



Evaluation of Jobs Placement

JOBS Programme

Evaluation Report submitted to
NYDA

by Genesis Analytics

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ACRONYMS

CRM	Customer Relationship Management
EPWP	Expanded Public Works Programme
NYDA	National Youth Development Agency
JOBS Programme	Job and Opportunities Seekers Programme
MRM	Monitoring and Results Measurement
MSC Approach	Most Significant Change approach
NEET	Not in Employment, Education or Training
SETA	Sector Education and Training Authority

EXECUTIVE SUMMARY

Genesis Analytics (hereafter “Genesis”) was contracted by the National Youth Development Agency (NYDA) to conduct an impact evaluation of the Job and Opportunities Seekers (JOBS) Programme. The NYDA is tasked with addressing youth development issues at the macro, meso and micro levels and the JOBS programme is one of the agency’s initiatives to achieve this mandate. The purpose of the evaluation was to assess whether the JOBS Programme has achieved its objectives and to determine what the impact of the programme has been on the youth beneficiaries that participated in one or more of the programme components.

The rationale for the JOBS programme is based on the National Development Plan (2012) and includes initiating, designing and coordinating programmes aimed at integrating the youth into the economy. The Jobs programme is designed and implemented to empower young people in order to access opportunities that enable them to develop, improve their lives, become productive citizens and participate in the mainstream economy¹. The main aim of the Jobs programme is to recruit, train, prepare, place and sustain young people in a job or training opportunities that are available in the public and private sectors and civil society organisations in South Africa. In doing so, the programme seeks to ultimately increase youth employment in the longer-term.

This report specifically evaluates the Job placement component of the JOBS programme. The JOBS programme currently works in collaboration with two partners, Catalyx Consulting and Lulaway to deliver training. These partners are responsible for securing job placements across a number of different provinces.

APPROACH AND METHODOLOGY

The evaluation used a mixed methods approach, adopting both qualitative and quantitative research methods to collect primary and secondary data. These included:

- Conducting a review of priority documentation;
- Conducting 16 key informant interviews with the NYDA Head Office staff including the programme manager, M&E manager, M&E officer, M&E specialist, Specialist in skills and education and Strategy officials. The interview guides developed for the branch staff included branch managers, product coordinators, jobs officers and training officers. There was also a guide for partners, that is, Lulaway and Catalyx;
- An online telephonic survey developed using Surveygizmo and administered with a sample of youth beneficiaries that received at least one of the three services. The survey was administered to the youth beneficiaries only; and,
- A case study protocol with open-ended in depth questions for interviews with six youth beneficiaries.

Genesis used the OECD Development Assistance Committee (DAC) criteria as the basis for the evaluation framework and data collection. The criteria encompass five thematic areas; being relevance, effectiveness, efficiency, impact and sustainability.

The main limitations that affected the collection of data are: not all key informant interviews were conducted as initially agreed upon by the NYDA and Genesis as key staff were not available at the

¹ NYDA Skills training programmes operations manual

branch level and employers in instances where the youth were placed; the lack of a CRM system resulted in difficulties contacting youth beneficiaries due to incorrect phone numbers.

INSIGHTS INTO FINDINGS

With the high prevalence of youth unemployment in South Africa, the jobs placement channel is an important component to the Jobs Programme. In the sections that follow we illustrate how despite the relevance of this programme model, there is still need to improve the effectiveness and impact of placement. Currently the **NYDA is reaching a 37% job placement rate (including direct placements and self-placements)**. In telephonic interviews, we found that 30 young people were employed after engaging the NYDA, but only about 15% (or 12 out of 82 individuals contacted) were assisted into employment directly through the jobs placement mechanism. The remaining 18 found employment on their own, thus **self-placement is at 22%** (or 18 out of the 82 individuals contacted).

The following lessons emerged out of the evaluation:

Direct placement results need to be increased, but this also needs to consider the sustainability of placements. Currently the impact realised through the jobs placement channel is severely compromised by the short-term nature of youth economic opportunities provided. Improving employability is a useful notion, but employability is stimulated by longer term opportunities (of about 18 months – 2 years of work experience) and not short-term internships (sometimes only 7 days in length) as is the case with many of the job placement opportunity positions created through NYDA opportunity providers. It is important to note that this is not always the case, and that sometimes, longer-term temporary opportunities or even permanent opportunities, are provided. However, due to the fact that the jobs placement channel impact results rely on the permanency of employment, much work is needed to ensure that all opportunities can contribute to the intended objective – the economic mainstreaming of young people into society.

Both the job preparedness and life skills trainings are offered as part of the JOBS Programme; however, there is not a value-chain approach whereby young people are systematically targeting and moved through NYDA training into NYDA placements. This has resulted in MIS data on placements being incorrect where young people have sought placement opportunities through different organisations. From an external perspective, when NYDA works with other government organisations such as ESETA or SEDA, both of the organisations involved often report on these placement figures. This is double-counting on a national level and needs to be rectified. For example, when the Jobs Programme² evaluation team called young people on the NYDA's database, we found that they did not know the NYDA and stated that they were placed by the education SETA.

² Genesis Analytics is conducting the impact evaluation of the NYDA jobs programme, which is why we have the information to draw on.

1 INTRODUCTION

Genesis Analytics (hereafter “Genesis”) was contracted by the National Youth Development Agency (NYDA) to conduct an impact evaluation of the Job and Opportunities Seekers (JOBS) Programme. The NYDA is tasked with addressing youth development issues at the macro, meso and micro levels and the JOBS programme is one of the agency’s initiatives to achieve this mandate. The purpose of the evaluation was to assess whether the JOBS Programme has achieved its objectives and to determine what the impact of the programme has been on the youth beneficiaries that participated in one or more of the programme components. This report focusses specifically on jobs placements, successes, challenges and proposes recommendations for consideration.

NYDA JOBS Programme comprises of three components, namely, Life skills training, Job preparedness training, and Job placements. During the theory of change workshop, the evaluation team discovered that although the three components of the programme were designed to operate in a value chain approach, they function independently of each other. On this basis, Genesis evaluated the effectiveness of each component, and then analysed the data to generate recommendations. The evaluation drew on quantitative and qualitative data sources to provide a holistic view of the programme. The evaluation was completed in a five-phase approach as illustrated in the figure below.

Figure 1: Outline of evaluation approach



An initial kick-off meeting was held between Genesis, and representatives from the NYDA at the NYDA Midrand offices on 9 November 2016, where the purpose of the assignment was discussed and context to the project was provided. A follow-up meeting was held at the NYDA offices on 2 December 2016 where the deliverables and timelines were finalised. A theory of change workshop was held on 13 December 2016. Genesis then submitted an inception report on 15 December 2016 and presented the draft report with interim findings to NYDA on 7 March 2017. This report constitutes the last deliverable of the evaluation and contains information on the evaluation approach and methods, findings and recommendations for the programme.

2 BACKGROUND

2.1 SOUTH AFRICAN YOUTH UNEMPLOYMENT

Youth unemployment is a global challenge which is particularly relevant to the South African labour market. The National Development Plan (2012) highlights concerns surrounding a ‘youth bulge’ in the South African economy, while recent Stats SA data indicates that the **youth³ unemployment rate in 2015 was 36.9%, which is significantly higher than the adult unemployment rate of 17%⁴.**

Young people are more vulnerable to unemployment due to the economy’s shift towards a high productivity, technology-led growth path that required high-skilled workers. This demand for higher-skilled labour stands in strong contrast to the reality of the majority of young people in South Africa. Many enter the labour force without the necessary work readiness skills due to the failures of the basic and post-secondary education systems. In addition, employers are demanding higher benchmarks (such as a matric certificate) for entry-level positions and apply additional selection criteria such as references from current employers and previous work experience. The lack of work readiness skills and the resultant skills mismatch are major impediments to young people accessing entry-level job opportunities (without matric or higher education and without the necessary degree of work readiness) are key factors that exacerbate youth unemployment⁵. **Due to this mismatch between demand side job availability and current supply side employee skills, unemployment is often described as a structural problem⁶, which has persisted in both pre- and post-Apartheid labour markets.**

Youth who are not in employment, education or training (NEETs) pose a significant threat to societal stability, future economic growth prospects and overall well-being at both the individual and community level. The Department of Higher Education and Training in conjunction with Stats SA, indicated that in 2015 there were 3.2 Million South Africa NEETs between the ages of 15-24 years old⁷.

Clearly, youth unemployment in South Africa is an overwhelmingly important and pressing socio-economic challenge which needs comprehensive engagement from a variety of private and public stakeholders to establish and test solutions which can solve for structural failures and facilitate greater youth inclusion

³ Youth is defined as those people that are between the ages of 15-34 years’ old

⁴ National & Provincial Labour Market: Youth, Stats SA, 2015.

⁵ Youth unemployment in South Africa: Understanding the challenge and working on solutions, L Graham and C. Mlatsheni, 2015

⁶ Youths in the South African Labour Market since the transition: A study of changes between 1995 and 2011, Stellenbosch Working Paper, Yu,Derek, 2012

⁷ National & Provincial Labour Market: Youth, Stats SA, 2015.

2.2 YOUTH UNEMPLOYMENT PROGRAMMES

A number of interventions and initiatives exist to address the persistent and structural issue of youth unemployment. These can be characterised in terms of the following generic approaches:⁸

1. **Improving the educational outcomes of young people:** These encompass various types of interventions that target young people at different stages in their lives:
 - a. **Secondary school programmes** that are aimed at providing learners with the adequate tools to assist in their transition from secondary school.
 - b. **Work readiness and placement initiatives** which seek to build the work ready pool so as to meet employer thresholds, and scale the matching process to make labour absorption more efficient.
 - c. **Occupational skills development interventions** which focus on learning outcomes that can be achieved through learnerships, apprenticeships and skills development programmes.
2. **Designing entrepreneurship schemes for youth:** These programmes introduce and encourage youth to undertake entrepreneurship as a means of generating income
3. **Offering tailored employment services:** These services are designed to improve the efficiency of job searching and job placements
4. **Direct public sector employment targeted at youth:** These require the government to create and absorb the unemployed youth in the country.

2.3 THE NYDA RESPONSE

In an effort to address the youth unemployment issue in South Africa, the NYDA launched the Job and Opportunities Seekers (JOBS) Programme which was first conceptualised during the policy discourse of the Accelerated Shared Growth Initiative of South Africa (ASGISA) in 2006. The rationale for the JOBS Programme is based on the National Development Plan (2008) and includes initiating, designing and coordinating programmes aimed at integrating the youth into the economy. The Jobs programme is designed and implemented to empower young people in order to access opportunities that enable them to develop, improve their lives, become productive citizens and participate in the mainstream economy⁹. The JOBS Programme is an online database for unemployed youth seeking employment opportunities and is aimed at facilitating the link between unemployed youth, employment and other skills development related opportunities. It is currently managed through the Skills Development and Transfer unit of the NYDA¹⁰.

Specifically, the aim of the JOBS Programme is to recruit, train, prepare, place and sustain young people in a job or training opportunities that are available in the public and private sectors and civil society organisations in South Africa. In doing so, the programme seeks to ultimately increase youth employment in the longer-term.

⁸ The Youth Unemployment Challenge: A South African perspective, SALDRU, IDRC

⁹ NYDA Skills training programmes operations manual

¹⁰ The National Youth Development Agency Job and Opportunities Seekers' Database

The NYDA JOBS Programme comprises of three components:

- **Life skills training**

This training programme seeks to empower young people with Life skills to enable them to make informed decisions and become responsible and productive individuals that can participate meaningfully in the country's mainstream economy. This training consists of 24 modules which cover different topics including developing a personal development plan, communication skills, customer service, health and wellbeing, and the vulnerable youth.

- **Job Preparedness training**

This training programme provides unemployed young people with knowledge and skills that will enhance their ability to find and secure employment. The training consists of modules that support job seekers to prepare a professional CV, perform a self-assessment, prepare for an interview, and improve their professional image and behaviour in the workplace.

The programme currently works in collaboration with two partners, Catalyx Consulting and Lulaway to deliver training. The work readiness training provided by Lulaway is delivered through a two-day course and Catalyx training runs over five days.

- **Job Placement**

The JOBS Programme was initially designed such that the three activities take place sequentially. The evaluation team got this impression from the terms of reference but during further interaction with NYDA and the data collection stage, it was clear that the activities operate as three independent components of the JOBS Programme and there is no systematic way of linking the youth beneficiaries to the three activities. According to the initial programme design, the first step would be matching a candidate to opportunity providers such as potential employers, providers of internships, apprenticeships etc. and sending the candidate's CV to these. Thereafter, the candidate would undergo job preparedness training and Life skills training which equips them with the necessary skills and knowledge to apply for the job, be interviewed successfully and retain the job in future.

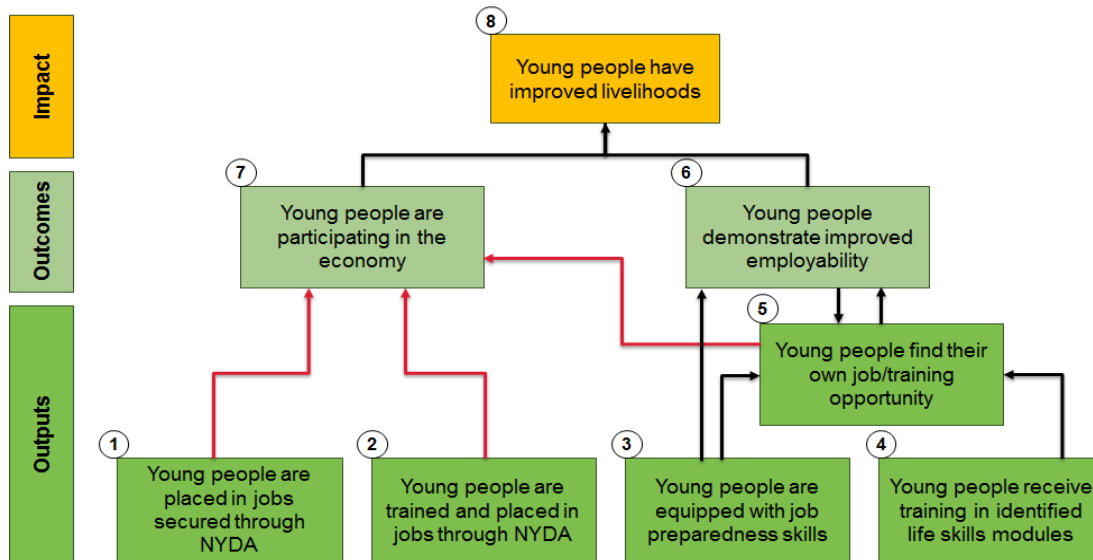
The programme currently works in collaboration with two partners: Catalyx Consulting and Lulaway. These strategic partnerships are intended to enhance the programme's intended objective which is to create and provide jobs to young South Africans.

Based on the Theory of Change workshop that was held between Genesis, and representatives from the NYDA, it was learned that the NYDA conducts work-readiness training and placements independently as well as through their partners. In addition, some job seekers may immediately be added to the job seekers database without undergoing any training. Other participants may undergo only one training course but may never be placed in a job if no opportunity exists. Thus, the process described above reflects the ideal that the programme aims to achieve but implementation may not materialise in this fashion. The evaluation will sample participants that have received at least one of the services and that have participated in the programme directly through the NYDA or through its partners i.e. both methods of delivery will be evaluated.

3 APPROACH AND METHODOLOGY

3.1 THEORY OF CHANGE

JOBS programme Theory of Change



6

3.2 METHODS

3.2.1 Document review

As part of the evaluation, Genesis managed to review many of the documents that were identified as priority documents during the inception phase. The documents reviewed allowed the evaluation team to evaluate the relevance of the three main activities. Genesis reviewed core programme documents and secondary data from the online database, including documents related to strategic planning at provincial and national level, progress reports on the implementation of the JOBS Programme, and training materials for the Job Preparedness and Life skills training activities. The documents covered the period 2011-2016. Genesis only reviewed documents that were provided by NYDA. An outline of the documents reviewed is included as Annexure A.

3.2.2 Instrument development

All instruments were designed based on the analysis framework. The analysis framework was developed using the (OECD) Development Assistance Committee (DAC)¹¹ criteria of relevance, efficiency, effectiveness, sustainability and impact.

¹¹ The OECD's DAC criteria provide a useful framework for evaluating developmental assistance. This framework is globally recognised and used by the majority of development assistance organisations, thus enabling comparison between programmes. More information is available at: <http://www.oecd.org/dac/evaluationofdevelopmentprogrammes/daccriteriaforevaluatingdevelopmentassistance.htm>

These are elaborated further in the table below:

Table 1: DAC criteria

DAC criteria	Definition
Relevance	The extent to which an intervention is suited to the priorities and policies of the target group, recipient and donor.
Effectiveness	The extent to which an intervention attains its objectives.
Efficiency	Efficiency measures the outputs -qualitative and quantitative- in relation to the inputs. It is an economic term which signifies that the intervention uses the least costly resources possible in order to achieve the desired results.
Impact	The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.
Sustainability	Sustainability is concerned with measuring whether the benefits of an intervention are likely to continue after the intervention comes to an end.

Three sets of data collection instruments were developed:

1. **Semi-structured Key informant interview guides** were developed for the key informant interviews with the NYDA Head Office staff including the programme manager, M&E manager, M&E officer, M&E specialist, Specialist: Skills and Education and Strategy Officials Interview guides developed for the branch staff included branch managers, product coordinators, jobs officers and training officers. There was a guide for partners, that is, Lulaway and Catalyx.
2. **An online telephonic survey** was developed using Surveygizmo and administered with a sample of youth beneficiaries that received at least one of the three services. The survey was administered to the youth beneficiaries only.
3. The evaluation team also developed **case study protocol**, with open-ended in depth questions for interviews with six youth beneficiaries.

3.2.3 Data collection

The figure below depicts the data collection methods used in the evaluation. The evaluation used a combination of qualitative and quantitative data sources and included primary and secondary data. The diverse nature of the data has facilitated the triangulation and verification of information presented in the findings.

Figure 2: Data collection methods

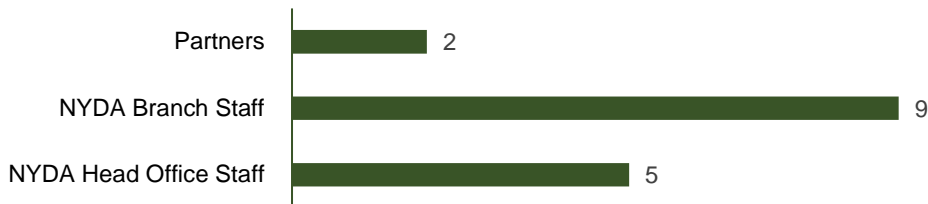


3.2.3.1 Key informant interviews

Genesis conducted a total 16 interviews with key informants from NYDA head office, branch staff and partners. Key informants were selected based on their role in the design and implementation of the JOBS Programme. The key informant interviews focused on getting an in-depth understanding of the way the JOBS Programme was designed, how it is implemented and how it has evolved since its

inception. All interviews were conducted by two evaluators. One evaluator led and facilitated the interview, while the other took notes. The details of the individuals interviewed and their respective positions are included as Annexure B.

Figure 3: Number of interviews completed per stakeholder group



3.2.3.2 Telephonic interviews with youth

Genesis conducted a total of 82 telephonic interviews with youth beneficiaries of the JOBS Programme. During the telephonic interviews, Genesis team members guided youth beneficiaries through an online survey that contained predominantly closed-ended questions for ease of analysis. Responses were populated on an online platform called Surveygizmo. Prior to the interview, all respondents were notified that their responses were confidential and would be used only for the purpose of the evaluation. Genesis initially proposed 60 telephonic interviews with JOBS Programme beneficiaries from Maponya, Secunda and Rustenburg. These branches were proposed by NYDA based on their proximity to Gauteng. During the first stage of interviews, a total of 50 beneficiaries were reached. In the meeting to present the draft report, NYDA noted concerns that the initial approved sample would not be representative of the work of the JOBS Programme. On this basis, it was proposed that Genesis contact beneficiaries in three additional provinces. Genesis made further calls to JOBS Programme beneficiaries from Durban, Nelspruit and Tshwane using a list of beneficiaries supplied by NYDA. During the second stage of interviews, Genesis made 70 calls using the information provided by NYDA. The evaluation team was able to successfully reach 32 beneficiaries, thus taking the total number of individuals sampled to 82. Below is a table indicates the total calls that were made and their outcome.

Table 2: Numbers called vs interviews completed

Branch	Total telephone calls made	Total successfully reached	Total interviews completed	Response rate per branch (%)
Maponya	67	21	16	23.8
Rustenburg	47	21	18	38.3
Secunda	32	18	16	56.2
Tshwane	23	15	7	30.4
Durban	24	12	10	41.7
Nelspruit	23	17	15	65.2
Total	216	104	82	37.9

3.2.3.3 Sampling for survey interviews

NYDA initially approved Maponya, Secunda and Rustenburg branches for the survey interviews with beneficiaries. These three branches were approved on the basis that they presented an opportunity to travel to different provinces at the least cost. Genesis did raise concerns with the approved sample but NYDA proposed that Genesis proceed with the evaluation. Genesis presented the draft evaluation findings to NYDA on 7 March, including programme staff and senior managers. It is important to note that beneficiaries from placements in the 3 additional branches were placed through NYDA and not through partners as was the case with Maponya, Secunda and Rustenburg.

There were therefore, two stages of sampling for the beneficiaries who were called to complete the survey. The first sampling was done by Genesis, using physical files provided by NYDA in their Midrand office. Genesis randomly selected respondents from Maponya, Secunda and Rustenburg as these were the three branches that were agreed on during the inception phase. Within the branches, the evaluation team targeted a total of 60 respondents and randomly selected an equal number of beneficiaries from the three programme activities.

3.2.3.4 Case studies with youth beneficiaries

Six case study interviews were conducted with two youth beneficiaries from Maponya, Secunda and Rustenburg. These interviews were more in-depth than the survey interviews and focused on the beneficiaries' individual experiences. Youth were selected for the survey calls using two criteria

- (1) that they had benefitted from NYDA services related to the JOBS Programme and;
- (2) their location.

We, therefore, selected beneficiaries who benefited from any of the three JOBS Programme services from each of the branches mentioned above.

3.3 LIMITATIONS AND MITIGATION STRATEGIES

Table 3: Limitations and mitigation strategies

Limitations	Mitigation strategies
Interviews	
Though branch visits were scheduled and confirmed in advance, not all branch staff were available for the interviews, therefore we were unable to interview all key staff at the branch level.	In order to mitigate this limitation, Genesis adopted two strategies: 1) Data triangulation using other data sources 2) Leverage on interviews with other branch staff
No field visits took place to the three additional branches included in phase 2 of the evaluation. The implication of this limitation is that we did not get the perspectives of the staff in those branches on how the programme was implemented and its impact on beneficiaries.	The evaluation team used the information gathered from the other branches to highlight trends and issues that are similar in order to try and understand the general implementation challenges and successes of the programme. The survey interviews with beneficiaries also provided a perspective

Limitations	Mitigation strategies
	programmes impact on beneficiaries in the three branches.
The evaluation team did not speak to employers. NYDA was responsible for providing Genesis with contact details of employers but this did not happen.	In order to mitigate for this limitation, Genesis used the interviews with the partners. Partners interact directly with employers and so they were able to speak to some of the issues related to employers. Catalyx works very closely with Mr Price Foundation and Jumpstart, and this was discussed in the interview.
The delay in confirming branch visits by NYDA meant that it was not possible to identify respondents in advance of the branch visits and face to face interviews were not possible.	Genesis conducted six telephonic case study interviews telephonically. Although we could not fully apply the MSC approach, we gathered sufficient data to be able to better understand how the programme, and the individual activities have impacted the lives of beneficiaries.
The initial proposal indicated that the sampling criteria would include beneficiaries who have received a combination of one, two or three services. Subsequent to approval of the methodology, it emerged that the NYDA does not have an integrated CRM and so it is not possible to establish if beneficiaries have benefitted from more than one service. The sample of telephonic interviews does include beneficiaries who have participated in more than one service although this could not be used as a criterion for sampling.	To mitigate for this limitation, Genesis included a question in the survey about the number of services beneficiaries received from NYDA. Respondents were asked if they had interacted with NYDA, what services they were looking for when they approached NYDA and which service they had received. This provided information about the number of services each respondent received. This is information that would have been difficult to decipher using the physical files.
There is a potential sample bias for the case study interviews. People who agreed to the interview are more likely to be those who had a positive experience.	All interviews started with a disclaimer that the evaluation was conducted by an independent evaluation firm on behalf of NYDA and that participation was voluntary and confidential. Respondents were also encouraged to be honest as their feedback was important for improving the work of NYDA.
Survey calls	
Although the evaluation team spent 8 days in an effort to reach beneficiaries, we were only able to successfully complete 82 surveys. This is due to a number of challenges related to phone numbers. The most common cases included unanswered calls, voicemails, some numbers did not exist and others were disconnected. This is elaborated on in Table 2: Numbers called vs interviews completed.	The database is large and so we did not invest time in retrying numbers that did not through but instead, we dialled as many numbers as possible in order to increase the chances of success.

Limitations	Mitigation strategies
<p>There is a potential for sample bias with the three provinces that were selected by NYDA. Due to the budgetary and time constraints, the list of candidates from the three additional branches was compiled by NYDA based on beneficiaries that they called. NYDA did the sampling and then provided a list of names and numbers to Genesis. Genesis did not verify that these were people who benefited because NYDA does not have an electronic database and all the physical files are stored at NYDA office.</p>	<p>Genesis mitigated for this risk by emphasizing that the survey was confidential and encouraging the respondents to be completely honest.</p>
<p>Data and documentation</p>	
<p>NYDA could only provide beneficiary data from the 2015/16 reporting period as any other previous data had been archived. The absence of longitudinal data means that we could not track the trajectory of the youth over a longer time period.</p>	
<p>The Job Placement files were unclear about what job placement is, or which candidates were placed in a job. Some people were offered training opportunities and not jobs. There were cases where the beneficiary names were there but no contact details. This was partly resolved through assistance from NYDA.</p>	<p>This issue was raised with NYDA and they provided electronic data of beneficiary records for Job Placement candidates.</p>

3.4 ETHICAL CONSIDERATIONS

There are no ethical implications for this evaluation. All respondents were asked whether they were willing to participate in the evaluation, and all data is anonymous.

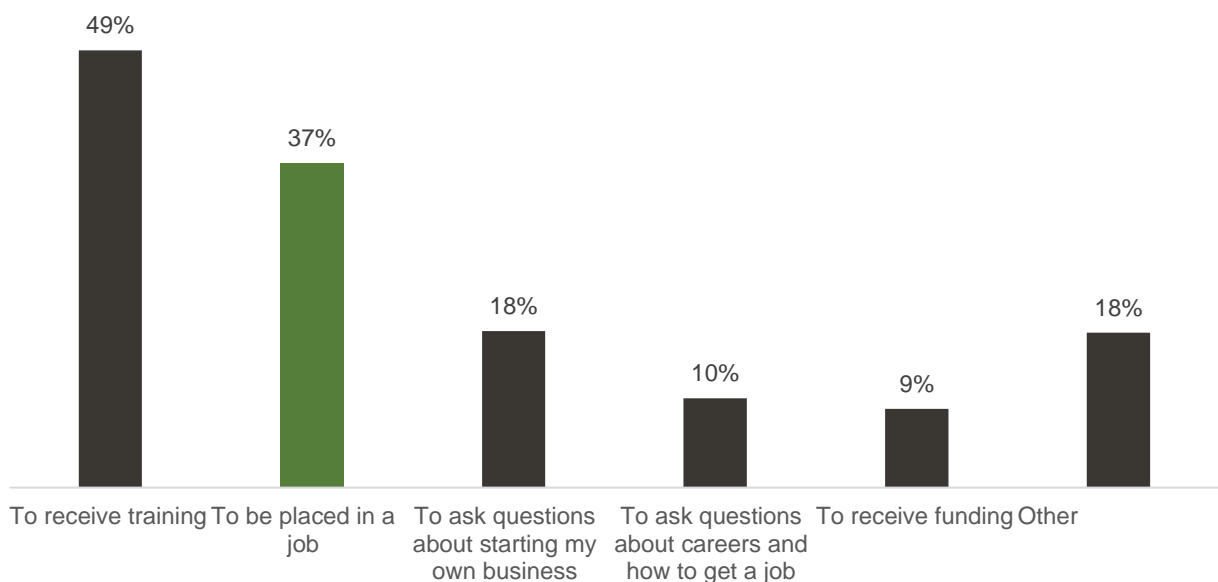
4 FINDINGS

4.1 RELEVANCE

4.1.1 Expectations

From the telephonic interviews with NYDA beneficiaries, we found that 36% went to the NYDA to be placed in a job. This was the second most common reason to approach the NYDA, after training as the largest at 49%. Clearly, jobs placement is a relevant need among South African young people.

Figure 4: Reasons for young people contacting NYDA



Despite the relevance of the jobs placement service, there are still many mismatched expectations. Interviews with NYDA beneficiaries highlighted the inconsistencies between their expectations of NYDA placement and the actual placement support provided by the NYDA – young people expected permanent employment opportunities, while the NYDA offers internships and short-term opportunities as part of their placement service. Obtaining a seven-day internship does not satisfy the need and expectation of employment that is present among 36% of NYDA beneficiaries. **The NYDA is failing to meet the expectations of all young people as they are not always providing permanent jobs.**

The NYDA JOBS Programme has a jobs placement target of 3 500 placements¹² nationally, this is compared to a target of 22 000 for Life skills and 40 000 for job readiness. **This translates into a training to placement ratio of a mere 6.73%**¹³. Clearly, the JOBS Programme is then prioritising the provision of training above the need for job placements. There is a disjuncture between the target for training and the target for placement, despite the fact that training and placement expectations of

¹² Interview with Gugu Jiyane, Officer: Jobs, Skills and Education, 6 February 2017

¹³ Placement ratio calculated as placements (3 500) to total training instances (55 000).

young people are both high. The specificity of placement numbers and ratios are discussed further below, but it is useful to highlight that expectation of the young people have not been fully articulated through the NYDA targets that have been set. There is then the concern that many of those coming to the NYDA for a job, may not be leaving with a placement opportunity. Placements are costly, and reliant on opportunity providers, which may be contributing to the lower placement targets. **While this cost trade-off may be a consideration for the NYDA operational team, it does not diminish the expectation and needs of the youth. And these expectations deserve to be more adequately met in future either through increased focus on placements, more support for self-placements, or clearer marketing to young people about what the NYDA can provide to them.**

4.1.2 Programme model

The NYDA placement channel relies heavily on two implementing partners, Catalyx and Lulaway, as well as coordinated activities with government agencies and departments (including the Department of Labour, Small Enterprise Development Agency (SEDA) and different Skills Education Training Authorities (SETAs), and local municipalities). **It is only through these partners that the NYDA is able to source opportunities for jobs placement**, which includes short-term opportunities and internships, some permanent positions and other longer-term opportunities. The programme model for jobs placements is illustrated below. It is clear that the NYDA is not responsible for direct placement, but that rather they play a coordinating role. All jobs placements are then either (i) indirectly achieved through a service delivery contract with providers or (ii) facilitated through NYDA engagement with other government departments and agencies.

Figure 5: NYDA Job Placement model



Given the prevalence of service providers in this space, and the fact that they are well positioned to support placement objectives, it is a useful and relevant programme model to leverage these organisations as far as possible. Partnerships with Lulaway, Catalyx and other government agencies have helped to unlock opportunities for placement and provide the critical

demand-side link in this mode (i.e. employers who are seeking employees to fill positions). Currently the NYDA does not engage extensively with the private sector on the demand side, and are responsive to public sector demand for employment. With the current capability and credibility challenges experienced by the NYDA, it would not be useful to engage significantly in direct engagement with the private sector demand-side. It is more effective for the NYDA to leverage opportunity providers who are well-established in the sector to conduct this activity on their behalf, until such time as the capability and credibility of the NYDA improves to a level where private sector engagement is more effective through the NYDA than other opportunity providers.

There is, however, scope to improve the opportunity provider selection model. The NYDA currently reaches out to opportunity providers through a procurement process instead of through coordination and engagement. This informs a process whereby the least cost opportunity providers are chosen to provide placement services in this model. It is more impactful for a young person to receive quality support and access to permanent job opportunities; and the procurement model does not yet support quality over quantity of placements. **For example, short-term placements count towards volumes but do not result in the desired impact objectives of the JOBS Programme. Relevance of the model would be greatly improved if the NYDA prioritised quality of placements as well as the quantity provided.** There is a difficult trade-off here that is not yet being considered, and needs to be if the NYDA wants to move to create impact. Ideally, understanding the quantity vs quality trade-off should be informed by coordinated discussions with market partners. This will help the NYDA better understand what quality of support an opportunity provider is needed to provide in order to yield impactful placements. Once this is understood, then the NYDA JOBS Programme strategy team needs to decide what cost they are willing to pay for improved quality and thus impact, given the targets for placement numbers.

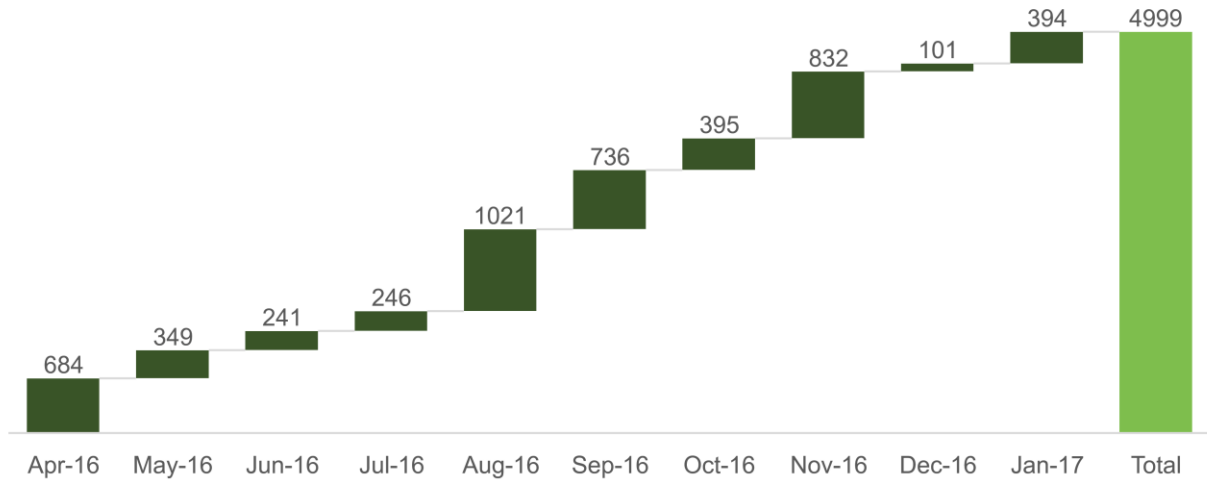
4.2 EFFECTIVENESS

The effectiveness of the jobs placement channel has been considered as per two main objectives (i) direct placements and (ii) self-placements. As was described in the programme model section above, the current JOBS Programme placement channel measures and reports on direct placements. However, through training and career advice functions, the NYDA is also supporting self-placement as the individual is somewhat better placed to find (and obtain) a job themselves.

4.2.1 Direct placements

In terms of direct placements, the NYDA has reported to have created **4 999 job placements** to date under the current Financial Year (from April 2016 – January 2017). There was particular success in August 2016; and the **NYDA has already met its target of 3 500 placements for the year**, highlighting the opportunity to push for increase placement figures. Unfortunately, these figures do not reflect the number of placements emerging from Lulaway, Catalyx and NYDA and we also do not know which of these opportunities are permanent, temporary of a short-term nature or temporary of a longer-term nature.

Figure 6: Job Placement figures for current Financial Year



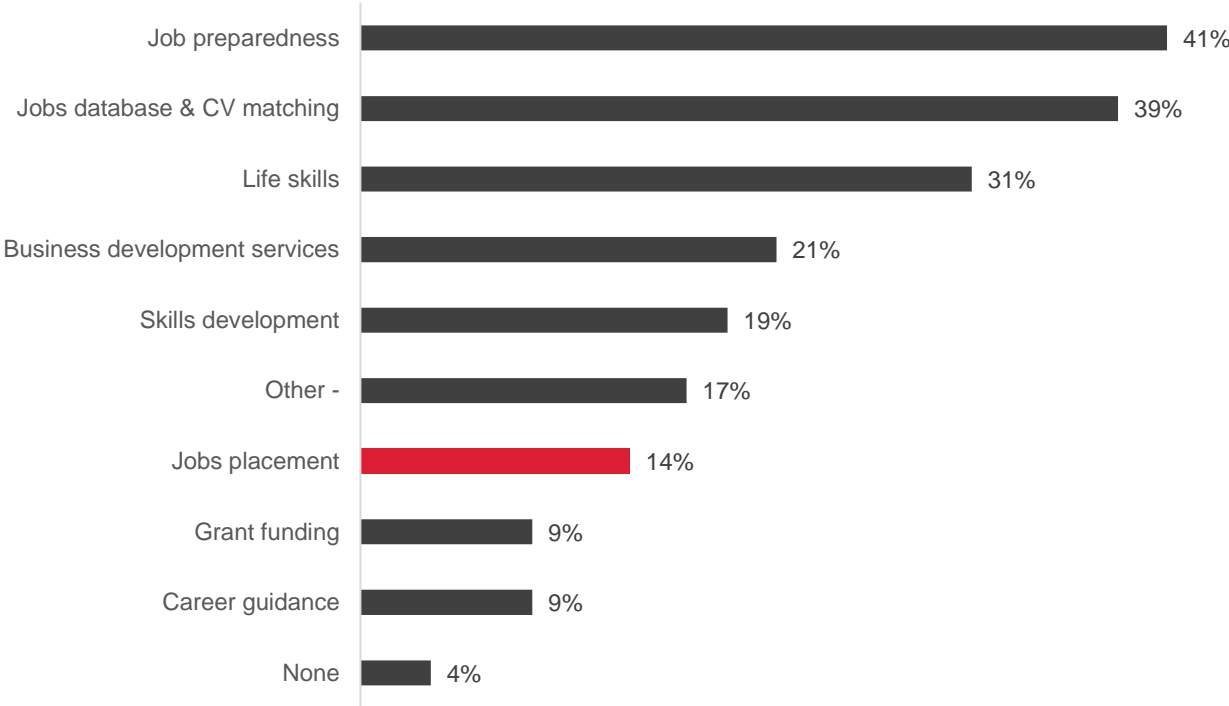
It is positive that the jobs placement number has increased over time, but there is still much more needed to meet a jobs placement ratio that reflects the fact that about 36% of beneficiaries entering the NYDA are requiring jobs placement services. **In the telephonic interviews conducted with 82 sampled individuals, we found that 12 said that they had been placed into employment by the NYDA (15%).** Of the 12 that said they were placed by the NYDA, six indicated that they were satisfied with the NYDA's offering, three indicated very satisfied and three were neutral. Overall those placed were then generally satisfied. It is important to note that these opportunities were created by the NYDA and not through Lulaway and Catalyx – through the NYDA, opportunities have been either permanent or with longer-term internships. This is contributing to improved satisfaction among NYDA beneficiaries as compared to those who were placed in short-term opportunities. The table below reflects the jobs obtained for those 12 people who were placed by the NYDA.

Table 4: Jobs Placement opportunities created by NYDA

Name of Employer	Level of Education	Number of Candidates	Duration of contract	Type of placement
Sharks Board	Completed University	3	12 months	Internship
Cashbuild (General Assistant)	Completed high school and 1 completed TVET college	3	Permanent	General work
Department of Health	Completed TVET college	1	Started as an intern and now permanent	Admin Officer
Protea coin group (Security)	Completed Matric	1	Permanent	Security
ED and Tourism, Inkombandlela.	Completed University	1	12 months	Internship
Umshiniwami Academy	Completed TVET college	2	18 months	Learnership
Training at a local School	Completed TVET college	1	-	-

There is a slight discrepancy between the number of those indicating that the NYDA had placed them into a job (15%), and the number that indicated the NYDA provided them with jobs placement services (14%). It is likely that this difference is due to the fact that one person contacted was provided with a job, but did not originally ask the NYDA to assist them in this. The graphic below reflects the services provided to the young people sampled in this evaluation.

Figure 7: NYDA Services Received



Clearly, the majority were provided with job preparedness training and were placed onto a jobs database. It was found that 37% were placed on the database and were told their CVs would undergo matching to opportunities, however, only 13% experienced a follow-through that resulted in an employment opportunity resulting from a jobs placement service. This process could be made to be more effective in future, although it is also acknowledged that direct training to placement ratios are not likely to be particularly high. For this reason, self-placement channels need to be better supported for impact to result.

4.2.2 Self-placements

Self-placements and self-placement opportunities are not currently tracked by the NYDA; although the training provided is in order to improve employability and thus support self-placement in future. Our evaluation has found that out of the 30 individuals who were employed since visiting the NYDA, 18 of them self-placed. **That is, the self-placement ratio is 22% of the total number of beneficiaries sampled entering into the NYDA.**

There is an acknowledgement by the majority of beneficiaries (60%) that they felt the NYDA had increased their employment/ career prospects in the market. Specific feedback spoke to the usefulness of the interview tips, the CV writing and interview presentation in particular. However, despite this improved perceived employability, there has not been a large enough conversion to self-placement opportunities. In future, effectiveness of the self-placement channel needs to be prioritised.

In order to do this, the NYDA JOBS Programme first needs to track and measure self-placement results. Based on this information, and the feedback from the market, the training support provided could be better tailored to improve employability and thus self-placements. Some examples for future integration which would support self-placement opportunities include:

- Soft skills required in employment: punctuality, attitude, teamwork, positive attitude etc.
- Means to access work opportunities: what agencies or organisations to go through to look for opportunities.
- Improving skill sets: where to access longer term training opportunities and funding for these opportunities.

4.3 EFFICIENCY

4.3.1 Partnerships

The NYDA's jobs placement model is reliant on partnerships for direct job opportunities. By leveraging market players, the NYDA has improved efficiency in placements for both operational and cost efficiencies. It is useful for the NYDA to continue to leverage partnerships where jobs placement activities are implemented more efficiently through partners. From an NYDA perspective it then makes sense to utilise partners in a bid to improve efficiency. However, there is still significant work that needs to be done to build market relationships and perceptions so that quality partnership opportunities are pursued between the NYDA and other market players. NYDA staff have reported that the Department of Labour (DoL) relationship and Inqaba Yokulinda, as well as the SETA and SEDA partnerships have worked well and have assisted to provide placement opportunities that are not facilitated via the two contracted providers (Lulaway and Catalyx).

Stakeholder relationships is a difficult path to navigate and it is not yet clear in the NYDA where partnership relationships are held – is it the role of branch or head-office staff, and how should these partnerships be monitored? In the section above we spoke to the quality and quantity trade-off occurring due to the process governing the selection of partners. This needs to be reassessed and the NYDA as a broader organisation needs to begin to develop their market role as a coordinating function. **At the moment, poor market perceptions may be influencing the potential opportunities for partnership success in the jobs placement channel of the JOBS Programme.** It is important to note that the market has reflected that the JOBS Programme in particular, is more successful in creating useful and value-adding partnerships than some of the other NYDA programmes. However, there is still work do be done to improve this in future.

Due to the heavy reliance on partners, many beneficiaries also aren't aware of the coordinating role the NYDA had played into order to get them into a job opportunity. Our evaluation has found that 28.2% of beneficiaries said that they didn't actually enter into a NYDA branch, yet they form part of the NYDA database. In future, the NYDA needs to monitor which placements are created through partners and report these as such. The organisation needs to know which young person was directly reached through the NYDA and which were given an opportunity indirectly, i.e. via partnerships.

The operational processes have also compromised the efficiency of jobs placement. The NYDA staff cannot easily match CVs to opportunities because of the highly manual processes and staff are concerned that only the CVs at the top of the pile are passed on. While Catalyx is capturing some CVs on a database, this is not all the CVs. The manual operational processes delays getting the right CVs to the opportunity providers and causes frustration for beneficiaries who experience slow

response rates and poor follow-up on progress. Improved operational systems would allow better integration between the NYDA database and the opportunities identified by opportunity providers and government partners.

There are also those young people who were placed in jobs without training. This was due to employers demanding candidates at short notice, and to start as soon as possible. Placing candidates who have not undergone training could result in lower retention rates in employment and strained partnership relationships between the market and NYDA. The market is demanding speed and efficiency in sourcing, training and placing candidates. Unfortunately, the NYDA manual processes are compromising the level of efficiency provided, and as a result young people are being put into jobs without adequate training. This situation does not help to support sustainability of employment, as it is more likely that untrained young people will be viewed more unfavourably by the employer than those who are trained, leading to lower retention rates in employment.

4.3.2 Staffing

The NYDA as a broader organisation is suffering from capacity constraints – there are missing skills at many different levels of the organisation. Furthermore, there is not sufficient training to support different roles of individuals. A lack of training impacts an employee's ability to be effective and efficient in their job, and further widens the skills gap in the organisation. The organisational staffing issue detracts the efficiency of jobs placements in different ways:

- Limited capacity and insufficient skills of staff members contribute to a lack of flexibility and responsiveness which could be improving operational processes in jobs placements.
- One market partner reported that there appears to be ceiling above which possibilities cannot be converted into action unless there is a senior or executive team member involved. This could be restricting the realisation of useful placement partnerships.
- Sometimes opportunity providers seek young people at short notice. Where staff are new are under capacitated, it takes time to respond to the needs of the market and opportunity providers get frustrated with a slow response time, or poor calibre of young person who is passed on to them.
- Compared to Lulaway trainers, NYDA trainers have been reported to be poor. Catalyx for example, is not always satisfied with the level of training provided to the beneficiaries they need to place. This hampers the ability to match young person to a placement opportunity. (Training is better explained in the sections above as there are other contributing factors to poor training, as well as the capacity issue of NYDA trainers).

4.4 SUSTAINABILITY & IMPACT

For the jobs placement channel, impact and sustainability are very closely related – a beneficiary only truly experiences impact through sustainable employment opportunities. These opportunities are obtained through direct placements or self-placements, but increases to economic stability for the young person is yielded through sustained and predictable income generation.

There are a number of issues which are currently detracting from the sustainability of employment, and the impact resulting from job placements:

- Employers are not verified by the NYDA: working conditions could be very bad, and young people may either be leaving prematurely or experiencing unhappiness and/or low income

due to poor working environments. Currently the NYDA has no means to test whether or not employment provided meets the minimum requirements and thus do not know how impact could be affected.

- Short-term job opportunities only support brief income generation: this does not contribute to overall improved employability (unless the temporary opportunities are longer time periods) and short-term opportunities cannot be found to support the economic mainstreaming of youth into society. Instead, they act like an EPWP work opportunity- to provide short-term income.
- There are mismatched supply and demand side realities which is contributing to poor placement numbers: For example, the market is looking for horticultural skills and yet no young people are skilled in this area. If the NYDA sought to provide beneficiaries with skills that the market was demanding, there would be better job placement results and improved impact level results due to permanent matches.

The JOBS Programme is driven by the hypothesis that training will improve employability and thus self-placements. While some self-placements have resulted, and the impact of these is positive, there is not sufficient support (and measurement) of employability objectives to inform a tangible link to increased economic mainstreaming of young people into society. The NYDA first needs to track these self-placement channels over time and across large numbers of individuals, before true sustainability and impact could be illuminated.

5 LESSONS LEARNED AND RECOMMENDATIONS

Ensuring ongoing and regular communication with youth

NYDA needs to identify possible systems that can be used to send repeated messaging to young people to provide feedback on their progress through the system, where they are in the application for services, the referral that has been made and what stage of the process the person is in. This is particularly important to ensuring that young people do not lose hope in the job search, and feel like they have been lost in the system.

The same system can also be used to share contact details and venues for training, and provide regular ongoing messages of encouragement to those who have been placed in jobs or are going through an interview process.

Developing a stable CRM will support this objective. It is proposed that consideration be given to putting the CRM online and allowing young people to update their profile with most recent training, qualifications or experience. This will assist in ensuring that a young person is matched to a suitable opportunity.

Working through partners

NYDA is a partnership-based agency which relies on partnerships to be able to provide a full suite of services. To date many of these partnerships have been with public sector institutions. The NYDA has recently contracted two opportunity providers that have been able to provide placements to identified young people, based on existing relationships with opportunity providers. These partners have been able to undertake placements at a greater scale than NYDA. These partners were also identified through a standard procurement process as applied in the delivery of a set of services and associated deliverables. This contracting mechanism does not reflect the required role of these partners or the nature of collaboration required. NYDA needs to review its partnership strategy for the Programme with a particular view to how partnerships can be used more effectively to secure training and work opportunities for young people.

Segmenting the target audience

Youth accessing the services of the NYDA come from a very diverse background, and have varying levels of capability. This means that there is need for a differentiated response when placing young people. The strategy proposed entails channelling young people towards different kinds of placements based on their level of skills and knowledge. The proposed model distinguishes between three kinds of young people, their level of potential and their likelihood of succeeding in a job or training opportunity. Recognising that NYDA is an agency that seeks to identify and establish positive and productive partnerships, it should facilitate placements (through partners) rather than take direct responsibility for identifying opportunities and placements. While there has been some shift with the appointment of Lulaway and Catalyx, there has still been expectations that Jobs Officers secure opportunities directly. The evaluation recommends that NYDA facilitate placements *through* partners. These partners should be identified based on where there is most alignment and shared objectives; rather than a competitive procurement process.

Taking informed decisions about placements

To date, NYDA has been collecting and capturing CVs based on information provided. These CVs are captured in the branches as possible. In some branches, the capturing is done by a dedicated Lulaway employee, and the expectation is that this information is used for placements. If the NYDA is pursuing employability through the JOBS Programme (and not jobs), employability will only be increased if people are placed in a job that matches their capability. This means that there needs to be clear matching between skills and opportunities.

Implementing a comprehensive and functional CRM is crucial to making informed placements. The CRM should be online, accessible to youth and able to be updated on an ongoing basis to maintain a profile of a particular kind of candidate. When opportunities are being identified or proposed, the JOBS Programme should be in a position to identify the most suitable potential candidates.

Pursuing quality over quantity

The JOBS Programme has set itself some very ambitious targets in the number of young people it should reach over twelve months. The numbers for job preparedness training are particularly high, resulting in trainers having to spend very limited time (in some instances only four hours per group) to cover content. Adjusting the numbers of young people expected to be reached will allow for more in-depth engagement that has a greater likelihood of sustained knowledge and behaviour change. This will need to be consistently implemented across provinces.

If the programme is restructured and the role of securing placements shifts to head office, it is proposed that the Jobs Officers located at Branch level take on responsibility for ensuring the quality of the job that a young person has been placed in. In the absence of quality control, young people may not receive the opportunity as promised. This quality control would extend to monitoring partners that are responsible for placements, in ensuring that the information reported is accurate and opportunities provided are fair.

Ensuring retention of young people in employment

There is considerable scope to put in place support mechanisms for young people who are entering into some kind of work or training opportunity. This kind of support is particularly important for young people who do not have experience of employment or anyone in their immediate family having a job. This could take the form of instituting a mentorship programme for young people to follow up with young people as to their experience of the placement to date, the particular challenges, and using this as an opportunity to establish possible concerns that need to be addressed with potential opportunity providers.

Conducting ongoing mentoring and follow-up will contribute to a young person persisting in a job if they have access to someone that is able to assist them overcome initial challenges, and conducting ongoing research into these challenges will also contribute to an important body of knowledge that shows what is required for a young person to persist in a job, how it contributes to change in their life, and where there is scope to support young people further.

Ensuring retention in jobs or other opportunities also requires ensuring that the identified young person is best matched to that opportunity. It is recommended that NYDA consistently implement an assessment process for young people who enter the programme. This assessment process will assist in identifying the gaps which may exist and the extent to which these gaps can be overcome through

referral to an appropriate agency, and then placement into a suitable opportunity. The absence of any kind of assessment will make it difficult to establish the extent to which a young person has acquired a set of knowledge and skills and is able to apply these.

ANNEXURES

Table 5: Summary of interviews completed by the evaluation team

Name of primary stakeholder	Role and affiliation	Location	Date of interview
Birgit Vijverberg	Programme Manager	Head Office	25 January 2017
Gugu Jiyane	Registration Officer	Head Office	6 February 2017
Mamosebetsi Nkalane	M&E Manager	Head Office	20 February 2017
Cynthia Honono	M&E Specialist	Head Office	10 February 2017
Siyabulela Zondani	Specialist: Education and Skills	Head Office	28 February 2017
Tshepo Manyama	Branch Manager	Maponya	14 February 2017
Duduzile Mathomzi	Product Coordinator	Maponya	14 February 2017
Tholakele Mchunu	Jobs Officer	Maponya	14 February 2017
Alfred Mogale	Trainer	Maponya	14 February 2017
Floyd Mokwena	Product Coordinator	Rustenburg	15 February 2017
Nthabiseng Sineke	Trainer	Rustenburg	15 February 2017
Jackie Sidane	Branch Manager	Secunda	16 February 2017
Charlotte Mashiloane	Product Coordinator	Secunda	16 February 2017
Thully Sighudla	Trainer	Secunda	16 February 2017
Tim Hilliar	Partner (Catalyx)	Gauteng	13 February 2017
Chevi Samuels	Partner (Lulaway)	Gauteng	14 March 2017

Table 6: List of documents reviewed

Document	Classification/kind of document	Date
NYDA training policy	Strategy document	27 March 2015
Training Operations Manual Final Draft.	Programme document	Not dated
Training success stories	Marketing/reporting	Not dated
Employment beneficiary data (Gauteng, KZN, Western Cape and Eastern Cape)	Programme/reporting	October 2016
Consolidated-Number of young people supported through LS, JP and Job Placement	Report	2015/16
Catalyx report	Report	October 2016
Monthly JOBS Branch Report for Durban	Progress report	
NYDA branch Monthly performance information report 2014/15 Durban	Progress report	2014/15

Document	Classification/kind of document	Date
JOBS monthly branch report Mbombela	Progress report	April 2016
JOBS monthly branch report Mbombela	Progress report	June 2016
JOBS monthly branch report Maponya mall	Progress report	June 2016
JOBS monthly branch report Maponya mall	Progress report	July 2016
JOBS monthly branch report Maponya mall	Progress report	August 2016
JOBS monthly branch report Maponya mall	Progress report	September 2016
JOBS monthly branch report East London	Progress report	May 2016
JOBS monthly branch report East London	Progress report	June 2016
JOBS monthly branch report East London	Progress report	August 2016
JOBS monthly branch report East London	Progress report	September 2016
JOBS monthly branch report Rustenburg	Progress report	May 2016
JOBS monthly branch report Rustenburg	Progress report	July 2016
JOBS monthly branch report Rustenburg	Progress report	August 2016
JOBS monthly branch report Rustenburg	Progress report	September 2016
JOBS success stories	Marketing/progress	Not dated
JOBS youth application form	Programme document	Not dated
NYDA placement reports	reports	August-September 2016
Product Operational Manual – JOBS	Programme document	1 March 2011
Induction of service providers' presentation	Organisational document	30 November 2016
NYDA M&E approach presentation Instrument development	Internal NYDA document	Not dated
Signed MOU for Catalyx Lulaway	Contract	1 April 2016
NYDA and Lulaway job placement project charter	Contract	13 April 2016
Lulaway confirmation placements and training report	Reports	August-September 2016
NYDA placement project proposal 2016 (Catalyx)	Proposal	11 February 2016