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Coordination Challenges in Implementing the National Youth Service Programme

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A research report submitted to the Faculty of Management, University of the Witwatersrand, in 50% fulfilment of the requirements for the degree of Master of Management (in the field of Public and Development Management).

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Abstract

The situation of the youth in South Africa is grim, with the future generation plagued by high rates of unemployment, poor literacy, and skills shortages. National Youth Service has been promoted as a solution to these problems across numerous government departments and sectors, with the National Youth Service Programme (NYSP) promising but largely failing as one such programme. This study qualitatively explored the NYSP's limited success by approaching 15 government officials and members of civil society who have been involved with its implementation. Eight overall themes were deduced from the participants as factors: lack of resources, management issues, understanding and consensus issues, competition, structural and legislative limitations, mistrust, and general misunderstandings. These were listed in different frequencies at different tiers of government and across state-private sectors, suggesting varying causes for concern. Various changes have therefore been recommended to improve the NYSP's future implementation.

Declaration

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management (in the field of Public and Development Management) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

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Clayton Peters

March, 2017

Dedication

This research report is dedicated to the champions of National Youth Service and to the many dedicated youth workers who struggle tirelessly to bring hope and a better life for young people.

Acknowledgements

I am grateful to my supervisor, Dr Ivor Sarakinsky, for his critical input, guidance and support throughout the research process; the participants who graciously gave their time to be interviewed. Without their assistance, this research would not have been possible.

TABLE OF CONTENTS

Table of contents ..... **vi**

List of Figures ..... **xii**

1 Chapter One Introduction **1**

1.1 Introduction **1**

1.2 Background **3**

1.3 Problem statement **6**

1.4 Purpose statement **10**

1.4.1 Research questions 10

1.4.2 Research objectives 10

1.5 Methodology of the study **11**

1.6 Delimitations of the study **11**

1.7 Draft outline of chapters **12**

1.8 Conclusion **12**

2 Chapter Two Literature Review **14**

2.1 Introduction **14**

2.2 Youth – A contested definition **14**

2.3 Defining youth development **15**

2.3.1 Youth development in South Africa 16

2.4 Defining youth service 16

2.4.1 Learning and skills development within youth service programmes 17

2.4.2 Infrastructure development.....18

2.5 Evolution of the NYSP 18

2.6 Public administration and the governance of policy implementation..... 20

2.6.1 Bureaucratic public administration.....21

2.7 Challenges of implementing youth and other civic service programmes ... 23

2.7.1 Intra- and inter-departmental coordination.....25

2.7.2 Bureaucratic structure 27

2.8 Challenges of implementing youth and other civic service programmes in South Africa 29

2.8.1 The Apartheid legacy.....30

2.8.2 Societal challenges 30

2.8.3 Resources and infrastructure limitations.....31

2.9 Conclusion..... 32

3 Chapter Three Research Methodology 34

3.1 Introduction 34

3.2 Research approach 34

3.3 Research design..... 35

3.3.1 Sampling.....35

3.3.2 Data collection 40

3.3.3 Data analysis....41

3.4 Validity and reliability....42

3.5 Research limitations....42

3.6 Ethical considerations....43

3.7 Significance of the research....44

3.8 Conclusion....444

Chapter Four Presentation of Data....45

4. Introduction....45

4.1 Issues with South Africa's youth and policies....46

4.1.1 The current state of South Africa's youth (Q6)....46

4.1.2 Inherent characteristics of South Africa's youth that have not been suitably catered for in the policies of the NYSP, thereby hampering its implementation (Q7) ...47

4.1.3 The definition of youth in South Africa (Q8)....48

4.1.4 Problems with the ideology of the government's policies towards the NYSP (Q21) 49

4.1.5 Differences in the challenges faced by the youth service programme(s) compared to other civic service programmes in South Africa (Q22) 50

4.1.6 How government policies towards the NYSP should be changed to increase the efficacy of the current NYSP (Q23) 51

4.2 NYSP internal departmental characteristics....52

4.2.1 Factors hindering NYSP implementation (Q9) 52

4.2.2 Internal challenges and root causes hindering NYSP implementation (Q10).53

4.2.3 Recommendations for improving the internal departmental characteristics, to improve NYS policy implementation (Q11) 57

4.3 NYSP inter-departmental collaboration problems 58

4.3.1 Factors hindering horizontal collaboration between departments of different ministries (Q12) 58

4.3.2 Challenges and root causes hindering horizontal collaboration between departments of different ministries (Q13) 59

4.3.3 Recommendations for overcoming the challenges between collaborating departments from different ministries (Q14).....63

4.3.4 Factors hindering collaboration between local, provincial or state government departments (Q15) 64

Figure 4.13 Factors hindering collaboration between local, provincial or state government departments (Q15).....65

4.3.5 Challenges and root causes hindering collaboration between local, provincial, or state government departments (Q16) 65

4.3.6 Recommendations for overcoming the challenges between collaborating departments from different tiers of government (Q17) 69

4.4 Conclusions 71

Chapter Five Discussion of the Results 72

5.1 Introduction 72

5.2 Issues with South Africa's youth and policy conceptualisation..... 72

5.2.1 The current state of South Africa's youth and youth policies 72

5.2.2 Defining the youth in South African for policy implementation.....74

5.3 Inter-departmental problems with NYSP implementation 74

5.3.1 Lack of resources 75

5.3.2 Management issues 76

5.3.3 Understanding and consensus issues 77

5.3.4 Competition within and between departments 79

5.3.5 Structural limitations of the departments 79

5.4 Conclusion 83

Chapter Six Conclusions and Recommendations 85

6.1 Introduction 85

6.2 Objective One: Internal characteristics that are inherent within government departments tasked with implementing the NYSP, which have hampered the implementation of the NYSP 85

6.3 Objective Two: Collaborative co-governance issues between government departments tasked with implementing the NYSP that have hampered the implementation of the NYSP 87

6.4 Objective Three: Bureaucratic governance issues between government departments tasked with implementing the NYSP that have hampered the implementation of the NYSP 88

6.5 Objective Four: How the implementation of the NYSP should be changed to increase the efficacy of the current NYSP, and any future NYS expansions 90

6.6 Partnering with the Private Sector 92

6.6.1 Mistrust 93

6.6.2 General misunderstandings 93

6.6.3 Legislative and capacitive infrastructure limitations 95

6.7 Recommendations for further research 96

6.8 Conclusion 97

7 References 99

8 Appendices 112

8.1 Appendix 1: Questions used for interviews 112

A. Demographic information 112

B. Issues with South Africa's youth 112

C. NYSP internal departmental policies 112

D. NYSP inter-departmental policies 113

E. South African government policies 114

LIST OF FIGURES

Figure 2.1 Van Horn and Van Meter's (1977) model of Intergovernmental Policy Implementation 25
Figure 3.1 Sector in which the sample of participants worked (left); and the length of time they had been employed at their departments or organisations (right) 37
Figure 3.2 Ages of the study's sample participants 38
Figure 3.3 Distribution of job titles of the study's sample participants 38
Figure 3.4 Sector or organisation in which the sample participants worked 39
Figure 4.1 Respondent opinions on the current state of South Africa's youth (Q6).....46
Figure 4.2 Inherent characteristics of South Africa's youth that have not been suitably catered for in the policies of the NYSP, thereby hampering its implementation (Q7).....48
Figure 4.3 Respondent opinions on the definition of youth in South Africa (Q8).....49
Figure 4.4 Problems with the ideology of the government's policies towards the NYSP (Q21) 50
Figure 4.5 Differences in the challenges faced by the youth service programme(s) compared to other civic service programmes in South Africa (Q22).....51
Figure 4.6 Respondent opinions on how government policies towards the NYSP should be changed to increase the efficacy of the current NYSP (Q23) 52
Figure 4.7 Factors hindering NYSP implementation (Q9).....53
Figure 4.8 Internal challenges and root causes hindering NYSP implementation (Q10).....54
Figure 4.9 Recommendations for improving the internal departmental characteristics, to improve NYS policy implementation (Q11)..... 57
Figure 4.10 Factors hindering horizontal collaboration between departments of different ministries(Q12).....59
Figure 4.11 Challenges and root causes hindering collaboration between departments of different ministries (Q13).....60
Figure 4.12 Recommendations for overcoming the challenges between collaborating departments from different ministries (Q14).....70
Figure 4.13 Factors hindering collaboration between local, provincial or state government departments (Q15).....65

Figure 4.14 Challenges and root causes hindering collaboration between local, provincial or state government departments (Q16)……66
Figure 4.15 Recommendations for overcoming the challenges of collaborating departments from different tiers of government (Q17)……70

CHAPTER ONE

INTRODUCTION

1.1 INTRODUCTION

Young people in South Africa have played a significant role in bringing about democratic change and an end to the Apartheid system (Steenveld, Strelitz & Wasserman, 2012). Their bravery, ability to mass-mobilise and sheer tenacity in the face of the brutal Apartheid machinery were key factors that forced South Africa to re-negotiate its future (Zunes, 1999). However, as with all things, there was a cost. The youth who bore the effect of the Apartheid education system matriculated with little skills and an inferior education that inadequately prepared them for further education and employment (Chisholm, 2004). The youth that were involved in the struggle, especially those within the liberation armies and self-defence units were highly militarised (Jefthas & Artz, 2007). In addition, they inherited a polarised society with a race-based identity instead of a national identity (Moodley & Adam, 2000).

The new democratic government recognised these challenges and attempted to respond positively to nurture its youth (South African Government, 1998). The government identified the concept of National Youth Service (NYS) as a key method of developing youth skills, being engaged in community service, and taking up exit opportunities for further education and employment (National Youth Commission, 2005). The National Youth Service Programme (NYSP) would foster patriotism and build a national identity within a still-divided South Africa. The government also viewed the NYSP as a vehicle to deliver essential services for the country (Hassen & Altman, 2007). As explained by Mlatsheni (2012, p.38), the concept of the NYSP was to train youths with a technical skill, such as “an HIV/AIDS-related field”, and these youths were then given the chance to employ these skills through community services.

Thus, the conceptualisation of the NYSP attempted to address several key development challenges: youth unemployment, skills development, community service, patriotism, and

nation building — within a single programme (Hassen & Altman, 2007). Studies have shown that volunteering, service, and youth development are directly associated, and are important for national development objectives (Patel, 2009). However, the NYSP has not been having the anticipated impact on the youth, as per the intended government policies (Hlophe, 2014). Reports indicate that there is a lack of clarity around the conceptualisation and implementation of the NYSP. Mlatsheni (2012, p.39) also argues that, while "the goals of the NYSP are well articulated, competition for funds among programmes has resulted in a diversion of funds from the NYSP" into other programmes, such as the Rural Youth Service Corps, which is under the support of the Department of Rural Development. Another significant issue with the NYSP, according to Mlatsheni, is that there has been a problem linking the youth to exit opportunities, which as a result has meant that only around "20 000 to 30 000" of youths are being enrolled on average, per year (p.39). Zuze (2012) also agrees that there is a major issue with training-to-job follow-through within the NYSP; whereby, for example, between 2007 and 2008, only 3 654 youths actually benefitted from the National Youth Development Agency's NYS programme. According to Perold, Patel, Carapinha and Mohamed (2007), issues and challenges with the efficacy of civic service in South Africa is not limited to youth service programmes, and problems with all civil service are founded on poor assessments of policy outcomes, poor policy implementation, and low quality assurance of the programmes.

It has been proposed that implementing policies to reach solutions to the country's socio-economic problems is not possible by the single-handed efforts of any one department of the South African government, but by the collaborated work of multiple departments working in unison (Kraak, 2011). Ultimately, however, it is this "horizontal coordination" between departments which often fails, whereby discrete government departments typically work in isolation of each other, leading to a handicapping of the execution of the multi-sectoral policy objectives required to reach the desired solutions (Kraak, 2011, p.343). Furthermore, vertical coordination problems also exist in the form of poor coordination of state responsibilities across the three tiers of local, regional, and national government (Naidoo, 2013).

The aim of this research was to explore the challenges that have occurred during the implementation of the South African National Youth Service Programme (NYSP), from the perspective of the collaborating government departments that have been tasked with its implementation, as well as civic society and NYSP beneficiaries who have interacted with the programme. The research therefore intended to present findings and policy options for improving the NYSP, in order to increase the efficacy of the NYSP. It is expected that this research will be valuable in adding to the knowledge base on the South African NYSP, allowing for informed changes to be made for improving its implementation and improving the efficacy of such a potentially-important programme.

This chapter of the research report presents a background to the research, the problem statement, a purpose statement, the research questions and objectives, the research methodology to be undertaken, an overview of how the research will be managed, and a brief outline of the chapters that will be used to present the research report.

1.2 BACKGROUND

Young people constitute a significant socio-dynamic mass of the South African population (Stats SA, 2013). The National Youth Policy (NYP) delineates youths as those aged between 14 and 35 years (Presidency of the Republic of South Africa, 2015). Unemployment among the youth has remained stubbornly high, even in times of relative economic growth. The unemployment rate among the youth rose from 32.7% in 2008, to 36.1% in 2011 (Stats SA, 2013).

During the period leading up to South Africa's transition to democracy, a new term was coined to describe the state of the youth. The term "the lost generation" referred to marginalised black youths "living outside of social structures, and devoid of the values deemed essential for 'civilised' society" (Seekings, 1996, p.103). This term painted a negative narrative of South African youths, especially black youths, as reckless, marginalised and devoid of potential. This narrative went against the grain of a positive narrative of the South African youth as

contributors to society, the present and future leaders, and protectors of democracy. Nelson Mandela was especially optimistic of the country's youth, seeing young people as "the valued possession of the nation" (Mandela, 1994, p.9).

The youth movement at the time of the transition into democracy rejected the concept of the "lost generation" (LoveLife, 2008, p.1). As the youth movement sought to define its mission from youth activism to youth development, it latched onto positive youth development as the conceptual framework that would anchor youth development (Hamilton, Hamilton & Pittman, 2004). In rejecting the stereotypes that supported the out-of-control youth of the 'lost generation', positive youth development instead focussed on the strengths of young people as assets in their own development. Positive youth development suggests that young people could be key contributors to society, and bring about social change.

The National Youth Commission developed South Africa's first ever national youth policy in 1997 (National Youth Commission, 2005). The policy promoted a positive youth development approach, rather than as a method for reducing socio-economic risks, or as a means of solving a problem (Hamilton et al., 2004). The National Youth Development Policy Framework 2002-2007 also promoted this attitude of a positive youth development approach, making the positive youth development approach seemingly entrenched within the overall government policy approach to youth development.

Alongside the currency of positive youth development, another powerful idea gained traction within the youth movement: National Youth Service (NYS). Civic service by the youth is an "organized period of substantial engagement and contribution to local, national or world community, recognized and valued by society, with minimal monetary cost to the participant" (McBride, Sherraden, Benítez & Johnson, 2004, p.10S). NYS was seen as an initiative firmly rooted within positive youth development. The youth movement argued that NYS could provide a means of reconstructing South Africa, while increasing the skills and abilities of youths through services and education (National Youth Commission, 2005). The Green Paper on National Youth Service proposed a structured entity within the government to provide

various types of support for a wide variety of NYS programmes (Republic of South Africa, 1998b).

The government decided against a dedicated structured entity for developing NYS. The NYS Policy Framework (2002) and the NYSP Implementation Plan (2003) identified an NYS programme as one way of providing young people with opportunities to serve their communities. The programme would support communities and national development, while simultaneously providing a chance to serve and access skills development, employment and income generation opportunities. The South African government officially launched the programme in August 2004 as a targeted programme for addressing high youth unemployment levels, by generating prospects for skills development and voluntary service among youths.

As explained by Mlatsheni (2012, p.39), the concept of the NYSP is to train youths with a technical skill, such as "an HIV/AIDS-related field", and these youths are then given the opportunity to apply these skills through community service. The NYSP has been identified as a key government programme in the National Youth Policies of 2009-2014 and 2015-2020, respectively (Presidency of the Republic of South Africa, 2015). The NYSP is an employment intervention mechanism for unemployed youths between the ages of 18 and 35, spanning key health and education sectors of government and the South African economy to offer short-term training (12 to 18 months) in the areas of brick-laying, plumbing, painting, carpentry, small business development, and/or life-skills (Nzimakwe, 2008; Zuze, 2012).

Over the last decade, government departments have designed and implemented various NYS programmes. These programmes vary in their design and implementation, with some programmes emphasising service and others emphasising skills development. The Department of Land Reform and Rural Development, for instance, has made significant investments in the National Rural Youth Service Corps (NARYSEC) (Omorodion et al., 2012). The Expanded Public Works Programme (EPWP) has also introduced an NYS model within their programme (Phillips, 2004). The NYSP of the National Youth Development Agency (NYDA), or the NYDA NYSP, is a joint effort between the Department of Public Works (DPW), the

Department of Labour (DoL), and the Umsobomvu Youth Fund (UYF) (Zuze, 2012). The Department of Human Settlements has also introduced an NYSP as part of their programme to build housing units (Cross & Seager, 2010). In addition, civil society has also implemented NYS programmes, with LoveLife implementing one of the biggest programmes in the country with the Groundbreaker Programme (LoveLife, 2008).

While there is limited consolidated information on NYS statistics, it is estimated that since its inception until 2011, approximately 254,000 young people have participated in NYSPs, at an approximate cost of R353.3 million. At its 53rd National Conference in 2013, the ruling party resolved to expand and strengthen NYS, including a call for a two-year service period. The government therefore intends expanding NYS (ANC, 2013). The National Youth Policy for 2020 also supports the expansion of NYS, ensuring its implementation across races and societal classes (Department of Planning, Monitoring and Evaluation, 2015).

With rising youth unemployment and the need for social cohesion and democracy building, NYS will continue to be a vehicle to achieve its intended objectives. Supported by a positive youth development framework, the NYSP continues to find appeal among young people. However, after over a decade of implementation, conceptual tension still remains regarding the outcomes that the NYSP intends to achieve. For instance, questions are asked whether it is a jobs-programme, a service-learning programme, or a skills-development programme. Furthermore, it is still unknown what the implementation challenges are, and how the programme can be improved. These are critical questions that need answers soon, given the government's commitment to expanding NYS.

1.3 PROBLEM STATEMENT

The situation of the youth in South Africa is grim, with problems among the youth including violence (Ward, Van der Merwe & Dawes, 2012); physical and mental health issues (Mlatsheni, 2012); sexual promiscuity and HIV (Chappell, 2016); teenage pregnancy (Mlatsheni, 2012); obesity and other diet-related issues (Pradeilles, Rousham, Norris, Kesten & Griffiths, 2016);

poor literacy and skills knowledge (Chisholm, 2004; Visser & Kruss, 2009); and unemployment (Yu, 2013; Marock, 2008; Levinsohn, Rankin, Roberts & Schöer, 2014). Furthermore, with nearly three quarters (72%) of those unemployed in South Africa constituting youths from the 14-to-35 age cohort, it has been argued that the country's unemployment crisis is in fact "a youth unemployment crisis" (Mayer et al., 2011, p.6). The question has even been posed whether the unemployed youth are engines for growth, or a "time bomb" (Burnett, 2014, p.197).

Addressing the problems of youth unemployment is a global issue, and the International Labour Organization (International Labour Organization, 2013, p.1) has described the youth as a "scarred' generation of young people" facing low uptake into the employment market, and high frequencies of inactivity. As noted by the World Bank (2012, p.6), much of the youth in developing countries is in an "idle" state, implying that they are neither employed, undergoing education, nor attempting to even find a means of employment. This high rate of unemployment among the youth has been markedly observed in South Africa, where the literature is abundant with statistics of high inactivity and unemployment among all age groups, but particularly among young people (Ardington, Bärnighausen, Case & Menendez, 2016).

Yu (2013, p.545) cites the problem of South Africa's high youth unemployment as "one of the most pressing socio-economic problems of the South African economy". Yu attributes the high youth unemployment to youths having insufficient networks to seek information on job opportunities, and poor mobility and financial resources to obtain work or to relocate to align with job requirements. Furthermore, even those from well-resourced backgrounds have unrealistically high expectations of their employment wages and opportunities, causing them to take an unnecessarily long time to approach the job market (Roberts, 2011; Rankin & Roberts, 2011). Poor "soft skill sets", such as poor emotional maturity, poor personal presentation, poor communication skills, and at times incomplete education also render the youth unattractive to potential employers (Pauw, Oosthuizen & Van der Westhuizen, 2008, p.46). Altman and Marock (2011, p.4) rather list youth unemployment as "a demand-side problem", where the number of jobs available, or being created in the economy, is too few.

These issues have driven the need for state-level mechanisms to enable the youth to empower themselves for positions of early employability. The National Youth Service Programme was designed, therefore, as such a mechanism (Hassen & Altman, 2007). However, the NYSP is not having the anticipated impact, as per the intended government policies. Reports indicate that there is a lack of clarity around the conceptualisation and implementation of the NYSP (Hlophe, 2014). Policy implementation involves a progressive process where the decisions of government are infused into programmes, and ongoing observations are made on where the outcomes are achieved or not, and why (DeGroff & Cargo, 2009). There have, however, been questions raised about whether the current institutional arrangements are suitably supporting the implementation of the NYSP, and despite these problems, the government has taken the decision to expand the NYSP. Zeelen, Rampedi and de Jong (2011, p.385) define the problem in South Africa succinctly, by stating that "South Africa is suffering from an overproduction of policies and an underperformance in implementation".

It has been proposed that reaching policy solutions to the country's socio-economic problems is not possible by the single-handed efforts of any one department of the South African government, but by the collaborated work of multiple departments working in unison (Kraak, 2011). Ultimately, however, it is this "horizontal coordination" between departments that often fails, whereby discrete government departments typically work in isolation of each other, leading to a handicapping of the execution of the multi-sectoral policy objectives required to reach the desired solutions (Kraak, 2011, p.343).

Furthermore, while issues exist with horizontal coordination between departments of government, either at a national, provincial, or municipal level, vertical coordination problems also exist in the form of poor coordination of state responsibilities across the three tiers of local, regional, and national government (Naidoo, 2013). The problems that hinder efficient collaborative public management include challenges among different management heads working in networks; issues with balancing departmental interdependence versus autonomy; the inability of collaborating departments to think more broadly than their specific disciplines; a disconnection between the theoretical outcomes of projects and the practical requirements

for achieving their outcomes; and inaccurate quantification of all the affecting factors that may be important to projects, before commencing the collaboration (O'Leary & Vij, 2012).

The limitations of institutionalised bureaucracy have also been observed to be widely inhibiting cross-departmental collaborations, with problems such as the "illusionary universality" of rules contained within bureaucracies (Karodia, Soni & Shaikh, 2014, p.41), and the Apartheid-era governance machineries that still persists even today, causing inefficiency, low effectiveness (Chipkin & Lipietz, 2012), and "chronically inadequate" resources (Lipsky, 1980, p.45). This is ultimately causing problems in service delivery and resource management, highly user-unfriendliness, and restrictive departmental processes (Hubbard & Paquet, 2009; Rasool & Botha, 2014). While there are numerous recommended management structures attempting to overcome such bureaucratic problems, more recent ideologies of improved governance such as New Public Management (NPM) have been proposed and implemented in government departments such as the Companies and Intellectual Property Registration Office (CIPRO) (Laegreid & Christensen, 2013). However despite this implementation of NPM in place of a more traditional bureaucratic system, numerous problems have still been observed at CIPRO, such as increased levels of frustration among the CIPRO staff, increased rates of vacancy, and increased rates of turnover of key staff contingents (Chipkin & Lipietz, 2012).

This demonstrates that the complexities of different policy implementations and co-governance interactions are diverse and independent for each specific programme (Naidoo, 2013). Within the implementation of the NYSP it is important to understand the coordination challenges of implementation. These include the factors and conditions that gave rise to the coordination challenges; how the coordination challenges unfolded; who are the key players within these coordination challenges at all levels and what can be done to limit or address these coordination challenges. Understanding the various coordination challenges in the implementation of the NYSP may assist in enhancing an effective collaboration between the government departments towards implementing the NYSP. This created the purpose of this research, as discussed next.

1.4 PURPOSE STATEMENT

The aim of this research was to explore the challenges that have occurred during the implementation of the South African National Youth Service Programme (NYSP), from the perspective of the collaborating government departments that have been tasked with its implementation, as well as members of civic society who have interacted with the programme.

1.4.1 Research questions

Taking into account the background and scope provided, including the knowledge gap, the following research questions have been proposed:

- What internal characteristics inherent within government departments tasked with implementing the NYSP have hampered the implementation of the NYSP?
- What collaborative co-governance issues between government departments tasked with implementing the NYSP have hampered the implementation of the NYSP?
- What bureaucratic governance issues between government departments tasked with implementing the NYSP have hampered the implementation of the NYSP?
- How should the implementation of the NYSP be changed to increase the efficacy of the current NYSP, and any future NYS expansions?

1.4.2 Research objectives

Based on the above research questions, the following research objectives have been devised:

- To understand the internal characteristics that are inherent within government departments tasked with implementing the NYSP, which have hampered the implementation of the NYSP;

- To determine what collaborative co-governance issues between government departments tasked with implementing the NYSP, have hampered the implementation of the NYSP;
- To discern what bureaucratic governance issues between government departments tasked with implementing the NYSP, have hampered the implementation of the NYSP; and
- To resolve how the implementation of the NYSP should be changed to increase the efficacy of the current NYSP, and any future NYS expansions.

1.5 METHODOLOGY OF THE STUDY

This research was of an exploratory nature, exploring the challenges that have occurred during the implementation of the NYSP, from the perspective of the collaborating government departments that have been tasked with its implementation, as well as members of civic society who have interacted with the programme. The research was also of a qualitative nature, which used semi-structure interviews and content analysis to explore the views and opinions of 15 participants selected via purposive non-probability sampling from government departments and civic society linked to the NYSP.

1.6 DELIMITATIONS OF THE STUDY

In performing the research objectives of this study, it was expected that the findings would generate a valuable amount of knowledge on the implementation of policies in South Africa relating to youth development, allowing for informed changes to be made for improving its implementation, and improving the efficacy of such a potentially-important programme. This study has not, however, considered the coordination challenges of implementing any other policies in South Africa, or youth policies in any other country, aside from within the literature review chapter of this report. The study has also been based only on data of a qualitative nature, in order to gather insights from people who have participated in and interacted with

the NYSP. It has not, however, considered any quantitative data to provide statistical inference or statistically reliable bases upon which to base the results of this study.

1.7 DRAFT OUTLINE OF CHAPTERS

The research report will consist of six chapters, according to the following outline:

- Chapter One – Introduction: This chapter has provided a strategic context, and included the problem statement, research questions, overview of the methodology, delimitations of the research, and the structure of the research report.
- Chapter Two – Literature Review: The literature review will define the key concepts associated with youth development and national youth service, and provide a theoretical overview of public policy and collaborative governance. The chapter will also outline the key issues and debates around NYS, policy implementation, coordination challenges, and bureaucratic limitations at national and international levels.
- Chapter Three – Research Methodology: This chapter will outline the research methodology that was applied during this research.
- Chapter Four – Presentation of Data: This chapter will present the data that were extracted upon completion of the study's methodology.
- Chapter Five – Discussion of the Results: This chapter will provide an analysis and interpretation of the results presented in Chapter Four.
- Chapter Six – Conclusions and Recommendations: This final chapter will provide the conclusions on the research, and recommend areas for further research.

1.8 CONCLUSION

The complexities of different policy implementations and co-governance interactions are diverse and independent for each specific policy programme in South Africa, and understanding the factors that have limited the effective collaboration between the

government departments towards implementing the NYSP, will allow for a clearer understanding of why the NYSP has not reached its intended potential for youth empowerment in South Africa,.

As explained during the chapter, the aim of this research was to explore the challenges that have occurred during the implementation of the NYSP, from the perspective of the collaborating government departments that have been tasked with its implementation, as well as members of society who have interacted with the programme. The chapter introduced this research, which was of an exploratory nature; and the research design, which was of a qualitative nature, that used semi-structured interviews and content analysis to explore the views and opinions of 15 participants selected via purposive non-probability sampling from government departments and civic society linked to the NYSP.

The literature review, next, will define the key concepts associated with youth development and national youth service, and provide a theoretical overview of public policy and collaborative government, outlining the key issues and debates around NYS, policy implementation, coordination challenges, and the bureaucratic limitations that exist at national and international policy levels.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

This section of the research report provides a review of core literature that relates to the coordination challenges of implementing the NYSP. It is important to begin the review with a discussion on the definition of youth, youth development, and youth development service, since it provides the foundation upon which programmes for youth development are derived. Youth development in South Africa is also considered in detail; hence, setting the stage for this study. Following this discussion of terms and practices of youth and youth development, the literature review then considers youth service more practically, in terms of the policies and current youth programmes that have been implemented in South Africa for the purposes of youth development.

The literature review then focuses on the implementation of youth programs, from a governmental co-collaboration perspective, discussing the core issues that exist with state-public interactions for such programmes to exist, both in South Africa and in theory. The chapter also considers the philosophies and practices of the bureaucratic structure of public administration, both internationally and in South Africa, focusing on where such structures present challenges for the implementation of youth development and other similar policies.

The chapter begins, first, with a deliberation on the definition of youth and youth development.

2.2 YOUTH – A CONTESTED DEFINITION

The term ‘youth’ is laden with cultural, social and political undertones, and there is much debate over the term ‘youth’, and what it represents. The National Youth Policy 2015-2020

defines youths as anyone aged between 14 and 35 years (Department of Planning, Monitoring and Evaluation, 2015). This, however, is not a nationally-accepted definition, as South Africa is also a signatory to the African Youth Charter, wherein the youth is defined as those aged between 15 and 35 years (United Nations, n.d). Even within the National Youth Policy, which is considered the primary policy basis for South Africa's youth, there are fundamental contradictions over how the youth should be defined — particularly in relation to age. The Correctional Services Act 111 of 1998 (Republic of South Africa, 1998a) defines young offenders as those between the ages of 14 and 25 years, while the Children's Act 38 of 2005 (Republic of South Africa, 2005b) defines youths as juveniles, comprising all individuals up to the age of 18 years. Therefore, no consistent definition of youths exists across every government policy instrument, when considered from an age-perspective.

2.3 DEFINING YOUTH DEVELOPMENT

According to Mlatsheni (2012, p.31), a good measure of a society's health and success is in the ability of the youth to "remain alive until adulthood (which is not a given in some societies)", earn a decent livelihood (which is dependent on the youth receiving a high-quality of schooling); and later in life form their own families. As articulated by Mlatsheni (2012), reaching many of these milestones depends on the labour-market conditions that face the guardians or parents raising the youth; while thereafter, it depends on the labour-market conditions that face the youths as they progress into the labour market. The concept of youth development has been established as a targeted mechanism to help the youth grow and develop with the highest efficiency possible across these milestones.

According to Hamilton et al. (2004, p.11), "youth development is more than helping one young person at a time; it entails the creation of a range of contexts or settings, including people and activities that promote youth development". When defining youth development, the key argument over the last two decades has been whether to focus on positive or negative youth development; where positive youth development centres on the inherent abilities and strengths of the youth, and negative youth development or problem prevention styles of youth development emphasise youths as a problem that must be prevented or fixed. Authors

such as Hamilton et al. (2004) assert that a positive approach is far more influential than negative approaches in succeeding in societal youth development.

2.3.1 Youth development in South Africa

South Africa's youth development has, historically, been significantly tied to the county's Apartheid legacy, where the development of the youth was charged with racial bias; and youth mobilisation and political activism were outlets or substitutes for youth development during the Apartheid era (Everatt, 2002). Following events such as the 1976 student uprisings, as well as the 1980s mass youth mobilisation with efforts by groups such as *The Young Lions,* the efforts of young people in South Africa have thus been heavily centred on mobilisation and activism (Naidoo, 1992). Such notions were therefore firmly enshrined within the terminology used for defining and identifying youth development across the country. The attitude in the New South Africa has transformed completely, whereby the National Youth Policy 2015-2020 recognises that "to enable the optimal development of young people, both as individuals and as members of South African society, [it requires] enhancing their capabilities to transform the economy and the country" (Presidency of the Republic of South Africa, 2015, p.2).

Various mechanisms of youth development have been proposed, particularly in South Africa, though one that particularly pertains to this study is the concept of youth service. This is deliberated next.

2.4 DEFINING YOUTH SERVICE

There are various definitions of national youth service across the world. The origin of the term national service is closely associated with the concept of military service, though its purpose is typically more targeted at youth development (Eberly, 1994). Youth service is defined as an institutionalised period of service in which young people may enrol, which offers little or no financial compensation, but which is almost exclusively to the advantage and appreciation of the society and community (Sherraden, 2001). Youth service can thus refer to anything related

to centralised national service at a national level or informal voluntary activity at a more localised level. Sherraden argues that this ambiguity can, at times, lead to confusion over the notion of social services for the youth, as it may be associated with different responsibilities and compensations to different people. Frumkin and Miller (2008, p.438), however, outline no such misapprehension, and assert that youth service depicts the concept of a youth contributing as a volunteer to the larger society; whereby little or no remunerations are offered, but where "significant contributions" are instead repaid to the youth by strengthening their sense of identity, affiliation and belonging within their country, community, and society.

The National Youth Commission (2005, p.8) defines youth service as the "involvement of young people in activities which provide benefits to the community while developing the abilities of young people through service learning". These definitions therefore offer similar inferences that youth service entails the youth being engaged in official programmes organised by the state, in order to benefit both the youth and their societies.

2.4.1 Learning and skills development within youth service programmes

Youth Service has been recognised as a potential means of addressing unemployment levels across communities, since youth service programmes (YSPs) can help to impart skills and training to youths, thereby providing them with skills that could strengthen their capability and overall employability (Alessi, 2006). Mayer et al. (2011) discuss the term Public Deployment Programmes (PDPs), which are programmes that are founded on the ideology that people need to engage with basic income-generating activities, while providing them with experience, skills and/or education that they can use throughout their lives. Such programmes seek to develop youths as both current and future sources of "social capital"; as it is premised on the ideology that young people, as "enhanced citizens" of their societies, will be able to participate more meaningfully in the social, economic, and political life of their nations (Mayer et al., 2011, p.30).

Within the concept of service learning, there is a two-way emphasis on service to the community and learning by the participant (McBride, Pritzker, Daftary & Tang, 2006). In some programmes, for instance, service learning incorporates credit-bearing training courses, so that practical learning is also incorporated before the participant is able to successfully complete the course.

2.4.2 Infrastructure development

Shumba (2006) asserts that YSPs in developing countries have been directly associated with the strategies necessary for meeting national development goals. Shumba argues that governments of developing countries have thus endorsed youth service as a system for delivering social services and infrastructure developments; while YSPs have also been implemented as mechanisms for nation-building and for adding to the building of nationhood.

The literature review turns focus, now, towards policies and youth programmes that have been implemented in South Africa.

2.5 EVOLUTION OF THE NYSP

NYS was seen as an initiative firmly rooted within positive youth development. The National Youth Commission argued that NYS could provide a means of reconstructing South Africa, while developing the skills and abilities of youths through services and learning (National Youth Commission, 1998). The Green Paper on National Youth Service proposed a structured entity within the government to provide various types of support for a wide variety of NYS programmes (Republic of South Africa, 1998b). Following this, the NYS Policy Framework of 2002 and the NYSP Implementation Plan of 2003 identified an NYS programme as one way of providing young people with opportunities to serve their communities. It was concluded that such a programme would support communities and national development, while simultaneously providing a chance to promote skills development, employment and income generation opportunities (National Youth Commission, 2005).

The South African government then officially launched the National Youth Service Programme (NYSP) in August 2004. Therefore, although various government departments have designed and implemented national youth service (NYS) programmes over the last decade, the National Youth Service Programme introduced through the concerted policy development of the NYC, typically referred to as 'the NYSP', was devised with the intention to train youths with a technical skill and apply these skills through community service. (Mlatsheni, 2012). The NYSP has been identified as a key government programme in the National Youth Policies of 2009-2014 and 2015-2020, respectively (Presidency of the Republic of South Africa, 2015).

Over the last decade, government departments have designed and implemented various national youth service (NYS) programmes that have varied in their design and implementation, with some programmes emphasising service and others emphasising skills development. The Department of Land Reform and Rural Development, for instance, has made significant investments in the National Rural Youth Service Corps (NARYSEC) (Omorodion et al., 2012), while the Expanded Public Works Programme (EPWP) has also introduced an NYS model within their programme (Phillips, 2004). The Department of Human Settlements has also introduced an NYSP as part of their programme to build housing units (Cross & Seager, 2010). In addition, civil society has also implemented NYS programmes, with LoveLife implementing one of the largest programmes called the Groundbreaker Programme (LoveLife, 2008).

While there is limited consolidated information on NYS statistics, it is estimated that since its inception until 2011, approximately 254,000 young people had participated in NYSPs, at an approximate cost of R353.3 million. At its 53rd National Conference in 2013, the ruling party resolved to expand and strengthen NYS in the country, including a call for a two-year service period. The government therefore intends to expand the NYSP (ANC, 2013). The National Youth Policy 2015-2020 also supports the expansion of the NYSP, attempting to expand its implementation across all races and societal classes (Department of Planning, Monitoring and Evaluation, 2015).

2.6 PUBLIC ADMINISTRATION AND THE GOVERNANCE OF POLICY IMPLEMENTATION

Public administration (PA), as noted by Louw (2012), is the executive branch of government that is tasked with the conception, execution, modification, and assessment of government policies. Although the term is widely referred to in the international community — often interchangeably — as public management, Louw asserts that in South Africa, the term public management has not been widely adopted due to its connotations of private-sector organisational management.

Henry (2015) asserts that there is a perpetual dichotomy between administration and politics, when applied to the field of public administration. Public administration has been established over numerous stages as an academic discipline of management and political science (Basheka, 2012). Dwivedi and William (2011) state that there were two distinct phases of PA development to reach modern public administration, whereby the early-twentieth century phase (1880s to 1930s) was focused on separating politics from administration, with major influences being made by US president Woodrow Wilson and American political science professor Frank J. Goodnow.

The second phase of PA development was centred on the principles of “scientism” (Dwivedi & William, 2011, p.21), with authors such as Frederick Taylor proposing in 1911 that all work processes could be performed and assessed in scientific manners, with each task being compartmentalised into individual timed and measured components — and with each component able to be rearranged into the most efficient order for optimum results (Nkuna & Sebola, 2012; Hughes, 2012). Recently, the concepts of management and administration have become more integrally associated, resulting in private sector management styles becoming increasingly “borrowed” for the purposes of government administration (Basheka, 2012, p.37). Such newer concepts of management that emphasise individual productivity are, however, in direct contrast to the classical bureaucratic administration approaches proposed by theorists such as Max Weber, Chester I. Barnard, Mark P. Follet, and Henri Fayol, which

continue to permeate the operations of many state-level departments such as in South Africa (Shafritz, Russell & Borick, 2011), as discussed next.

2.6.1 Bureaucratic public administration

Max Weber, a germen sociologist from the late-nineteenth century, is widely heralded as the forefather of bureaucratic structure and theory, believing that organisations should be managed formally and impersonally, with authority and rank being integral aspects of any employee's job title (Nkuna & Sebola, 2012). Bureaucratic structure was at the root of the industrialisation era of Prussia, the US, and the UK in the early twentieth century, and it has been lauded as heralding the successful development of modern states such as Taiwan, South Korea, and Japan (Chipkin & Lipietz, 2012). Bureaucratic organisation structures have often been credited as being the most efficient means of coordinating the efforts of large numbers of staff, by harbouring the following inherent principles (Denhardt & Denhardt, 2000; Basheka, 2012):

- There should be a well-established hierarchy, where all positions are structured to allow supervision and control of lower positions by the higher levels of the organisation;
- There should be well-established rules and regulations, including the standard operating procedures for governing all of the activities within the organisation;
- There should be specialisation and division of labour across the organisation, so that all responsibilities within the organisation are performed by individual employees with the necessary specialised skills to perform the particular task;
- There should be no personal relationships between employees and managers, in order to avoid problems with personal prejudice, and to ensure that decisions are not influenced by favouritism;
- The basis for awarding job positions, assignments, and raises should be on competency, rather than relative to a person's contacts within the organisation, in order to promote the harbouring of true skills within the organisation; and

- There should be a complete record of activities, in order to allow for assessment and evaluation of organisation function and performance.

These principles of bureaucratic structure have been largely engrained in the teaching of public administration, and aside from certain theories of more-modern governance, such as New Public Management (NPM), bureaucracies still widely persist in standard public administration practise globally and in South Africa (Basheka, 2012; Hughes, 2012).

A more recent ideology of improved governance has been proposed through the concept of New Public Management (NPM), where improved inter-departmental coordination should be implemented to overcome the limitations of bureaucratic infrastructures (Laegreid & Christensen, 2013). Becoming popular since the late 1970s, NPM proposes that a government should be required to promote deregulation, privatisation, and a more modern approach among public administrations for conducting economic and societal governance (Louw, 2012). O'Flynn (2007, p.354) outlines seven principles of NPM that have been introduced as standard practices for improving the coordination practices of traditional public administrations, which are summarised as follows:

- There should be professional management, with a "hands-on" approach;
- There should be a greater application of private-sector styles of management practice;
- There should be more "disaggregation" of departmental units in the public sector;
- There should be a clearer set of measures and standards of success or performance;
- There should be more competition between departments in the public sector;
- There should be more emphasis on project output controls; and
- There should be more "parsimony" and discipline in the use of resources.

Collaboration of public administrations has seen a rise in recent decades, with terms such as collaborative public management and collaborative governance being coined (Dormady, 2012). O'Leary, Gerard and Bingham (2006, p.6) define collaborative public management as "the process of facilitating and operating in multiorganizational arrangements to solve

problems that cannot be solved or easily solved by single organisations." Sørensen and Torfing (2011, p.865) discuss three fields of study that have been presented for understanding collaborative innovation within the public sector: "Public administration theory", which attempts to understand the changing conditions that exist within public governance; "sociological planning theory", which describes the physical planning of rural and urban areas; and "economic innovation theory", which considers innovation within private industry. In order to advance collaborative innovation within the public sector, Sørensen and Torfing (2011) propose that interactive forms of governance should be encouraged through the formation of partnerships and networks.

The literature review turns, now, to a deliberation of what has been published on the challenges of implementing youth and other civic service programmes globally, and in South Africa.

2.7 CHALLENGES OF IMPLEMENTING YOUTH AND OTHER CIVIC SERVICE PROGRAMMES

Before understanding the challenges of implementing youth and other civic service programmes in South Africa, it is valuable to first consider the global perspective of policy implementation. Following the demise of Apartheid in South Africa, the implementation of policies and their challenges draw close resemblance — and are often likened to — the early 1960's dream of a "great society" in the US, wherein president upon president passed law upon law to rid the American society of its past racial segregation, discrimination, poverty, unemployment, poor education and health problems (Zeelen et al., 2011, p.389).

During this time in the 1960s, while numerous exemplary policies were developed, and programmes were founded in the US to build housing for the poor, and generate employment, it soon became evident that these programmes were failing, or otherwise not achieving their intended goals (Bardach, 1977). This therefore prompted considerable research by prominent social scientists in the fields of public administration, with important literature being

published by authors such as Murphy (1971), Derthick (1972), and Kaufman (1973) on the efficacy of policy implementation, the bottlenecks in the federal system, and issues with the US administrative feedback, respectively. Various criticisms of this research have since been published, though, arguing that most of the problems that occur in global national policy frameworks are different to the American federal system (Zeelen et al., 2011). However, much valuable knowledge on policy implementation using the American model still remains, which is summarised by Zeelen et al. (2011, p.390) as follows:

- The origins of policies often determine whether their implementation will be a success;
- Policy implementation is often influenced by the implementing agency's traditions;
- Implementation may be effected by governmental arrangements, such as federalism;
- Effective implementation is reliant upon concerted administrative feedback;
- Implementation is wholly affected by the complexity of any joint action; and
- There is almost always a degree of "gamesmanship", or "manouvering" that occurs during the policy implementation, which needs to be factored and prepared for.

A model developed by Van Horn and Van Meter (1977) termed a *Model of Intergovernmental Policy Implementation* theorises that factors affecting implementation efforts may be broadly categorised into eight variable clusters. As shown in Figure 2.1, the eight variable clusters consist of communication factors, enforcement factors, implementing agency factors, political conditions, and economic and social factors, which combine with the policy's standards and implementation resources, and the disposition of the implementers, in order to successfully carry a policy from concept to performance. Authors such as Zeelen et al. (2011) demonstrated that this model is valuable in the context of developing economies such as South Africa, applying it in their work to determine the challenges of policy implementation in South Africa, as discussed later in the chapter.

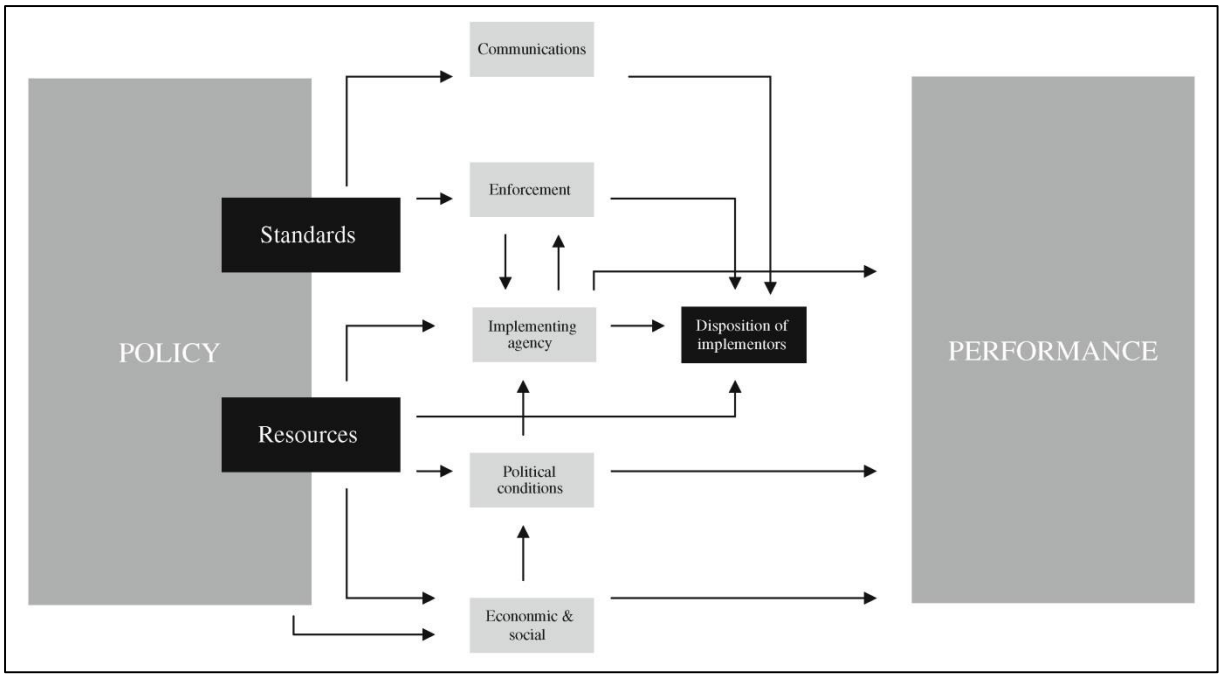


Figure 2.1 Van Horn and Van Meter's (1977) model of Intergovernmental Policy Implementation

2.7.1 Intra- and inter-departmental coordination

2.7.1.1 Horizontal and vertical coordination

Programme implementation often requires two or more agencies to interact and align their actions towards achieving government policies (Naidoo, 2013). However, there are frequently problems noted with such interactions that act to inhibit the implementation of the policies. As noted by Kraak (2011, p.344), "Effective horizontal coordination […] is a key prerequisite for enhanced government performance". Horizontal coordination describes the interdepartmental collaboration that occurs between state departments that do not have any hierarchical control over each other, in order to achieve goals that cannot be achieved otherwise by working independently (Kraak, 2011). This is in contrast to vertical coordination, which requires harmonisation between tiers of the government at local, provincial, or national levels (Borrás & Lundvall, 1999).

2.7.1.2 Competing institutional logics

An issue with departmental collaboration, as illustrated by Dormady (2012, p.763), is the concept of "competing institutional logics". As in the case of private sector organisations that, even when undertaking collaborative activities, guide their goals and motives by independent financial incentives, similar individual motives exist between departments in the public sector to distance the actions of participating departments — although such competing logics are usually less financially orientated. Instead, guiding motives during public participations are rather guided by electoral success, institutional legitimacy or stability, managerial objectives, or widening individual departmental turfs, which act to counter the actions of the collaborations (Dormady, 2012).

2.7.1.3 Transaction costs

Another aspect that limits collaboration is the burden of transaction costs that each participating department must incur. As noted by Dormady (2012, p.764), "transaction costs may be significant enough to offset the decision-making calculus of departments", thereby causing individual departments to limit or streamline their behaviour due to budgetary constraints, to an extent that it counteracts the collaborative process.

2.7.1.4 Social learning

Paquet and Wilson (2011, p.1) found that collaborations often failed to understand the practical approach necessary to achieve their goals; while during the collaboration process they often failed to consider the "requisite social learning" that was required — in the form of reflection, monitoring and self-adjustment — in order to guide the direction of the collaboration as it progressed towards its goals. This also supported work by Rogers and Weber (2010), who asserted that there is often insufficient intellectual effort provided within collaborative governance arrangements to quantify the true impacts or outcomes (or lack thereof), of the collaborations.

2.7.1.5 Summarising inter-departmental coordination problems

The literature is forthcoming with various summaries of the issues that exist during inter-departmental coordination. O'Leary and Vij (2012), for instance, quantify the most frequent issues found in collaborative public management as follows:

- Management challenges occur from working in networks;
- Changes are necessary for accommodating the collaborative networks;
- Problems arise from balancing interdependence and autonomy;
- There is a shortage of research on collaborative public management;
- There is a lack of ability for collaborating departments to think more broadly than their specific disciplines;
- There is some disconnection between the theoretical outcomes and the practical requirements for achieving many collaborative outcomes; and
- Inaccurate quantification of all the affecting factors that may affect the collaborating departments often causes problems even before commencing the collaboration.

Next, the literature review discusses the challenges caused by the bureaucratic structure of organs of state, which hinder policy implementation.

2.7.2 Bureaucratic structure

While the principles of bureaucratic structure are largely engrained in the teaching and practise of public administration, such ideas are becoming increasingly-more questioned by the public. Hughes (2003) asserts that since the 1950s, the public's perception of the validity of bureaucracy as a means of performing public administration has reduced, since there are numerous limitations in bureaucratic practise. For instance, dividing tasks, keeping records, and writing manuals for every possible contingency is both time consuming and laborious.

Bureaucratic forms of public administration have therefore been increasingly criticised for their limited effectiveness and inefficiency (Chipkin & Lipietz, 2012). Karl Marx was a vocal critique of bureaucracy, stating that bureaucracy does not support the common interest, but only the interests of a particular class of society (Karodia et al., 2014). Marx went so far as to state that the authority that is generated within a bureaucracy is formed by an "illusionary universality" (or the ubiquitous acceptance of an imposed set of rules), which ultimately "cloaks a specific class interest" (Karodia et al., 2014, p.41). Karodia et al. (2014, p.41) argue that state bureaucracies are the "administrative organs through which the sectional power of the dominant class are institutionalised", stating that particularly in socialist-driven countries such as South Africa, bureaucracy is "an especially irresponsible form of political administration", as it "imposes a particular spiritual essence that the society is a form of private property belonging to the state".

Hughes (2012) emphasises that while bureaucracy is a powerful means of organising state structures, it does not necessarily work well in every circumstance. For instance, Hughes asserts that attempting to find a single "best way" of performing a task often leads to stiffness and rigidity (p.2). Another problem is that it often assumes the role of "bureaucratic delivery" to the society, wherein it becomes the responsible party for service delivery and providing goods and access to the people (Hughes, 2012, p.2). The total onus for providing goods and services is then placed upon the state, suggesting that only well-equipped and well-resourced departments with successful management structures will be able to perform effective service delivery.

Problems in service delivery and resource management were also observed to be hindered by bureaucracy in a study by Hubbard and Paquet (2009, p.3), who found that the relationship between the state departments and the public they were serving was limited by the vertical bureaucratic structure and "top-down mentality" of the departments. This firstly inhibited vertical collaboration between the participating departments, and also, made the departments more focused on adhering to their budgets, than on serving the needs of the public.

2.7.2.1 Problems at the street level of bureaucracy

An important element of the bureaucratic structure of policy implementation is contained within the street-level bureaucracy, which refers to the government employees implementing policies directly with the public and citizenry at the "street-level", such as social workers, police officers, government-school teachers, and doctors. Seminal work in the 1980s by Lipsky (1980, p.45) found the following problems were typically observed by street-level bureaucrats during the implementation of public services:

- The availability of resources is typically "chronically inadequate";
- The expectations of service agencies are usually conflicting, vague, or ambiguous;
- It is often difficult, if not impossible, to measure individual performance towards achieving policy goals;
- Street-level bureaucrats often have considerable autonomy for conducting their tasks, causing problems with ensuring they are following the policy's goals.
- When the demand for effort among bureaucrats is high, or the availability of resources becomes scarce, bureaucrats tend to 'ration' their services; and
- In rationing their services, street-level bureaucrats tend to 'husband' their resources — particularly their time and energy.

The literature review turns, now, to a review of the knowledge base pertaining to challenges that have been found during the implementation of youth and other civic service programmes in South Africa.

2.8 CHALLENGES OF IMPLEMENTING YOUTH AND OTHER CIVIC SERVICE PROGRAMMES IN SOUTH AFRICA

Zeelen et al. (2011, p.385) wittily illustrate the problem with policy implementation in South Africa by stating that "South Africa is suffering from an overproduction of policies and an underperformance in implementation". This section outlines challenges from each of the

perspectives of the Apartheid legacy, current societal challenges, inter-departmental coordination, and some departmental case studies that have been published.

2.8.1 The Apartheid legacy

In South African literature, the legacy of Apartheid is often heralded as being at the root of the cause of high youth (and national) unemployment (Perold, 2006). Zeelen et al. (2011), for instance, reason that the Apartheid legacy was cause for the low rate of education among the Black population. This resulted in a national population with a large portion of the country having received no- or little formalised education (National Education Policy Investigation, 1992).

Despite efforts to rectify these past inequalities, much of the inequalities have continued to affect implementation of almost every government policy, even today (Aitchison, 2010). Problems have persisted, for example, due to the spatial mismatches that exist between the jobs and the unemployed workforce. This, in turn, has made the cost of searching for employment higher — a problem that is especially evident in rural areas and among the youth, who cannot afford the costs of commuting (Ardington et al., 2016).

2.8.2 Societal challenges

The implementation of youth and other civic service programmes is often limited by numerous societal challenges. Employment issues are typically considered more important for men than women, and as noted by Ardington et al. (2016, p.458), the decisions of young women to bear children often impacts “their employment behaviour”. Stigmas associated with programmes have also affected the enrolment of youths. For instance, such programmes as that provided by the EPWP are unattractive to the youth since they are not tailored to the interests of young men or women; and they do not address their ambitions or aspirations (Mayer et al., 2011). It has also been noted that the youth perceives the EPWP programmes as offering menial work,

with virtually no opportunity of progression into better-paid work, which affects the rate of enrolment in its programmes (Mayer et al., 2011).

2.8.3 Resources and infrastructure limitations

Based on recent studies on various different policies across South Africa, such as the NDP (Naidoo & Maré, 2015), numerous issues appear to recur. A primary issue that has been highlighted, for instance, is that key institutional capabilities and infrastructures are required from collaborating departments in order for horizontal coordination to occur; however, Butler (2008) asserts that such infrastructure capabilities are still predominantly lacking. Another point illustrated by Naidoo (2013, p.387) maintains that the "Efforts to join-up policy and related programmes" are inherently regulated by "the complex and seemingly cyclical relationship between political necessity and administrative reality." As argued by Merrifield, Oranje and Fourie (2008, p. 46), the South African government is "very good at compliance", by developing structures and procedures for drafting plans, frameworks, and strategies, "but it is very weak in terms of ensuring that these plans are set in motion". Merrifield et al. (2008, p.46) assert that the public officials who are tasked with ensuring that the plans are executed are "either incapable or unwilling to do their jobs", with many actively resisting such tasks by perceiving central coordination as threatening their autonomy. Zeelen et al. (2011, p.395) also found that limited staff, and little support from the "elite" within the higher tiers of government further added to a retardation of policy implementation.

Zeelen et al. (2011) researched the challenges that have been observed during the implementation of the Policy Document on Adult Basic Education and Training (ABET). They found that the implementation problems could be broadly categorised into the areas of lack of funding, lack of an implementing agency, problems with the dispositions of the implementers, and problems with the policy standards. They emphasised the point by stating that budget was a constant constraint in broadly implementing adult education, while there was also no functional implementing agency within the Limpopo province to ensure successful implementation. They also determined that structural discontinuities, or vertical coordination issues existed at an intergovernmental level between the Department of Education (DOE) at

a national level, which was tasked with formulating the policy, and the regional- and district-level municipal offices tasked with implementing the policy. They stated that this generated a division between the political purposes of the policy, as drafted by the DOE, and the administrative purposes of the policy, as experienced by the different tiers of government.

This ends the literature review chapter. A short conclusion is provided, next.

2.9 CONCLUSION

There is no consistent definition of youth across every government policy instrument, when considered from an age-perspective, although it has been argued that this broad definition was intentional, in order to broaden the extent of developmental opportunities available to the youth in South Africa. Positive youth development approaches, however, recognise youths as being active participants and resources within their communities and environments, meaning that the most successful youth service programmes that can be developed by the state are those that are intended to benefit both the youth and their societies.

While numerous youth development programmes have been initiated in South Africa, such as the National Rural Youth Service Corps (NARYSEC) of The Department of Land Reform and Rural Development; the Expanded Public Works Programme (EPWP); the NYSP of The Department of Human Settlements; and private-led initiatives such as the LoveLife Groundbreaker Programme, considerable challenges exist, and have been discussed herein, which have limited the success of their implementation. Such challenges are inherent societal challenges, economic and infrastructure issues remaining from the Apartheid legacy, vertical and horizontal coordination issues and limitations in resources. Numerous studies have also found that many policies in South Africa are still being limited as a result of their bureaucratic structures and practices.

Various recommendations and theoretical frameworks have been proposed to divert organs of state away from the traditional bureaucratic structure of public administration, and thereby

improve policy and programme implementation. Such frameworks include management accountability frameworks (MAF), New Public Management (NPM), and collaborative public management. Much still needs to be done to improve the implementation of policy agendas in South Africa, though, particularly in order to improve the situation of the youth in the country. Understanding the issues specific to the NYSP in South Africa is therefore necessary to understand the challenges that have occurred during the implementation of the NYSP, so that potential solutions may be determined and recommended. This prompted the motivation for this study. The methodology that was followed to generate this specific understanding of the NYSP is outlined next.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This research was of an exploratory nature, exploring the challenges that have occurred during the implementation of the South African National Youth Service Programme (NYSP), from the perspectives of the collaborating government departments that have been tasked with its implementation, as well as members of civic society who have interacted with youth development and the NYSP. This research methodology section will outline the research approach that was used, the research design, how the data was collected, how the data was analysed, and the limitations and ethical considerations of the research.

The chapter begins, first, with the research approach to this study.

3.2 RESEARCH APPROACH

This research was of a qualitative nature with the purpose being to explore the relevance of the NYSP. As such, the research gathered individuals' views and interpretations around the relevancy and implementation challenges of the NYSP. Qualitative research, according to Wagner, Kawulich and Garner (2012) is based on understanding the socio-cultural contexts and processes that shape different patterns of behaviour. Qualitative research strives to tell a story from the perspective of the people who experienced or were part of the story, by focusing on their experiences and encounters with the phenomenon (Wagner et al., 2012).

Qualitative research is anchored around the use of words, providing a rich description of a social phenomenon and its context. The research approach outlined here allowed in-depth descriptive reports to be generated on the perceptions, attitudes, feelings, beliefs, meanings,

and interpretations attached to the NYSP, in order to explore the challenges that have occurred during the implementation of the programme.

3.3 RESEARCH DESIGN

Qualitative research designs are either categorised as ethnography, action or field research, grounded theory, or phenomenology (Given, 2008). Ethnography involves the study of cultural arrangements of individuals, by immersing the researcher as an active participant in the culture, while action research requires the researcher to approach the research field to study a phenomenon in its natural environment (Taylor, Bogdan & De Vault, 2016). Conversely, grounded theory involves the process of extracting a theory about a phenomenon by observing, coding, and refining information about the root of the phenomenon, according to the facts of the data that are acquired (Adams, Khan, Raeside & White, 2007). Finally, phenomenology attempts to understand a phenomenon according to the subjective experiences of participants, as they appear to those who are currently immersed in the field (Given, 2008). The design for this research was therefore based on the phenomenological approach, since it attempted to understand the finer details pertaining to the implementation of the NYSP, from the perspective of the collaborating government departments that have been tasked with its implementation, as well as individuals from civic society who have interacted with the programme.

The reader should be aware that some of the data collected is presented in a form that is usually associated with quantitative methods, for easier reading. This does not however diminish or take away from the in-depth descriptive data presented to advance the arguments and conclusion.

3.3.1 Sampling

Sampling refers to the principle of extracting a suitable set of participants from a group or population, which contains characteristics that can infer knowledge for answering the

research questions of a study (Adams et al., 2007). The target population for this study was the combined collective of all individuals involved in government and civil society, including youth practitioners, who had experienced some form of interaction with the NYSP of the NYDA. Since an entire population cannot conceivably be approached in research, a representative sample is typically sought to provide data that can be considered reflective of the entire population. Two primary sampling techniques exist: probability and non-probability sampling, where probability sampling is most appropriate in quantitative studies that require a random sample to be gathered in order to infer statistical reliability to any results (Six & Bellamy, 2012). Conversely, non-probability sampling is more suitable for qualitative research methods where data quality is sought over data quantity, as it affords the researcher the opportunity and scope to gather the most suitable sample possible, through personal influence, to answer the research questions of a study (Nieswiadomy, 2011). Due to its inherent nature, randomisation is excluded during non-probability sampling methods, as is considered appropriate where in-depth insight is valued more than statistical reliability (Vaismoradi, Turunen & Bondas, 2013).

Purposive sampling was the sampling technique used to select the sample for this study, as it allowed participants to be chosen who possessed the specific qualities necessary to best answer the research questions of the study. As shown in Figure 3.1, below, 15 participants were purposively selected for inclusion in this study, with twelve being from government departments linked to the NYSP and three being from civil society. Seven of the participants had been tenured at their positions for between one and five years, four had been tenured for between five and ten years, three respondents had been tenured for between ten and fifteen years, and one respondent had been employed at their current department for twenty years. The three respondents from civic society had all been tenured at their organisations for between one and five years, and there was a relatively even distribution of short-, medium-, and longer-term tenures among the sample, from the government departments. Three participants were selected from the Department of Planning, Monitoring and Evaluation (DPME including the National Planning Commission). The participants were purposefully selected because they were senior managers responsible for social cohesion, education and national planning, all of which are key to the success of the NYSP. Four participants were

selected from the National Youth Development Agency. The participants were purposefully selected because they had direct coordination responsibilities for the NYSP at a senior level. These responsibilities included planning, management and budgeting. Four participants were selected from three key government departments that are directly implementing the NYSP. These departments are Department of Human Settlements, Department of Public Works and the Department of Rural Development and Land Reform. The participants were purposefully selected because they have managerial responsibilities for the implementation of the NYSP in their respective departments. Three participants were selected from civil society organisations that were directly implementing the NYSP. In addition, one of the civil society participants was involved in research National Youth Service for over a decade. The civil society participants were purposefully selected because of their expertise in implementing the NYSP.

All the participants were asked to comment on the NYSP since the initial implementation of the programme in 2004.

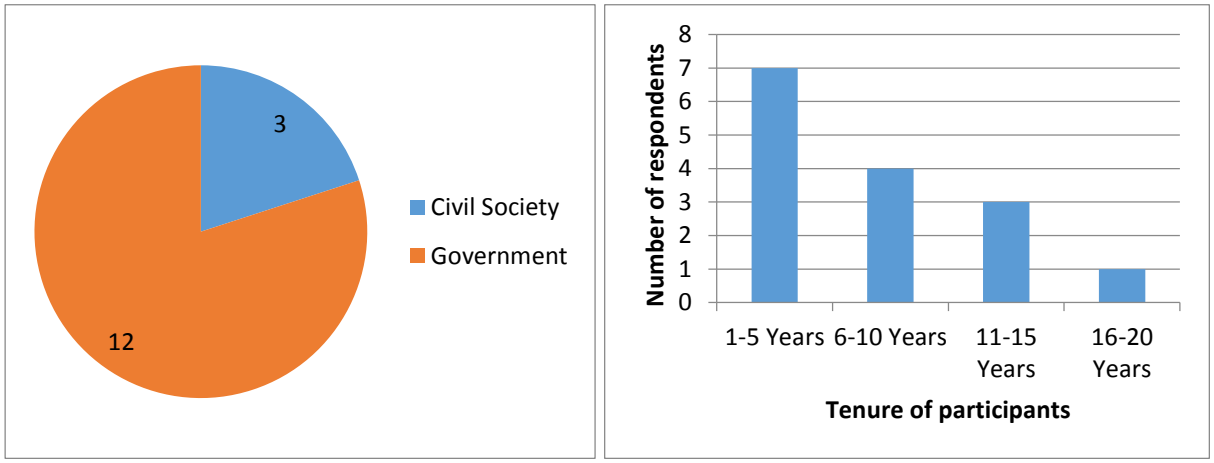


Figure 3.1 Sector in which the sample of participants worked (left); and the length of time they had been employed at their departments or organisations (right)

As shown in Figure 3.2, the sample of participants who participated in this study were from different age groups, with one participant each in their mid- and late-20s, respectively, two participants each in their early-30s, late-30s, early-40s, late-40s and early-50s, respectively, and three participants in their mid-40s. No participants in the sample were in their mid-30s.

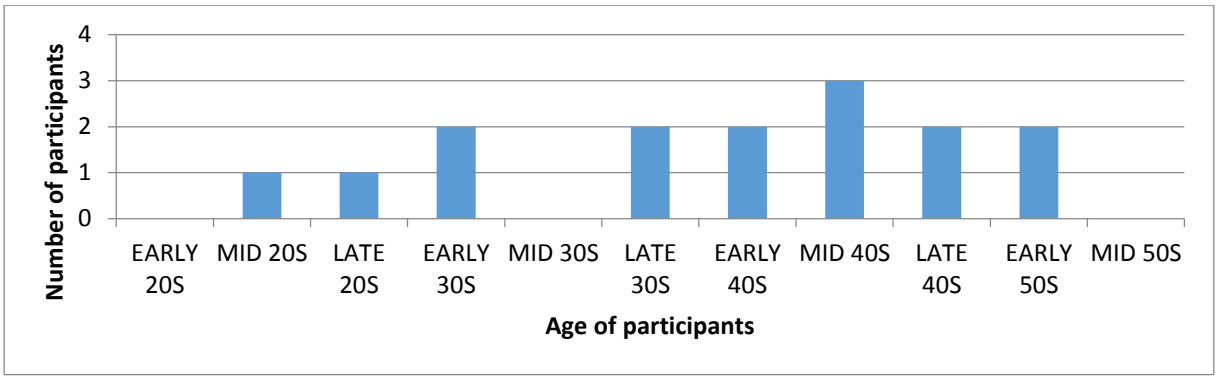


Figure 3.2 Ages of the study's sample participants

The sample of participants are all primarily senior managers within their respective government departments. Three senior leaders within civil society also comprised the sample.

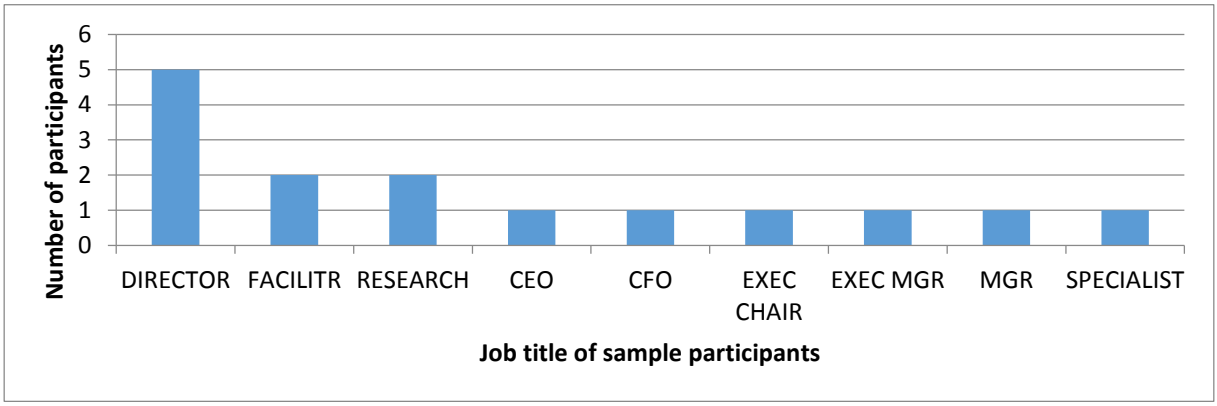


Figure 3.3 Distribution of job titles of the study's sample participants

The government departments that were selected for participation in this study, as shown in Figure 3.4, were the National Youth Development Agency (NYDA), in which four participants were included, and two respondents were included from the Department of Planning, Monitoring and Evaluation (DPME). One respondent each from the Department of Public Works (DPW), the Department of Rural Development (DRD), the Extended Public Works Programme (EPWP), the Department of Human Settlements (DHS), the Industrial Development Corporation (IDC), and the National Planning Commission (NPC) were also included in this study to present information from the state's perspective on the coordination challenges that have faced the NYSP during its implementation. The three civil society respondents were selected from City Year SA, Love Life, and a private youth development

organisation, in order to provide a detailed perspective on the coordination challenges that have faced the NYSP during its implementation, from the point of view of civil society.

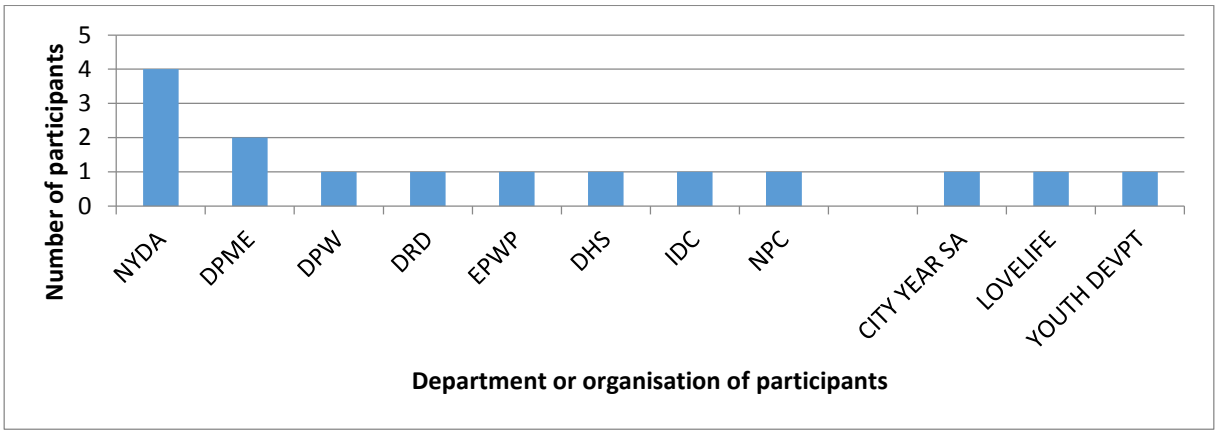


Figure 3.4 Sector or organisation in which the sample participants worked

This sample of participants was purposefully selected into this study as it was expected that these individuals would have gathered suitable experience with various elements of the youth, NYS in South Africa, and the NYSP, to provide a broad, all-inclusive, and clear indication of the internal characteristics inherent within the government departments tasked with implementing the NYSP that have hampered the implementation of the NYSP; which collaborative co-governance issues between the government departments tasked with implementing the NYSP have hampered the implementation of the NYSP; what bureaucratic governance issues between government departments tasked with implementing the NYSP have hampered the implementation of the NYSP; and how the implementation of the NYSP should be changed to increase the efficacy of the current NYSP, and any future NYS expansions.

The methods that were applied to collect the data from the sample of participants are outlined in the next section.

3.3.2 Data collection

Data for this research was generated from face-to-face interviews and/or telephonic interviews, where face-to-face interviews could not be secured. The interviews contained both semi-structured and open-ended questions and allowed for detailed and elaborate information to be gathered on the respondents' perceptions of the topic. Twelve face to face interviews with respondents were conducted. Due to scheduling conflicts, three respondents requested to provide written responses to the interview questions. The researcher held telephonic interviews with the three respondents to seek clarity and to further probe some of the written responses.

3.3.2.1 The data collection instrument

The questionnaire was prepared containing a complete list of open-ended questions to allow detailed and elaborate information to be gathered on the coordination challenges that have faced the NYSP during its implementation. As shown in Appendix 1, the questionnaire asked 23 questions distributed over five sections, which gathered information from the participants such as their demographic information, the issues they have observed with South Africa's youth; the issues with the NYSP's internal characteristics; the inter-departmental collaboration issues that have existed at a horizontal, vertical, and private-sector level; and the problems that have existed with South Africa's other policies.

3.3.2.2 Data gathering

Each of the participants was contacted via telephone prior to inclusion in this study, and informed of the nature and purpose of the study. Upon receiving their approval, interviews were organised with the participants. Each interview lasted between 35 and 55 minutes. As explained above, due to scheduling conflicts, three respondents requested to provide written responses to the interview questions. The researcher held telephonic interviews with the three respondents to seek clarity and to further probe some of the written responses.

3.3.3 Data analysis

Content analysis is a common technique used in qualitative research for gathering and analysing text (Neuman, 2006). Content analysis allows for the extracting of similar patterns of ideas within qualitative data, to allow deductions to be made to answer the research questions of the study. Content analysis was therefore used in this study to extract information from the completed interviews. As noted by Neuman, during the process of content analysis, the written content should be grouped into common themes based on patterns between the responses, in relation to the research questions. The content analysis here, obeyed to the following process, as outlined by Vaismoradi et al. (2013):

- Preparation of the content: This involves immersing the researcher in the data to obtain a sense of the "whole" of the data (p.402);
- Organising the content: This involves searching for common patterns of themes, coding interesting aspects of the data, creating categories of codes, and grouping codes within higher-order headings and subcategories;
- Collating the data: This includes counting and totalling the frequencies of occurrences of differing codes and themes; and
- Reporting the content: This involves presenting the patterns of the data through conceptual maps, models, or story lines.

The notes and recordings from the semi-structured interviews were analysed and patterns and trends of the data were grouped together. The researcher used content analysis to analyse the data. Patterning matching and explanation-building techniques of data analysis were also used. The content was grouped or arranged into common themes which were applied to answer the research questions. The content analysis allowed the researcher to extract similar categories of data to generate or create common themes.

3.4 VALIDITY AND RELIABILITY

Validity refers to truthfulness or how well an idea fits within actual reality, while reliability refers to the dependability or consistency of the findings (Neuman, 2006). The researcher must find a fit between the constructs used to describe a social phenomenon and how the social phenomenon manifests itself in the real world. Gholafshani (2003) describes the concept of reliability and validity in qualitative research, stating that while test repeatability, or the concept that results should be repeatable by other researchers, is typically a positivist ideology, such aspects are also important in phenomenological studies. As noted by Lincoln and Guba (1985), reliability and validity in qualitative research are related to the concepts of credibility, confirmability, neutrality, transferability, and applicability.

To ensure each of the aspects of credibility, confirmability and transferability here, the researcher chose a sampling technique, research sample and methodology that ensured that the researcher reported reliably on the perspectives, meanings and opinions of participants who were directly associated with the NYSP, and who would be in the best position to answer the questions that had been posed. A further means of ensuring reliability was achieved through the process of triangulation, where triangulation is the weighing of different sources of information against each other to provide an external system of validity (Golafshani, 2003).

3.5 RESEARCH LIMITATIONS

Due to the limited time involved to complete the research report, the study did not interview all of the key stakeholders of the NYSP, including youths, but only a purposive selection of participants from the government and private sectors. A lack of resources also prevented the study from looking at provincial and local perspectives of the NYS in isolation to the national perspectives, and across the different provinces individually.

3.6 ETHICAL CONSIDERATIONS

Ethics in research defines what constitutes acceptable or unacceptable behaviour. Sekaran and Bougie (2010) outline various ethical roles that researchers and research participants should follow, such as protecting privacy and treating information as confidential, ensuring that participation in the research is voluntary and unpressured, and warranting that the research study and its data is not misinterpreted or misrepresented.

All participants in this study were assured of their confidentiality and anonymity, and the university's ethics protocols on human research were all observed and adhered to; with informed consent, confidentiality and protection of participants all being guaranteed. All participants received a telephonic conversation, outlining the purpose of the research, the research objectives, and the assurance that no names would be divulged in the presentation of the data.

The research is also a practitioner working in the field and has a deep interest in the subject of the research. The researcher was cognisant of his positionality on the subject and how this could either positively or negatively affect the framing of the research. The research supervisor provided helpful insights to guide in addressing the issue of positionality. The research supervisor reminded the researcher that his fixed aspects of positionality does not automatically lead to particular views or perspectives. The researcher was encouraged to adopt a reflexive approach to conditionality which allowed for self-consciousness and self-assessment in the design, implementation and interpreting of the research data. With ongoing professional relationships with most of the respondents, the researcher had to be cognisant of his primary as that of a researcher. The researcher therefore clarified his role at the beginning of each interview emphasising the academic nature of the interview and requesting the interviewee to see and treat him as a researcher. To ensure neutrality, the researcher alleviated bias by involving third party advisors and data analysts to aid with the content analysis of the interviews; thereby offering an impartial review of the data. This also acted to ensure that the researcher's own professional activities did not conflict with the academic activities of this research.

3.7 SIGNIFICANCE OF THE RESEARCH

There is currently a knowledge gap on National Youth Service, particularly in South Africa. The government plans to rapidly expand the programme where scarce resources for youth development were typically applied to youth service programmes. This research is significant in the context that it is providing valuable supplementary information relating to the relevance of the NYS, the implementation challenges that have been faced to date, and how the programme can be changed to improve its efficacy among the youth. It is therefore expected that this research should be highly valuable in adding to the knowledge base on the South African NYSP, allowing for informed changes to be made for improving its implementation, and improving the efficacy of such a potentially-important programme.

3.8 CONCLUSION

This research was of a qualitative nature, which used semi-structure interviews and content analysis to explore the views and opinions of 15 participants selected via purposive non-probability sampling from government departments and civic society linked to the NYSP. The content analysis herein obeyed the process of preparing the content, organising the content, grouping and arranging the content into common themes, analysing the themes and reporting the content.

To maximise each of the aspects of credibility, confirmability, transferability, and neutrality, the researcher chose a sampling technique, research sample and methodology that ensured that the researcher reported reliably on the perspectives, meanings and opinions of participants who were directly associated with the NYSP, and involved third party advisors and data analysts to aid with the content analysis of the data. Triangulation was also performed as a further means of ensuring reliability, while to ensure adherence to ethical requirements of research, the university's ethics protocols on human research were all observed and obeyed.

CHAPTER FOUR

PRESENTATION OF DATA

4. INTRODUCTION

This chapter will provide a presentation of the data that was obtained following the execution of the methodology outlined in the previous chapter. The data is presented non-linearly in relation to the questions within the questionnaire as attached as Appendix 1. The data is presented in grouping of questions into sections making for easier presentation of the data according to themes. Data is presented for the first grouping of questions within the theme of issues with South Africa's youth and policies. The second grouping of questions relate to NYSP internal departmental characteristics and the related data is presented. The third grouping of questions relate to the theme of NYSP inter-departmental collaboration challenges and the related data is presented. The chapter begins with a presentation of the issues that the respondents noted on South Africa's youth and policies, particularly considering the current state of South Africa's youth, the inherent characteristics and definition of the youth, and the problems with the governments ideology of youth development in relation to other policies in the country. Next, the data pertaining to the NYSP internal departmental characteristics are outlined, including the challenges and factors that were noted to be hindering its implementation, followed by the recommendations that were outlined by the respondents for overcoming these issues and thereby improving the NYSP's implementation. Each of the issues is categorised according to the primary themes that were deciphered in the content analysis. A similar chapter structure is used to explain the inter-departmental challenges at a horizontal and vertical level.

The chapter begins, next, with the current state of South Africa's youth and policies.

4.1 ISSUES WITH SOUTH AFRICA'S YOUTH AND POLICIES

4.1.1 The current state of South Africa's youth (Q6)

The Y axis represents the number of responses and the X axis represents the answers of the respondents. The answers of the respondents were in direct response to the question posed. There appeared to be a clear attitude of polarity among the respondents in terms of the current state of South Africa's youth. In this respect, numerous respondents indicated that there were two clearly defined categories, or two different 'types' of youths in South Africa, with one type that was clearly in the minority, constituting youths who were driven, energetic, entrepreneurial, and professional. One respondent went so far as to highlight this small driven category of youths as the "future captains of industry" (government participant), and another stated that they "display [the] potential to address many of societal problems" (civil society participant). As noted in Figure 0.1, for instance, almost all of the respondents (13 of the 15 respondents) characterised the youth as unemployed [UNEMPLYD], while 13 respondents also characterised the youth as either uneducated [ENEDUCATD] or unskilled [UNSKILLED], and half of the respondents typified the youth as either in a state of hopelessness [HOPELSNESS] or without vision [NO VISION].

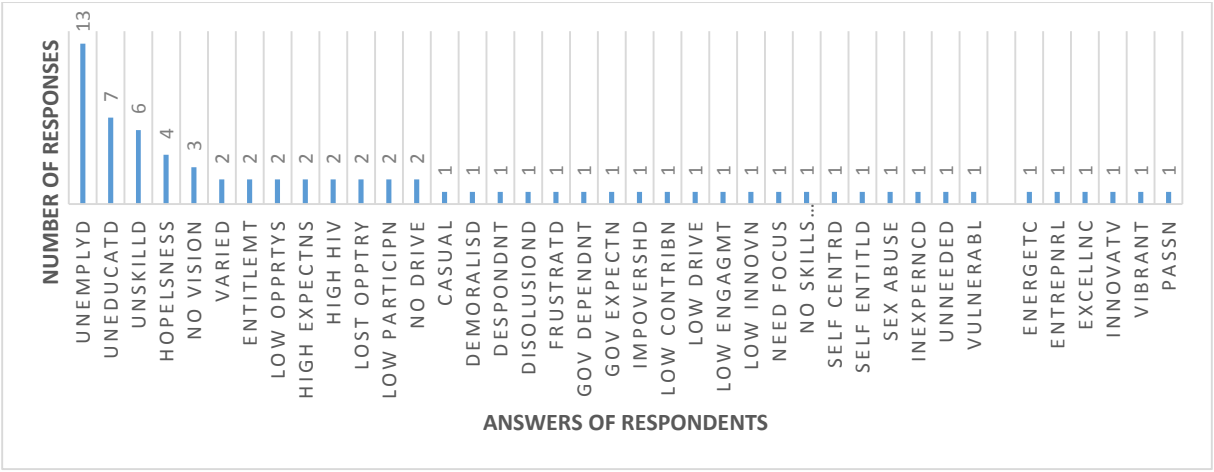


Figure 0.1 Respondent opinions on the current state of South Africa's youth (Q6)

It was largely blamed on their lack of skill, education and employment, that the youth had no "sense of the future" (government participant) or vision, as well as an inherent sense of hopelessness, frustration, and despondency. While most respondents highlighted the issue of youth unemployment as the key characteristic of the current state of youth, they also gave more than one variable in their responses. This explains the multiple answers of the respondents.

4.1.2 Inherent characteristics of South Africa's youth that have not been suitably catered for in the policies of the NYSP, thereby hampering its implementation (Q7)

The content analysis of the respondent data revealed three distinct themes to describe the inherent characteristics of South Africa's youth that had not been suitably catered for in the policies of the NYSP, thereby hampering its implementation. As shown in Figure 0.2, the first, and by-far most frequent criticism of the NYSP was that it was not at all catering to the technical capabilities of the modern youth, such as by upgrading its interfaces to include more internet access, mobile "apps", social media platforms, or other modern forms of digital interfaces commonly used by the youth. This was largely emphasised by different respondents arguing that the NYSP should be branded and promoted with less of the typical and traditional forms of marketing resources; and instead that it should appeal to the modern interests of the youth through more modern marketing techniques; and by being more "sexy" (civil society participant) and attractive to youthful interests and attentiveness. Thus, it was argued that YSPs are not "packaged and sold" (civil society participant) to the youth very efficiently, which in turn is not fostering a culture of youth service.

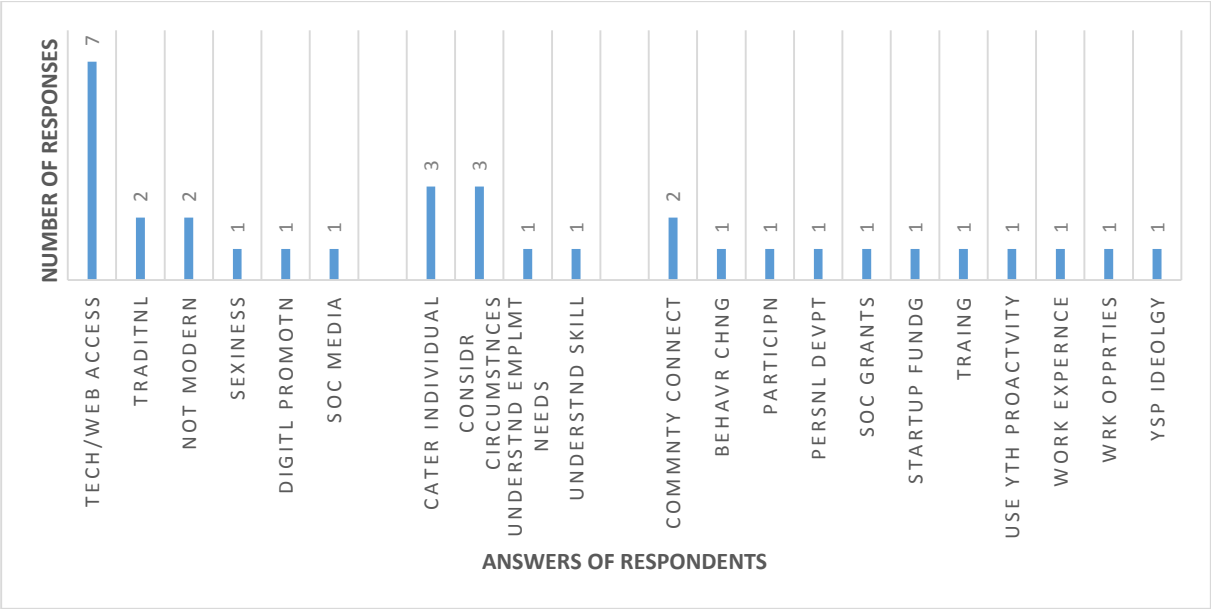


Figure 0.2 Inherent characteristics of South Africa's youth that have not been suitably catered for in the policies of the NYSP, thereby hampering its implementation (Q7)

In association with the polarity of the respondents to the different types and needs of youths, the second theme of problems was that there was poor consideration for the individual needs required by different youths with differing circumstances, and that the NYSP was not catering to each of these different individual needs. One respondent highlighted, for instance:

> *"Youth attitudes towards service vary. These must be taken into account. For example, unemployed youth would want skills and employment through their service. Professional youth would want opportunities for them to serve". (government participant)*

4.1.3 The definition of youth in South Africa (Q8)

The opinions of the respondents were varied on whether or not the definition of 'youth' in South Africa was too broad, with some indicating that it *was* too broad, some that it was *not* too broad, and some being indifferent. As shown in Figure 0.3, though, the majority of respondents (9 out of 15, or 60%) did agree with the argument that the definition of youth in South Africa is too broad.

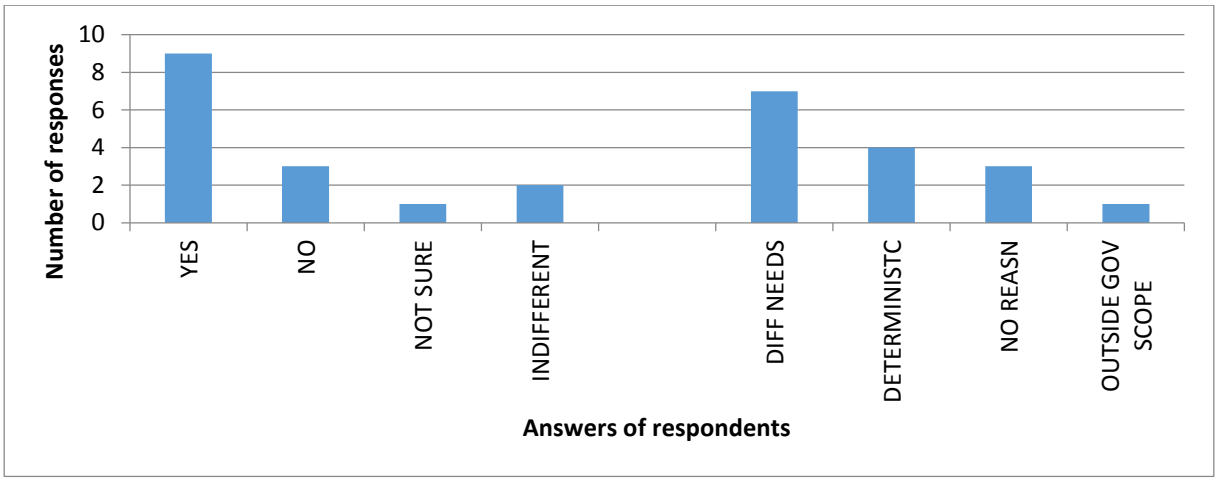


Figure 0.3 Respondent opinions on the definition of youth in South Africa (Q8)

In justifying their answers, many of the respondents noted that the definition of youth in South Africa is too broad because there are widely differing needs of individuals at different ages and in different life-circumstances. Indeed, this was the single most frequently listed argument among respondents that the definition of youth in South Africa is too broad. One respondent stated, for instance, "The needs, interests and aspirations of a young person who is 18 years of age is not the same, in fact very different to those of a young person who is 34." (government participant)

4.1.4 Problems with the ideology of the government's policies towards the NYSP (Q21)

The aim of the question was to gather the respondent's views on how government is currently thinking (idealogy) about policies towards the NYSP. By posing this question, the researcher expected to unearth views and opinions regarding the factors that have shaped how government has historically and presently views the policies of the NYSP. Are the governments thinking of the NYSP as a nation-building, patriotism fostering programme consistent with the dominant public opinion of the Mandela administration still relevant today in the context of high unemployment? The respondents' opinions on the problems with the ideology of the government's policies towards the NYSP (Q21) indicated that the primary problems were associated with shortages of budgetary allowances and funds. Noting financial problems a total of six times between the respondents, it was noted that the NYSP policy was

being executed without the necessary budgetary allocations; and the government's attempts to "cut costs" (civil society participant) to distribute funds between many different policies as possible, was being felt negatively in the NYSP's implementation, as shown in Figure 0.4. It was argued that this funding shortfall was compounded by there being no attempt to gather private funding or investment towards the policy's implementation.

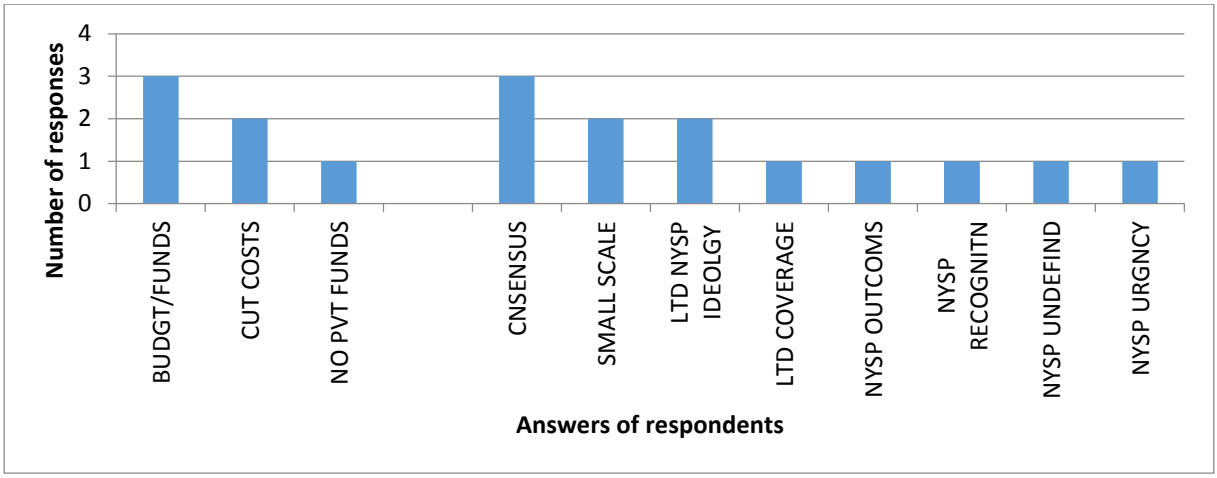


Figure 0.4 Problems with the ideology of the government's policies towards the NYSP (Q21)

There appeared to be numerous problems with the scale and magnitude of the youth service policy, where it was argued to have a limited coverage, limited scope and scale, and a generally limited ideology; which ultimately was reducing the recognition afforded to the policy, and reducing any urgency to implement its plans. There was also concern repeated by three of the respondents that there was no consistent consensus over the goal, purpose and proposed outcomes of the NYSP, with the NYSP being poorly defined and executed. Unfortunately, the respondents did not directly answer the intent of the question as noted earlier.

4.1.5 Differences in the challenges faced by the youth service programme(s) compared to other civic service programmes in South Africa (Q22)

There appeared to be a considerable polarity among the respondents as to whether or not there were any differences in challenges faced by the youth service programme(s) in South Africa compared to the other civic service programmes, with four of the respondents arguing

that there were no different challenges faced by the YSPs relative to other policies. Five of the respondents did, however argue that there were differences in the challenges faced by the YSPs, because the needs of youths were considerably different compared to older age groups; and this, it was argued, has presented the YSPs with a different set of challenges compared to most civic service programmes (see Figure 0.5).

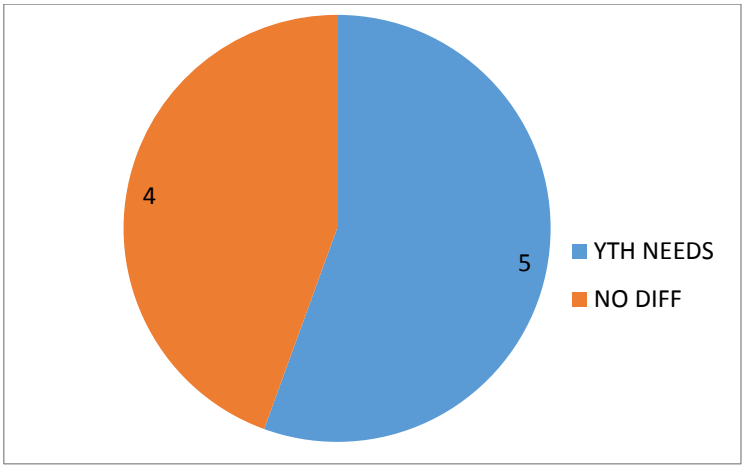


Figure 0.5 Differences in the challenges faced by the youth service programme(s) compared to other civic service programmes in South Africa (Q22)

4.1.6 How government policies towards the NYSP should be changed to increase the efficacy of the current NYSP (Q23)

Finally, presenting their opinions on how government policies towards the NYSP should be changed to increase the efficacy of the current NYSP, the respondents noted a broad range of answers that could broadly be categorised into four general themes, as shown in Figure 0.6. The first theme related to an alteration in the operative ideology of the NYSP, which could be overcome by a changing of legislation and the founding of a single dedicated National Youth Service Agency, tasked with all managerial, functional, collaborative and implementation duties. Ten respondents noted that the setting up of the National Youth Service Agency is necessary. One respondent even recommended that a National Youth Service Act should be developed and presented to Parliament, which should be based on the identification of a lead coordinating entity or department, along with a lead policy department; and clearly-defined responsibilities and roles to be outlined for implementers". With 10 out of 15 respondents

calling for a National Youth Service Agency, it poses the issue of whether the respondents have given up on the collaborative model of the NYSP. What then are the alternatives?

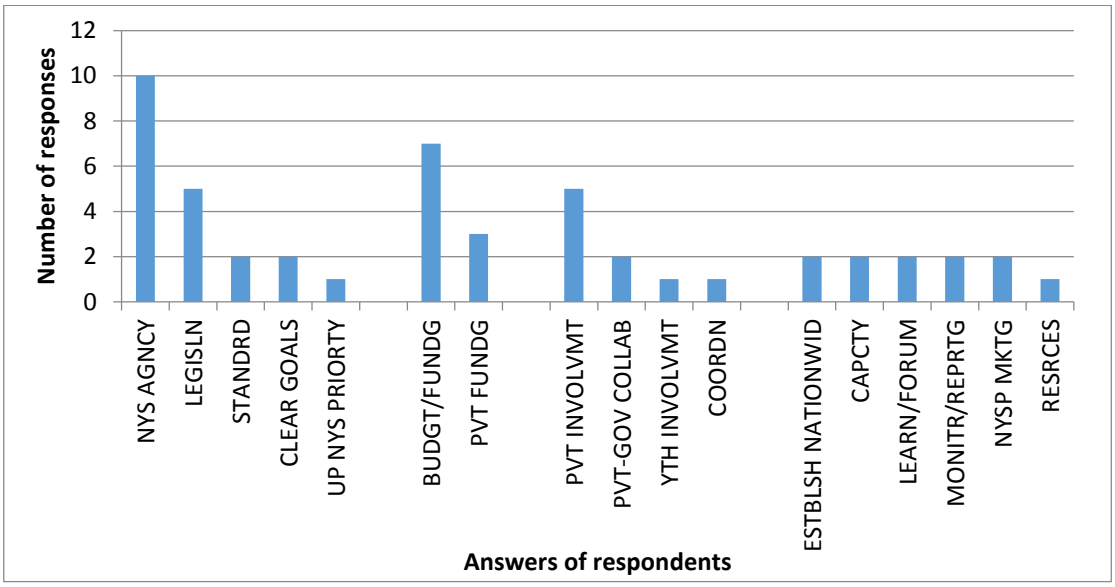


Figure 0.6 Respondent opinions on how government policies towards the NYSP should be changed to increase the efficacy of the current NYSP (Q23)

Respondents then argued that there should be more funds allocated through budgetary restructuring and private investment; more private involvement through state-private collaboration and involvement; and a larger scale of operation, through a more nation-wide establishment of the policy's targeted output, more capacity and resources, and more evaluation, monitoring and learning from the NYSP to allow for improved success of implementation.

4.2 NYSP INTERNAL DEPARTMENTAL CHARACTERISTICS

4.2.1 Factors hindering NYSP implementation (Q9)

One of the focuses of this research was to determine, from the respondents, what internal characteristics inherent within government departments tasked with implementing the NYSP have hampered the implementation of the NYSP (Q9), and what factors have been causing

these issues. The respondents listed three main factors: poor planning, lack of understanding of the NYSP and poor coordination as shown in Figure 4.7. Ten out of the fifteen respondents identified poor planning as the main factor hindering NYSP implementation.

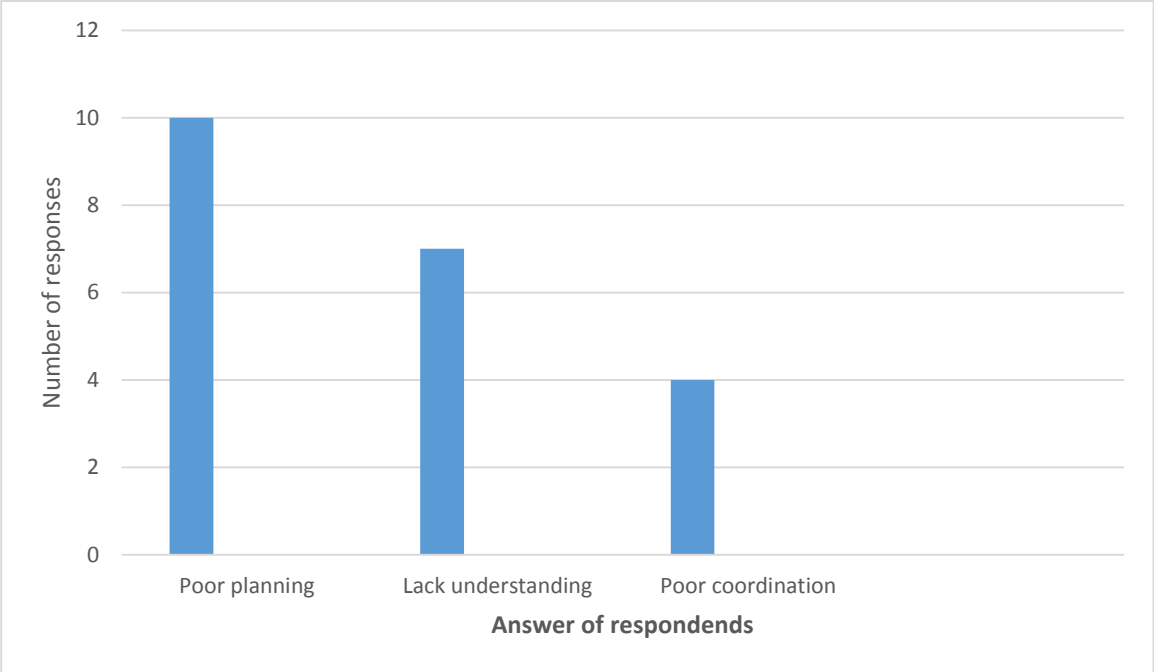


Figure 0.7 Factors hindering NYSP implementation (Q9)

4.2.2 Internal challenges and root causes hindering NYSP implementation (Q10)

Five primary themes were deduced from the respondents' answers through the content analysis, as shown in Figure 0.8, which listed in order of frequency of recurrence were: lack of resources, management issues, understanding and consensus issues, competition within departments, and structural limitations of the departments. These are each discussed in turn, next.

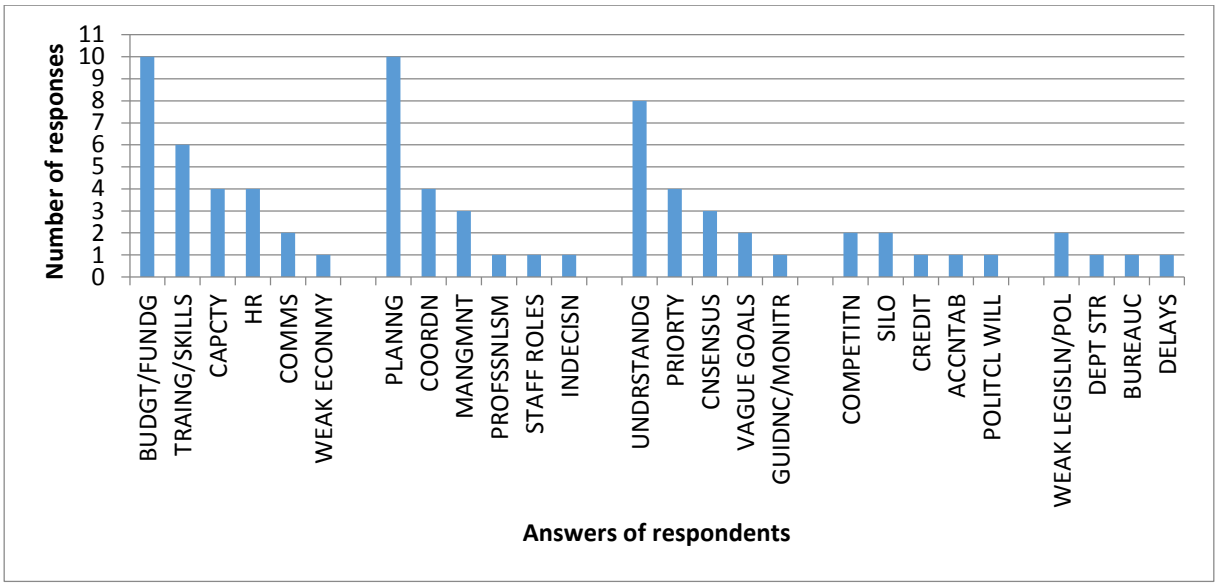


Figure 0.8 Internal challenges and root causes hindering NYSP implementation (Q10)

4.2.2.1 Lack of resources

In the first theme derived from the respondents' answers, which focused on a lack of resources, it was immediately apparent that respondents found there to be problems with the financial and human resources (HR) of the departments, such as the amount of budget or funding allocated, the skills, training and quantities of the staff, the communication systems available, and the overall capacity of the departments available for NYSP policy implementation. In identifying the root cause of these issues, one respondent blamed a "weak economy" (government participant) for these resource shortfalls, while another blamed the shortage of funds on the national treasure, stating: "[The] National Treasury is not measuring what departments are spending on NYSP […] Until [The] National Treasury puts NYSP as an important programme, depts. [sic] will not take NYSP seriously." (government participant)

4.2.2.2 Management issues

The second theme related to management issues, such as poor planning and coordination, a lack of professionalism and indecision, poor defining of staff roles, and a failure to monitor and seek guidance for the improved implementation of the NYSP policies. In this regard, it was

argued that there was too much “middle-management” (government participant) within the government departments who did not have the competence, experience, or authority to assert the necessary executive decisions to make any real differences in the policy’s outcomes. Adding on from this, the staff were criticised for exerting too much of a “critiquing role” (government participant), instead of an “enabling” (government participant) or facilitating role in driving policy implementation. A respondent emphasised this by stating that “Poor planning within the department often results in poorly conceptualised NYSP projects resulting in poor implementation.” (government participant)

4.2.2.3 Understanding and consensus issues

Thirdly, following on from the previous theme, there was a general shortfall in understanding and consensus within the departments, which was realised in the form of vague goals being presented within departments regarding the expectations, intentions, outcomes and requirements of the NYSP, and a lack of priority being placed on the programme. Ultimately, this was blamed by one respondent on there being unclear policies towards the NYSP. Another issue that was highlighted in this regard, related to a poor understanding of the youth by the government departments, as well as what youth development fully entails, and how to successfully perform youth development across the full spectrum of ages, educational capacities, and class backgrounds of South Africa’s youth. Instead, it was argued that the government perceives and treats the youth as a single homogenous population demographic. The fact that the government departments had not gained a thorough understanding of the NYS concept was also argued to have resulted in “weak programme models” (government participant), which had therefore “compromised the integrity of the objectives of NYS rendering it indistinguishable from other youth employment or youth empowerment programmes.” (government participant)

Four respondents also argued that the NYSP was not being viewed as a priority within the government departments tasked with its implementation, as it was a secondary policy compared to other more pressing policies that the departments had been tasked with. One respondent emphasised their point by stating that “National Youth Service becomes an add

on to the main objective of the Department – for example Public Works would view Public Works as their most necessary area of achievement and not the implementation of NYS." (government participant)

An interesting comment by one respondent was that there was "a lack of understanding over whether the ultimate goal of [the] NYSP is for employment through wages or service to communities and nation" (government participant), and whether it was a public employment scheme or a service programme." (government participant). This respondent emphasised why this was an issue, indicating that "Service is seen as a luxury against the need to create jobs." (government participant)

4.2.2.4 Competition within departments

The concept of competition within departments was listed as the fourth most frequent theme factor causing issues within the government departments tasked with implementing the NYSP. In this regard, one respondent argued that there was a "silo mentality" (civil society participant) within the government departments, whereby they tended not to approach or capitalise on the strengths of other units within their departments. Another respondent supported this argument, emphasising that "Operating in silo[s] resulted in duplication of initiatives, and a failure to capitalise on successes of other departments." (civil society participant). One respondent articulated the problem of internal competition by stating that "[the] Manner in which we manage government business encourages territoriality and therefore misses the bigger picture" (government participant); whereby, there is "Competition for glory and credit." (government participant). It was noted that there was a lack of accountability within the departments, whereby the inability of politicians to hold the public services to account was causing government officials to miss deadlines, such as the payment of stipends to youths, further reducing the effectiveness of the NYSP.

4.2.2.5 Structural limitations of the departments

The fifth and final theme in this section of the results pertained to structural limitations of the departments, which included weak legislative and policy structures having been drafted for the NYSP implementation. It also included inefficient departmental structures, and ultimately the bureaucratic structure of the departments, which argued to be inhibiting the programme's implementation by causing delays in the general processes necessary for NYSP programme implementation.

4.2.3 Recommendations for improving the internal departmental characteristics, to improve NYS policy implementation (Q11)

The respondents were forthcoming with numerous recommendations for improving the internal departmental characteristics, and therefore the success of implementation of the NYS policies, as shown in Figure 0..

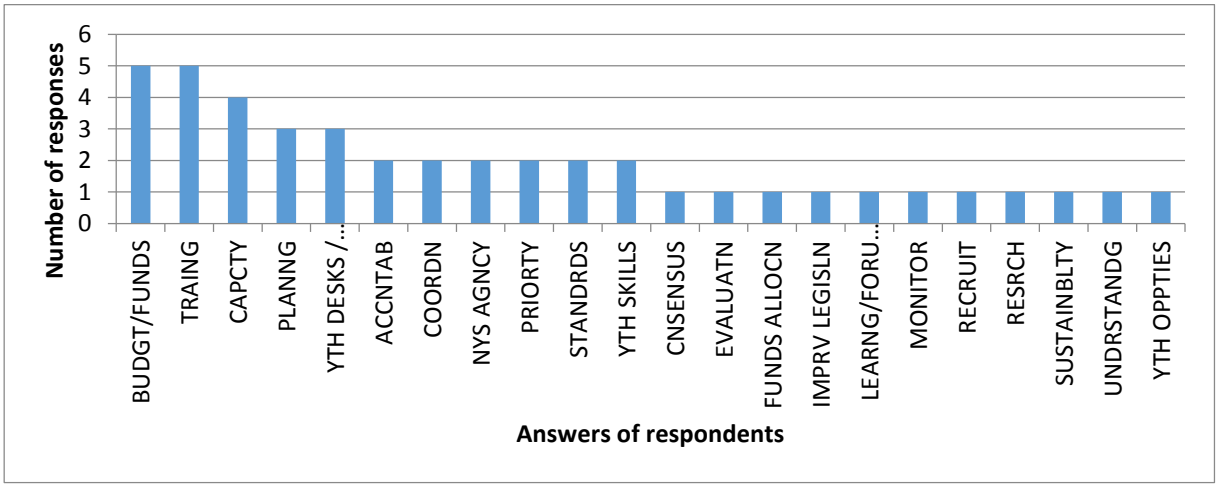


Figure 0.9 Recommendations for improving the internal departmental characteristics, to improve NYS policy implementation (Q11)

Recommendations for overcoming funding, coordination, and consensus issues included allocating more adequate funds to support the NYSP, approaching youth experts, installing youth desks to assist in the monitoring, coordination, implementation and evaluation of NYS

programmes, increasing training and understanding on youth and youth development through orientation sessions for officials, and providing detailed “and if necessary international training” (government participant) for officials.

In order to help with planning, respondents recommended that departments should perform and make use of relevant research relating to youth issues. Implementing standards of conformity were also recommended in order to “ensure uniformity and consistency around NYSP implementation." (government participant). It was also proposed that there should be an improvement in NYS legislation through the passing of legislative bills for instructing and supporting the improved implementation of NYS. Ultimately, it was noted that in order to overcome the issues with lack of priority for the NYSP, it was reiterated that a dedicated agency should be established, akin to an NYS agency, in order to improve the efficacy of the NYSP.

4.3 NYSP INTER-DEPARTMENTAL COLLABORATION PROBLEMS

4.3.1 Factors hindering horizontal collaboration between departments of different ministries (Q12)

In exploring the factors hindering collaboration between departments from different ministries, the respondents noted four main factors. The majority of the respondents noted that departments striving to take credit for performance is the main factor for hindering collaboration. This is related to mandate issues as outlined below. The respondents also named inadequate planning, the complexity of the various departments and the poor capacity within these departments as other factors inhibiting collaboration as shown in Figure 4.10.

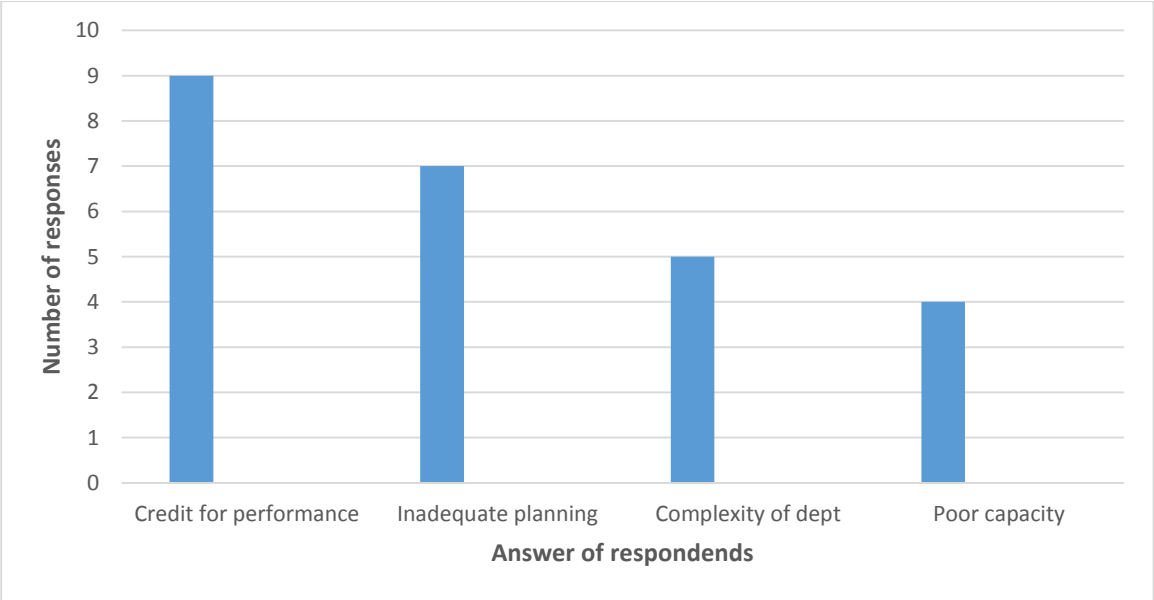


Figure 0.10 Factors hindering horizontal coordination between departments of different ministries (Q12)

4.3.2 Challenges and root causes hindering horizontal collaboration between departments of different ministries (Q13)

In attempting to discern the challenges between collaborating departments from different ministries, and the root causes of these challenges, the respondents outlined various topics that could be aggregated into five primary themes, as shown in Figure 0.11: Poor management, structural issues, competition across departments, lack of resources, and understanding and consensus issues. These are each illustrated in turn, next.

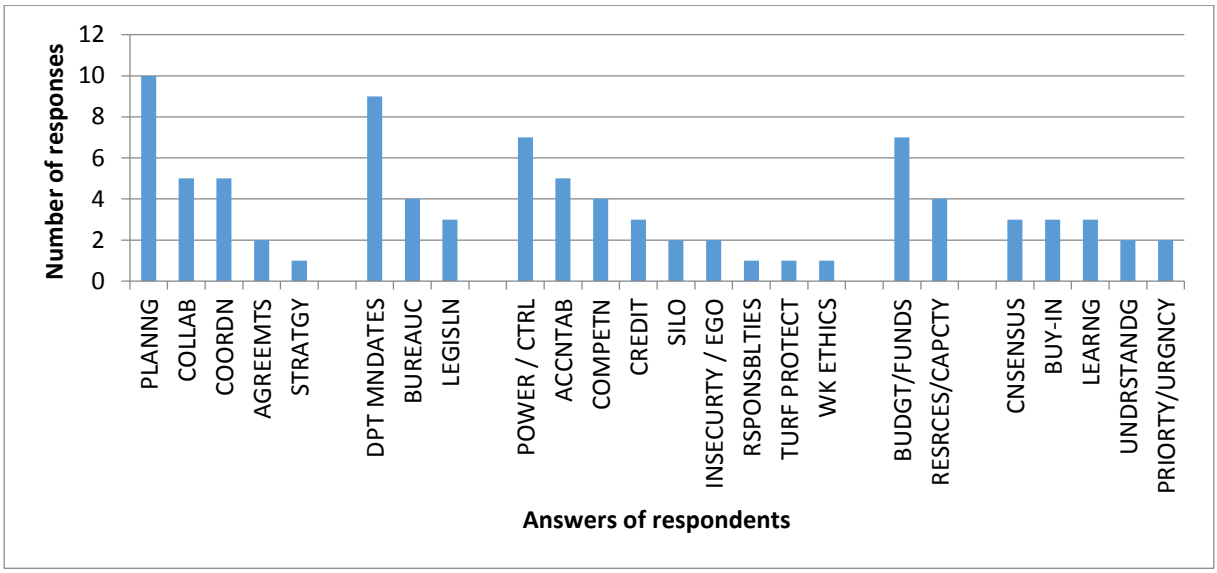


Figure 0.11 Challenges and root causes hindering collaboration between departments of different ministries (Q13)

4.3.2.1 Poor management

The first theme, measured in terms of frequency of repetition by the respondents, related to problems of poor management. In this respect, it was noted that collaboration across departments was being inhibited by the absence of any single driving force or collaborative leadership for coordinating, joint planning, and executing the collaborative efforts. This was emphasised as follows: "[the] Government does not force departments to plan together." (government participant). On the contrary, "the government planning system is designed for government departments to plan alone in relation to their mandates" (government participant); and that departments were expected to primarily adhere to their own mandates.

4.3.2.2 Internal structural issues

One issue that was noted in recurrence was the issue with different mandate structures in different departments, which were noted by nine of the respondents to have had powerful effects on the decisions of departments — even within the same ministry — and whether they would undertake any form of collaborative efforts. This was argued to have been further

limited by the departments' bureaucratic limitations, and the absence of any legislative drive to promote collaborative efforts, or to increase the necessary resources to improve collaboration.

In relation to this, it was noted by one respondent that there was a very large number of development objectives and outcomes that had been stipulated in the government's overall agenda, each of which was relying other core service delivery activities, such as "women's empowerment; black economic empowerment; small business development; employment creation; [and] youth participation." (government participant). It was therefore emphasised that although targets and quotas were often applied to all government activities, youth development was not a high priority, and it was "wildly optimistic to hope that government agencies (and particularly provincial and local government agencies) which struggle to provide their most basic service requirements on time and within budget," (civil society participant) could satisfy the needs of every programme equally.

The aspect of bureaucracy was noted on four occasions as presenting challenges between collaborating departments, whereby the bureaucratic nature of the South African government was causing there to be "no sense of urgency" (government participant) in the efforts to work between departments. In other cases, it was argued that bureaucracy within and between departments had acted to extend project timeframes rather than reduce them; while the bureaucratic nature of operations meant that any actions required the "approval of both departments" (government participant) before any actions could proceed, further slowing any collaboration and coordination efforts. Stemming from the bureaucratic nature of the departments, one respondent also noted that "Civil servants are not encouraged to think outside of the box. They are 'punished' if they do this." (government participant)

4.3.2.3 Competition across departments

The third main theme related to the practice of competition across departments, or "turf protection" (government participant), which was largely attributed to competition over

recognition for success, but an avoidance for accountability; an effort to gain power and control over project operations and decisions; and ultimately, bad work ethics on the part of the public servants to hoard credit. Thus, there appeared to be a considerable focus on the topics of power, control, accountability, and desire for credit within any collaborative efforts, which tended to inhibit the efforts. It was stated, for instance, that with any collaborative efforts, departments with different budgetary resources and capacities automatically expected to receive larger proportions of the overall decision making power, while credit and acknowledgement for any efforts was also often hoarded and protected. As one respondent noted:

> *"Departments are into empire building. If you collaborate with other departments, your empire will not be seen. There are too many egos within departments that prevent collaboration and working together. If budgets are shared … Budget disparities ensure that power relations become uneven. The outcomes approach has not worked because government departments insist on working in silo's to protect their mandate and territory." (government participant)*

On the opposing end of the spectrum, the respondents noted that there was also poor accountability among collaborating government departments, to avoid the potential consequences where one department may fail to achieve its stipulated deliverables. In explaining these phenomena, one respondent attributed the practise of "turf protection" to insecurity among the departmental staff and leadership, asserting that:

> *"Turf protection is sadly an ongoing issue. It exists across departments and within the three spheres. Largely it pertains to quite high levels of insecurity among staff and leadership – strangely issues of turf rarely occur when staff are highly confident in understanding their mandate and role, and quite sure of their competence in delivering this." (government participant)*

4.3.2.4 Lack of resources

The fourth overall theme related to the general focus or purpose of the departments and their availability of resources to achieve their purposes, which was also observed in the form of limited budgets and funding, and human and capacity resource shortages. Thus, it was apparent that wherever departments perceived that their mandates were being challenged, the added challenge of having limited resources and funding simply added to the inhibition to collaborate. This was exemplified with the statement that "Collaboration is costly in an environment of cost cutting." (government participant)

4.3.2.5 Understanding and consensus issues

At a horizontal collaborative level, it was argued to be difficult to garner "buy-in" (government participant) from multiple departments to collaborate. It was also stated that various problems that occurred due to differing understanding, consensus, and agreement on the goals and purpose of the collaboration were limiting collaboration. There was also no strategy or learning involved to attempt to improve any interdepartmental collaboration, or to understand and overcome the problems that existed during the collaborative efforts. It was explained that there was "very little time, if any, being made for social/programme learning" (government participant); and if so, such programme learning was seen as a "luxury" (government participant).

4.3.3 Recommendations for overcoming the challenges between collaborating departments from different ministries (Q14)

A general trend appeared among the respondents indicating that a primary recommendation for overcoming the challenges between collaborating departments on a horizontal basis would require upgraded legislation, new national standards and different national priorities to be drafted, with mandates across departments aligned and the bureaucratic implementation structure of the NYSP changed (See Figure 0.12). One third of the

respondents mentioned the needed to proactively undertake collaborative actions, irrespective of the scale, to foster collaboration among departments.

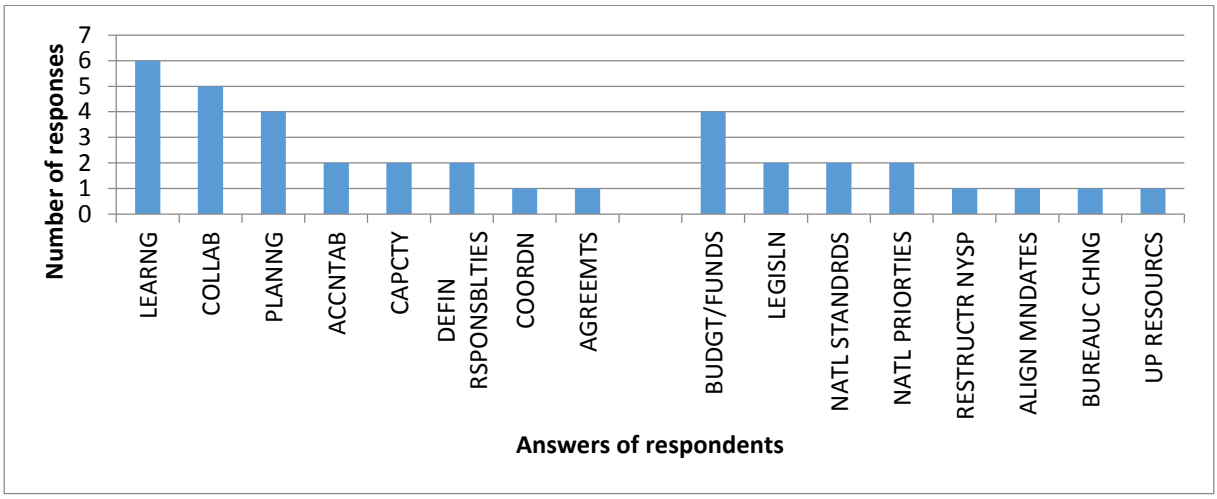


Figure 0.12 Recommendations for overcoming the challenges between collaborating departments from different ministries (Q14)

In order to overcome the budgetary and funding limitations of collaboration, numerous respondents recommended some involvement of the National Treasury, as well as the DPME to analyse the government departments' annual performance plans, and combine budgets between departments more actively to reduce funding-related barriers that had so-far acted to inhibit collaboration.

4.3.4 Factors hindering collaboration between local, provincial or state government departments (Q15)

The factors hindering collaboration between local, provincial or state government departments are: disagreement and conflict between the levels; lack of understanding and poor communication and management and coordination issues. Two thirds of the respondents noted disagreement and conflict as the key factor that is hindering collaboration between local, provincial and state departments. This factor, including the root causes is discussed below.

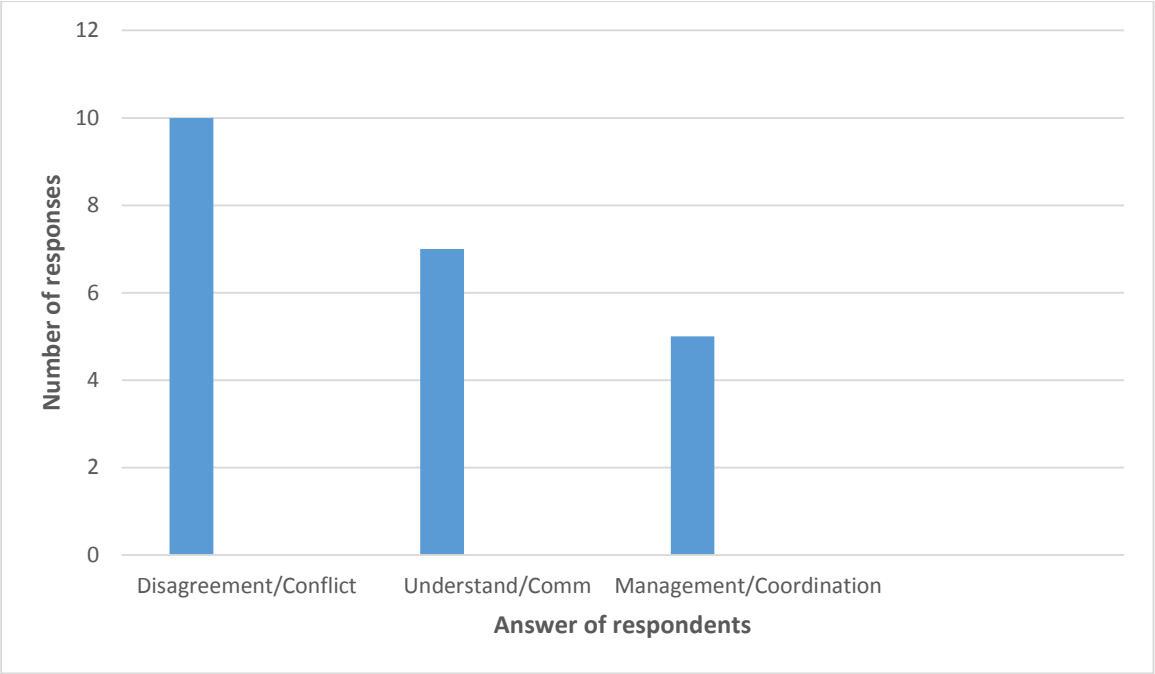


Figure 4.13 Factors hindering collaboration between local, provincial or state government departments (Q15)

4.3.5 Challenges and root causes hindering collaboration between local, provincial, or state government departments (Q16)

Five overarching themes emerge from the date, where the first theme related to competition across the departments, the second related to understanding and consensus issues, the third to poor management, the fourth to a lack of resources, and the fifth to structural issues. In many cases there was a general repetition among the respondents describing the problems that existed at a horizontal level between departments, and how they were repeated at a vertical level; however, there were certain key differences in each of the themes between the horizontal collaboration challenges and the vertical collaboration challenges, as shown in Figure 0.8.

Contrary to all other respondents, one respondent from the Department of Rural Development (DRD) indicated that they were currently not experiencing any challenges at present. The respondent attributed this to the following:

> *"In our instance the Minister responsible plays a very strong role of creating a shared vision and ensuring alignment of implementation processes. Being at a national level also assists in creating better collaboration structures." (government participant)*

This respondent did, however, only discuss aspects relating to the national tier of government, and did not relate this to whether other tiers were experiencing problems when attempting to collaborate with the national tier of government.

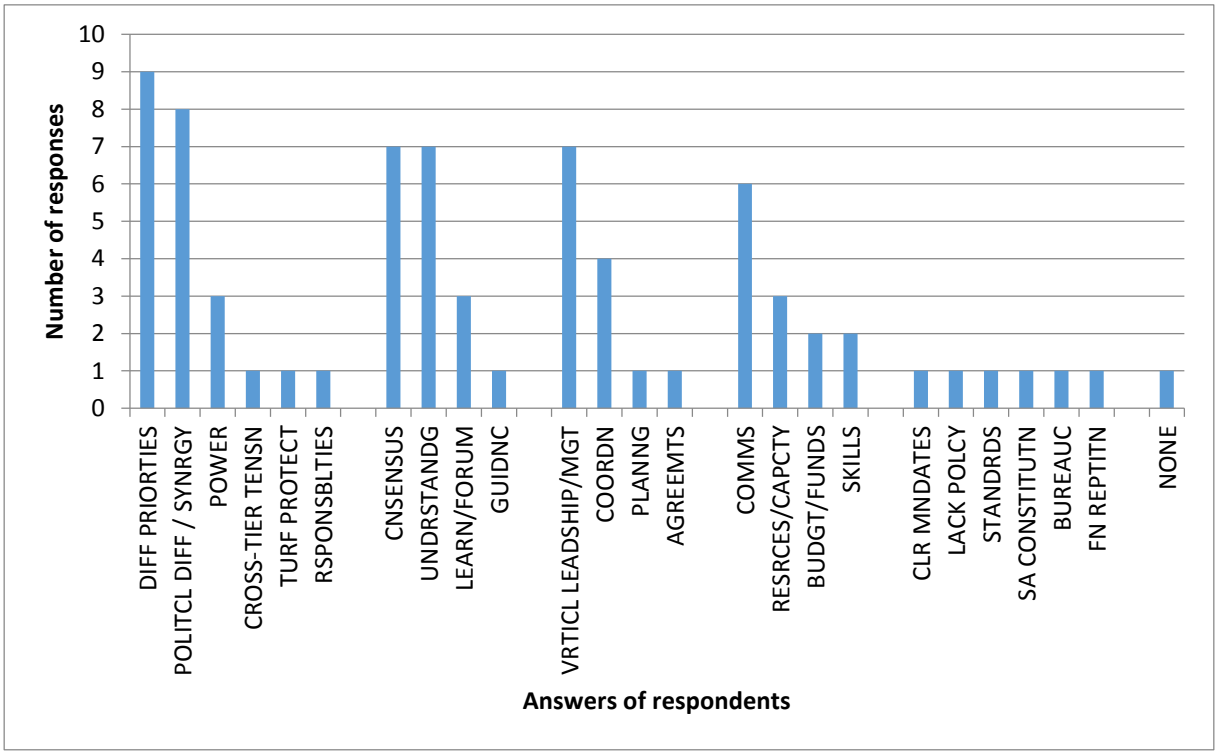


Figure 0.8 Challenges and root causes hindering collaboration between local, provincial, or state government departments (Q16)

4.3.5.1 Competition across departments

In relation to the theme of competition across departments, there was a considerable change in viewpoint among the respondents relating to vertical coordination issues compared to the horizontal coordination issues. Unlike the problems at a horizontal level related to the desire for credit and the drive to limit accountability by working with a solo mentality for turf protection, the focus on power at the vertical level was more related to problems of competing political and functional priorities of the different tiers of government, such as where the political priorities of the local and provincial government were different to those of the national government. One respondent listed the case of the Western Cape Government, which was under a different — Democratic Alliance (DA) — political suasion relative to the national ANC government. As a result, the respondent argued that the provincial governments, often "may not agree with the priorities that the national government has made, [and] therefore may ignore or prolong [their] implementation." (government participant)

4.3.5.2 Understanding and consensus issues

The respondents repeated that there were issues with consensus and understanding of the purpose of youth development between the tiers, as well as a failure to learn and develop from any shortcomings during the collaboration. The codes for consensus problems, understanding issues, and learning issues were noted by seven, seven and three respondents each, respectively, as shown in Figure 0.8.

4.3.5.3 Poor management

The theme of poor management related to issues with vertical management, leadership and coordination. It was noted that there was a "Lack of structure"(government participant) to manage the implementation of the NYSP. One respondent presented the example that the

NYS Provincial Coordinators Committee was chaired by the National Office, located at the Department of Public Works, which was partnering with the NYDA.

4.3.5.4 Lack of resources

Skills among the staff were once again noted as problems during vertical collaboration, with respondents highlighting varying competencies at different tiers of government, but with "key competencies" (civil society participant) usually lacking at the local government levels. Communication problems were also noted to be significant barriers to vertical collaboration for youth development, more often than human resources, capacity, budget and funds were noted — with communications issues being highlighted six times by the respondents.

4.3.5.5 Structural issues

There was a considerable amount of discussion related to the legislative structure of youth development in South Africa, whereby there were no clear mandates between tiers for youth development and a lack of national policy standards for youth development. One respondent argued that this could be attributed to the way the South African Constitution is written, whereby local and provincial governments are "different spheres of government – they are not sub-structures of national government" (government participant). This respondent added that because of this, a department such as the Department of Basic Education "is not obligated to follow what the National Department is saying" (government participant).

Interestingly, contrary to the arguments of the respondents on the challenges of horizontal coordination for youth development, far fewer respondents indicated bureaucracy to be a problem during vertical coordination than during horizontal coordination. One respondent, however, did note that government bureaucracy was inhibiting the "accurate and timeous flow of information down the levels" (government participant). Another respondent also described problems with functional repetition between different tiers of government,

indicating a lack of efficiency to work as a coherent system, though this wasn't specifically attributed to bureaucracy.

4.3.6 Recommendations for overcoming the challenges between collaborating departments from different tiers of government (Q17)

The respondents' recommendations for overcoming the challenges between collaborating departments from different tiers of government (Q17) are shown in Figure 0.9. All-but-one of the respondents were forthcoming with recommendations, with one of the respondents from civil society being candid that they did know what could be done to overcome the challenges. The remaining respondents, though, predominantly focused on solutions such as increasing engagement, coordination, joint planning, and communication systems, and introducing the central leadership of the NYSP between the different tiers.

It was recommended by three different respondents that there should be more learning and monitoring of the implementation of the NYSP across the different tiers, with one suggesting that the different tiers of government should "Convene regular learning forums amongst officials at national, provincial and local levels to improve understanding [and] foster better implementation of [the] NYSP" (government participant). In this regard, the aspects of improving understanding, consensus, and universal vision among the different tiers of government were advocated.

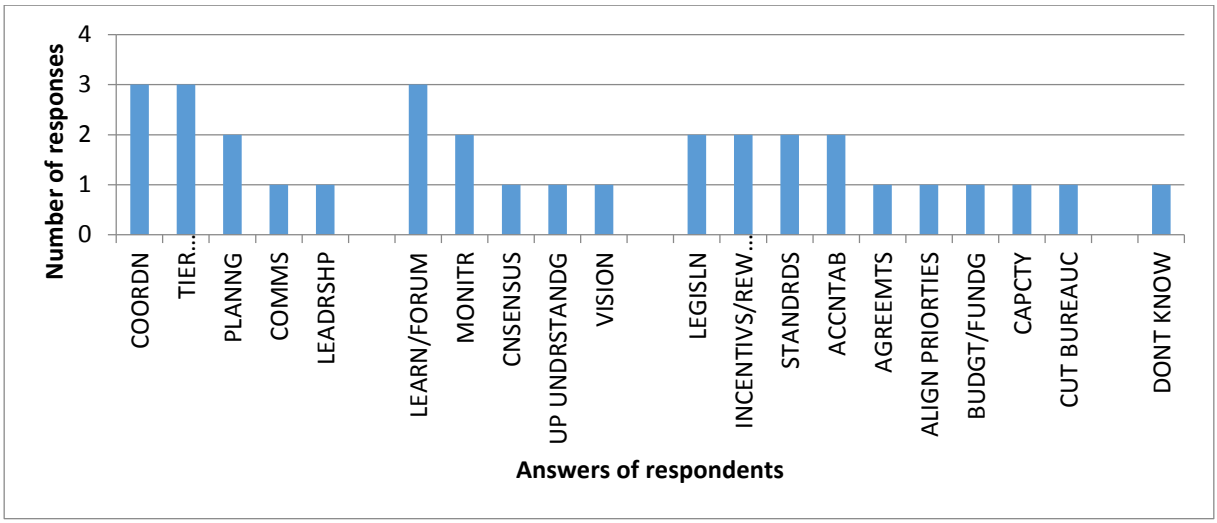


Figure 0.9 Recommendations for overcoming the challenges between collaborating departments from different tiers of government (Q17)

Further to this, three respondents recommended that the consensus, understanding and vision of the NYSP among the different tiers of government should be aligned at a national policy level, through the drafting of new legislation dictating unified standards and priorities across the three tiers of government; with such legislation factoring in the necessary "instructions" (government and civil society participants) for managing, planning, collaborating, and implementing youth development. It was also suggested that there should be more budget, resources and capacity dedicated for this across each of the three tiers of government, to simulate examples such as the DPW that had "developed a means of collaborating between local and provincial tiers through provincial and national coordinating structures responsible for the implementation of NYS" (government participant).

However, it should be noted that the recommendations receiving the most support were only noted by three respondents. There is too wide a spread of responses with no clear unanimous or majority recommendations. This is a cause for concern. It suggests that even senior officials do not agree on how to best collaborate among the different tiers of government.

4.4 CONCLUSIONS

There was a clear attitude of polarity in the results indicating two types of youths in South Africa, with the minority being driven, energetic, entrepreneurial, and professional, and the majority being unmotivated, un-driven, uninventive, uneducated, unskilled, and unemployed. It was found that, to date, YSPs have not been marketed to the youth very efficiently to include internet access, mobile 'apps', social media platforms, or other modern forms of digital interfaces commonly used by the youth. There was an almost even split in the results, with half of participants indicating that the challenges faced by the youth service programmes are different to other policies due to the needs of youths, and the other half arguing that there is no difference between the youth- and other-policies of the country.

Five primary themes were deduced from the respondents answers through the content analysis, identifying the internal characteristics of the government departments tasked with implementing the NYSP, which had hampered the implementation of the NYSP: lack of resources, management issues, understanding and consensus issues, competition within departments, and structural limitations of the departments. A similar five themes were deduced from this study to help explain the collaborative co-governance issues that have existed on a horizontal and vertical level between government departments tasked with implementing the NYSP; however, these themes were listed in different frequencies compared to whether they were internal problems inherent within the departments — indicating different apparent levels of importance among the different levels of government.

Chapter Five follows with a discussion on these results, next.

CHAPTER FIVE

DISCUSSION OF THE RESULTS

5.1 INTRODUCTION

The results outlined in Chapter Four demonstrated that the complexities of different policy implementations and co-governance interactions are diverse and independent for each specific programme. This chapter will discuss the results in relation to common logic and through triangulation with the literature, to help understand the factors that have limited the effective collaboration between the government departments towards implementing the NYSP, and why the NYSP has not reached its intended potential for youth empowerment in South Africa.

The format of the chapter is outlined similar to the results in Chapter Four, beginning with a presentation of the issues that the respondents noted on South Africa's youth and policies, particularly considering the current state of South Africa's youth and the inherent characteristics and definition of the youth. This is followed by a discussion on each of the primary themes that were deciphered in the content analysis to explain the internal and inter-departmental challenges at a horizontal, vertical, and private-sector level, which were hindering the NYSP's implementation. The chapter begins, next, with a discussion on the current state of South Africa's youth and policies.

5.2 ISSUES WITH SOUTH AFRICA'S YOUTH AND POLICY CONCEPTUALISATION

5.2.1 The current state of South Africa's youth and youth policies

The state of the youth in South Africa appeared to be dire, according to the results of this study, with only a small proportion of youths being at all driven, energetic, entrepreneurial, or professional. The vast majority of the youth were characterised as unemployed,

uneducated, unskilled, disillusioned, self-entitled, vulnerable, and in a state of hopelessness. This has been echoed across the literature, with problems among the youth including violence (Ward et al., 2012); physical and mental health issues (Mlatsheni, 2012); sexual promiscuity and HIV (Chappell, 2016); teenage pregnancy (Mlatsheni, 2012); obesity and other diet-related issues (Pradeilles et al., 2016); poor literacy and skills knowledge (Chisholm, 2004; Visser & Kruss, 2009); and unemployment (Yu, 2013; Marock, 2008; Levinsohn et al., 2014; Mayer et al., 2011).

While these characteristics have therefore been well-established in the literature, it appeared to indicate that the general focus of those tasked with NYSP policy implementation and youth development was on a negative approach to youth development, rather than a positive approach. Positive youth development centres on the inherent abilities and strengths of the youth, while the problem prevention approach stereotypes the youth as being in constant need of services and solutions, and as submissive recipients of aid to enable them to grow and develop. Authors such as Hamilton et al. (2004) assert that a positive approach to youth development is far more effective than a negative approach in succeeding in societal youth development.

It appears that far too much of the ideologies of NYSP implementers were geared towards a problem-prevention approach for youth development, which illustrates a problem with the policy's conceptualisation at its core, and which may have been retarding the potential efficacy of national youth development right from the start. For instance, there was no mention of any debate between positive versus negative approaches to youth development in this study. Thus, although the National Youth Commission developed South Africa's first ever national youth policy in 1997 on a positive youth development approach, rather than a risk-reducing or problem-fixing approach (Hamilton et al., 2004), and the National Youth Development Policy Framework 2002-2007 also promoted the positive youth development approach, it appears that most people still focused on the negative state of the youth, illustrating a point that was noted throughout the study, that there is very little consensus and unified understanding as to the ideologies, intention, and goals of these policies.

5.2.2 Defining the youth in South African for policy implementation.

The results of this study indicated that the definition of youth in South Africa is too broad, since the responsibilities and life-actions of people are too widely different at different ages to consider all people in such a broad age range together. Of course, the household and parental connections of a youth of fourteen years of age is entirely different to a 'youth' of 25 or 30 years of age with the familial and work responsibilities necessary to support children of their own. The results of this study did, however find that such a broad definition was an unavoidable association within a society plagued with high rates of youth-problems.

This was corroborated in the literature, such as by Panday et al. (2012), who asserted that this broad definition of the youth among South Africa's policy instruments was necessary, in order to broaden the extent of developmental opportunities available to the youth.

5.3 INTER-DEPARTMENTAL PROBLEMS WITH NYSP IMPLEMENTATION

One of the focuses of this research was to determine, from the respondents, what characteristics inherent within government departments tasked with implementing the NYSP have hampered the implementation of the NYSP, and what factors have been causing these issues. Five primary themes were deduced throughout the results chapter, which helped to explain the factors that have been inhibiting the implementation of the NYSP. These five themes were: lack of resources, management issues, understanding and consensus issues, competition within departments, and structural limitations of the departments. Although these themes occurred repeatedly throughout the results, they were listed in different frequencies relative to whether they were internal problems inherent within the departments, horizontal collaborative challenges, or vertical collaborative challenges — indicating different apparent levels of importance among the different levels of government; though it should be noted that all measuring of the frequencies of different categories and themes was performed "with caution as a proxy for significance", as per the recommendations

of Vaismoradi et al. (2013, p.398). The implications of each of these findings are discussed in turn, next.

5.3.1 Lack of resources

It was immediately apparent from the study that there were problems with the resources available to the government departments, which was ultimately hindering the implementation of the NYSP. This was typically observed in terms of the limited financial and human resources available to the departments for NYSP implementation, such as the amount of budget or funding allocated, the skills, training and quantity of the staff, the communication systems available, and the overall capacity of the departments available for NYSP policy implementation. Such problems were, however noted in different frequencies at different levels of collaboration, such that they were stated as the most frequent issue at an internal departmental level, but less so compared to the other challenges at a horizontal and vertical level.

The transactional costs that each participating department must incur, is not a problem unique to South Africa, nor to the NYSP, as it has also been outlined as a factor limiting collaboration in the international literature. As noted by Dormady (2012), transaction costs may cause individual departments to limit or streamline their behaviour due to budgetary constraints, to an extent that it counteracts the collaborative process. Other work carried out in the 1980s by Lipsky (1980, p.45) found that the availability of resources is also typically "chronically inadequate" in bureaucratic structures, which is discussed in relation to the bureaucratic limitations of the NYSP implementation, later in the chapter.

The South African literature has also found there to be an inherent problem with a lack of resources during policy implementation, with recent studies on policies such as the NDP highlighting that poor infrastructure capabilities were still predominantly inhibiting efficient horizontal coordination and policy implementation (Naidoo & Maré, 2015; Butler, 2008). Human resource limits have also been widely cited, with Merrifield et al. (2008, p.46) asserting

that the public officials who are tasked with ensuring that the plans are executed are often unskilled, and “either incapable or unwilling to do their jobs”.

In the case of the NYSP, though, the literature indicates that there has been some debate on the amount of resources that the NYSP actually requires, and how much could be saved by more efficient operations.

5.3.2 Management issues

Management issues were frequently noted during this study as an issue with NYSP implementation, being the most frequent problem at a horizontal coordination level, and the second and third most-frequently noted challenges at horizontal and vertical levels, respectively. This supported findings by O’Leary and Vij (2012), who found that management challenges occurring from working in networks were some of the most frequent issues observed in collaborative public management, with problems arising from balancing interdependence and autonomy; and considerable changes being necessary in order to accommodate collaborative networks. In this study, it was noted that collaboration across departments and the joint implementation of the NYSP was being inhibited by the absence of any single driving force or collaborative leadership for coordinating, joint planning, and executing the collaborative efforts. On the contrary, it could be concluded that the planning system within the government was more geared towards departments adhering to their own mandates, without much mutual planning. Furthermore, it was found that any joint planning was immediately limited by middle-management and staff having no authority or managerial competence to assert the executive decisions necessary for collaboration and joint policy implementation.

5.3.3 Understanding and consensus issues

There were numerous observations during this study that the understanding and consensus of the purpose and goals of the NYSP were different between government departments — each at an internal department level, horizontal level, and at a vertical level between tiers — resulting in an inconsistent conceptual understanding of NYS within and among departments. It appeared that this was resulting in a lack of commitment to youth services and the NYSP as a priority programme. It was found that collaborating departments did not have the same programme understanding and programme logic of the NYSP, causing them to fail to align the goals of the programme with their departmental mandates, and there was no agreement on the goals and purpose of the collaboration required to improve any interdepartmental collaboration. There was also no strategy or learning being undertaken to understand and overcome the problems that existed during the collaborative efforts, or to learn and develop from any shortcomings during the collaboration process.

This was an important finding, because much has been published in the literature, such as by Zeelen et al. (2011), asserting that effective policy implementation is reliant upon concerted administrative feedback. Paquet and Wilson (2011, p.1) found that collaborations often fail to understand the practical approach necessary to achieve their goals; while during the collaboration process they often fail to consider the "requisite social learning" that is required in the form of reflection, monitoring and self-adjustment, in order to guide the direction of the collaboration towards its goals. Rogers and Weber (2010) also found that there is often insufficient intellectual effort provided within collaborative governance arrangements to quantify the true impacts or outcomes (or lack thereof), of the collaborations; and this study echoed these sentiments.

The lack of consensus of the goals of the NYSP was also an important finding because it showed that there was no consensus over whether the NYSP is perceived as a public employment scheme or a service programme; whereby a service was purported in this study to be regarded as a "luxury" (government participant) against the supposedly more pressing need to create jobs. This highlighted a core problem with the NYSP system, because if the

NYSP is seen as a community service, and a service is a luxury, then it is firstly not being approached and treated with the attitude or importance of a system for resolving youth unemployment, but simply as a service luxury for the communities and youths involved. This issue of weak understanding was also observed to be a problem in other policies in South Africa, such as the Reconstruction and Development Programme (RDP) between 1994 and 1996, which was strongly criticised by numerous authors for its ambiguous goals, representing widely different intentions to different people (Blumenfeld, 1997; Marais, 2001).

This ambiguity over youth service programmes has also been cited as a problem in the international literature, with Sherraden (2001) arguing that there is considerable ambiguity over whether youth service refers to anything related to centralised national service at a national level, or informal voluntary activity at a more localised level, which can often lead to confusion over the notion of social services for the youth. Indeed, this duality and ambiguity within the definition of youth service, and the attempt to define it as a 'win-win' solution both for the youth and the society may be where the misconception arises. The definition by The National Youth Commission (2005, p.8) has emphasised the point, with its definition of youth service as the "involvement of young people in activities which provide benefits to the community while developing the abilities of young people through service learning". In this definition, there is no direct and clear-cut mention of resolving youth unemployment, or the problems faced by the country's youth with the YSPs.

This may have helped to explain why so many respondents highlighted there to be a lack of priority afforded to the NYSP, since if it is perceived as a service, and conceptually divorced from the concept of job creation, this would render the NYSP as failing in one of its primary functions. In addition, over the last decade, government departments have designed and implemented various NYS programmes that have varied in their overall emphasis, with some programmes emphasising service and others emphasising skills development (Omorodion et al., 2012). This variability in design may have added to the ambiguity of the NYSP.

5.3.4 Competition within and between departments

The concept of competition within and between departments was listed recurrently as a major factor impeding the implementation of the NYSP, though its nature and importance at a vertical level was far more significant than at a horizontal or internal departmental level. In general, it was found that there was a mentality among departments to work in isolation, or in "silos" (civil society participant); and departments were not only given no encouragement to approach or capitalise on the strengths of other units, departments or tiers, but were actively encouraged not to collaborate, by operating on departmental mandates in seclusion.

In deducing the reason for this tendency for competition, the general consensus of the study was towards tendencies of self-interest and "bad work ethics" (government participant) among the government staff, with comments such as competition for credit and glory, shunning to step up and accept accountability or responsibility for any shortcomings, efforts to gain power and control over project operations or decisions through "empire-building"(government participant), and covetous behaviour aimed at hoarding specific tasks and duties through "turf protection"(government participant), being frequently conveyed.

At a vertical level, though, these selfish tendencies were compounded with added complications due to politics, and different political agendas and priorities of the departments, especially where the political priorities of the local and provincial governments were different to those of the national government. It made any attempts at vertical collaboration and NYSP policy implementation far more difficult where the lower tiers may not have agreed with the political priorities of the national government, and *vice versa*, providing impetus for collaboration to be actively and consciously repressed.

5.3.5 Structural limitations of the departments

Structural limitations of the departments, legislations and their mandates were listed least frequently as a challenge inhibiting implementation at an internal and vertical level, but as the

second most critical issue inhibiting horizontal collaboration for NYSP implementation. In this regard, inefficient departmental and legislative structures were seen to be inhibiting the programme's implementation by causing delays in the general processes necessary for NYSP programme implementation. The legislature was also found in this study to be providing no support for collaborative efforts towards NYSP implementation, as it was even noted that as enshrined in the South African Constitution (Republic of South Africa, 1996b), local and provincial governments are independent facets of government under no obligation to follow the stipulations of the National government.

It also appeared in this study that a frequent structural criticism of the NYSP was that it had not been widely distributed to the public.

The concepts of bureaucracy, and bureaucratic structure were also noted as limiting collaboration and NYSP implementation, and as the third research objective of this study, they are discussed in detail in a dedicated section, next.

5.3.5.1 Bureaucracy

It was found that the bureaucratic structure of local, provincial and national government was having varied effects on collaboration and NYSP implementation at an internal, horizontal, and vertical level. The problems observed due to bureaucracy were seen to include inhibiting the smooth and accurate flow of information vertically across tiers, functional repetition of tasks between different tiers of government, and a general lack of efficiency when working as collaborating departments.

Bureaucracy was particularly found to be affecting horizontal collaboration and implementation of the NYSP when working across ministries, wherein it was found to remove any sense of urgency in the implementation of the NYSPs policies, and it acted to extend rather than reduce the timeframes for executing any joint plans. The bureaucratic nature of operations at a horizontal level also required any joint operations to garner the approval of

both departments before any actions could proceed, further impeding the smooth flow of NYSP implementation. Finally, the bureaucratic nature of the departments was also seen to be having an effect on employee creativity and ingenuity because it was observed that instead of rewarding government staff for innovative thinking and ideas, they were instead penalised for performing any actions that did not conform to standard mundane routines.

The autonomy or individual flexibility of staff in bureaucratic systems has been discussed at length in the literature, with frameworks proposed to explain the effects of differing degrees of autonomy among such public workers, and whether such staff should be offered any degrees of autonomy (Hill & Hupe, 2009; Tummers & Beckers, 2014). Tummers and Beckers (2014, p.3), for instance, argued that increasing the autonomy of public workers can increase their "meaningfulness" towards a particular policy and its intended outcomes, as well as increase their "willingness" to implement the policy. Indeed, these two aspects of policy meaningfulness and willingness among bureaucrats have been observed to interact through an association termed 'mediation effect', whereby as bureaucrats consider a policy to be more meaningful, so too are their associated actions and willingness to implement that policy increased; while a reduction in the bureaucrats' perceived meaningfulness of the policy lowers their associated willingness to implement that policy (Hill & Hupe, 2009). It would therefore appear that in association with limiting the autonomy of the government staff at the NYDA, it would have concurrently reduced their meaningfulness and willingness to implement the NYSP policy, through the principles of the 'mediation effect'.

Issues with the structures of bureaucracies are well-established in the literature for causing problems, such as stiffness and rigidity (Hughes, 2012); the following of an "illusionary universality" of rules (Karodia et al., 2014, p.41); the usually conflicting, vague, or ambiguous expectations of agencies (Frederickson, Smith, Larimer & Licari, 2015); and the usually "chronically inadequate" availability of resources (Lipsky, 1980, p.45). Indeed, these were often noted as problems during this study, which could have been attributed to the bureaucratic nature of the government departments involved.

However, while the bureaucracy of the various tiers of governance were criticised throughout the study, it was clear — based on the five primary themes deduced and discussed earlier in the chapter — that numerous of the fundamental principles of bureaucratic management were not being correctly applied. For instance, as explained by Denhardt and Denhardt (2000), and Basheka (2012), there should be specialisation and division of labour across the departments, so that all responsibilities within the organisation are performed by individual employees with the necessary specialised skills to perform that task. There was a frequent indication in this study that there were insufficient human resources in the government departments, and that staff were often limited in their skills and training, which suggests that this aspect of government departments was clearly not being performed 'bureaucratically'.

Similarly, Denhardt and Denhardt (2000), and Basheka (2012) argued that there should be a complete record of activities in bureaucracies to allow for assessment and evaluation of operating functions and performances. However, this was another frequent issue observed in this study, in which the NYSP was often faulted for failing to record and monitor any collaborative efforts; failing to learn or understand and overcome the problems that existed during the collaborative efforts; and failing to learn and develop from any shortcomings during the collaboration process.

Weber's theory of bureaucracy, as in the case of public administration, was also founded on the idea that public service should be distinct, professional, and politically neutral, with staff remaining in office regardless of political changes that may occur in the government (Hughes, 2012). However, political differences were clearly a significant cause for problems with the vertical collaboration in this study, hindering the successful implementation of the NYSP. Thus, while bureaucratic structures can hinder smooth governance, the bureaucracy of the government could not be blamed entirely for the failure of NYSP's implementation because there were many principles of bureaucratic management that were not being followed correctly. Furthermore, numerous problems that the respondents noted, would theoretically have been overcome if the complete principles of bureaucratic public administration, as highlighted above, had been followed.

5.4 CONCLUSION

Although the National Youth Commission developed South Africa's first ever national youth policy in 1997 on a positive youth development approach, rather than a risk-reducing or problem-fixing approach, most people still focus on the negative state of the youth, illustrating that there is very little consensus and unified understanding as to the intention, goals, and ideologies of the NYSP.

There is an inherent problem with a lack of resources, in terms of the limited financial and human resources available to the departments for NYSP implementation, though this problem is not specific to the NYSP and is evident across South African policy frameworks. This is, however, an inherent problem with bureaucratic governance, and is observed particularly in the case where bureaucratic governments assume the role of 'bureaucratic delivery', where the total onus for providing goods and services is placed on the state, and any countries such as South Africa that do not have well-equipped and well-resourced departments with successful management structures, are ultimately unable to provide the necessary service delivery.

The bureaucracy in South Africa was also found to be having varied effects on collaboration and NYSP implementation at an internal, horizontal, and vertical level, by inhibiting the smooth and accurate flow of information vertically across the tiers, causing functional repetition of tasks between different tiers of government, a general lack of efficiency when working as collaborating departments, a limit in employee creativity and ingenuity, and mistrust between the state and private sectors. Yet, while the bureaucracy of the various tiers of governance were criticised throughout the study, the bureaucracy of the government could not be blamed entirely for the failure of NYSP implementation because there were many principles of bureaucratic principle that were not being followed correctly. Furthermore, numerous problems that the respondents noted would theoretically have been overcome if the complete principles of bureaucratic public administration had been followed.

Considerable changes therefore need to be made, not only in terms of the bureaucratic structure of the NYSP for improved implementation, but by placing a greater emphasis on publicising the NYSP with a unified consensus across the organs of state and civil society, regarding its purpose and intended goals. There also needs to be a complete restructuring of the financial and human resources assembly of the NYSP and the NYDA in particular, to ensure that funds are not being wasted, but correctly spent to supply the agency with sufficient human, structural, and information resources.

Chapter Six follows, next, with the study's final conclusions and recommendations.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The aim of this research was to explore the challenges that have occurred during the implementation of the South African National Youth Service Programme (NYSP), from the perspective of the collaborating government departments that have been tasked with its implementation, as well as civic society and NYSP beneficiaries who have interacted with the programme.

To achieve the aim of the study, the research sought to understand the internal characteristics that are inherent within government departments tasked with implementing the NYSP, which have hampered the implementation of the NYSP; to determine what collaborative co-governance issues between government departments tasked with implementing the NYSP have hampered the implementation of the NYSP; to discern what bureaucratic governance issues between government departments tasked with implementing the NYSP have hampered the implementation of the NYSP; and to resolve how the implementation of the NYSP should be changed to increase the efficacy of the current NYSP and any future NYS expansions. A final conclusion on each of these individual objectives is presented, next.

6.2 OBJECTIVE ONE: INTERNAL CHARACTERISTICS THAT ARE INHERENT WITHIN GOVERNMENT DEPARTMENTS TASKED WITH IMPLEMENTING THE NYSP, WHICH HAVE HAMPERED THE IMPLEMENTATION OF THE NYSP

Five primary themes were deduced from this study, which helped to explain the characteristics that are inherent within government departments tasked with implementing the NYSP, which have hampered the implementation of the NYSP. These five themes were: lack of resources, management issues, understanding and consensus issues, competition

within departments, and structural limitations of the departments. Rated in order of the number of times that the problems were repeated, as deduced during the codification of respondents' answers during the content analysis of this study, the most significant inherent characteristic was a lack of financial and human resources (HR) of the departments, such as the amount of budget or funding allocated, the skills, training and quantity of the staff, the communication systems available, and the overall capacity of the departments that was available for NYSP policy implementation. This was followed by inherent management issues, such as poor planning and coordination, a lack of professionalism and indecision, poor defining of staff roles, and a failure to monitor and seek guidance for the improved implementation of the NYSP policies.

Understanding and consensus issues were the third most-frequently listed issue, whereby it was found that there was a general shortfall in understanding and consensus within the departments, which was realised in the form of vague goals being presented among departments regarding the outcomes and requirements of the NYSP, and a lack of priority being placed on the programme. Competition within departments was listed as the fourth major theme factor causing issues within the government departments tasked with implementing the NYSP, in the form of a "silo mentality" (government participant) within the government departments, who tended not to approach or capitalise on the strengths of other units within their departments. Finally, the structural limitations of the departments referred to the weak legislative structure and policy structure that had been drafted for the NYSP implementation, as well as inefficient internal departmental structures.

As in the case of the improvement of internal departmental characteristics, recommendations for overcoming the horizontal collaborating difficulties in the country would require solutions such as upgrading and redrafting of the country's legislation, national standards and national priorities, aligning the interdepartmental mandates across ministries, and changing the bureaucratic structure of government. In order to overcome the budgetary and funding limitations between departments, it was recommended that the National Treasury should be more involved with the NYSP, while the DPME should be involved to analyse and help restructure the different government departments' annual performance and budget plans in

relation to the NYSP. The DPME intervention would result in better quality NYSP project plans thereby leading to better implementation and judicious use of funds.

6.3 OBJECTIVE TWO: COLLABORATIVE CO-GOVERNANCE ISSUES BETWEEN GOVERNMENT DEPARTMENTS TASKED WITH IMPLEMENTING THE NYSP THAT HAVE HAMPERED THE IMPLEMENTATION OF THE NYSP

As in the case of the first objective, five similar themes were deduced from this study, which helped to explain the collaborative co-governance issues between government departments tasked with implementing the NYSP that have hampered the implementation of the NYSP. Once again, these five themes were: lack of resources, management issues, understanding and consensus issues, competition between departments, and structural limitations of the departments; however, these themes were listed in different frequencies compared to whether they were internal problems inherent within the departments, or horizontal and vertical collaborative challenges — indicating different apparent levels of importance among the different levels of government.

At a horizontal level, poor management was the most frequently noted challenge hindering collaboration, followed by internal structural issues second, competition across departments third, lack of resources fourth, and understanding and consensus issues, fifth. Conversely, at a vertical level, competition across departments was the most frequently noted challenge hindering collaboration, followed by understanding and consensus issues second, poor management third, lack of resources fourth, and structural issues fifth.

It is apparent from the data collected that a better and more detailed orientation for government officials charged with implementing the NYSP is needed. A better and more detailed orientation manual and/or orientation sessions provided to government officials by the NYDA will assist with ensuring that there is a common understanding of what the NYSP is as well as outlining the management responsibilities associated with good NYSP implementation.

Regular learning forums were highlighted as an intervention that could promote better collaboration at both a vertical and horizontal level. These learning forums should be convened by the NYDA and should be structured to include both programmatic coordination issues as well as institutional coordination issues. The learning forums will target different government officials based on their level of involvement with programmatic and institutional coordination issues. The content of the learning forums would focus on the key coordination challenges of implementing the NYSP at various levels and could include lessons learnt and good practices from other government programmes that involve collaborative co-governance in implementation.

Norms and standards are needed for more effective programme implementation and better horizontal and vertical collaboration. These norms and standards, if adhered to and widely used, would promote a greater uniformity of NYSP programmes. Norms and standards can be used to promote a better understanding of the NYSP and build consensus. Norms and standards can also be used to hold departments, at all levels, accountable for poor implementation.

6.4 OBJECTIVE THREE: BUREAUCRATIC GOVERNANCE ISSUES BETWEEN GOVERNMENT DEPARTMENTS TASKED WITH IMPLEMENTING THE NYSP THAT HAVE HAMPERED THE IMPLEMENTATION OF THE NYSP

It was found that the bureaucratic structure of local, provincial and national government was having varied effects on collaboration and NYSP implementation at an internal, horizontal, and vertical level, with problems including inhibiting the smooth and accurate flow of information vertically across tiers, functional repetition of tasks between different departments and tiers of government, and a general lack of efficiency when working with the departments.

Bureaucracy was particularly found to affect horizontal collaboration and implementation of the NYSP when working across ministries, wherein it was found to remove any sense of

urgency in the implementation of the NYSPs policies, as it acted to extend rather than reduce the timeframes for executing any joint plans. The bureaucratic nature of operations at a horizontal level also required any joint operations to garner the approval of both departments before any actions could proceed, further impeding the smooth flow of NYSP implementation. The bureaucratic nature of the departments was also seen to have an effect on employee creativity and ingenuity, because it was observed that instead of rewarding government staff for innovative thinking and ideas, they were instead penalised for performing any actions that did not conform to standard mundane routines.

One of the most frequently-noted recommendations in this study to overcome the issues with NYSP implementation at each of the internal, horizontal, vertical and private-sector levels was for a dedicated national youth service agency (NYS agency) to be established through the passing of new legislation with standardised procedures and goals for the purposes of planning, coordinating, collaborating and acting across all necessary organs of state and private business. It was suggested that this dedicated agency should lead and manage all functions of the NYSP, including secretariat functions for coordination between various departments and ministries that could assist with its implementation.

An immediate criticism of the recommended solution by the participants in this study to create a dedicated NYS agency, though, relates to whether any new agency would simply face the same lack of success as the current NYDA. This is because the issues of competition within and between departments would still exist, since the general tendency of the results here indicate that the current organs of state would not be under any suasion, obligation or inclination, as highlighted in the Constitution (Republic of South Africa, 1996b) to undertake any collaborative efforts with such an agency, particularly if it were requesting support that was outside of their direct departmental mandates, political priorities, and resource capabilities. It would therefore be reasonable to conclude that such an agency would also be inherently unsuccessful, unless or until such case as all of the above recommendations of legislative restructuring, mandate alignments, bureaucratic government operative changes, human work ethics improvements, and adjustments to the constitution of South Africa were

made. This, indeed, would require an entirely different magnitude of government refurbishment than a new youth development agency could hope to achieve.

6.5 OBJECTIVE FOUR: HOW THE IMPLEMENTATION OF THE NYSP SHOULD BE CHANGED TO INCREASE THE EFFICACY OF THE CURRENT NYSP, AND ANY FUTURE NYS EXPANSIONS

The final objective of this study was to find recommendations on how the implementation of the NYSP should be changed to increase the efficacy of the current NYSP, and any future NYS expansions. Based on the findings of this study and the recommendations that were presented by the study's participants, as well as the deliberation of the literature in Chapter Five, the conclusions that may be drawn here regarding the changes necessary to increase the efficacy of the current NYSP and any future NYS expansions are as follows:

There should be a greater emphasis on publicising the NYSP, along with generating unified consensus over the purpose of the NYSP, its intended goals, and whether it is, indeed based on a positive approach to youth development, or the more common negative approach that appeared throughout this study. It is also important that the NYSP should be marketed and promoted with the singular consensus of being a service programme rather than a public employment programme. This will assist in clarifying the outcomes of the programme and allow for better monitoring and evaluation.

The NYSP should also be more widely distributed to the public, both by having more of the NYDA's 217 local offices being operational, and through more up-to-date and modern marketing techniques and support platforms for approaching and appealing to the youth, such as online interaction platforms, social media and information resources, cellular phone technologies, and other modern systems and methods that appeal to the youth's interests and functional capacities.

The issues with financial resources may require a detailed evaluation of its budget structure to determine whether the financial resource limitations that have been widely expressed in this study are, indeed correct, or whether an inherent problem with its management is allowing such problems to proliferate. In spite of the outcome, though, it is clear that the NYSP and the NYDA in particular, requires a complete restructuring of its financial and human resources to ensure that funds are not being wasted, but correctly spent, in order to provide the agency with sufficient funds to equip the NYSP with all the necessary human resources, skills, structural resources, and information resources it needs to succeed.

To overcome tendencies for competition within and between departments, there should be efforts made towards reducing the bad work ethics among government staff, which promote competition for credit and glory, shunning to step up and accept accountability or responsibility for any shortcomings, efforts to gain power and control through empire-building, and turf protection. This may include, for instance, ethics workshops and morals seminars to government staff at all tiers of government.

It was apparent that certain changes are necessary in order to accommodate more collaboration, and the streamlining of collaborative networks, in order to boost collaboration across departments and sectors. It is therefore recommended that there should be joint implementation of the NYSP with a single driving force or collaborative leadership for coordinating, joint planning, and executing the collaborative efforts. This effort should be led by the NYDA. The DPME should play a more stringent oversight role of the NYDA and ensure that the agency meets its obligations and responsibilities in the overall coordination of the NYSP and providing the necessary programmatic support to government departments.

Bureaucratic structures can hinder smooth governance; however, the NYDA was being operated with some problems that could be blamed on the bureaucracy, and others that could be blamed instead on weak adherence to bureaucratic government. It is therefore recommended that the government should restructure its governance, based on one of the following two strategies: Either the government should move towards a more-bureaucratic structure to resolve issues that are occurring due to poor bureaucratic implementation, or it

should restructure entirely to a new public management (NPM) form of governance. If it were to do the former, it would need to factor in having individual employees with the necessary specialised skills for particular tasks; recording and monitoring all collaborative activities; and keeping the public service politically neutral.

Conversely, which would be the more desirable option, the government should restructure entirely to a new public management (NPM) form of governance. In so doing, it would inherently overcome the issues that exist with resource limitations, since it would require that there be more frugality and discipline in the use of resources, while harnessing the commodification benefits of the private sector; distributing the risks of programme implementation more into the society; and yet still providing a regulatory structure from the state departments to allow for improved collaboration to occur.

It is still recommended that such changes, to align more with an NPM approach, would not be successful unless or until all of the above recommendations are performed, along with a legislative restructuring to align the mandates of different departments, improve the human work ethics of government staff, and make certain adjustments to the constitution of South Africa. Such a change would, indeed, require considerable changes in the country at all three tiers of government. None the less, even small changes can lead to positive results, and even small changes made based on the findings of this study could lead to sizeable improvements in the implementation of the NYSP.

6.6 PARTNERING WITH THE PRIVATE SECTOR

The focus of this research relates to the coordination challenges, at both vertical and horizontal levels in relation to the implementation of the NYSP. However, three questions in the questionnaire related to collaboration with the private sector. These questions explored the challenges of collaboration, the root causes of these challenges and recommendations to overcome these challenges.

Over the last decade, the public fiscus has been characterised by severe fiscal constraints due to low growth and increased spending. The national budget can simply not afford to raise spending levels on social programmes. Departmental budgets are cut on annual basis with the call to do more with less. Within this constrained fiscal environment, an expanded NYSP will likely not see large increased budget allocations from the public sector. Therefore, new partnerships must be developed with the private sector in order to expand the NYSP. It is within this context that it is important to understand the challenges of collaboration with the private sector and the root causes of these challenges.

It was found in this study that very little collaboration was taking place between the private sector and the state in the implementation of the NYSP; while three general reasons were found to cause this lack of participation: mistrust, general misunderstandings, and legislative and capacitive infrastructure limitations, as discussed next.

6.6.1 Mistrust

The aspect of mistrust was a significant problem preventing collaboration between the state and private sectors — both on the part of the state, and on the part of the private sector. Notions of the concepts of inefficiency, laziness, and bureaucracy were found to be among the reasons prompting the lack of trust from the private sector for the government, along with past experiences of corruption and dishonesty. Conversely, reasons found to make the government officials suspicious of the private sector were its frequent intentions and actions for profit generation, which rendered the private sector more interested in money and self-interest than the long term development and sustainability of the country.

6.6.2 General misunderstandings

There were various general misunderstandings between the state and private sectors noted to be limiting collaboration, such as differing ideologies between the government and private sectors over the tangible impacts that were meant to be realised from the NYSP. At the same

time, the private sector was criticised for having a weak understanding of the NYSP, though there was no indication from this study to suggest whether the private sector had received much, if any, education and enlightenment by the government regarding the intentions and focuses of the NYSP; or indeed who was even responsible for disseminating such public knowledge.

The concept of the private sector failing to take more responsibility for the condition of the country was, however, found to be a frequent issue during the study, with the government blaming the public for not seeing themselves as responsible citizens who could contribute towards improving the country, and the private sector perceiving youth development as the government's problem. It was argued that the private sector often (supposedly incorrectly) perceived that their contribution to the fiscus in the form of taxes should be a sufficient contribution towards overcoming the challenges faced by the country. This highlighted a perhaps fundamental ideology of public sector thinking, which may have been be at the root of the cause for state-private sector coordination and collaboration issues, since the private sector may perceive its duties towards solving the countries problems as being fulfilled upon payment of taxes (Hughes, 2012).

Indeed, this was highlighted as a potential problem of a bureaucratic state in the literature, since bureaucratic governments often assume the role of "bureaucratic delivery", and through its bureaucratic structure of policy implementation it becomes the responsible party for service delivery and providing goods and access to the people (Hughes, 2012, p.2). The total onus for providing goods and services is then placed upon the state, and the public plays a lesser role in service delivery. A corollary of such a bureaucratic structure of governance, though, is that only well-equipped and well-resourced departments with successful management structures will be able to provide the necessary effective service delivery.

Thus, although it was not found to be frequently listed as a response in this study, being listed only once by a respondent, this may perhaps have been a more fundamental issue inhibiting collaboration than its popularity as an answer by the respondents would seem to suggest. These findings may also have summarily emphasised the problem with state and private-

sector collaborative efforts, and pinpointed their root cause to the bureaucratic structure of government in the country.

6.6.3 Legislative and capacitive infrastructure limitations

The third and final theme that was found to be hindering any potential collaborative efforts between the state and private sectors were of legislative and capacitive infrastructure limitations in the form of unhelpful legislation and policy structures, no catering for private sector roles in government policy development or execution, a lack of incentives for private sector participation, a lack of drive for private funding, and bureaucratic limitations that were adding to state-private sector mistrust issues while impeding collaboration efforts towards any implementation of the NYSP.

It was argued by seven respondents that efforts should be made to increase the level of private-sector investment in government policies such as the NYSP. Respondents noted, for instance, that the government should "Provide incentives for private sector involvement". Ultimately, it was recommended that the relationship between the state and private sectors should be improved, by offering the private sector more of a role in the policy implementation cycle, and through more public-private partnerships and agreements that could act to overcome problems of mistrust and poor perceptions that each sector holds towards each other.

Various measures could be taken to garner the necessary private-sector involvement, such as through the introduction of tax incentives, media exposure, and a system where the government should "provide a matching rand for rand investment incentive for the private sector to contribute to NYSP." More dialogue and engagement between the private and government sectors with the private sector being included more in the policy development and planning cycle will help to foster and strengthen partnerships.

6.7 RECOMMENDATIONS FOR FURTHER RESEARCH

In performing the research objectives of this study, it was hoped that the findings would generate a valuable amount of knowledge on the implementation of policies in South Africa relating to youth development, allowing for informed changes to be made for improving its implementation, and improving the efficacy of such a potentially-important programme. There are, however, various avenues of future research that could be conducted in order to improve the scope of knowledge, or otherwise to increase the future learning on the subject. These are listed as follows:

- Further research could consider the coordination challenges of implementing youth policies from other developing nations countries, such as the other countries in the BRICS (Brazil, Russia, India, China, South Africa) nations of countries, in order to offer a comparative study to present a temporal baseline on how South Africa weighs up to other countries with up-and-coming economies;
- Further research could also be performed using data of a quantitative nature on the NYSP, in order to provide statistical inference or statistically reliable bases upon which to determine the coordination challenges that have been faced during the implementing the NYSP. Such data could include, for instance, financial statistics on a per-annum or monthly basis over a two- or three-year time frame, actual statistics of the systems involved, the youths enrolled, and the outcomes of the youths and the NYSP.
- Further research could seek to interview all of the key stakeholders of the NYSP, including youths, who were not targeted for approach in this study.
- A future study could also study the provincial and local challenges of NYSP implementation in isolation to the national perspectives, and across the different provinces individually, to give more precise information on the problems at each tier of government and across the provincial divides.

6.8 CONCLUSION

This concludes the study to explore the challenges that have occurred during the implementation of the South African National Youth Service Programme, from the perspective of the collaborating government departments that have been tasked with its implementation, as well as members of civic society who have interacted with the programme. In performing this study, it is clear that numerous internal characteristics are inherent within government departments tasked with implementing the NYSPs, which have hampered its implementation. Specifically, these are a lack of resources, management issues, understanding and consensus issues, competition within departments, and structural limitations of the departments.

Numerous collaborative co-governance issues have also acted between government departments tasked with implementing the NYSP to hamper the implementation of the NYSP, with poor management being the most frequently noted challenge hindering collaboration at a horizontal level, followed by internal structural issues, competition across departments, lack of resources, and understanding and consensus issues. Conversely, at a vertical level, competition across departments was the most frequently noted challenge hindering collaboration, followed by understanding and consensus issues, poor management, lack of resources, and structural issues.

Various bureaucratic governance issues were observed between government departments tasked with implementing the NYSP, particularly at a horizontal coordination level, which had hampered the implementation of the NYSP. In this regard, bureaucracy was found to have remove any sense of urgency in the implementation of the NYSPs policies, extended the timeframes for executing any joint plans, and impeded the smooth flow of NYSP collaboration, while negatively affecting employee creativity and ingenuity. It was, however found that certain aspects of bureaucratic management were not being successfully implemented, such as there being specialisation and division of labour across the departments, the collection of a complete record of activities, and for the public administration to be founded on politically neutral principles. These could, if they had been structure correctly, have reduced some of the factors that were found to be limiting NYSP implementation.

Considerable changes need to be made in order to improve the NYSP's implementation, not only in terms of its bureaucratic structure, but by placing a greater emphasis on publicising the NYSP with a unified consensus of goals, purposes and standards across the organs of state and civil society. There should also be a complete restructuring of the financial and human resource assemblies of the NYSP, a change in the ethical characteristics of the players involved, a wider, more efficient distribution of the NYSP to the public, and a legislative restructuring to align the mandates of different departments and policies towards common, well-collaborated goals, along with unified managers appointed across departments for the purpose of planning, coordinating, driving, monitoring, and implementing the NYSP.

7 REFERENCES

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8 APPENDICES

8.1 APPENDIX 1: QUESTIONS USED FOR INTERVIEWS

A. Demographic information

1. How old are you?
2. What is your job title?
3. How long have you been employed at your current organisation?
4. Do you work in government or civic society?
5. In which sector or organisation do you work?

B. Issues with South Africa's youth

6. What is your opinion of the current state of South Africa's youth?
7. What inherent characteristics of South Africa's youth have not been suitably catered for in the policies of the National Youth Service Programme (NYSP), thereby hampering its implementation?
8. Do you feel that the definition of youth in South Africa is too broad?

C. NYSP internal departmental policies

9. In your opinion, what internal characteristics inherent within government departments tasked with implementing the NYSP have hampered the implementation of the NYSP?
10. What is causing such issues within the government departments tasked with implementing the NYSP?

11. What recommendations would you make to improve the internal departmental characteristics of these departments, and thereby improve NYS policy implementation?

D. NYSP inter-departmental policies

12. What challenges currently exist between collaborating departments in different ministries (i.e. horizontal coordination issues), which are preventing better implementation of the NYSP?
13. What is the root cause of these challenges between collaborating departments from different ministries?
14. What recommendations would you make to overcome these challenges between collaborating departments from different ministries?
15. What challenges currently exist during collaborations between local, provincial, or state government departments of the same ministry (i.e. vertical coordination issues between different tiers of the same ministry), which are preventing better implementation of the NYSP?
16. What is the root cause of these challenges between the collaborating departments at different tiers of the same ministry?
17. What recommendations would you make to overcome these challenges between collaborating departments from different tiers of the same ministry?
18. What challenges currently exist during collaborations between the state and private sectors, which are preventing better implementation of the NYSP?
19. What is causing these state-private sector coordination issues?
20. What recommendations would you make to overcome these challenges in state-private sector coordination, to improve the implementation of the NYSP?

E. South African government policies

21. What current flaws exist in the ideology of the government's policies towards the NYSP?
22. How are the challenges faced by the youth service programme(s) different to other civic service programmes in South Africa?
23. Moving forward, how should government policies towards the NYSP be changed to increase the efficacy of the current NYSP?