll out was at high risk and the project could have been stalled due to industrial action by beneficiaries.

The political intervention of the MEC for Public Works and the HOD ensured that the problem was resolved amicably and speedily, hence the programme was implemented without other major hindrances.

The beneficiaries were paid allowances as determined by the Department of Labour for the built sector environment. The Learners appreciated the financial gain acquired through the NYS programme.

Although it was not meant for the broader family, but it was clear that this financial beneficiation extended to the families and or dependants of the programme beneficiaries.

As a result the Annual Report 2007/08(2008:p.36) indicate that the EPWP section had a budget shortfall of R2, 9 million which was required to implement the NYS programme and to fund the Sakhabakhi programme. This money was made available to internal shifting of required funds across the programmes, i.e., virements.

However, the department reported that it had already spent R51 Million on the programme from 2007 to 2009 and all annual budgets were exhausted. Furthermore, an amount of R38 Million was set aside for the financial year 2010/11.

4.2.7. Delays in Procurement

In accordance to the 2007/8 Annual Report (2008:p.29) there were delays in the procurement of protective clothing for participants. This is amongst others attributed to the centralised procurement. However, the report also indicates that procurement functions were decentralised to regions to ensure that the process is enhanced.

This matter was also confirmed by Mr. Masuku during his presentation of the departmental budget speech when he indicated that protective clothing and equipment were not readily available in the year 2007.

The delays in procurement therefore affected the implementation of the project because unavailability of protective clothing meant that the learners could not commence with practical training.

The respondents confirmed that they were informed of delays due to procurement related challenges, however they could not elaborate as this was an internal supply chain procedure issue.

The main concern from the civil society representative was the alteration of the programme and delays in commencement with practical training due to poor communication with FETs and non-availability of protective clothing as a weakness that should be improved by the department.

4.2.8. Lack of Clear Exit Plan

Whilst the department made a commitment to absorb at least 10% of the programme into the employ of the department, it was reported at the end of February 2008 that the department was able to absorb 39 learners from the 413 July 2007 NYS intake as its full time employees.

Accordingly, this was meant to continue as the programme unfolded over the following years. At the time of this study there was no structured programme in place to relate with beneficiaries after the capacity building programme had been concluded.

However, it was however reported by the departmental officials in 2009 that the department had planned to establish youth cooperatives composed of programme beneficiaries from the previous years.

4.2.8.1. Findings from individual interviews

Feedback from the learners indicated that most were uncertain about the future beyond the programme.

From the above, it can also be concluded that the local sphere of government was not prepared to receive the trainees because there was no programme in relation to DoPW NYS.

However, some municipalities in the province (e.g. Mbombela and Ehlanzeni) were reported to be also implementing their own community based programmes.

The civil society representatives who were engaged in this study also conveyed concern about the plight of the youth after completion of training.

Mr. X said *"It would be better if there was a formal aftercare programme for these young people, they are now used to work and income. Life will be more difficult for them if they are not assisted"*

The Youth development Network (2010:p.31) cited in Chapter 2 has also argued for a post service component of the NYS that supports young people in accessing economic opportunities. The post training aftercare programme would be a solution to the financial woes that would affect the participants after the programme.

Learner C from Gert Sibande said the following:

"We were promised assistance by Umsobomvu and ot her financial institutions to start our businesses but nobody has informed us what will happen, I have started a brick making business but I need finance".

Learner F from Ehlanzeni said the following

"It was better if the programme continued, now we are not receiving any income and we need money because were are not employed, at least the NYS was helping us to have some money to address our needs"

Another major finding was that, with the exception of keeping of beneficiary database, the department did not have a relationship with the beneficiaries. The Regional Offices of the department could not confirm whether they were ready to receive these graduates and what would be expected of them.

The beneficiaries indicated that they were promised support from the National Youth Development Agency (NYDA) and Small Enterprise Development Agency (SEDA) for small business development but the processes after certification were not clearly defined.

Learner D from Gert Sibande

"No one has advised what will happen now that we have graduated, all the business opportunities promised have not been delivered. We thought maybe at this graduation we will be told of the direction to follow but nothing so far".

Table: 8 Depicts the learners view on whether they were certain about future activities upon completion of the NYS training:

Question	**Total Number of respondents**	**Responses**					
Are you certain about the activities you will undergo after the programme	30	Yes	46% (14)	Maybe	30% (09)	No	23% (07)

The research findings reveal a lack of resources and very weak intergovernmental relations, especially around the NYS where there are no indicators as to which sphere of government is meant to receive the programme graduates and what their plan going forward is.

It can be concluded that on 46% of those sampled were certain about future activities upon completion of the programme, 30% were undecided whilst 23% were completely not certain of their future prospects and activities post the programme.

4.2.8.2. Findings from Focus Groups

Upon engaging the focus groups about their activities post the NYS training, there were mixed responses. In the 1st focus group from Gert Sibande the most dominant view was that the programme should continue, this was mainly because of the uncertainties that lay ahead.

In the 2nd Focus group from Ehlanzeni there was a greater concern about financial assistance. Although they had a will to embark on income generating activities there was a greater concern about support and funding.

4.2.9. Poor/Weaker reporting mechanism

A major shortcoming affecting this study was non-unavailability of detailed project reports and the low quality of project data which was a key limiting factor in the research exercise. It was also observed that there were no standardised mechanisms for reporting on project processes.

Magongo & Motimele (2011:p.154) also notes that since its inception, the NYS governmental programmes have not been evaluated, thus the data on the impact of the NYS programme was found to be lacking.

This is also affirmed by the International Association for National Youth Service (IANS) (2008) cited in Magongo & Motimele (2011:p.154) who wrote that data on the impact of the NYS is lacking because of lack of impact evaluation.

It is not clear whether there was a quality assurance process attached to this service delivery initiative due to the cited problem of low quality project data. However, it can be concluded that the department was able to effectively roll out and manage youth development programmes like the NYS.

4.3. Factors that contributed to implementation and management challenges in the Program:

The Public Works NYS Model was a 12 Months (NQF Level 2) intensive theoretical and on practical involving road upgrades, construction and renovation of community centres, the paving of access roads, landscaping, upgrading and maintenance of government offices and houses.

In the year 2007/2008 the program targeted 500 young people to be placed in programmes across the three districts of Mpumalanga Province and it was to be implemented over the course of a year covering both theoretical and practical training. Accordingly, 413 out of 500 young persons completed in plumbing, carpentry, bricklaying and plastering (Annual Report, 2008:p.29).

In the year 2008/2009 The program targeted 1000 young people to be placed in program across the three districts of Mpumalanga Province and it was to be implemented over the course of the year covering both theoretical and practical training.

It was noted that the department further sought to recruit 150 young people to the air conditioning and refrigerator maintenance programme at Ifitlile Training Academy. The department eventually enrolled only 50 young people for the training.

The main intention of the department was to accord artisan training to the programme participants but, most essentially to produce entrepreneurs. Commitment was made to source funding to support the business initiatives of the graduates from the UYF.

The department therefore appointed accredited training providers and utilised Further Education and Training Colleges in the Mpumalanga Province for other courses related to the programme and the DoPW attached these initiatives to existing departmental infrastructure projects in the province.

From the interviews, the speech of the MEC and the internal reports of the department on the NYS it can be concluded that the following factors contributed to the implementation challenges experienced in the NYS roll out:

Lack of institutional implementation mechanism for NYS in the department. From interviews with the departmental officials, it was deduced that the department was not ready to roll out NYS when it was launched due to lack of integration,

It was however noted that there were efforts to set up a fully-fledged NYS unit from the year 2008 e.g. recruitment of the full time head of the unit was concluded by the department,

Imbalance between political objectives and decision and institutional service delivery mechanisms. Officials affirmed that they were informed that they were required to roll out NYS without proper resource allocation and they had to find resources within the department in order to achieve this objective,

Lack of flexibility with the bureaucracy of the department; the line functions of the department were not properly briefed on the programme thus they were not prepared for the NYS roll out. The late payment stipends and service providers plus the delays in procurement can be attributed to this,

Weaker institutional capacity i.e. one person employed to implement the programme in 2007/8.This affected the programme roll out because a single person was required to liaise and coordinate the programme, and

Over emphasis on single programme objectives above other intended objectives, i.e., Job creation over the culture of service which is the fundamental objective of the NYS.

This observation was made by the researcher upon engagement with the departmental officials because they mainly spoke about NYS as a job creation opportunity thus the issue of being at service was obscured.

4.4. Project Evaluation

Whilst we are able to give an indication of the number of people trained, it is not clear to what extent the quality of the infrastructure was developed and buildings refurbished.

The department increased its enrollment targets from 500 in its first year to 1000 in the years that followed. The study further revealed that although the objectives of the NYS are clearly outlined in NYS Policy framework there were visible implementation challenges and lack of NYS mainstreaming within the department, this is attributed to lack the of an integrated approach in the department.

The research also reveals that generally there was poor monitoring and evaluation of the NYS project which resulted in the low quality of project data. This is a factor affecting all the NYS governmental programmes thus making it difficult to measure the impact of the NYS, an assertion supported by Magongo & Motimele (2011:p.154) when they state that since its inception the NYS government programmes have not been evaluated.

It was also noted that whilst there were issues affecting the NYS roll out, the number of learners who withdrew from the programme was low and average at 4 per year.

The reasons given for withdrawal were not directly related to the NYS roll out and they included death and better opportunities. However, there was one respondent who withdrew in the year 2007 at Gert Sibande and when asked about the reasons they responded as follows:

Learner H

"They made us to work in a dusty place without proper masks and I have a sinusitis problem and there is no food provision, I can't work in such conditions"

4.5. Conclusion

One of the fundamental goals of youth development as stated by Cornel, Gambone & Smith (2000:p.285) in Chapter 2 is to contribute their community. This is important because it strengthen the relationship between young people and the community thus contributing to social cohesion.

The department was able to achieve some of the set objectives as they were able to expose these learners to a structured training programme i.e. to develop the skills, knowledge and abilities of young people and enable them to make meaningful transition to adulthood which is one of the principal project objectives.

Through the artisan skills development and acquisition the NYS Programme increased the likelihood for employment creation, employability and indeed direct employment for the programme beneficiaries.

This is in line with Bodley-Bond & Cronin (2013:p.10) who is cited in Chapter 2 arguing that youth service has over the years been designed to help young people to enhance their employability and to enhance access to economic opportunities.

The department was also able to contribute towards social cohesion by giving a form of financial reward through the stipend for each participant, which was a direct contribution to creation of income for all participants.

Even though there was no structured exit mechanism, the department set a form of objective to absorb at least 10% of the beneficiaries into the mainstream employment of the department hence by February 2008 the department was able to absorb 39 beneficiaries into its personnel.

However, the Youth Development Network (2010:p.31) suggests that exit opportunities should drive the entire NYS programme; this was not the case with the current version of the NYS. There was more emphasis on skills development and training and little focus on life after the NYS training.

The World Bank in Godfrey (2003:p.25) notes that programmes driven by public works have been used extensively as a form of social safety net that absorb the challenges of unemployment that are created by, among others, incompatibility between the labour market and national skills database.

CHAPTER 5

ANALYSIS OF RESEARCH FINDINGS

5.1. Introduction

The previous chapter presented findings in terms of the challenges affecting the implementation of NYS in the Mpumalanga DoPW as part of the research questions in Chapter 1 of this study.

This chapter mainly analyses the findings and evaluates the extent to which the NYS was able to achieve both its national and provincial objectives in relation to the research questions.

In order to give proper evaluation and analysis of the findings of the study in the previous chapter was broken in to thematic areas that are also responding to the research questions and objectives.

In this chapter, the valuation and analysis is therefore premised into the questions raised in the study. The study was aimed at evaluating the management and implementation of the NYS programme implemented by the DoPW in the Mpumalanga Province.

The driving factor behind this evaluation is the research problem as articulated in the problem statement which reflects that the Mpumalanga NYS programme implemented by the DoPW was not immune to implementation challenges.

In order to obtain meaning and proper entry into the subject for study the following questions were raised:

> What were the major problems affecting the Implementation and Management of National Youth Service programme implemented by the DoPW in the Mpumalanga Province?
>
> To what extent were the objectives of the programme achieved in relation to both the Provincial and NYS objectives?

What lessons could be learnt from the challenges experienced in the Mpumalanga Province?, and

What are the best practices for management and implementation of the Youth Development programmes like the NYS?

5.2. Implementation challenges of the NYS programme

In the assessment of major problems affecting the implementation and management of the NYS programme by the DoPW in the Mpumalanga Province, the researcher sought to establish whether there were major challenges affecting the NYS roll out.

From the onset the study revealed key implementation challenges which were further accentuated by the former MEC for Public Works Mr. M.B. Masuku during the policy and budget Speech of 2008.

The researcher drew facts from sources of literature and responses of the research respondents. The MEC for Public Works observed that there were implementing challenges for the project, especially, at its initiation. However, these challenges were apparently eliminated as the project continued.

The findings reflect on the resource allocation and time as the other factors affecting the roll out and the lack of clear exit mechanism. This also borders on very weak intergovernmental relations especially around the NYS as there are no indicators as to which sphere of government was meant to receive the NYS graduates and what their plan for them was.

The research also reveals that there is generally there is poor monitoring and evaluation of the NYS project which culminates into the low quality of the project data. This factor affects all the NYS governmental programmes thus making it difficult to measure the impact of the NYS.

The latter is also supported by Magongo & Motimele (2011:p.154) when they state that since its inception the NYS government programmes have not been evaluated.

The study therefore observes that the following challenges affected the NYS implementation by the DoPW:

Lack of a clear exit mechanism and integrated approaches between spheres of government and other government departments plus communities,

Minimal financial resource allocation and late availability thereof,
Failure to conclude the project on scheduled time, and
The number of applicants was very high but the department was on average able to absorb at least 1000 per annum.

There were also internal logistical issues like the late procurement and supply of safety clothing plus the late payments of stipends to the beneficiaries which had a serious bearing on the project roll out.

5.3. Programme Objectives relative to Achievements

According to Pahad (2006) cited in Magongo & Motimele (2011:p.149) the NYS is instrumental in contributing to the country's national development agenda by developing the abilities of young people through service learning which ultimately empowers them to contribute to their communities.

The study affirms that the programme was able to develop the skills of the participants and to create employment opportunities. However, the lack of clear exit mechanism and integration hinders the realization of the fundamental objective as espoused on the NYS objectives in terms of the NYS Business Plan (2002-2007) which is to inculcate of the culture of service to their communities.

The department was not strategically positioned to monitor the levels of civic activism by the NYS beneficiaries after the completion of the programme there is clearly is no sense of connectedness between the beneficiaries and their communities. It is therefore left unto the beneficiaries to either play an active role or provide services to the community or to narrowly focus on job seeking or business establishment.

The NYS beneficiaries should individually and collectively embody the culture of service but it should equally be given an opportunity to render such service.

Youth Service is not only limited to the period of training but the greater essence of the NYS concept exist after the skilling project.

The above observation also relates to the voluntarism aspect of the NYS which is impossible to realize in the current approach because of the short term relationship between the implementing department and their beneficiaries.

A desirable situation is where the trained and graduated NYS volunteers dedicate time to serve their communities on voluntary basis and help rehabilitate damaged government infrastructure. This a model well implemented by the various volunteer corps across the world.

However, the NYS programmes have reportedly become means of addressing growing incidence of youth unemployment and dissatisfaction (Magongo & Motimele, 2011: p.149). These findings also affirm that the NYS project implemented by the DoPW was able to achieve the objective of creating of employment opportunities and active economic participation in the short term.

This conclusion is drawn from the fact that since 2007, plus minus 5000 young people have actively participated in the programme and have been exposed to the financial benefits and work opportunities brought by the Public Works driven NYS in Mpumalanga Province.

5.4. Evaluating Program Objectives

The specific objectives of the NYS as stated in the NYS Business Plan (2002-2007) are the following:

> "To inculcate the culture of service to communities",
> "To inculcate in young people an understanding of their role in the promotion of civic awareness and national reconstruction",
> "To develop the skills, knowledge and abilities of young people to enable them to make meaningful transition to adulthood",

"To improve youth employability through opportunities for skills development work experience and support to gain access to economic and further learning opportunities", and

"To harness the nation's untapped human resource and provide a vehicle for enhancing the delivery of the country's development objectives".

Table: 9. Evaluation of Objectives against outcomes

NYS Specific Objective	**Expected outcome/result**	**Evaluation**
To inculcate the culture of service to communities	These young people will be at service to their communities beyond their enrolment in the training programme	The Department did not have an exit plan for the NYS graduates and the relationship largely ceases to exist post their certification It was difficult to evaluate the role of the beneficiaries after their certification, since there was no post training programme rolled out A further study would be required to evaluate the impact in the long term and would be more beneficial to the department

NYS Specific Objective	Expected outcome/result	Evaluation
To inculcate in young people an understanding of the role in the promotion of civic awareness and national reconstruction	Development of responsible citizens who contributes towards National reconstruction	This aspect requires long term evaluation and could not be determined through this study
To develop the skills, knowledge and abilities of young people to enable them to make meaningful transition to adulthood	Skilled and developed young people who hold a competitive advantage over their peers and who have not benefited through the programme	The Programme exposed young people to various skills i.e. bricklaying, plumbing, electrical work etc. Young people were trained by CETA accredited service providers and FET Colleges and obtained recognised certificates of competence
To improve youth employability through opportunities for skills development, work experience and support to gain access to economic and further learning opportunities.	Employable young persons who have gathered experience in their various fields of training through this programme	The graduates of the NYS are skilled and employable but can also start their own businesses, it was reported that some of the best performing learners were to be absorbed into the departmental personnel due to their excellent performance levels. However, no further evidence was provided in this regard

NYS Specific Objective	Expected outcome/result	Evaluation
To harness the nation's untapped human resource and provide a vehicle for enhancing the delivery of the country's development objectives	Building a skilled generation of young people in the country	The programme has ventured into unskilled human Capital and exposed them to variety of skills and areas of work which has contributed towards the development of skilled human capital

One of the fundamental objectives of the NYS is to inculcate the strong sense of civic service (ASGISA Report, 2007:p.36) and opportunity to actively participate in community development and contribute to service delivery.

However, at the end of this study it was not clear whether the department was able inculcate the culture of service beyond the programme to the beneficiaries since there was no formal relationship with the beneficiaries post the training program, the skills were acquired in order to realise the programme objective but they were not the ultimate goals of the programme.

It can therefore be concluded that the programme design made it difficult to evaluate the objective to inculcate the culture of service.

Whilst the programme sought to create employability for its beneficiaries (Annual Report,2008:p.28), the researcher concludes that this objective was achieved because young people with added skills through the training programme can have a competitive advantage because they now have certified skill in fields like Community House Building, Air-Conditioning and Refrigeration.

The programme was therefore able to harness the untapped human resource and to provide a vehicle for service delivery of the country's development objectives. It can be concluded that this objective was achieved as the programme ventured into communities composed of young people with low skills and competency levels.

It can also be concluded that the department was able to achieve two of the four NYS specific objectives.

The objectives of the Mpumalanga Built environment NYS programme as commonly stated in the 2007-2009 performance Plans for the department, consistently lists the coordination and implementation of the NYS Programme in the province as the strategic objective of the department:

Table: 10. Evaluation of Mpumalanga NYS Built Environment against expected outcomes

Mpumalanga NYS Built Environment Objectives	**Expected outcome/result**	**Evaluation**
In 2007/2008 the department sought to lead, coordinate and monitor the creation of 500 jobs for the youth	This would be achieved through the launch of the NYS programme and enrolment of 500 youth to the programme	Whilst these targets were easily met, there were problems with the set measurable objective because NYS objectives are largely focused on acquisition of skills through service and employability of the beneficiaries. The department therefore lost sight of the strategic goal of the NYS and put emphasis on the creation of employment. The NYS is not an employment process but an enabling environment created through the programme

Mpumalanga NYS Built Environment Objectives	**Expected outcome/result**	**Evaluation**
In 2007/8 the department sought to facilitate theoretical training in the 1st quarter and the 4th quarter of the financial year and facilitate practical training in the 2nd and 3rd quarter	Implementation of these activities would indicate the success of the department.	The Department was unable to implement Theoretical Training in the 1st quarter in Gert Sibande and Ehlanzeni hence it had to commence with practical training.
In 2008/2009 The department sought to coordinate and implement NYS for 1000 young persons The Department further sought to enroll 150 young person in the Technical and Theoretical training for Refrigerator and Air-Conditioner maintenance Programme at Ifitlile Training Academy	1000 young people enrolled in the NYS programme for the year 2008/2009 50 young person enrolled in the Technical and Theoretical training for Refrigerator and Air-Conditioner maintenance Programme at Ifitlile Training Academy	These targets were not achieved because the 2007/2008 project had not been completed The Training Commenced in November 2008 but was not completed with the planned period

It can be concluded that the department was able to meet its targets for recruitment in both the year 2007/8 and 2008/9.

The Department was, however, unable to complete its programme within the planned period in the first two years of implementation for both periods and this delay affected its programmed implementation for the years to follow.

The Mpumalanga DoPW has therefore partly met its NYSA targets during the period of this study.

5.5. Conclusion

Looking at the DoPW driven NYS project implemented in Mpumalanga a number of lessons and best practices were acquired and it is believed that this information will be of great assistance to youth development practitioners.

A greater emphasis is put on monitoring and evaluation, resource allocation and training of implementers on the NYS as a project. All these best practices are reflected in Chapter 6 of this research report as part of the conclusion of the study.

Youth unemployment and skills shortage, remain two inter-related challenges and a threat to the development of the country's young people. The NYS was initiated by government to tackle the two challenges through creating jobs via skills transfer and government infrastructure projects.

It was projected that unskilled youth would be able to conclude the NYS training having acquired competencies, work experience and life skills that would make them to gain a competitive edge.

The DoPW has invested public funds on the NYS training since its inception in July 2007, and whilst there might have been implementation challenges with some of the fundamental objectives like creation of culture of service amongst the youth not being immediately realised, the NYS remains a good intervention to transform the socio-economic landscape of Mpumalanga and the rest of South Africa.

CHAPTER 6

CONCLUSION, RECOMMENDATIONS AND LESSON LEARNT

6.1. Introduction

Youth unemployment and skill shortages are major challenges confronting the democratic South Africa. Therefore, employment creation and skills development has been central to the agenda of the government. The built sector NYS is essential due to its ability to address the twin challenges of skills and employability simultaneously.

This chapter documents the best practice model for implementation and management of youth development. It is believed that youth development practitioners can benefit from the lessons drawn from the Mpumalanga project and use it for future references.

6.2. Purpose of the Study

The main purpose of the study was to evaluate analyse the management of the NYS Programme in Mpumalanga as implemented by the DoPW within the context of youth development management in South Africa.

The late payment of stipends to beneficiaries affirmed the issue of poor allocation and management of financial resources with the department; this however improved as the program proceeded.

It also appears that there is a general lack of monitoring and evaluation hence the quality of projects data for the project is poor. However, this is not only the case in Mpumalanga Province but a general reflection on the NYS which supported by literary sources including Magongo & Motimele (2011:p.157) who wrote that the present status of NYS is undefined due to a lack of data caused by poor or non-existent monitoring and evaluation of programmes.

6.3. Lesson Learnt from the Implementation of the National Youth Service Programme

In order to ensure improvement of future youth development programmes there is greater need to document lesson learnt from youth developed programme that are rolled out. Whilst these lessons may not be ultimate but they will add value to the work of youth development practitioners and help to stimulate further argument and study in relation to the subject.

The study has therefore enabled the researcher to isolate a number of lessons and best practices for youth development practitioners as implementing agents for youth development:

> Youth development programmes must be flexible and adaptable to circumstances:

Theron (2008) wrote that development is not progress in single direction, but a process of continuous adaptation, problem solving and opportunity exploitation.

The above text reaffirms the multidimensional nature of youth development, the overemphasis of single outcome, i.e., meeting targets of enrolment has a great potential of limiting the focus on the broader development objectives as of the NYS.This requires clear understanding of the implementers for the NYS Programme and equally thorough capacitation.

> The NYS and all other youth development programmes should be long term based*:* The broader aim for all development projects should be to bring lifelong change to the People especially the immediate beneficiaries.

It should be noted that the programme reviewed in this study was relatively too short to address the NYS objectives sufficiently.

> Clearly defined exit plan*:* is essential each programme should clearly indicate how beneficiaries and the implementing agencies should relate after completion of the programme.

In the case of the Mpumalanga NYS programme there was huge uncertainty among the beneficiaries on what would occur post their graduation period.

The youth development programme should have multiple outcomes:
Besides providing the skills and knowledge. All development programmes should comprehensively respond to the challenges of the beneficiaries but also contribute towards the improvement of the society.

This is line with the goals and indicators of youth development as multi-dimensional explicitly listed in the Kellogg Youth Partnership Survey conducted in 1998 as cited by McDonald & Valdivieso (2000:p.176)

A single youth development project should address a variety of youth problems and it must have multiple faceted outcomes and responses to the comprehensive youth programme.

Sound and proper planning and conceptualization of NYS work is essential:
According to Kotze & van Wyk 1986 cited in Theron (2008:p.46) planning is future oriented, interdisciplinary and comprises the task of coordinating expertise.
All youth development programmes should be properly planned for with clear milestones and targets.

NYS implementers must be considerate of the status of readiness of partner institutions:
In order for the project to be successful, the implementers should be considerate of the state of their partners in project delivery e.g. whether the FET institutions are ready to use the beneficiaries for the forthcoming year of implementation.

The programme organizer and implementers should be flexible:
All youth development agents should build an understanding with the beneficiaries but also be able to adapt to ever changing nature of their clients.

Youth development programmes like NYS should be linked with the country service delivery initiatives:

Development should is about change for the better in the lives of those who have been previously excluded from the development initiatives (Theron, 2008:p.103).

Youth development programmes must therefore deal with the following aspects integration of the excluded, redistributive to wider scope of beneficiaries and redress this notion was articulated by Morrow, Panday & Richter (2005) who wrote that youth development should not be seen in isolation as it also applies to government initiatives.

- The state should adopt a single and inclusive model for youth development to ensure that it addresses all the youth challenges i.e. socio- economic needs of the beneficiaries,
- All government departments must implement NYS in commonly identified sites or areas for service delivery to ensure integrated and synchronized service delivery outcomes,
- Youth development budgeting**:** all implementing institution should properly allocate financial resources for youth development in all the departmental programmes. This is essential to ensure that youth development is also a mainstream programme for the state,
- All required tools of trade including protective clothing, should be delivered on time to ensure that the project is not negatively affected by non-availability of required goods, and
- Ensure that all service providers are paid on time as per the service level agreements in order to avoid delays caused by pay disputes between the implementing agent and the service provider.

The financial aspect of a programme can be terminal is underestimated; the implementers of the programme should ensure sufficient financial resource availability prior project implementation and review targets if there is a budget deficit.

Youth development programmes in the post school environment should be long term so as to ensure proper improvement and attainment of skills. The current nature of the programme focuses more on the equipment of the beneficiaries with skills but is silent on the aspect of being at service to the community beyond the training.

According to the ASGISA Report (2007:p.36) the NYS Programme as it was envisioned should among other things, develop a strong sense of civic service and commitment to building caring and sustainable communities. It was however, noted that the current NYS configuration is limited to training and skills empowerment.

The beneficiaries only do work while undergoing practical training. There is a need to therefore address the element of continuous service to the community by the NYS beneficiaries.

The NYS programme and its aspects should be clearly articulated to the beneficiaries through a structured induction and orientation programme in order to avoid confusion in the middle of implementation.

6.4. Best practices for management and implementation of youth development programmes

From the onset it is clear that a lot of training is required for all programme implementers to ensure that they properly understand what is expected of them. The implementing department should also enhance internal communication to ensure that all officials are aware of the timelines of the NYS project.

The implementing department should work with other government institutions to ensure an integrated approach towards the NYS and to put in place an effective exit plan for all beneficiaries.

Magongo & Motimele (2011:p.156) further recommend the following interventions for the NYS:

> "Proper monitoring and evaluation",
> "Increased scope and facilitation to ensure increased youth sector involvement"
> "Increased agency funding",
> "Standardisation of stipend", and
> "Prioritisation and Mainstreaming of NYS policy in all government departments".
> "Increased private and public sector collaboration to open up employment opportunities", and
> "Baseline studies to track progress over a long period of time".

Furthermore, it will be important for the department to consider the following recommendations as part of the programme enhancement:

> There is a need to enhance internal capacity and commitment to the NYS programme within the department;
> Increased the number of long term infrastructure projects attached to the NYS programme; and
> There will be a need to improve NYS roll out plans and it must be ensured that it achieve all the NYS objectives especially being at service to the community.

6.5. Conclusion

This study has addressed the management and implementation of the NYS Programme. It can be concluded that NYS especially in the built sector environment requires long term planning and integration.

Over the 1st two years of its implementation the programme exceeded the set time frames and was not implemented as planned especially in the 1st year. Whilst the department was able to resolve these shortcomings, it is important to enhance the project management capacity of those in charge of the programme.

The NYS as a programme is able to improve the livelihoods of the beneficiaries and their immediate community which contributes to social cohesion and consequently addresses national problems like poverty and unemployment in manner that builds better citizens and communities as stated in the NYS Plan (2002-2007)

Youth development programmes have an ability to liberate young people from the bondages of poverty and deprivation. Youth development programmes like the NYS empower young people to effectively participate in their own development and that of their parent community.

Therefore, young people who have undergone this programme have a competitive edge against their peers who might have not benefited from the programme and they would be less skilled.

The study of literature gives assertion to the above through the extract from the ASGISA Report (2007:p.35) where it states that the NYS Programme engages young people in meaningful community activities while developing them through learning and civic services.

According to the World Bank Africa Development Indicators 2008/09 (2008:p.3) the energy, skills and aspirations of young people are invaluable assets that no country can afford to squander, and helping them realise their full potential by gaining access to employment is a precondition for poverty eradication, sustainable development and lasting peace

Youth development programmes like the NYS are indeed a prerequisite for the progression of both developed and under developed global communities.

The department has largely been able to attain its short term objectives and can be used as a role model for other institutions in the country. However; it should seriously consider expanding the scope and the term for capacity building aspect of the NYS.

Furthermore, there should be a clear definition of how the provincial programme links with the local municipalities where the beneficiaries reside and what their role will be thereafter. This can address the continuity aspect of the programme.

It will however, require local municipalities to be sufficiently resourced to cover such activities. It therefore implies that there should be a shift from unilateral approaches of planning and implementation but integrated planning and roll out of the NYS in the long term.

The department should ensure that all its officials understand the principles of the national youth service programme.

All officials responsible for NYS should be trained youth development practitioners who appreciate their role as agents for change and improvement of the quality of life of the people of South Africa.

Whilst emphasis is put on youth development and employment creation through this programme, it should not be assumed that the state official are ready to roll out the programme hence there is a need to allocate resource to capacitate NYS practitioners.

Institutional capacity is an essential aspect of project delivery and is also central in the management of youth development programmes and projects. Literature has also emphasised the need to ensure that the youth does not become passive recipients of empowerment programmes but active opinion makers. Most essentially, due to consideration of the community circumstances where such development occurs.

The above listed best practices and lessons from the NYS Programme of the DoPW in Mpumalanga province should be used as a point of reference for future projects and to initiate further discussions on youth development.

All the shortcomings observed during this study should be prevented; however some challenges may be inherent in all development programmes. Adaptable, flexible and innovative administration will be required to ensure that all challenges are properly addressed whenever they emerge.

Table of References:

ASGISA. 2007. Annual Report 2007, the Presidency, Republic of South Africa www.natgrowth.co.za/docs/Asgisa-2007-25-Sept-report-Part1

Battaglia, M.P. 2011. Non probability Sampling. Encyclopedia of Survey Research Methods. United Kingdom: SAGE Publications. http://www.uk.sagepub.com

Beauchamp, T.L. & Bowie, N.E. (Ed.) 1988(3rd Ed). Ethical Theory and Business. Englewood Cliffs, NJ: Prentice Hall

Benson, P.L. & Pittman, K.J. 2001. Trends in Youth Development Massachusetts; USA: Kluwer Academic Publishers-Outreach Scholarship Series.

Bhorat, H. 2006. Graduate Unemployment in Post-Apartheid South Africa: Nature and Possible Policy Responses, Development Policy Research Unit. Cape Town: University of Cape Town. www.commerce.uct.ac.za/Research_Units/DPRU

Bhorat, H. 2006. Poverty and Policy in Post - Apartheid South Africa. Cape Town South Africa: HSRC Press.

Bless, C. & Higson-Smith, C. 1995. Fundamentals of Social Research Methods: African Perspectives. Kenwyn: Juta & Co Ltd

Brown, D.E. & Thakur, M.B. 2006. Workforce Development for Older Youth. USA: Willey Periodicals Inc.

Bryman, A., Bell, E. 2007. Business Research Methods.USA: Oxford.

Connell, J.P. Gambone, M.A. & Smith, T. 2000. Youth Development in Community Settings; Challenges to our Field, Our Approach; Challenges and Directions (pp. 281-299). Philadelphia

Connell, J.P. & Gambone, M.A.G. 2002. Youth Development in Community Settings: Youth Development Strategies Inc.

Creswell, J.W.I. 2003. (2nd Ed) Research Design: Qualitative, Quantitative and Mixed Method Approaches. United Kingdom: SAGE Publications

De Vos, A.S. (Ed.). 2002. (2nd Ed). Research at Grassroots. Pretoria. South Africa: Van Schaik Publishers.

De Vos, A.S. Strydom, H. Fouche, C.B. & Delport, C.S.L. 2011. (4th Ed) Research at Grassroots. Pretoria. South Africa: Van Schaik Publishers

Development Policy Research Unit.(DPRU) 2007.Annual Report 2006; School of Economics. Cape Town: University of Cape Town. www.commerce.uct.ac.za/Research_Units/DPRU/AnnualReports/

Development Policy Research Unit.(DPRU) 2006. Graduate Unemployment in Post-Apartheid South Africa: Nature and Possible Policy Responses; School of Economics, Cape Town: University of Cape Town www.commerce.uct.ac.za/Research_Units/DPRU/AnnualReports/

Economic Commission for Africa.2005: Economic Report on Africa 2005- Meeting the Challenges of Unemployment and Poverty in Africa; Addis Ababa 2005 www.uneca.org

Godfrey, M. 2003. Youth Employment Policy in Developing and Transition Countries-Prevention as well as Cure, Social Protection Unit HDN.: Washington DC: World Bank. socialprotection@worldbank.org.

Hamilton, S.F., Hamilton, M.A. (Ed.) 2004. The Youth Development Handbook: Coming of Age in American Communities. California. USA: Sage Publications Inc.

Human Science Research Council (HSRC). 2006. Africa Annual Report 2005/2006

Innovations and Civic Participation(ICP).2008.The Zimbabwe National Youth Service and the 2008 Election: Lessons for the National Service Community http://www.icicp.org (Accessed 23/12/2011)

Jeffs, T.J.1979. Young People and the Youth Service. London.UK: Routledge and Kegan Paul.

MacDonald, G.B. & Valdivieso, R.2000.Measuring deficits and assets: how we track youth development now, and how we should track it? Pp.149-184 in Youth Development: Issues, Challenges and Directions. Philadelphia, PA: Public/Private Ventures

Magongo, B. & Motimele, M. (Ed.) 2011.(2nd Ed) South African Youth in Context: the Young Generation. National Youth Development Agency, Midrand, South Africa: Interprid Printers

Makwetla, T.S.P. 2007.State of the Province Address 2007. Premier's Speeches Mpumalanga. Government Portal, Mpumalanga Province. www.mpg.gov.za

Masuku, M.B.2008. Policy and Budget Speech (2008/09).MEC for Public Works, Mpumalanga Province, South Africa: South African Government Information Communication Services: www.gov.za

McCord, A.2004. "Public Works and Overcoming Under-Development in South Africa". UNDP, HSRC & DBSA: Conference on Overcoming Under-development in South Africa's Second Economy, 29 October 2004 SALDRU. University of Cape Town

Mlambo-Ngcuka, P. 2006. Address and Speeches by Deputy President of South Africa: South African (December 2006): South African Government Portal, Department of foreign Affairs. www.gov.za

Mlambo-Ngcuka, P. 2006. Speaking Notes of the Deputy President of South Africa; National YouthConvention, Emperor's Palace Casino, Ekurhuleni (05 June 2006). www.thepresidency.gov.za

Morgan, D.L. 1997.Focus Groups as Qualitative Research. United Kingdom: SAGE Publications. http://www.uk.sagepub.com/

Mpumalanga Province, Department of Public Works. 2007. NYS Sectional Report to MANCOM. September 2007, Nelspruit: South Africa

Mpumalanga Province, Department of Public Works.2008. Annual Report 2007/2008, Nelspruit, South Africa

Mpumalanga Province, Department of Public Works. 2010. Annual Report 2009/2010, Nelspruit: South Africa

Mpumalanga Province, Department of Public Works.2009. Annual Report 2008/2009, Nelspruit: South Africa

Neuman, W.L.2006. (6th Ed) Social Research Methods. Boston.USA: Pearson Allyn and Bacon

Nigeria Village Square. 2006. National Youth Service in Nigeria A Position Paper. www.Nigeriavillagesquare.com last seen 2015/04/05

Patel, L. 2009. Youth Development, Service, and Volunteering in Five Southern African Countries. In: McBride, A-.M. (Ed.) Youth Service in Comparative Perspective. CSD Monograph 09 04. Washington, DC: Center for Social Development

Pittman, K.J. 1993. Promoting Youth Development: www.cyd.aed.org

Potgieter, F. 2004.Youth Development: Towards the Second Decade of Freedom: Issues arising from the State of the Youth Report-2004.Republic of South Africa: Umsobomvu Youth Fund

Rabbie, F. 2004. Focus-group interview and data analysis. Proceedings of the Nutrition Society (2004), 63, 655–660.University of Central England, Birmingham B42 2SU, UK

Rankopo, M. 2013.The Rise and Fall of Tirelo Setshaba (Botswana's Youth Community Service): A Personal Reflection. Available online at www.vosesa.org.za/focus/vol1_no2/The_Rise_and_Fall_of_Tirelo

Republic of South Africa,National Youth Commission. 2005. National Youth service Policy Framework. www.nyc.gov.za

Republic of South Africa. National Youth Commission. 2002. National Youth Development Policy Framework (NYDPF) 2002-2007. Pretoria: The Presidency of South Africa.

Republic of South Africa. National Youth Service Portal (South Africa) www.nysu.org.za

Republic of South Africa.1998. Green Paper on National Youth Service; South Africa, National Youth Commission, Office of the Deputy President; OCTOBER 1998 www.nyc.gov.za

Statistics South Africa. 2001 Population Census www.statssa.gov.za

Statistics South Africa. 2002. Labour Force Survey (LFS), February 2002 25 September 2002: Statistics South Africa www.statssa.gov.za/Publications

Statistics South Africa.1985 October Household Survey (OHS), www.statssa.gov.za/Publications

The Solidarity Peace Trust. 2003. National Youth Service Training–Shaping Youths in a truly Zimbabwean Manner, 5 September 2003. "An overview of Youth Militia Training and Activities in Zimbabwe" www.solidarity peace trust.

The World Bank World. 2008. Africa Development Indicators 2008/09-Youth and Employment in Africa: www.worldbank.org/Africa/publications

Theron, F. (Ed.) 2008.The Development Change Agent-A Micro Level Approach to Development. Hatfield South Africa: Van Schaick.

United Nations. 2003. World Youth Report-2003: The Global Situation of Young People. New York: United Nations Publications.

United Nations. 2007. Millennium Declaration (2000). www.unmillenniumproject.org/goals/index.htm

United Nations (UN). 2007. World Youth Report-2007: Young People's Transition to Adulthood. New York: United Nations Publications.

Wallace, T. (Ed.) 2000. Development and Management. Great Britain: Oxfam

Werner, A. 2004. A Guide to Implementation Research. Washington DC, USA: Urban Institute Press,

Workforce Training and Education Coordinating Board (WTB). 2008. Reconnecting Young Adults, 18–24: A Report to the Washington Legislature. Washington: WTB. http://www.wtb.wa.gov

Youth Development Journal. 2004. Youth Development Network (YDN). Marshalltown: South Africa. www.ydn.org.za

Youth Development Journal. 2004. Youth Development Network (YDN). Marshalltown, South Africa. www.ydn.org.za www.ydn.org.za

Youth Development Network. 2002. Southern African Perspectives on Youth Employment; August 2002. Marshalltown, South Africa: Youth Development Network,. www.ydn.org.za

Youth development Network.2002. Southern African Perspectives on Youth Employment; August 2002. South Africa: Youth Development Network,. www.ydn.org.za

Appendix A: Questions

Section A: Question-Biographical

Mark w it h an X next t o t he relevant Answ er:

1. Gend er

Male		**Female**	

2. Age Group :

18-20		**21-25**		**26-30**		**31-39**		**+40**	

3. Nat ionalit y

_____

4. Highest Qualif icat ion?

Gr 10		**Gr 12**		**Diploma/ Degree**		**Post Grad**	

5. Your role in t he Nat ional Yout h Service im p lem ent ed by Dep art m ent of Pub lic Works

Learner/Beneficiary		**Administrator**		Youth Leader/Associate		GovernmentDepartment		ServiceProvider	

Section: B: Question Nat ional Yout h Service Program m e (NYS)

2. *NYS Personal View s:*

2.1 What is your und erst and ing of t he Nat ional Yout h Service Program m e?

_____
_____
_____
_____

2.2. In your ow n w ord s w hat d o you t hink w ere t he ob ject ives of t he im p lem ent at ion of t heNYS p rogram m e b y t he Mp um alanga Provincial Governm ent ?

_____
_____
_____
_____

2.3 In your ow n w ord s d o you t hink t he NYS p rogram m e is achieving it int end ed ob ject ives?

_____
_____
_____
_____

3. *NYS im plem ent at ion by t he Depart m ent of Public Works Im plem ent at ion in t he Mpum alanga Province?*

3.1. In your ow n w ord s w hat w ere t he challenges af f ect ing t he im p lem ent at ion of NYS b y t heDep art m ent of Pub lic Works in Mp um alanga Province?

_____
_____
_____
_____

3.2. Please suggest areas t hat req uire im p rovem ent in t he roll out of NYS b y t he Pub licWorks?

_____
_____
_____
_____

Section C Question for Learners/Beneficiaries only

4.1. You joined t he NYS Program m e t o ad d ress of one of t he f ollow ing issues:
Mark w it h an X next t o t he relevant Answ er:

Employment	SkillsAcquisitions	Service to theCommunity	Income/Money	Boredom	Socialisation

4.2. Did t he t raining you receive in t he NYS p rogram m e d evelop you and in w hat w ay?

_____
_____
_____
_____

4.3. Are you cert ain of t he Act ivit ies you w ill em b ark up on af t er t he NYS Training and
Grad uat ion? (Mark w it h X t he correct Answ er)

Yes		Maybe		No	

Please give reasons f or your answ er choice?

_____
_____
_____
_____
_____
_____

4.4. May you b rief ly exp lain how sat isf ied you are ab out t he NYS Program m e of t he Pub lic Works Dep art m ent ?

_____
_____
_____
_____

Thank you for your time and contribution

Appendix B Invitation

Dear Sir/Mad am

My nam e is **Phakamile Thwala** and I am a Mast ers' st ud ent at Wit s Universit y School of Pub lic Managem ent & Develop m ent Managem ent (PMDM). For m y research p roject , I am evaluat ing t he Managem ent and Im p lem ent at ion of yout h Develop m ent p rogram m es w it h ap art icular f ocus on t he Nat ional Yout h Service Program m e im p lem ent ed b y t he Dep art m ent of Pub lic Works in Mp um alanga Province

I have id ent if ied you as one of t he int erview resp ond ent s in t he st ud y b ecause of yourinvolvem ent in t he p rogram m e. The int erview s w ill in t he m ain consum e 15-20 m inut es of your t im e. Please not e t hat t hereis no com p ensat ion f or p art icip at ing in t he int erview s nor is t here any know n risk.

In ord er t o ensure t hat all inf orm at ion w ill rem ain conf id ent ial, and your nam e w ill not b eused at any t im e. Cop ies of t he p roject w ill b e p rovid ed t o Wit s Universit y.

If you choose t o p art icip at e in t his p roject , p lease sign t he conf irm at ion slip b elow and ret urnt he conf irm at ion p rom p t ly b y em ail t o p hakam ilet @m p uleg.gov.za or d rop a hard cop y (in a sealed envelop e) in m y of f ice at 1st f loor of f ice of t he Speaker at t he Legislat ure.

Please not e t hat p art icip at ion in t his st ud y is st rict ly volunt ary and you m ay ref use t op art icip at e or t o resp ond t o a p art icular q uest ion at any t im e. The d at a collect ed w ill p rovid eusef ul inf orm at ion .

Furt her not e t hat your Com p let ion and ret urn of t he q uest ionnaire w ill ind icat e your
w illingness t o p art icip at e in t his st ud y. If you req uire ad d it ional inf orm at ion or have q uest ions,p lease cont act m e at t hese num b ers: ***013 76610161***

If you w ould like a sum m ary cop y of t his research rep ort , p lease ad vise m e on a sep arat e let t er or t elep honically.

Yours Sincerely,

_____

Phakamile Thwala

Reply Slip:

I _____ hereb y conf irm t hat I am w illing t o p art icip at e
in t he Research int erview s

Signed _____ on t his d ay_____ of _____

year _____

Appendix C Rationale for the beneficiaries participating in the programme

Employment	Skills Acquisitions	Service to the Community	Income/ Money	Boredom	Socialisation
1	1	-	1	1	1
1	1	-	1	1	1
1	1	-	1	1	1
1	-	-	1	1	1
1	-	-	1	1	1
1	1	1	1	1	1
1	1	1	1	1	-
1	1	-	1	1	1
1	1	1	1	1	1
1	1	-	1	1	-
1	1	1	1	1	-
1	-	1	1	1	-
1	1	1	1	1	-
1	1	1	1	1	-
1	1	-	1	-	1
1	1	-	1	-	1
1	1	-	1	-	1
1	1	-	1	-	1
1	1	-	1	-	1
1	-	-	1	1	1
1	-	-	1	1	1
1	1	-	1	1	1
1	1	-	1	1	-
1	1	-	1	1	-
1	1	-	1	1	-
1	-	-	1	1	-
1	1	-	1	-	1
1	-	-	1	1	1
1	-	1	1	1	-
1	1	-	1	1	1