Unlocking Workplace Skills:

Exploring the Impact of Selected SASSETA Skills Interventions
on the South African Police Services

Final Report

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List of Acronyms

DHET	Department of Higher Education and Training
M&E	Monitoring and evaluation
NDP	National Development Plan
NQF	National Qualifications Framework
NSDP	National Skills Development Plan
PSET	Post- School Education and Training
QCTO	Quality Council for Trades and Occupations
SAPS	South African Police Service
SAQA	South African Qualifications Authority
SASSETA	Safety and Security Sector Education and Training Authority
SDA	Skills Development Act
SDLA	Skills Development Levy Act
SETA	Sector Education and Training Authority
WBL	Workplace-based learning
WP-PSET	White Paper on Post-School Education and Training
WSP	Workplace Skills Plan

Abstract

In today's changing work environment, performance and productivity are critical considerations for organisations of all sizes. Businesses (and organisations) require a high-performing workforce at all levels, from the top down. Training is the backbone of the smooth operation of work, and it aids in improving the quality of work life for employees as well as organisational development. Policymakers and researchers worldwide stress the necessity of evaluating educational programmes to help with quality control, monitoring, assurance, and improvement. The best approach to determine whether educational programmes achieve their goals is to evaluate them (Tuna & Başdal, 2021)**.** Evaluation is the process of determining the value, worth, and status of something based on a set of criteria.

This study assesses the impact of selected skills training programmes given to South African Police Services. The study managed to achieve a 66% response rate, the 66% includes the participants from SASSETA, SAPS management and learners. It has revealed that the SASSETA and its partners have a big task, and it can be commended for the outputs achieved. However, the empirical evidence on the direct and indirect benefits of these programmes' outcomes, although encouraging, are not substantial enough to be conclusive.

Among the challenges expressed during the evaluation were: (i) the need for SASSETA and its partners to improve internal systems and capabilities while strengthening the capacity to implement projects; (ii) the negative impact of delays in project onboarding on the performance of its partners. It would be in the interest of all stakeholders to enhance their respective roles and commitment in the delivery and implementation of the projects. SASSETA has a responsibility to actively facilitate and coordinate the implementation of its funded programmes.

Chapter 1

Introduction and background

1.1 Introduction

Education and skills development are crucial to achieving inclusive and sustainable economic growth. Training is the backbone for the smooth functioning of work which helps in enhancing the quality of work life of employees and organisational development too. Development focuses on improving knowledge, values, attitudes, behaviour and specific skills for both horizontal and vertical advancement in the organisation, with a greater emphasis on managerial levels. Physical skills are less emphasised.

Addressing skills mismatch calls for not just upskilling but also "right skilling". So, every organisation needs to study the role, importance and benefits of training and its positive impact on development for the growth of the organisation. However, skills development remains complex, and the delivery of skills solutions has been subject to changes in the delivery landscape and government policy framework.

Equipping the police workforce with the right skills is critical in enforcing law and order. This study explores the impact of selected safety and security education and training authority (SASSETA) skills Interventions on the South African Police Services.

1.2 Background to the study

South Africa, home to almost 60.6 million people, has significantly increased access to education and achieved the related targets under the Millennium Development Goals (RSA 2021). But, arguably, the quality of education, particularly the attainment of learning outcomes, remains a challenge.

The Skills Development Act of 1998 (as amended) sets out a vision for skills development in South Africa, focusing on those entering the labour force for the first time, upskilling the existing workforce and ensuring that those currently excluded from the labour force are provided with the skills to gain and retain jobs.

Its aim is to enable people to access and progress up the skills ladder, in order to: raise the skills level of the whole workforce; raise productivity; increase levels of social inclusion by enhancing the employability of those currently excluded from the labour market; and secure South Africa's future in the global marketplace. The Act further directs that skills bodies should be established, which gave the birth to the sector education and training authorities (SETAs). The SETAs are entities of the Department of Higher Education and Training (DHET). There are 21 of them, each servicing a specific economic sector of the country.

Their primary responsibility is to facilitate planning for skills development in the country that responds to the needs of employers (private and public) and ensures the provision of adequate financial and non-financial resources to respond to those needs. Thus, SETAs act as intermediaries between the employers (demand for skills) and services providers that shape the supply of skills in the country (DHET 2017).

The Safety and Security Sector Education and Training Authority (SASSETA) was established in July 2005 in terms of the Skills Development Act (as amended). The public entity aims to facilitate the skills development needs of the safety and security sector through the implementation of learning programmes, disbursement of grants, and monitoring of education and training, as outlined in the National Skills Development Plan (NSDP).

SASSETA have the responsibility of conducting research, impact, and tracer studies which should inform the strategic orientation of the organisation in terms of skills planning, sector priorities, learning interventions, and management thereof, to continuously improve upon skills development across the safety and security sector. In light of this, SASSETA has been tasked with the responsibility of doing research to develop efficient and effective reports outlining key outcomes, findings, and recommendations, whilst gaining deeper insight for the SETA to be better positioned as an authoritative institution for labour market intelligence.

Skills development interventions should advance the production of critical and priority occupations. SETAs should increase access to programmes leading to intermediate and high-level learning, including the raising of skill levels of both youth and adults to access training. Furthermore, there should be increased access to occupationally directed programmes in needed areas, thereby expanding the availability of intermediate-level skills, with a special focus on artisan skills and other mid-level skills.

SETA interventions should urgently seek to overcome the shortages in the supply of people with the priority skills needed for the successful implementation of current strategies to achieve accelerated economic growth. They are expected to support the production of appropriately skilled people to meet the demands of the country's current and emerging economic and social development priorities.
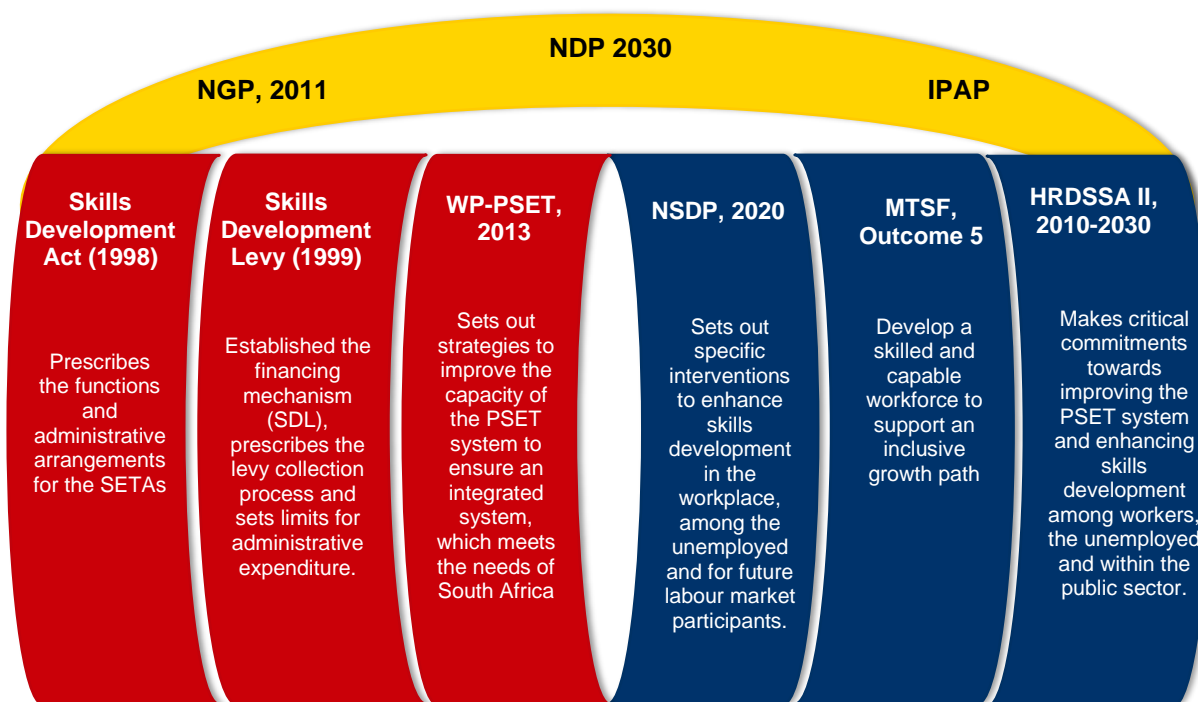
The SETAs' operating policy, and the legislative framework that led to the establishment of the SETAs and defined their mandate as well as policy and strategic documents that outlined overarching priorities for government and specific areas of intervention relating to skills and human resource development in the country. As indicated in Box 1-1, these

included the overarching government strategic documents such as the NDP 2030, the National Growth Path (NGP) 2011, and the IPAPs, as well as sector-focused strategies such as the NSDP and HRDSSA II.

The establishment of the SETAs (along with the NSA and NSF) was initiated by the **SDA No. 97 of 1998**, which set out the institutional and financial framework to devise and implement national, sectoral and workplace strategies to develop and improve the skills of the South African workforce.

Throughout the Act, reference is made to *workers,* defined as ***"an employee, an unemployed person and a work-seeker".*** This suggests that the SDA referred to a worker as any individual in a workforce, which includes both employed and unemployed individuals looking for work. The focus on developing a workforce was reiterated in Outcome 5 of the 2009–2014 administration, which remained a priority for the 2015-2020 Medium-Term Strategic Framework (MTSF) period.

Box 1-1: SETAs high level legislative and strategic frameworks

Skills Development Act (1998)	Skills Development Levy (1999)	WP-PSET, 2013	NSDP, 2020	MTSF, Outcome 5	HRDSSA II, 2010-2030
Prescribes the functions and administrative arrangements for the SETAs	Established the financing mechanism (SDL), prescribes the levy collection process and sets limits for administrative expenditure.	Sets out strategies to improve the capacity of the PSET system to ensure an integrated system, which meets the needs of South Africa	Sets out specific interventions to enhance skills development in the workplace, among the unemployed and for future labour market participants.	Develop a skilled and capable workforce to support an inclusive growth path	Makes critical commitments towards improving the PSET system and enhancing skills development among workers, the unemployed and within the public sector.

SETAs guiding policy and legislative documents   SETAs guiding strategic documents

Outcome 5 of the 2015-2020 MTSF focused on the development of "a skilled and capable workforce to support an inclusive growth path". Coordination and implementation of this outcome at a technical and strategic level were assigned to the DHET, which released the NSDS III in 2011 as the implementation framework for Outcome 5. The overarching goal of the **NSDP** is to improve the effectiveness and efficiency of skills development in the country.

The strategy also focuses on promoting career development and sustainable employment, increasing access to occupationally directed programmes, the continuous upgrading of skills in the workforce, and improving literacy and numeracy among young adults (DHET 2017).

The impact evaluation of skills development interventions is essential to ensure that skills development programmes are demand-led through substantive and systematic input from employers in the determination of skills demands for the sector or the country at large. The evidence from impact evaluation is used to improve implementation and revise strategy.

The monitoring and evaluation (M&E), with both input and outcome indicators, allows both monitoring of the implementation progress of the implementation plan and analysis of the potential causes behind the successes or failures. The impact is a change in an important positive or negative outcome for people who had been involved in the project. It can be further defined, described, or measured through five dimensions: What? Who? How much? Contribution? and Risk? (Chenoy, Powell, & Sabharwal, 2011).

Evaluation draws on the data and information generated by the monitoring system as a way of analysing the trends in effects and impact of the project. In some cases, it should be noted that monitoring data might reveal a significant departure from the project expectations, which may warrant the undertaking of an evaluation to examine the assumptions and premises on which the project design is based.

SASSETA's skills development interventions seek to address skills shortages, and industry driven skills needs. Skills utilisation is as important to workforce development as skills acquisition, and the key critical success factors to achieving better use of skills include good leadership, a supportive culture, communication, consultation, participative processes and commitment to harnessing and nurturing the talents and skills of the workforce.

The evidence from impact evaluation can analyse the return on investment and how to maximise the returns from the large investment in skills and tertiary qualifications. However, it is not sufficient to concentrate solely on the supply of skills.

Priority also needs to be placed on employer demand and emphasising better utilisation of skills. This evaluation, guided by the terms of reference, sought to understand the extent to which skills programme interventions are improving or refreshing knowledge and skills in a particular field and for personal, social, or professional development for learners. Additionally, it identified the challenges that hinder the effectiveness of skills programme intervention and proposes measures that can be used to improve on the implementation.

Lastly, it explores both positive and negative aspects of implementing skills programmes in the workplace. In pursuit of its research agenda, SASSETA commissioned the impact evaluation of selected SAPS skills interventions that had been implemented through SASSETA discretional grants for linking education and work. The purpose and specific objectives of the study are detailed below.

1.3 Purpose of the study

The strategic intent of this study was to contribute to improved labour market data, to inform SASSETA strategy, and inform all related strategic documents, which include the Sector Skills Plan (SSP), Strategic Plan (SP), and Annual Performance Plan (APP).

The purpose of impact studies in SASSETA with reference to the implemented skills programmes in the SAPS is to evaluate the success of the skills interventions and review them to ensure that the investments made in skills development are delivering the desired outcomes.

1.4 Study objectives

Targeted and smart investments in skills development are crucial for SAPS to fulfil its mandate. Guided by SASSETA's research agenda on linking education and work, the specific objectives of this study included to:

(a) Explore the impact of selected SASSETA funded skills interventions implemented in the South African Police Services.

(b) Assess the relevance, coherence, efficiency, and effectiveness of SASSETA skills interventions.

(c) Assess the extent to which the identified beneficiaries have benefited from the SASSETA funding investments.

(d) Identify gaps and challenges and provide recommendations for programme improvement.

1.5 Study questions

To deliver on the evaluation objectives, the study aimed to explore and respond to the following evaluation questions:

i. Have SASSETA skills interventions addressed the identified SAPS skills gaps?

ii. Have SASSETA skills interventions improved the beneficiaries' skills, knowledge and expertise?

iii. How has the delivery of these skills interventions been?

iv. Is the support rendered by SASSETA to SAPS sufficient?

1.6 Structure of the report

This report is structured as follows:

Chapter 1 provides the introduction and background of the study and details the research scope and objectives. Chapter 2 presents the literature review, where theoretical and empirical insights into education for and through work are explored.

Chapter 3 highlights the evaluation methodology and approach used in the collection and analysis of data, while Chapter 4 presents and analyses the research findings in accordance with the objectives and primary reference required for the study. Chapter 5 concludes the study and presents recommendations based on the research findings.

Chapter 2

Literature Review

2.1 Introduction

Skills development is a critical aspect of ensuring that South Africa's workforce remains competitive and able to meet the evolving demands of the job market. The South African Services Sector Education and Training Authority (SASSETA) plays a crucial role in providing skills development programmes to various industries, including the South African Police Service (SAPS). The implementation of skills programmes in the SAPS aims to improve the competencies of its workforce and enhance service delivery to the public. However, it is crucial to evaluate the impact of these skills interventions to ensure that they are delivering the desired outcomes. This literature review explores the available literature on the impact of skills interventions implemented in the SAPS, with a particular focus on the evaluation of success and the effectiveness of investments made in skills development. The review aims to identify the key factors that contribute to the success of skills interventions in the SAPS and provide recommendations for future skills development programmes in the organisation.

2.2 Investing in targeted training and skills development

Providing employees with access to training, as well as opportunities to pick up experience from changes in duties or tasks, helps individuals develop and deploy their skills more effectively. Employers should explore a combination of interventions including formal training sessions and various forms of in-work learning and application.

For example, learning from peers through face-to-face interactions or online networks is rated by workers as the most useful way of learning. Employers, therefore, should explore mentoring initiatives, incentivise knowledge-sharing, and create opportunities for employees to 'talk shop'. Job rotations and secondments, as mentioned above, along with shadowing are other forms of development that could be offered, particularly as these are highly valued by employees for acquiring the relevant skills and experience to support both their work and careers.

When considering skills development measures, it is important to remember that it may not only be technical skills that are most needed. Broader skills including communications and customer-handling, as well as 'basics' like numeracy and digital literacy can be critical in unlocking additional capability within an organisation. A skills audit, as discussed, will help identify the areas of need and ensure that training is accessible to the different segments of the workforce within the following timeframes. **Immediate:** matching skills to jobs and

effectively connecting supply of skilled people to available jobs. **Medium term:** repairing talent mismatches in the economy through effectively shaping supply to meet demand-side forces. **Long term:** preparing a pipeline of skilled, semiskilled, and highly skilled workers aligned to the needs of priority sectors of economic and industrial importance, harmonised with investment, financing, and other policy provisions.

Chapter 12 of the NDP states that people living in SA should feel safe and have no fear of crime. They should have confidence in the criminal justice system to effectively apprehend and prosecute criminals who violate individual and community safety. The study reported on here notes Chapter 13 of the NDP, which embeds M&E systems into the NDP by highlighting the importance of improving oversight, instilling compliance, as well as strengthening responsibility and accountability as crucial elements in building the capacity of the state.

2.3 Legislative Framework

Understanding the policies and legislation that support the skills development in general is critical for this study. The current study focused on the South African Police Services (SAPS) and selected skills development interventions funded by SASSETA.

2.3.1 Skills Development Act

The mandate of skills development is derived from the Skills Development Act (97 of 1998) relating to the entire economy of South Africa and is one of the most important pieces of legislation concerning skills development. The Act forms part of the National Skills Development Strategy (NSDS), now known as the National Skills Development Plan 2030 (NSDP), which aims at addressing challenges of skills shortages in South Africa economic subsectors.

Mohalla (2011) states that the development of skills through training and development has been the most important economic tool for improving both individual and institutional competitiveness. Skills development and training in the South African context should be addressed against the social, political, and economic background where reconstruction and development still occupy the highest status on the national agenda.

Furthermore, the Skills Development Act (97 of 1998) was introduced because of the realisation that the economy was being constrained by the shortage of a skilled workforce and the political imperative to redress the unfair discrimination in training and development in employment opportunities. The country is facing an increase in unemployment, as the labour market has not been able to hire sufficiently equipped and trained human resource.

Also, employers did not provide sufficient training. The purpose of the Skills Development Act (97 of 1998) is to develop the skills of the South African workforce. The Act further stipulates the following objectives:

• To improve the quality of life of workers, their prospects of work and labour mobility.
• To improve productivity in the workplace and the competitiveness of employers;
• To promote self-employment and to increase the levels of investment in education and training in the labour market;
• To encourage employees to use the workplace as an active learning environment;
• To provide employees with opportunities to acquire new skills;
• To encourage workers to participate in learnerships and other training programmes.

The rationale for the Skills Development Act (97 of 1998) is to provide an institutional framework to devise and implement national, sector and workplace strategies, to develop and improve the skills of the South African workplace. The special focus of the act is to improve the employment prospects of previously disadvantaged persons through education and training (Van Dyk et al., 2001).

2.3.2 National Skills Levies Act

The Skills Development Levies (SDL) Act of 1999 serves to provide funding for skills development by means of a levy grant scheme and National Skills Fund (Meyer, 2007.).

The aim of the SDL is to develop the skills of the workforce and promote a workplace learning environment through education and training. Levies are paid by employers who are registered with SETAs. The funds are used for skills development of the employees. The payments towards the levy grants are legislated in relation to the Skills Development Levies Act. SETAs play a role in the disbursements of levies collected from employers. The SDA is appropriate for the study to ensure active workplace learning in the justice subsector.

2.3.3 South African Qualifications Authority Act

The South African Qualifications Authority (SAQA) was created to ensure the development and implementation of the National Qualifications Framework (NQF), which contributes to the full development of each learner and social and economic development at large (Meyer, 2007). One of SAQA's responsibilities is to monitor the implementation of accreditation in all education and training institutions. This includes the responsibility of monitoring SETA accreditation of learning programmes.

SAQA was also responsible for the establishment of the NQF and national standards bodies to set training standards, which ensure progression and portability (which means that a qualification earned in a workplace training environment has value in the formal system and vice versa). It is responsible for monitoring the implementation of standards, certifying national qualifications, and ^^ credits and approving secondary accreditation of providers and assessors (Mohlala, 2011: 48).

The main functions of SAQA are to:
- Oversee the implementation of the National Qualifications Framework;
- Recommend level descriptors to the minister after considering proposals by each Quality Council (QC);
- Recommend a policy framework to the minister for the development, registration and publication of qualifications in each sector, and recommend a policy framework to the minister for assessment, recognition of prior learning and credit accumulation and transfer, after considering proposals by each QC;
- Register a qualification recommended by a QC if it meets the approved criteria.
- Recommend a policy framework to the minister for recognising a professional body and registering a professional designation for this act, after consultation with the statutory and non-statutory bodies of expert practitioners in occupational fields and after considering proposals by each.
- Recognise a professional body and register its professional designation if the approved criteria have been met.

With respect to records of education and training, maintain a national learners' records database comprising registers of national qualifications, national standards, learner achievements, professional bodies, professional designations and associated information. Provide an evaluation and advisory service for foreign qualifications (Bellis, 2001).

It is necessary to bear in mind that SAQA provides the necessary mechanisms through which learning programmes can be evaluated for their suitability to meet set national standards and norms as discussed above (Mohlala, 2011). This Act also has a bearing on SAPS as they have their own training Academies where they source the skills which are critical in achieving their mandate. The SAPS attempts to improve service delivery such as arrests and investigation of crimes. Therefore, learning programmes offered must be needs-based and relevant to these circumstances.

2.3.4. National Qualifications Framework Act (NQF) 67 of 1998

The NQF is a framework that provides a vision and structure for the construction of a national qualification system. It is a national effort of integrating education and training into a unified structure of recognised qualifications. The National Qualification Framework Act 67 of 1995 aims to:
- provide for the South African Qualifications Authority.
- provide for Quality Councils.

- provide for transitional arrangements.
- repeal the South African Qualification Authority Act 1995.

All qualifications and competencies are registered with the NQF according to their field of learning and level of progression (Botha et al., 2007). This assists in making sure that there is uniformity in the standards of produced learning outcomes as per the NQF level. Erasmus et al. (2010) argue there are six benefits of the NQF. The first one focuses on the consistency of the education and training approaches in making sure that the offered qualifications meet the set national quality standards and practices.

The second benefit addresses the issue of flexibility, with each economic sector being allowed to set their own standard that meet their needs. There will be scope for industry, the professions and formal education to set their own standards, with an emphasis on national qualifications. In the process, training and nationally based qualifications will be available.

Learning will be able to take place on the job, at tertiary institutions, secondary schools and in private training establishments. The training industry will be better equipped to compete in the international market and overseas workers will be able to have their qualifications assessed for equivalence against South African qualifications registered with the NQF. Detailed and credible reporting of individual attainment will be available to all stakeholders.

The NQF is regulated by a principle that encourages the registration of diverse skills and knowledge. The South African NQF is divided into manageable levels, intended to award registered learners national accreditation based on their knowledge and skills. Several qualifications fit into this framework and are classified according to their demand in the market, and SAQA is responsible for overseeing the implementation and development of the NQF levels. This makes it imperative to understand them in the context of development (Masilela, 2012).

2.3.5 The NSDP 2030

The National Skills Development Plan (NSDP) 2030 seeks to ensure that South Africa has adequate, appropriate and high-quality skills that contribute towards economic growth, employment creation and social development. It derives from the broader plan, the National Development Plan (NDP). The NSDP was developed to respond to the policy goals of the White Paper on Post-School Education and Training (WP-PSET) to improve both the integration of the post-school education and training system (PSET), and the interface between PSET institutions and the world.

In this dispensation, the role of the SETAs was streamlined and re-focused to strengthen their ability to successfully contribute towards the achievement of the NSDP outcomes. The SETAs must promote and co-ordinate workplace-based learning opportunities so as to ensure sufficient workplace-based learning to facilitate the achievement of the outcomes of the NSDP through:

- Increased Training of Employed Workers – SETAs must expand training opportunities for employed workers through the Mandatory and Discretionary Grant system to support increased productivity levels;

- Quality Assurance – The SETA quality assurance functions as well as those carried out by the National Artisan Moderating Body will now be integrated into the Quality Council for Trades and Occupations (QCTO);

- Dedicated (Workplace and Education) Relationship Building – Central to the role of the SETAs will be their ability to strengthen and build relationships between the workplace and education and training institutions to facilitate the achievement NSDP outcomes.

2.3.6 The WP-PSET

The White Paper on Post School Education and Training (WP-PSET) enunciates:

> "National economic development has been prioritised, and the role of education and training as a contributor to development has begun to receive much attention. This is not to devalue the intrinsic importance of education. Quality education is an important right, which plays a vital role in relation to a person's health, quality of life, self-esteem, and the ability of citizens to be actively engaged and empowered.

This is a policy instrument which defines the priorities of the DHET and Training for building and strengthening the PSET system. The policy profiles a vision for growth and directs the Department to create a concrete development plan for the period up to 2030. Few can argue with the need to improve the performance of the economy, to expand employment and to equip people to achieve sustainable livelihoods. This means improving partnerships, developing effective and well-understood vocational learning and occupational pathways, and improving the quality of the learning and work experiences along those pathways" [WP: 56/8].

The NSDP 2030 places TVET colleges, CETs and the SETAs at the centre of the national skills development drive. This is evident in the NSDP 2030 objectives which include:

i. Identify and increase production of occupations in high demand: The primary aim of determining occupations in high demand is to improve the responsiveness of the post school education and training system to the needs of the economy. The national list of occupations in high demand will be compiled and reviewed every two years to support planning processes in the post-school education and training sector, particularly in relation to enrolment planning, decision- making on the prioritisation of resource allocation, qualification development, and career information and advice;

ii. Linking education and the workplace: Improving the relationship between education and training and work is a key policy goal of the WP-PSET. This recognises the importance of workplace-based learning in achieving the policy objectives of the post school education and training system. The WP-PSET is unequivocal that the main purpose of TVET is to prepare students for the world of work, a position that is in line with international practice.

2.3.7. South African Police Service Act

SAPS is the largest and most diverse state entity created under the Republic of South Africa's Constitution (1996). Its primary mission is to ensure the Republic's safety and security. Its functions are decentralised to police stations located across the Republic's nine provinces. The South African Police Service Act (68 of 1995) gives SAPS the authority to carry out this responsibility at the community level.

SAPS has a long history dating back to 1913 (Anesty and Stainley, 1997:1), following the formation of the Union of South Africa, and has since undergone a rigorous transformation process that was managed through phases (i.e., rationalisation, amalgamation, and restructuring) (Van Kessel, 2004). As the Republic's largest public institution, it employs the greatest number of people of all races and ethnicities.

2.3.8 Public Service Act

The Public Service Act of 1994 imposes requirements on public managers to operate public institutions effectively. The Minister of the DPSA is in charge of defining norms and standards for employee employment practices (RSA, 1994). The Act outlines the powers of the executive authority. An executive authority (National Commissioner) has the necessary authorities and duties for public institutions' human resource planning, the creation and abolition of positions, and the appraisal of individuals for appointment, which must be based on training, skills, competence, and knowledge. The National Commissioner has the authority to adopt an integrated talent management plan to manage SAPS' human resources and establish an institution's appointment process, performance management, transfer, dismissal, and other employee career episodes (RSA, 1994).

2.4 Transformational developments in the South African Police Service

The South African Police Service (SAPS) was established in accordance with section 199 of the Constitution of the Republic South Africa, as discussed under the legislative framework. According to Boshoff (2011) SAPS derived it mandates from section 197 of the constitution. Newham, Masuku and Gomomo (2002) state that the first existence of SAPS was in 1913 where it was known as South African Police (SAP) after the establishment of the Union of South Africa.

The duties of SAP during the early years of its existence as per the then mandates derived from the governing laws of the apartheid union, which iincluded the following: protecting civilians against attack and to maintain law and order, investigate crimes, protect life and property and to perform other ad hoc responsibilities assigned to it (Newham et al, 2002).

According to Pule, Mwesigye, Kanyangabo and Mbago (2014) the human capital development strategy of SAP lacks diversity as it was one of the apartheid institutions, where the human resource was dominated by white males. Even though SAP was labour intensive the government understands that for the labour to be competitive they need to undergo extensive and effective training in the South African legal system and police training.

It should be noted that while female police officials were for the first time enlisted into SAP in 1972 they were predominantly deployed to branches to conduct duties such as investigators or radio operators. During that period, SAP was a relatively small racist institution (Newham et al, 2002) that was organised into command structures that were designed along military lines (Gqada, 2004).

During the s tenure the police workforce were performing duties which were military in nature and, as such, assumed military ranks. The conduct of police officials, their responsibilities and duties were determined by rules, regulations and hierarchies rather than initiative, discretion and consultation (Gqada, 2004). Its leadership style was militaristic, bureaucratic and authoritarian in nature (Krause, 2004:49 & Young, 2004:18) and was characterised by rigid control procedures (rules-based), chain of command and top-down communication channels in which subordinates' initiatives were restricted (Bellingan, 2004:30).

SAPS was restructured in 1991 as part of South Africa's transition to democracy. The shifting political situation and the unbanning of liberation groups in 1990 prompted this transition. During the transition period, the legislation that regulated the erstwhile SAP,

particularly the Police Indemnity Act (51 of 1977), which provided police officers with unrestricted powers, was altered.

In addition, changing its identity from a police force to a service, the SAPS was strategically positioned to implement proactive policing techniques, collaborate with communities to reduce crime, depoliticise its service, improve accountability to communities, and implement visible policing. Internally, managers in the SAPS were mandated by policy to implement good management techniques, reform the training system, and to integrate racially based institutions. Through the amendment of the legislation members of the executive were granted ability to transform SAP from a police force into a police service (SAPS) that meets the requirements of all residents. SAPS has launched a number of significant restructuring projects over time in order to address its historical legacy. New laws were issued and implemented as a consequence of the South African Police Service Act (68 of 1995). This legislation culminated in measures aimed at resolving difficulties caused by fragmented bureaucratic structures and policy flaws that rendered police ineffectual in decreasing crime.

The publication of the Community Policing Policy Framework and Guidelines, which fostered collaboration and partnerships between police officials and communities, was one of the policy initiatives that emerged from the transformation process, as was the formulation and adoption of the National Crime Prevention Strategy, a comprehensive multi-institution approach to crime prevention.

2.5 South African Police Service services

Police officials provide police services, which are outlined in the Constitution of the Republic of South Africa (1996) and the South African Police Service Act (68 of 1995). These services are part of the SAPS mandate and include preventing, combatting, and investigating crime, keeping public order, safeguarding, and securing Republic residents and their property, and upholding and executing the law.

In South Africa, police services are classified as essential (interruption of which endangers the life, or personal safety of the whole or part of the population). These services are only provided by SAPS, and no other organisation, public or private, currently has a duty to provide them. As such, they are fundamental characteristics that separate SAPS from other public entities.

Policing services are among those deemed 'vital'. Despite the fact that private security businesses and people conduct some policing functions, none of them have the statutory support that SAPS has. There are five (5) programmes within SAPS, namely Administration, Visible policing Detective services, Crime intelligence and Protection and Security services.

These programmes are critical in successfully executing its mandate. The objective and purpose of these programmes are discussed in detail below:

(a) Administration

The administration programme is the SAPS' administrative support base, and its mission is to offer strategic leadership, management, and support services, as well as to carry out the tasks of the Civilian Secretariat for Police. The administration programme's strategic goal is to govern general management and provide centralised support services.

The administration programme's overarching mission is to sustain corporate support functions such as human resources, supply chain management, and computer services in order to support the execution of line-function operational operations. Due to SAPS' increasing emphasis on growing human resources, skill development, replacing boarded vehicles, constructing new staff health and wellness centres, and acquiring uniforms, guns, equipment and ammunition, training and development and inventory management, a considerable portion of the SAPS budget (20%) is spent on this programme (SAPS 2021).

(b) Visible Policing

The goal of the visible policing programme is to enable police stations located across the nation to implement and maintain safety and security, as well as to provide specialised interventions and border enforcement. The strategic goal of this programme is to reduce all types of crime by providing a proactive and responsive policing service that aids in the reduction of priority offences.

According to the SAPS (2021), visible policing sub-programmes include crime prevention, border security, specialised interventions, and facility management. A significant amount of SAPS' budget (53%) is spent under this function as it is responsible for providing basic policing services in order to minimise serious crimes and enhance assistance to crime victims, particularly rural safety and crimes affecting disadvantaged populations. The visible policing initiative is also tasked with facilitating the development of police stations that would provide victim-friendly services to victims of rape, sexual offences, and abuse.

(c) Detective Services

The detective services programme's goal is to facilitate investigations and to assist investigators with forensic evidence and the Criminal Record Centre. The detective services programme's strategic intention is to assist in the successful prosecution of offenders by researching, obtaining, and analysing evidence.

The programme is divided into four major sub-programmes: Crime Investigations, Criminal Record Centre, Forensic Science Laboratory, and Specialised Investigations, all of which contribute significantly to the successful prosecution of criminal offences by maintaining and providing accurate criminal records, as well as funding for forensic laboratories that provide specialixed technical analysis and support during criminal investigations.

(d) Crime Intelligence

The criminal intelligence programme's mission is to maintain crime intelligence, analyse crime data, and offer technical assistance for investigations and crime prevention activities. The crime intelligence programme's strategic goal is: to collect crime intelligence in support of crime prevention, combat, and investigation; to collect, evaluate, analyse, coordinate, and disseminate intelligence for tactical, operational, and strategic use; to supply intelligence products related to national strategic intelligence to the National Intelligence Coordinating Committee (NICOC); and to institute counter-intelligence operations. The crime intelligence programme, like visible police, is labour intensive, and as a result, a large portion of the SAPS budget is spent on staff remuneration, mostly in the Intelligence and Information Management sub-programme.

(e) Protection and Security Services

The objective of this programme is to offer security and protection to all designated dignitaries and government interests. The protection and security services programme's strategic goal is to reduce security violations by safeguarding international and local significant persons and securing strategic interests.

The SAPS protection and security programme, like visible policing and criminal intelligence programmes, is labour intensive, and as such, a major portion of its budget is spent on compensating staff who are deployed to provide static, mobile, and VIP protection services.

2.6 Employment overview in SAPS

Employees in the SAPS are divided into two groups: police officers and civilians. Police officers are engaged in accordance with the South African Police Service Act (68 of 1995), whilst civilians are hired in accordance with the Public Service Act (103 of 1994). Police officers undertake police responsibilities, while civilians provide support services, sometimes known as administrative functions.

Police officers are organised into a hierarchical system that includes top supervisors, commissioned officers, and non-commissioned police. General, Lieutenant General, Major General, and Brigadier are the levels of senior administrators. Colonel, Lieutenant Colonel, Major, Captain, and Lieutenant are examples of commissioned officers. Non-commissioned officers are classified into three ranks: warrant officers, sergeants, and constables.

According to the 2020-2021 SAPS annual report, the total labour force establishment was sitting at 182 126 employees. This figure includes both employees who are appointed under the Public Service Act and those whose appointments are through the SAPS Act. The SAPS has developed a Recruitment, Selection, and Promotion Strategy, with the main strategic

objectives being, among other things, to improve its ability to attract and select quality prospective applicants.

 The Recruitment, Selection, and Promotion Strategy for 2020/2021 focused on training frontline services and newly developed specialised units, such as Anti-Gang Units and Taxi Violence Units. The figure below represents the labour force spread within the five programmes, namely, Administration, Visible Policing, Detective Services, Crime Intelligence and Protection, and Security Services.

Figure 2.1: Number of Employees per Programme
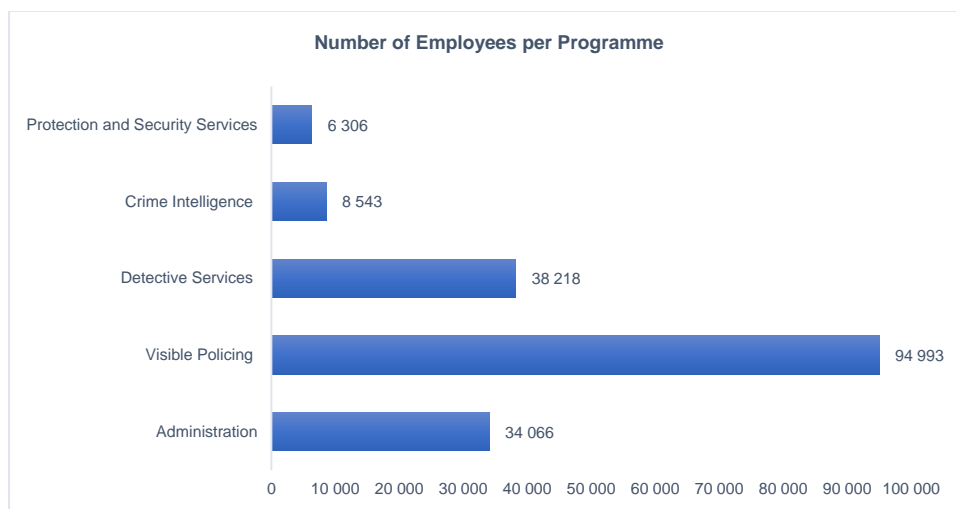
Source: SAPS 2020/21 Annual report

Figure 2.1 shows that more than 50% of the SAPS work force fall under the visible police programme, followed by a detective service and administration with 20% and 19% respectively. The least populated programmes are protection and security services and crime intelligence which are sitting at 3% and 4% respectively.

2.6 Training and development

Erasmus Leodolff, Mda, and Nel (2010) defined training as the systematic process used by employers to alter employees' knowledge, skills, and behaviour in order to meet the organisation's goals. Training is focused on the activities that workers execute based on job descriptions, and its major objective is to serve as a purposeful intervention to improve organisational performance. Training grows, cultivates, promotes morale, enhances performance, improves the organisation's image, and increases production, but it is pointless, worthless, and useless unless there is a chance to implement what has been learnt.

Employee development refers to their entire progress (Erasmus et al., 2010). It comprises learning activities intended to help employees grow. These activities include not just those

that serve to increase employees' performance, but also those that help employees grow. Development puts emphasis on building a prosperous professional career. The objective of this is to get the best out of each professional in the organisation By identifying and developing their skills in fields in which they can easily progress. The objectives of development are always much broader and can cover all types of knowledge and skills. Development is less concrete, which often focuses on philosophical issues, changing habits, and improving skills (Erasmus et al., 2010).

2.6.1 Workplace-based learning

The DHET defines Workplace-based learning (WBL) as an educational approach through which a person internalises knowledge, gains insights and acquires skills and competencies through exposure to a work place to achieve specific outcomes applicable to employment (Department of Higher Education and Training, 2017).

Lester and Costley (2010) define WBL as an educational strategy that provides students with real-life work experiences where they can apply academic and technical skills and develop their employability. It is a series of educational courses which integrate the school or university curriculum with the workplace to create a different learning paradigm. Work-based learning deliberately merges theory with practice and acknowledges the intersection of explicit and tacit forms of knowing.

Most WBL programmes are generally university accredited courses, aiming at a win-win situation where the learner's needs and the industry requirement for skilled and talented employees are both met. WBL programmes are targeted to bridge the gap between the learning and the doing. Work-based learning strategies provide career awareness, career exploration opportunities, career planning activities and help students attain competencies such as positive work attitudes and other employable skills (Helyer, 2015).

Work-based learning encompasses a diversity of formal and informal arrangements including apprenticeships, work placement and informal learning on the job. The key driver is the need for active policies to secure learning that meets the needs of the workplace. The Department of Higher Education and Training promulgated the SETA workplace-based learning programme agreement regulations on 16 November 2018 in the Government Gazette (No 42037). This was meant to replace the Learnership Agreement. It is worth noting that WBL has been a central element of some higher education programmes such as medicine, engineering, and teacher education.

It has been associated with various types of employer-education partnerships for vocationally oriented qualifications. WBL is an indispensable component of artisan training

and has for many decades served as the key site for the development of the right skills-learning for work. It has also been a requirement of professional councils for professional designation, which serves as a licence for a graduate to practise as a professional.

Recent education, training and economic policies have emphasised the need for WBL with specific reference to the White Paper for the Post School Education and Training (PSET) system. The conceptual frame of WBL is an educational approach that aligns academic and workplace practices for the mutual benefit of students and workplaces. The three dimensions of this approach are: (i) Learning for work –induction of new entrants to the profession/vocation; (ii) Learning at work – the integration of knowledge and competencies through experience; and (iii) Learning through work – work-related tasks as part of the curriculum. All three encourage the integrative aspects of learning and work.

2.6.2 The importance of training in the investigation services

The key to successful prosecution is the presentation of evidence beyond reasonable doubt by the prosecuting Authority. The prosecuting Authority relies on the evidence collected through the effective investigation by the members of SAPS. In order to hold the criminals accountable for their crimes, and solving the crime, the key is successful evidence gathering and proper presentation of evidence (Eterno, 2020).

The collection and analysis of physical and testimonial evidence bring into play advanced aspects of forensic science, psychology and law, meaning that investigators need to be particularly knowledgeable and skilful. The evidence is missed, misinterpreted, or deemed inadmissible, and offenders go free. When that happens, those offenders get the opportunity to commit more violent crimes. In addition, victims lose confidence in the police, making them less likely to cooperate in the future (Eterno, 2020).

The training and development directorate has the opportunity now to update and enhance investigation training based on new techniques from the forensic sciences, as well as studies that have identified the most effective ways to elicit valid information from witnesses and suspects. Furthermore, the policing education and training should incorporate these methods and increase the emphasis on preparing street officers and specialists to be better at collecting evidence and solving crimes.

The training is constantly developing and is something that an officer can never have enough of. There is a gradual but generally increasing interest in investing in the training that will contribute to the development of SAPS members. The need for having trained and educated officers has risen over the years as technology has advanced, and political correctness has become so important in this line of work (Brereton,1961).

Obviously, there are a great many things that can be learned only by experience, but there is a host of things a man can learn through instruction which will make his experience much more valuable and successful (Stone,1934) A police officer is a profession where interaction with the community forms the major part of what the job entails.

2.6.3 Increasing the effectiveness of policing through skills development

According to the South African government (2022), "South Africa needs a more capable police force to curb rising crime rates in the country – adding that thousands of officers are currently being trained". Increasing the number of SAPS members in our community is the key for the South African government.

President Ramaphosa has said that the government had allocated funding for the recruitment of 12,000 new police trainees, and the first cohort is currently undergoing basic training. He added that the South African Police Service (SAPS) Public Order Policing Units will also receive an additional 4,000 members this year (2022) (SAPS 2022).

To ensure that police officers continue to be well prepared for any on-duty incidents, law enforcement agencies provide training content that ensures that officers have the knowledge and skill to resolve situations they encounter on duty. The common training components discussed by almost all the law enforcement agencies include weapon handling, shooting, self-defence, arresting skills, tactical procedures (such as tactical movements during a building search), and communication.

However, the way these components are presented differs from one agency to the other. For instance, one law enforcement agency structures their formal yearly training content into five modules (one module for each training day), where three modules focus on the training of practical skills like weapon handling and shooting, equipment handling (e.g., multi-purpose baton, taser), and tactical procedures and movements. The other two modules consist of scenario-based training relating to the yearly training focus.

The public rightly expect officers to be trained to the highest possible standards and our officers and staff deserve to have the very best training and preparation for one of the toughest jobs around. The consistent roll- out of the new training is a significant step forward for policing and the public. It will help sustain the benefits of the Police Uplift programme and provide consistency to help keep people safe across the country. Like so many areas of life, crime and the demands policing faces have changed radically, and the training provided to officers needs to reflect this.

The role of training in the police services is very important in realising the mandate as stipulated in the constitution of the country. The curriculum must focus on making sure that the training helps officers tackle the core issues faced on the street, such as traditional crime like burglary, but also deal with more emerging crime types like fraud and online (cyber) crime (Borelli 2017).

Literature reviewed revealed that the labour markets are changing fast. Diverse factors, including automation, globalisation, a greening economy, outsourcing and offshoring are eliminating some jobs, creating new ones, and changing the shape of many continuing occupations. Work arrangements are evolving, reflecting growth in part-time and temporary jobs, and through the emergence of new forms of work. At the same time, an aging population is changing the demographic mix of the workforce.

South Africa's education and skills system needs to adapt and respond to this shifting environment. While specific labour market forecasts are perilous, one certainty is change. South Africa's education and skills system will therefore need to build *resilience* into its design, so that as labour markets evolve, the supply of skills adapts rapidly, and the most vulnerable are not left behind.

In an economy driven by innovation and knowledge … in marketplaces engaged in intense competition and constant renewal … in a world of tremendous opportunities and risks … in a society facing complex business, political, scientific, technological, health and environmental challenges … and in diverse workplaces and communities that hinge on collaborative relationships and social networking … the ingenuity, agility and skills of the South Africa people are crucial to South Africa's competitiveness.

In response to economic changes, industries and firms have made significant organisational and behavioural shifts, such as flatter management structures, decentralised decision-making, information sharing and the use of task teams, cross-organisational networking, just-in time inventory and flexible work arrangements, according to several studies that have documented these changes. These shifts often are associated with increased productivity and innovation.

Black & Lynch (2003) found significant firm-level productivity increases that were associated with changes in business practices, including reengineering, regular employee meetings, self-managed teams, upskilling of workers and computer use by front-line workers. Zoghi, Mohr & Meyer (2007) found a strong positive relationship between both information sharing and decentralised decision making and a company's innovativeness.

Pilat, 2004; Gera & Gu (2004) found that the greatest benefits are realised when ICT investments are accompanied by other organisational changes that ICT use makes possible, such as new strategies, business processes and practices, and organizational structures. Advanced economies, innovative industries and firms, and high-growth jobs require more educated workers with the ability to respond flexibly to complex problems, communicate effectively, manage information, work in teams and produce new knowledge. A study from Massachusetts Institute of Technology (Autor, Levy, & Murnane, 2003) found that, beginning in the 1970s, labour input of routine cognitive and manual tasks in the U.S. economy declined and labour input of non-routine analytic and interactive tasks rose. This finding was particularly pronounced for rapidly computerising industries. As firms take up technology, computers substitute for workers who perform routine tasks, but they complement workers who perform non-routine problem solving.

Repetitive, predictable tasks are readily automated. Hence, computerisation of the workplace has raised demand for problem solving and communications tasks, such as responding to discrepancies, improving production processes, and coordinating and managing the activities of others. The net effect is that companies are hiring workers with a higher skill set , particularly expert thinking and complex communications skills. A study done at the Educational Testing Service (Carnevale & Derochers, 2002) found a significant increase in the number of workers who have at least some level of higher education.

Advanced economies compete by producing "innovative products and services at the global technology frontier using the most advanced methods" (Porter, Ketels & Delgado, 2007). High-income countries have a high capacity for innovation—and their strategies are global in scope, which requires a workforce with the skills to "translate American business models and offerings to international marketplaces," offer "cross-border perspectives and solutions," and apply "tangible skills such as language proficiency" and "skills that are less tangible, including greater sensitivity to cultural differences, openness to new and different ideas, and the ability to adapt to change."

- *The critical thinking and problem solving skills measured on skills development, which Hanushek et al. term "cognitive skills," differentiate the economic leaders from the laggards among 50 countries from 1960 to 2000: "A highly skilled work force can raise economic growth by about two-thirds of a percentage point every year." Worldwide, the average annual GDP growth rate for more than half a century is 2 to 3 percent, so this is a significant boost. "Higher levels of cognitive skill appear to play a major role in explaining international differences in economic growth."*

- *Cognitive skills are significantly more important in determining economic outcomes than a traditional measure of educational success: school attainment. "Increasing the average number of years of schooling attained by the labour force boosts the economy only when increased levels of school attainment also boost cognitive skills. In other words, it is not enough simply to spend more time in school; something has to be learned there."*

According to the "A Work Place-Based Learning (WBL) Policy: The National Perspective", the tentative definition (DHET) of WBL is as follows:

> "Workplace-based learning is an educational approach through which a person internalises knowledge, gains insights and acquires skills and competencies through exposure to a work-place to achieve specific outcomes applicable to employment."

The many benefits of work based learning, set out in OECD (2010), are therefore similar to the benefits realised in the context of post-secondary programmes, although with different priorities and nuances. These benefits include:

- **For students, a strong learning environment** – work based learning offers real on the job experience and makes it easier to acquire practical skills on an up-to-date equipment and with trainers and alongside workers familiar with the most recent technologies and working methods. Soft skills such as dealing with customers are also more effectively learnt in workplaces than in classrooms and simulated work environments.

- ***For both students and employers, an effective route to recruitment*** – in the workplace employers and trainees get to see each other for what they are, when under pressure and when there is conflict. Since other potential employers cannot readily observe these characteristics, an employer taking trainees is in a position to recruit the best among them.

- ***For employers, a productive benefit*** – this is particularly important in the case of apprenticeship but is also possible in a more substantial work placements where trainees have the time to master productive skills.

- ***For public authorities, value for money*** – delivering vocational programmes outside the workplace can be very expensive, particularly in fields where modern equipment is expensive and requires continuous updating and where expert practitioners command substantial salaries.

Work-integrated learning (WIL) is widely considered instrumental in equipping new graduates with the required employability skills to function effectively in the work environment. However, evaluation of WIL programmes in enhancing skill development remains predominantly outcomes-focused with little attention to the process of what, how and from whom students acquire essential skills during work placement.

2.7 Empirical review: International perspective

Power comes from knowledge. It serves as the foundation for setting objectives and achieving goals. Without knowledge, one is ineffectual, unproductive, and unable to do duties efficiently. This applies to any career, but especially to ones that need considerable connection with humans and the "darker" parts of human nature. Law enforcement is no exception. To properly enforce the law and conduct investigations, police officers must be committed to themselves, their department, and their community. These activities need intellect, common sense, and diligence, all of which must be achieved by experience and practical study (Borelli 2017).

In the USA, police enforcement officers must be "21 years old, a U.S. citizen, display a valid driver's license, have a high school diploma or GED, no criminal record, pass a psychiatric

exam, and a physical examination administered by a doctor before being recruited by a law enforcement organisation" (Eterno, 2020). Although significant qualifications and a history in law enforcement operations are desired, police candidates are not required to have extensive certification or a background in law enforcement operations.

US officers can work full-time without attending a formal police school for up to a year after being hired by a law enforcement agency, with an option for an 8-month extension Eterno (2020). Furthermore, most agencies in the USA require yearly or biannual weapon certification, with some officers requiring several attempts to pass the basic qualification course (Borelli, 2017).

The Italian National Police ranks tenth among the world's top police agencies. Due to their exclusive establishment and effective implementation of the "Italian Anti-Mafia" section, they have the best trained force in the world (Pittaro, 2021). Education is managed by the Central Directorate for Police Training Institutes, a unit under the Department of Public Security.

There are several types of schools, ranging from basic training for cadet officers and technical operators to schools for specific police specialisations Pittaro (2021). There are further schools for instructors, pilots, dog handlers, and mounted police officers, as well as the community police school, which aims to create knowledge and training modules to strengthen residents' confidence in and cooperation with the police. The Italian Police Force has roughly 300,000 officers, making it the European Union's largest police force. With such a number, maximum distribution is ensured (Pittaro, 2021).

Sweden's police force is a National Police Force that is in charge of law enforcement, general social order, and public safety throughout the country. The Ministry of Justice was originally in charge of police in Sweden. Later, in the mid-nineteenth century, Sweden developed its first modern police force. The Swedish National Police Academy, which was established as a branch of the Swedish National Police Board, is the educational centre for the whole police force (Pittaro 2021). The Academy provides basic and advanced training for both uniformed and civilian staff. It is also in charge of accepting applicants for various foreign courses under the authority of the Association of European Police Colleges (CEPOL), as well as the network for the Association of European Police Colleges (CEPOL).

China's police force is regarded as one of the best in the world. The creative training techniques they get have greatly benefited the fight against crime. This force's training includes developing the mind and body to be proactive and respond to provocation or crime with suitable means. They are subjected to rigorous training and discipline. They easily exude durability and one-of-a-kind efficacy. When compared to other police forces, the

Chinese Police Force has a high degree of inventiveness. Their tactical operations are among the greatest in the world.

The precision of their shooting skills and the ferocity of their hand- to- hand combat can be attributed to the force's discipline. The Chinese government's policing system has helped to simplify the force, teaching officers to carry out their tasks according to the book and within the bounds of the law.

The Japanese police force undergoes military-style training. The top training institute for leaders is the Japanese training institute, which goes back to the 1960s (Villines, 2010). The Japanese police force is fierce, adaptable, and versatile. They cover almost every known facet of law enforcement and crime prevention.

The Japanese National Police Force is one of the best-trained forces in the world. They are recognised as the world's fifth best police force as a consequence of their outstanding performance. Their willingness to go above and beyond the call of duty to assist victims of natural disasters such as earthquakes and police disturbances is truly remarkable and admirable (Villines, 2010). The use of 'Kobans' (little sub offices) has continually proved to be effective in connecting citizens to the nearest security measure available in the face of crime.

The National Police of France is amongst the most highly ranked police forces in the world. Because France is claimed to have suffered the worst massacre in history, the average police officer is not just equipped and trained to disarm a bomb (Pittaro, 2021).

France purposefully prepared ahead of time before establishing their police enforcement units. Each squad receives training tailored to their specific roles, such as municipal police officers who are prepared to combat small crimes such as mugging, automobile accidents, speeding penalties, and petty theft. Each squad in the France policing system is responsible for ensuring that the country's reputation is always maintained (Pittaro, 2021).

2.8 Conclusion

This chapter discussed literature relevant to enhancing the understanding of the phenomenon under investigation. To establish the main mandate of SAPS, relevant legislation was reviewed, including the SAPS Act and Public Service Act. The chapter consulted the relevant legislation and policies that drive skills development within the SAPS.

The literature review revealed that training is the core element that needs to be improved when an organisation's aim is to be competitive. According to the report presented by Borelli

(2017) the police force offers services which the constitution mandates and are important for the wellbeing of society at large. Police officers work very closely with communities as guardians of the law, which means they are watched very closely by their clients (citizens) to ensure they act within the law.

The international community also concurs with the findings of the research by Borelli (2017) which lays emphasis on the amount and quality of training received by an organisation's employees in improving competitiveness. The rankings of the world's best police services is based on the training that police receive during the phase of recruitment. The amount of resources employed, and the level of investment in the training of the police force have a positive correlation with the effectiveness in executing the mandate at hand.

3.1 Introduction

Evaluation provides answers and insights into what is working and what is not. It can provide information for making decisions about policy and practice. Results- oriented leaders know how to create systems, monitor performance for effectiveness and be responsible for results. Osborne and Gaebler (1992) remind us that results-oriented leaders live by these principles:

- What gets measured gets done.
- If results are not measured, it will be difficult to distinguish success from failure.
- If success is not visible, it will be difficult to measure it.
- If success can't be rewarded, then failure probably is.
- If results are demonstrated, public follows.
- If failure is not recognised, it is difficult to correct it.
- If success isn't visible, it is difficult to learn from it.

Measuring and reporting results, and identifying success and recognising failure require evaluation. To effectively evaluate and respond to the purpose of the study, it was crucial to apply a mixed-method evaluation approach. The attractiveness of the mixed-method approach lies in its allowance for combining inductive and deductive thinking to respond to evaluation questions while making use of various types of data (Joffe, 2011).

This study, for example, called for extensive, in-depth interviews to understand the context, motivation, impact and internal intricacies of the different strategic objectives, and SASSETA and SAPS functioning, while also necessitating a quantitative analysis of targets (e.g., the number of learners who benefitted) and expenditure to understand the efficiency and effectiveness of the different strategic objectives and, in addition, to allow for more in-depth reflection from beneficiaries on their experiences on the worker.

3.2 Research design

Evaluation design is a plan or blueprint of how evaluation (or research) is conducted, and the type of study required to provide acceptable answers to the research problem or question. This study was not concerned with developing new theory but was more about creating an understanding of the future in order to construct a strategic outlook.

Whereas theory construction would imply findings that can be confirmed and generalised within certain boundaries, the intent of this specific study was focused more on the construction of possibilities that could be argued on the ground of current trends and perspectives on the future. This evaluation adopted a mixed method approach - qualitative

and quantitative. The purpose was to strengthen the reliability of data, validity of the findings and recommendations, and to broaden and deepen our understanding of the processes through which programme outcomes and impacts are achieved, and how these are affected by the context within which the programme is implemented.

The knowledge and insights of a range of key stakeholders in the field under focus, as well as authoritative secondary data, were typical sources of data for this study. The research primarily focused on tapping the views from a purposively selected group of stakeholders by means of interviews and dialogue, in other words, collecting qualitative data.

Qualitative research is considered as ideal for exploring the meaning and understanding of concepts as well as identifying the pervasiveness of phenomena and patterns of association (Babbie, 2010). Qualitative research is suitable when a researcher, through an iterative approach of induction and deduction, wants to understand concepts, especially those emerging over time, based on information about context and voices of participants (Joffe, 2011).

In deductive qualitative research, the application of current information directs the way in which observations and findings are made, while an inductive study reverses this connection to start with observations and findings from which constructs emerge through iterative weaving back and forth between data and theory (Thorne, 2000).

The study looked at the intended impact on learners and objectives of the programmes as envisaged by both institutions - SASSETA and SAPS. It is against the background outlined above and the requirements of the current study that a qualitative research design was used. This approach enabled pattern identification in data, which is crucial in drawing conclusions with regards to the research objectives. However quantitative tools were also used to assist in data collection and to provide a better understanding of the data.

3.3 Data collection and evaluation instrument

The study used primary data since it was regarded as more reliable for the study. The study aimed to understand the issue under study from the stakeholders involved, hence the need to collect first hand data. Also, the issue of active citizenry is still in its early stages in South Africa. The research instrument chosen for this study was a survey questionnaire.

The questionnaires were electronically distributed to respondents via emails, with only a few being self-administered by those respondents who were not be able to assess the emails and those who were illiterate and not technology friendly. This method of data collection was chosen because of convenience and speed. There are three different

sections of the questionnaire. The first section covered the socio-demographic details of the respondents, designed to provide an understating of their calibre. The second section covered questions on learning experience such as relevance, opportunities and challenges. The third section of the questionnaire consisted of suggested possible ways to improve the support to beneficiaries, and the effectiveness, efficiency and sustainability of the skills programmes.

3.4 Information and data analysis

Bryman and Bell (2011) argued that early coding helps the researcher understand the available data, while also alleviating feelings of being swamped by data, which may happen when analysis of data is deferred to the end of the data collection period. The processing of qualitative and quantitative research data obtained from the sources used in this study therefore adopted a pragmatic approach based on early and consistent coding during content analysis, as advocated by those authors.

Analysis of the primary data from the questionnaires commenced after the data was collected and coded. The coding of the qualitative data from primary sources was largely based on the codes associated with a set of the key questions that were answered in this study.

The study used content analysis in analysing the data. This refers to the process of categorising verbal and behavioural data to classify, summarise and tabulate the data. This is one of the most common methods to analyse qualitative data. It is used to analyse documented information in the form of texts, media, or even physical items. When to use this method depends on the research questions. Content analysis is usually used to analyse responses from interviewees (Thorne, 2000).

3.5 Ethical considerations

Ethical issues form an essential part of any research project. To fulfil the objectives of this research, project gatekeepers' consent was applied in interviewing the participants. This exercise guaranteed anonymity and privacy and acquired the informed consent of the participants. Confidentiality and anonymity of participants was assured by informing the participants that information that they had provided during the interviews would not be traced back to them.

3.6 Limitations

The best approach to determine whether educational programmes achieve their goals is to evaluate them (Tuna & Başdal, 2021)**.** Evaluation is the process of determining the value, worth, and status of something based on a set of criteria. One of the limitations of the study was that it was constrained by time as some of the stages in the research started late due to delays caused by the unavailability of base information on the projects implemented and key informants' stakeholders. The next chapter presents the findings of the study.

Chapter 4

Results and discussions

4.1 Introduction

The findings of this report are presented within the framework of the scope and key evaluation questions as specified in the evaluation terms of reference as laid out in chapter three. The results are presented based on the data collected using the questionnaires and data from secondary sources as well as the literature review.

4.2 Results and discussions

Over the past few years (2016-2020), SASSETA has been implementing various skills programmes to improve skills and address skills gaps. The study targeted three skills programmes funded by SASSETA which were delivered for the SAPS, namely: (i) Public Management, (ii) Community Safety and (iii) Interpretation of Basic Financial Statements.

The critical questions to be addressed are: What have been the employment outcomes of those programmes? What organisational aspects affect delivery and reach? How relevant and adequate are the programmes? And finally, based on these findings, what should be the course of action?

4.2.1 Career Development contribution Public Management & Financial Basic Statement Interpretation[1]

Figure 2-2: Career Development contribution of Public Management & Financial Basic Statement Interpretation
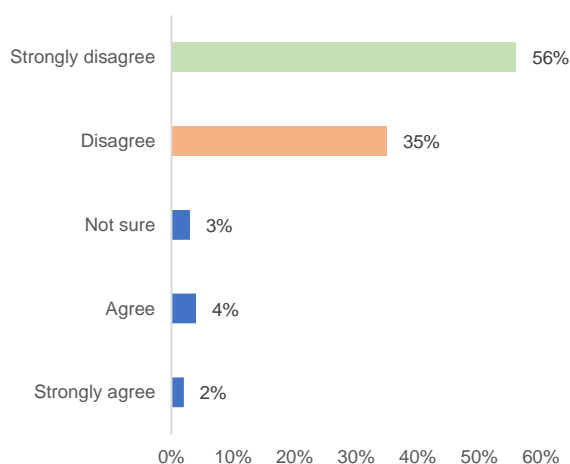
One of the objectives of the study was to also ascertain the adequacy and relevance of the training provided by institutions.

The responses gathered are presented in figure 2-2, 56% believe that the training provided was inadequate and therefore, it could not give them meaningful practical skills. The reason provided by learners for this low rating was that the programmes were pitched at too low a level.

6% had the perception that the training can contribute towards career development and further employment prospects.

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[1] Training requirements are defined by SAPS. SASSETA is only responsible for implementation.

4.2.2 Employability contribution of Public Management & Financial Basic Statement Interpretation

One of the objectives of the study was to ascertain the employability contribution of the programme.

The responses gathered are presented in figure 2-3. As can be seen, the responses received indicate that only 25% of learners believe that the training provided can enhance employability prospects while more than 50% had the contrary perception.

Figure 2-3: Employability Contribution of Public Management & Financial Basic Statement Interpretation
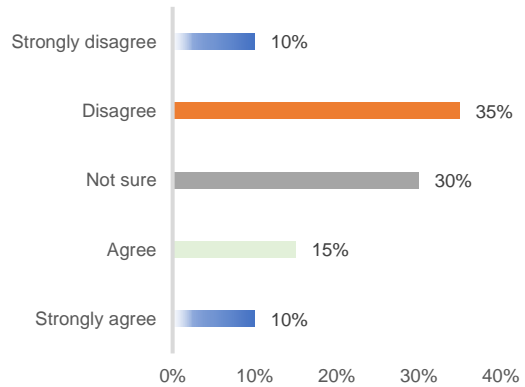

4.2.3 Adequacy and relevance of training providedin Public Management & Financial Basic Statement Interpretation

One of the objectives of the study was to ascertain the adequacy and relevance of the training provided by institutions.

The responses gathered are presented in figure 2-4. As can be seen, the responses received indicate that 66% of learners believe that the training provided was adequate and relevant.

30% had the perception that it is adequate to some extent, whilst the other 4% rated it as not adequate at all. The reason provided by learners for this low rating was that the programmes were pitched at too low a level.

Figure 2-4: Adequacy & relevance of the programmes provided in Public Management & Financial Basic Statement Interpretation
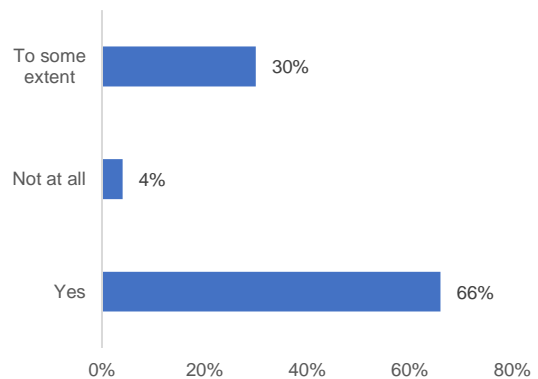
4.2.4 Community safety programmes' contribution towards career development

Figure 2-5: Community safety programmes' contribution towards career development
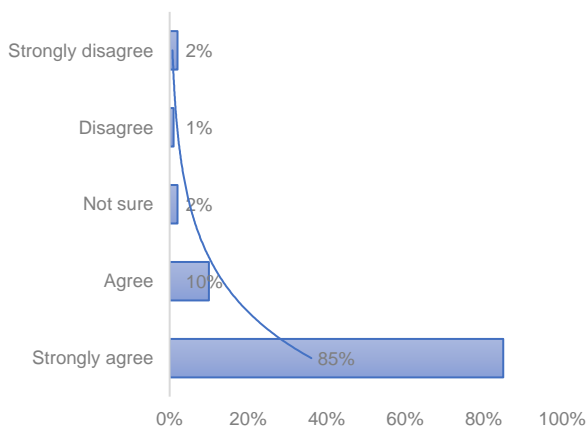
Participants were asked to rate community safety programmes' contribution towards career development on a scale of 1 (strongly agree) to 5 (strongly disagree). (why are you only mentioning this now?)
The responses received indicate that 85% of learners believe that the training provided can contribute towards career development.
A very small fraction (2%) believes the programme cannot contribute to career development. The reason provided by learners for this low rating was that the programme does not have a clear path progression.

4.2.5 Employability contribution of Community Safety Programme[2]

Figure 2-6: Employability contribution of community safety programme.

Employability Contribution

Strongly disagree	60%
Disagree	30%
Not sure	3%
Agree	2%
Strongly agree	5%
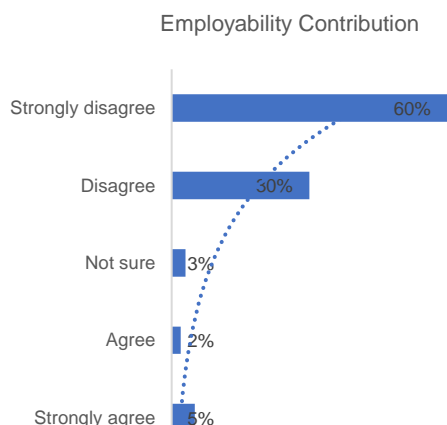
Participants were asked to rate the employability prospect that could be attributed to the projects. As shown in figure 2-6, the responses received indicate that 90% do not see any employability prospect that could be attributed to the programme.

7% of respondents believe that the training did provide some prospect of employability for them in the near future qualidfication.

4.2.6 Adequacy & relevance of training provided, Community Safety Programme

Participants were asked to rate, in their opinion, the adequacy and relevance of the community safety programme.

The responses gathered are presented in figure 2-7. As can be seen, the responses received indicate that 4% of participants did not believe that the programme was adequate and relevant, while 30% believed to some extent the training provided was adequate and relevant.

66% believed that the programme is adequate and relevant and, it can be sustained with some innovation here and there in the syllabus or curriculum. Choose one or the other.

Figure 2-7: Adequacy & relevance of training provided, community safety programme.

To some extent	30%
Not at all	4%
Yes	66%
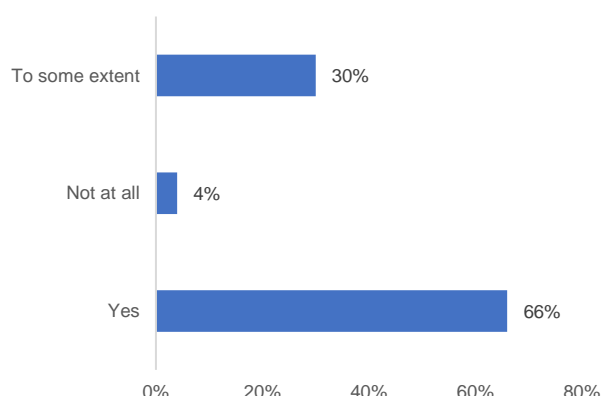
One of the participants said that:

> "Ensuring that existing knowledge and capabilities of the workforce are used effectively, and that people are given the chance to develop their skills further, will not only help solve lagging productivity but also increase employee satisfaction and enable people to progress in their careers".

One of the research objectives was to focus on understanding the relationship between learning interventions funded by SASSETA and the skills gaps of the SAPS as presented in the WSP/ATR. The study tried to achieve this objective by asking participants relevant

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[22] This community safety programme was aimed at giving the practical experience to learners in order to obtain their qualifications.

questions, especially about the management of SAPS and project managers of SASSETA. Based on the data presented by these two sources and analysis of the Work Skills Plan/Annual Training Report (WSP/ATR), the interventions are aligned with the skills needs identified on the WSP/ATR. According to the SAPS, SASSETA is playing a crucial role in addressing the skills shortages within the South African Police Service. The statement below demonstrates the good relationship between SASSETA and SAPS as partners in the skills development space.

> "*The role of SASSETA in the skills development within the SAPS is interesting, when we ask for an intervention, they avail the resources so that we can implement the programmes that are needed in bridging the gap that exists at a given time. I can make reference to the artisan programme, SASSETA recently provided funding for two critical trades within SAPS (Diesel and Petrol mechanics). In addition to the two programmes SASSETA recently assisted SAPS, there is a programme which we request that deals with Crowd Psychology. We currently have a crowd management skills programme, but we don't have anything that speaks to the Psychology part of it, SASSETA sourced the services for us".*

According to SAPS, the bulk of their intervention requests to SASSETA is more on the training that is currently not offered internally by SAPS the operations. In many cases these types of needs are regarded as top-up skills within an existing occupation. This means that the implementation of programmes that are non-credit bearing is highly possible as these courses are regarded as short courses. One of the respondents made reference to the fact that the public management course that was implemented lacks alignment. The respondent made reference to the time allocated for assessments which was not aligned with the amount of work that needed to be completed.

Based on the two learning interventions which were meant to address the skills shortages in the SAPS, there is a misalignment between the information presented in terms of the curriculum for the programme and the needs in the WSP/ATR as presented under scarce and critical skills. The misalignment of courses and programmes is due to the fact that they are not NQF aligned. However, it would be incorrect to draw conclusions based on the two programmes (basic interpretation of financial statements and public management) as they do not even represent 1% of the learning interventions supported by SASSETA in the SAPS.

According to SAPS, there are a few challenges that SASSETA and SAPS need to improve on so that the skills mandate can be effectively realised. The following challenges were outlined:

I. The timing of the funding windows

The current structure of advertising the discretionary grants does not speak to the planning cycle of SAPS. This leads to delays in the implementation of the programmes as SAPS is required to implement the programmes within the contracted financial year. SAPS made reference to their programme that starts on the 15ᵗʰ of October every year the "festive season operations begin (Safety Project)" which takes the Operations of SAPS outside the office.

II. Induction Process

Communication seems to be a main contributor to this challenge. According to SAPS, SASSETA officials do not communicate clearly and their availability is a bit problematic. The programme ends up being delayed because we are not available, especially for the internship programme.

III. Accreditation of service provider

There are several instances where the service provider allocated to the project does not have the necessary accreditation. "I will make an example of the project of artisan where the service provider was allocated a project to train both diesel and petrol artisans while he is only accredited for petrol".

When considering skills development measures, one should remember that it may not only be technical skills that are most needed. Broader skills, including communications and customer-handling, as well as 'basics' like numeracy and digital literacy can be critical in unlocking additional capability within an organisation. A skills audit, as discussed, would help identify the areas of need.

Effective skills utilisation, therefore, requires a combination of management and organisational practices and processes. Employee motivation can be harnessed, for instance, through reward and performance management structures, as well as through an organisational culture that fosters commitment and engagement.

4.3 Conclusion

In the context of linking education and the world of work, employers inform the market of the skills that they need for upskilling (or re-skilling) the workforce. On-the-job training is also crucial for improved skills match. There is need to consider modular approaches to skills training and skills updating given the rapid pace of change and transformation in the market place.

3

Continuous learning in the workplace must be a joint venture; it requires the shared commitment of all major stakeholders. Stakeholder cooperation involves curiosity about the other parties and mutual recognition of the diverse motivations that make them all engage in the learning process. The empirical evidence on the direct or indirect benefits of these programmes' outcomes are encouraging, but still not substantial enough to be conclusive.

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[3] SASSETA only awards duly accredited providers learning programmes to conduct training on. As all accreditations are valid for a certain period, it may be that tan accreditation expired afterwards. Should this eventuate, then the learning is placed on hold until the accreditation is duly extended by the relevant quality assurance body.

Chapter 5
Conclusion and recommendations

5.1 Introduction

Following the presentation of results based on the data collected from respondents which has given useful insights, this section concludes the study and provides appropriate recommendations.

5.2 Conclusion

SASSETA commissioned this research study with the strategic intent to improve labour market data, to inform SASSETA strategy, and inform all related strategic documents, which include the Sector Skills Plan (SSP), Strategic Plan (SP), and Annual Performance Plan (APP), decision- making and practice.

The main purpose of the study was to explore the concept of education for and through work, with specific reference to selected skills interventions offered to the South Africa Police Services. This study sought to better understand the possibilities, challenges and opportunities that education-for-and-through work present to the South Africa Police Service. This provides a good base on which to improve the sector's ability to link education and workplaces.

Several studies have shown that organisations should undertake a more structured approach to discern the skills and experience their people can contribute. Productivity can be improved by more accurately matching people's skills with the roles or functions needing to be performed, but the converse is also true; productivity suffers when skills and roles are poorly matched. Segment your workforce, look at skill sets, consider demographics and identify business-critical roles both at a strategic and operational level.

A skills audit via a self-assessed learning diagnostic and regular development conversations can help organisations identify and make better use of their people's skills, particularly in areas of the business where those skills are in high demand. Alongside this, there is a case for looking at job design/redesign to ensure that people's skills and competencies are used effectively.

Job design is a key feature of high-performance working initiatives and aims to ensure that skills and motivation are both aligned and effectively applied within a context of employee engagement and positive line management practices and organisational leadership. The nature of this project demanded that it involves both desktop (secondary) and primary research and employed primarily qualitative and quantitative methods. Desktop research

included a thorough literature review. Primary research focused on gathering data from targeted stakeholders through semi- structured survey and telephone interviews. The response rate was impressive, although there were challenges encountered (as presented above under research challenges). Lessons learnt and suggested recommendations are provided in the following section.

5.3 Recommendations

The role of education and training interventions in human resources development, as elasticity mechanisms of the labour supply in relation to the demand, is recognised, both at national and international level, as a strategic priority. The following recommendations are informed by qualitative evidence and literature .

5.3.1 Investing in deliberate training and skills development

Formal education and skills training constitute the main method of developing human capital for the labour market. A skills audit will help to identify the areas of need with the intention of addressing specific demand-supply gaps of skills. Providing employees with access to training, as well as opportunities to pick up experience from changes in duties or tasks, helps individuals develop and deploy their skills more effectively.

Employers like SAPS should explore a combination of interventions including formal training sessions and various forms of in-work learning and application. SASSETA should strengthen the roll out of and access to educational interventions that lead to career progression. This can include interventions such as pilot training, detective training forensic biology and forensic audit for the different segments of the workforce.

5.3.2 Conducting a skills audit

Knowing and understanding the skills you have within your workforce is the essential first step in addressing skills mismatches. Segment your workforce, look at skill sets, consider demographics and identify business-critical roles both at a strategic and operational level.

The skills audit will not only align the skills sets required and interventions needed, but also the interventions reflected or reported to workplace skills plan. It will further assist in avoiding the poor linkage between skills training and industry requirements which culminates in a skills mismatch. Addressing skills mismatch calls for not just upskilling but also 'right skilling'.

5.3.3 Data quality and record management

SASSETA will have to revisit its approach towards data integrity and record management. Data integrity refers to the overall accuracy, completeness, and reliability of data. The better quality of data an organisation has, the more successful it is likely to become. It ensures that your organisation's decisions are based on reliable and accurate data. This ensures making good decisions in all areas easier, like planning, predicting, and budgeting. The project experienced massive delays as a result of record management and quality of the data sets of selected skills programmes.

5.3.4 Project management and monitoring

Education-based training and learning involves a multitude of actors in multiple contexts. Co-ordination does not come by itself. The co-ordination of project implementation should be strengthened and monitored more extensively and more regularly, so that problems can be identified early, and corrective measures taken immediately. This monitoring exercise should be done not only in conjunction with the key officials at the central level but also at a project management level.

During the evaluation, it became clear that SASSETA needs to clarify and, if necessary, revise its communication strategy substantially. The communication plan should be formally integrated into the project management plan throughout the lifecycle of the project. The delay in certification is also one of the areas of concern among the participants in the study that needs to be addressed. Lastly, the timing of grants can be improved.

5.3.5 Evaluation of work-based education

The interplay and tension between the education and the context adds relevance and quality to the learner's learning. Although the usefulness and importance of work-based education cannot be doubted and is continually spreading in popularity, SASSETA will have to evaluate and reassess its approach to work-based education programmes in order to reap more benefits. Limited work-based monitoring is a major concern.

The poor administration amongst some host units - including lack of mentorship for learners was further noted as a concern by some participants. Work-based education, if it is done appropriately, has been recognised as one of the most efficient methods to bridge the gap between education and employment requirements. The contribution of work-based education is huge, given the learning opportunities and exposure which improve self-confidence and practical work experience.

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