National Youth Service Programme

Implementation FRAMEWORK

**prepared by**

Building Maintenance and National Youth Service Programme Directorate

Expanded Public Works Programme

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**ACRONYMS AND DEFINITION**

**Beneficiary/ies**: A recipient/s of the National Youth Service/ Expanded Public Works Programme programmes who benefits through participation in the training and projects.

**Bill of Quantities**: (BOQ)

**EPWP**: Expanded Public Works Programme a national government initiative aimed at drawing a significant number of unemployed people into productive work.

**NDPW**: National Department of Public Works

**NYS**: National Youth Service Programme means a structured skills development programme aimed to capacitate youth

**NYDA**: National Youth Development Agency

**Stipend**: Monies received by beneficiaries during theoretical training on-site training to cover for transport and food

**Youth**: Any member of South African Society who falls between the ages of 18 and 35.

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# Introduction

## Definition of National Youth Service Programme

EPWP National Youth Service Programme (NYS) is a National Department of Public Works (NDPW) initiative launched in April 2007 to engage youth of South Africa in strengthening service delivery, promote nation-building, foster social cohesion and to assist youth to gain occupational skills necessary in order to be able to access sustainable livelihood opportunities. The NYS is implemented as part of the Expanded Public Works Programme (EPWP) by National and Provincial Departments of Public Works.

## Purpose of the Guidelines

The Purpose of the NYS Guidelines is to provide guidance to the implementers of the NYS on the processes and procedure to follow in the implementation of the Programme. At the implementation level of the Programme, the Guidelines can be customised to suit the implementer’s mandate. The Implementation Guidelines outline recruitment, training, on site- practical experience and exit strategy processes of the Programme.

## Background

The NYS Programme was initiated in October 2003 as a special Presidential programme to address high levels of youth unemployment by creating opportunities for voluntary service and skills development for young people. The programme supports community and national development whilst simultaneously providing an opportunity for young people to access opportunities for skills development, employment and income generation.

National Youth Service is not unique to South Africa; it has a long history in a number of countries, including Germany where it is known as *Zivildienst,* Canada (Katimavik), the USA (AmeriCorps), Costa Rica (*Trabajo Communal Universitario)*, and Nigeria (National Youth Service Corps). In South Africa, the National Youth Service Policy, entitled *National Youth Service for South Africa*, defines youth service as a transformative concept that includes the “involvement of young people in activities which provide benefits to the community whilst developing the abilities of young people through service and learning”.

The Programme aims to address some of the main challenges faced by young women and men in South African society. This includes young people’s sense of powerlessness and irrelevance in society. Thus, the NYS aims to contribute to the enhancement of young women and men as present and future social capital so that they can participate meaningfully in the political, social and economic life of the country.

## Overview of National Youth Service Programme

The NYS was launched in April 2007 following the 2006 State of the Nation Address which called on the need to increase the participation of the youth in service delivery programmes. The NYS Programme is anchored into capital works and maintenance projects, taking advantage of the substantial government expenditure in the construction sector. It also forms part of the EPWP, which is a government programme aimed at alleviating poverty and unemployment among the poor in South Africa. The Programme is being implemented both by national and provincial public works departments. The Programme has had far reaching impact, even to the poorest communities in very remote areas with limited access to opportunities and resource.

The NYS will provide a long-term and effective means of reconstructing South African society whilst at the same time developing the abilities of young people through service and learning. NYS distinguishes itself from other youth development initiatives by emphasising community service, structured learning, personal development and preparation of the youth for sustainable livelihoods or exit opportunities.

## Objectives of the NYS

Broad objectives of the NYS programme are to:

* Promote social cohesion;
* Inculcate a culture of service to communities;
* Inculcate in young people an understanding of their role in the promotion of civic awareness and national reconstruction;
* Develop the skills, knowledge and abilities of young people to enable them to make meaning transition to adulthood; and
* Improve youth employability through opportunities for skills development, work experience and support to gain access to economic and further learning opportunities.

As such, the NYS has three core components (refer to diagram 1 on the next page). Each of these components needs to be seen as part of an integrated whole, such that each builds onto and feeds into the other.

**Figure1. NYS Core Components (Process Flow)**

Service Element

Structured Learning and Individual Develop-ment

Employment/Exit Opportunities

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Harnessing the potential of young people to become valuable and actively contributing members of society

1. ***Learning***: The first element of NYS is structured learning and individual development. This requires young participants to engage in a structured learning programme that enables them to develop skills, knowledge and competence and promotes personal development. This component must also enable young men and women to obtain credits registered on the National Qualifications Framework. The learning interventions should integrate technical and life skills and practical experience. This approach to integrated learning is premised on the belief that technical skills, life skills or experience alone are not adequate to prepare a young person to face the challenges of his/her working and personal life and that holistic development of the individual must be prioritised.
2. ***Service***: The second element, the service element, has three essential functions. It provides a service that benefits people other than the young participants (e.g. the community); it promotes the development of a positive profile of youth within the community benefiting from the service; and it provides young participants with an opportunity for experiential learning or an on-the-job experience linked to the structured learning and individual development element.
3. ***Exit opportunities***: The third element concerns opportunities and pathways for participants after the programme has been completed. Young participants should be aware of the employment, further skills development or entrepreneurial opportunities they could realistically access once they have completed the programme. The programme should ensure that there is a clear exit pathway that young people can pursue. In addition, NYS programmes must include a post-service component that actively supports young people to access economic opportunities. The programme must have begun the process of identifying and concretising these possible opportunities from the planning stages.

# Implementation of the NYS Programme

The NYS Programme has multi-pronged process with various role players who

seek to ensure that training opportunities are created for the youth, who are

referred to as beneficiaries in the Programme.

## Key Users of this guideline

This guideline is applicable to the following key users and implementers:

* Implementers managing EPWP NYS programme
* Other related parties interested in EPWP NYS implementation

The key role players for NYS programme include The National Youth Development Agency (NYDA), The Department of Public Works (National and Provincial departments), FET Colleges, Department of Labour, SETAs, and Department of Higher Education. The National Department of Public Works (NDPW) must take a leading role in terms of setting the policy framework and guiding the implementation of the NYS.

## Stipend

A stipend is paid to the NYS learners once they are enrolled on the programme as an allowance to pay for food, transport of the NYS Learners. A stipend is paid to the Learners during both the theoretical and the practical or on-site training. The stipend amount is determined by the Sectorial Determination 5: Learnership Sector, SA (Government Notice No. R. 234: Amendment of 15th March 2011) and the Ministerial Determination 4: Expanded Public Works Programs (Government Notice No. 9745: 4th May 2012) and it should be reviewed annually (Annexures O and P respectively). The current stipend amount is a minimum amount of R 1,389.96 per month or R63.18 per day.

## Monitoring, Evaluation and Reporting

* The Seta’s must undertake quality assurance on training provided under the NYS.
* The NDPW will convene quarterly meetings attended by the Provincial implementers for monitoring and reporting on the programme.
* Implementing departments must ensure that they submit their quarterly reports to NDPW head office and also report on a common electronic reporting system housed at the NDPW.

# Key NYS Implementation Steps

The following comprise of key steps in the implementation of the NYS Programme:

## Project Initiation/Planning phase

## Identification of projects

During the project Initiation Phase, training opportunities must be identified which beneficiaries will be exposed to. The NYS implementing agents must identify projects using the following criteria:

* Project with a minimum value of R10 million and above.
* Contract period must be minimum 12 months.
* Contract type – building contract (highly specialised/ electrical contracts are not feasible).
* Application for funding must be done (Training application forms for funding must be submitted for funding either through the Department of Higher Education or SETA’s).

## Engagements of local structures

### A project task team must be established comprising of key stakeholders in the community. The stakeholders could be representative from the community organisations, community leaders, councillors and other relevant community structures.

## Implementation phase

## Prepare Advertisement

## Obtain approval

## Recruitment

## Place advert on the noticeboard around the project area (Annexure A).

* A database and/or CV’s of unemployed youth could be obtained from NYDA or the local office of the Department of Labour (database of the unemployed).
* NB: Learners must be given a period of five days to respond to an advert.

## Brief youth about the NYS programme.

## The youth who are interested after briefing will then fill in application form (Annexure B).

## Short listing

## An assessment will be conducted using the Speex Assessment tool offered by Department Of Labour or a similar assessment tool.

## Final Selection will be done from those who have passed the assessment. The learners who passed the assessment test may be subjected to an interview before final selection.

## Induction and Technical Training

## Orientation (duration: days 1 to 5)

## Life Skills (duration: 5 Days)

## Theoretical accredited training (duration: 3 to 6 months)

Areas of training may include the following 6 courses under built environment: Brick Laying and Plastering, Paving, Boilermaker, Slab laying, Electrical, and Painting. Other courses that are relevant to practical training or the project in which training takes place can be offered as required.

Other areas of training include the following: computer skills, drivers licence, HIV/AIDS, personal finance, entrepreneurship, how to conduct yourself within work environment etc.

## Practical training (placement for 6 months or more)

Learners will be placed on site to obtain practical experience

## Exit workshop (duration: 1 day)

The exit workshop should be conducted a month before the NYS beneficiaries exit the training programme.

# Target for the NYS Programme

## Who the target is:

* Youth of between 18 and 35 years of age
* 60% females
* 40% males
* At least 1% People with disabilities
* At least 85% should be youth from previously disadvantaged background
* Should have a of Grade 12 and above (or Grade 10 with Maths and Science);
* Should have a South African ID
* Should be available for the duration of the project and prepared to sign a contract
* Should have some interest in the construction sector.
* Should reside in the vicinity or area close to the project.

***4.2 Other target areas:***

A maximum of 10% of the youth in the following categories should be targeted depending on the specific circumstances in each recruitment area:

* Unemployed youth with tertiary education ( graduates from University, University of Technology, FET colleges);
* Youth that are in trouble from the law (youth with a high risk of being involved in criminal activities or who are from prison)

# Recruitment, Induction and Training

## Recruitment

The recruitment of beneficiaries into the NYS Programme needs to be undertaken in partnership with local community leadership. The recruitment should prioritise youth from local communities to ensure that development occurring in that community benefits local and they should own the development that is occurring in their areas.

A meeting with local leaders should be arranged to introduce the objectives of the Programme in the community, the meeting should also discuss how the local youth would benefit from the Programme i.e. skills development, exposure to the built environment, work experience, training opportunities, networking with potential employers and exit opportunities into enterprise development opportunities.

During the community meeting, a notification or advertisement of the opportunity should be presented to the local leaders which state clearly the objectives of the Programme, who is being recruited, when and where the briefing session will be held and the closing date. The example of the notification is attached as **Annexure A**. The meeting should agree on and finalise the key dates for the recruitment process.

## Briefing Session

A briefing session must be held, with all potential applicants who must fill in an attendance register and an application form. Also attached, are the speaker’s notes (**Annexure C**). During the briefing session, the following should form part of the briefing session agenda:

* Opening and welcome;
* Purpose of the briefing session;
* Overview of the NYS Programme and its objectives;
* Nature of the project, duration, requirement and its benefits;
* Application process and assessment;
* Orientation and contracting
* Rules, regulation and conduct during the programme
* Overview of theoretical, life skills, and on-site training
* Stipends and allowances

All applicants are required to fill-in and return an application form and attach copies of their Identification Document (ID) and educational qualifications.

The selection process involves an assessment of the shortlisted candidates who will undertake the numeracy and literacy assessment using the Speex tool. The successful candidates are then notified about their entry into the programme and the commencement of the induction process. Candidates who have passed the assessment test may be subjected to an interview before being accepted on to the programme.

## Induction

## Purpose of the NYS Orientation Programme

The orientation programme provides the platform for the broader NYS EPWP programme. It serves to set the stage for the overall learning that will take place. **(Outline: Annexure D)**

Therefore, the **aims and objectives** of the orientation programme are to:

* Ease participants into the routine of the NYS EPWP programme;
* Provide participants with a realistic glimpse into the sector within which service is being undertaken;
* Assist EPWP to further determine the strengths and weaknesses of the participants; and
* Assist EPWP to further determine the needs of the participants.

In order to achieve these objectives, it will be important to ensure that the orientation programme includes the following practical steps:

* Jointly developing ground rules for the orientation programme including the Learner Code of Conduct;
* Introducing the use of outcomes-based training (and, if relevant, introducing the use of portfolios of evidence to formally assess Learners’ competence against learning outcomes);
* Fulfilling any administrative requirements (e.g. filling in forms, opening bank accounts etc.);
* Explaining the NYS, and the nature of the service activities that the participants will undertake;
* Explaining the technical training (the occupational learning) that the young people will receive – for example, training in electrical, plumbing, brick-laying.
* Explaining the life skills component – personal development skills, including entrepreneurship – that will be built upon further during the NYS EPWP programme;
* Introducing the concept of citizenship and what active citizenship involves;
* Providing basic budgeting skills;
* Providing time for participants to formally commit to staying in the programme, through signing an NYS contract and stating their understanding of the disciplinary procedures in the NYS programme; and
* Acknowledging and celebrating this commitment through a formal public commitment ceremony or launch (which should take place in, and involve, the community and other relevant stakeholders).

The induction of the NYS beneficiaries into the programme is aimed at ensuring that all learners know and understand the importance of the Programme and commit to its objectives. The induction is scheduled for a minimum of 5 days and maximum of 10 days. The NYS Coordinator should liaise with local leaders to arrange a venue which has tables and chairs. A local community hall close to the project is ideal as it will be central to all beneficiaries and will be freely available. All beneficiaries need to be notified on time about when the induction resumes and the importance of attending it. The beneficiaries should also be notified that they are responsible for their transport costs.

The facilitation of induction and life skills training is the responsibility of the implementing agent through appointing the NYDA accredited service providers. If the implementer lacks resources in terms of appointing accredited service provider, NYDA must take responsibility to train any officials or practitioners available to be trained. Implementers also need to contact NYDA-accredited service providers to undertake the induction.

Once this process is complete, beneficiaries must sign a standard contract with the Department **(Annexure E).** The contract covers standard issues on programme and work arrangements, leave, payments and the Code of Conduct that explains expected Learner behaviour and dealing with misconducts.

The NYS Coordinator must then submit beneficiary documents to their relevant offices for appointment on Persal or any other payment system and the Learner records of must be recorded in a case management file.

## Life Skills

## Importance of Life Skills

Life Skills is the key activity of the youth training component, ideally it is hoped that there could be rotation of Learners so that integration takes place. Life Skills training will assist in learner retention. In addition, the life skills will ensure that the young people are developed holistically and understand their national responsibilities and symbols as part of the NYS drive to develop responsible citizens.

The life skills courses will be offered to the young people depending on the issues and challenges in their communities: These life skills will ensure that young people can self-manage, understand broader community issues and play a role in changing the situation that may affect their diverse communities **(see outline annexure D).**

## Training

The NYS implementer needs to submit training applications forms for funding to the EPWP Beneficiary Training manager at NDPW regional offices and/or Seta’s offices. Training is the key component of NYS and the EPWP thus every NYS beneficiary MUST undergo training. Provision of a small tool box should be given to beneficiaries at the end of the practical on-site training.

# Implementation Phase

The implementation phase of the construction project entails the tendering process to appoint contractors who will work with the beneficiaries as well as the kind of work they will be undertaking on site as part of the practical training.

## Tender Process

During the on-site training, the NYS beneficiaries will be provided with two EPWP-NYS branded overalls as well as safety boots and a hard hat that is orange in colour and is EPWP branded. Before NYS beneficiaries go on site there should be appointment of youth leaders to ensure that the concerns of the Learners are channelled through the leaders. If the NYS is implemented through a construction project, all the above-mentioned items and the cost of stipends paid to the Learners during on-site training must be included in the Bill of Quantities detailed format of NYS specification which must be attached to the tender documents **(Annexure G).**

## Construction

This section is only applicable if the practical training is based on on-site construction project. The start of the construction on site coincides with the start of practical work experience by beneficiaries on-site which has a set time frame of six months or more. A placement contract should be signed between the contractor and the beneficiary when the latter starts on site **(Annexure H).**

The Contractor is expected to accommodate NYS beneficiaries for a time-based period of six months during which they receive practical training. Contractors need careful planning to ensure that beneficiaries get the full benefit of the Programme.

The beneficiaries need to be properly handed over to the site manager who should also brief them about what is expected from them in terms of official working hours (start-time and end time); duties, expectations, supervision, skills transfer as well as other roles and responsibilities. Similarly, beneficiaries need to indicate their expectations, what the programme expects from them, commitments as well as roles and responsibilities. Once the on-site training starts, each beneficiary should be given a logbook **(Annexure I).** These logbooks should be recorded daily and consistently to ensure that the work undertaken by beneficiaries is recorded and signed for by the supervisors. This will assist beneficiaries as a portfolio of evidence for work completed and thus increasing their chance of accessing employment and further skills development where they can be taken through a process of Recognition of Prior Learning (RPL).

The training provider must constantly monitor and assess the quality of training that beneficiaries receive while on site and ensure the smooth running of the project. The work of beneficiaries should be monitored consistently to ensure that they are gaining the intended skills.

# Timeframe for Implementing NYS

Figure 2 on the next page indicates the timeframes and the various stages or milestones in the implementation of the NYS.

2: Time Frame



# Roles and Responsibilities

Although the overall co-ordination and management of the NYS is the responsibility of the EPWP NYS Directorate within the National Department of Public Works, there are other stakeholders that ensure the holistic success of the programme. These include where applicable; the Enterprise Development, Training units and other relevant units within the National Department of Public Works. Provincial departments of Public Works are important parties in the implementation of the NYS. Key external stakeholders include the NYDA. Inroads have been made to engage further education and training colleges (FETs).

This section outlines the roles and responsibilities of each of the above stakeholders.

## Th EPWP National Youth Service Directorate

The EPWP NYS Directorate which falls under the Infrastructure Sector of the EPWP of the NDPW is responsible for the overall coordination of the NYS coordination. It is recommended that an EPWP NYS unit should be established within an implementing department for the overall coordination of implementation of the NYS programme and should be placed strategically where it would be able to effectively carry out the mandate and objectives.

The key responsibility of the NYS unit is to:

* Ensure effective implementation of the Programme.
* Ensure the recruitment of the youth to participate in the NYS.
* Reporting to various structures including the Ministers of Public Works, Members of the Executive Committee (MEC) responsible for Public Works in Provinces and the Presidency as well as the NYDA.
* Develop frameworks and strategies to ensure that implementation is streamlined.
* Monitor implementation in line with the approved frameworks and strategies.

The NYS Unit should at the minimum be headed by a Deputy Director at the Provincial level and by a Director at the NDPW Head Office. Any activity pertaining to the implementation of the Programme should be reported to the relevant NYS Head of unit.

The implementation of the Programme is undertaken at each level where NYS Head of unit ensures that the entire NYS value chain is undertaken with precision as intended and he/she address any challenges that may arise in terms of:

* Leading with NYS management meetings;
* Supervise and oversee the work undertaken by service providers
* Report on the implementation of the Programme in terms of:
  + Number of beneficiaries recruited
  + Number of beneficiaries inducted;
  + Number of beneficiaries who received theoretical training;
  + Number of beneficiaries who receive life skills and other additional training;
  + On-site exposure;
  + Number of beneficiaries who completed and exited from the programme; and
  + Where there are drop-outs, number of the drop outs and reasons.
* Participation in National meetings;
* Address and challenges that may arise on site and identify solutions with other stakeholders;
* Facilitate exit opportunities by engaging with the relevant organisations in terms of work opportunities that can be created.

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## EPWP Training Unit

The EPWP Training Unit seeks to facilitate the skills development to EPWP beneficiaries including those who participate in the NYS. The objective is to ensure that they gain skills while they work and exit with knowledge.

The EPWP Training unit plays the following roles under NYS:

* Theoretical training which beneficiaries undergo before they are placed on site.
* Further learning and training opportunities undertaken as part of exit. This section focuses on the training provided to beneficiaries prior to on-site training.

## National Youth Development Agency

The NYDA is a key partner in the implementation of the NYS Programme and is responsible for the following:

* Conducting exit workshops with the implementers.
* Oversight of the NYS programme together with the NDPW.
* Consolidation of quarterly and annual reports from provinces and national departments.
* Advocacy on youth development matters.

# Legislation

**The following constitutes the legislation that guides the NYS:**

## Skills Development Act, Act 9 of 1999.

## Basic Conditions of Employment Act, 1997, Government Gazette No. 34032, 18 February 2011. "Code of Good Practice for Employment and conditions of work for EPWP", Annexure K.

* Clause 12. Health and Safety
* Clause 13. Compensation for Occupational Accidents and Diseases Act 130 of 1993 (COIDA)
* Clause 15. Discipline, Dismissal and Termination.

# Exit Strategy

The Exit Strategy framework for the NYS Programme **(Annexure: M)** was developed with the objective of identifying opportunities for the youth who are exiting the 1-year long Programme. The proposed exit strategies intend to build on the foundation that has been laid by the Programme in order to ensure that youth can contribute significantly in the built environment as skilled artisans and professionals. The NYS exit framework is thus premised on the idea of further learning and training; employment in the sector as well as private sector companies. The proposed strategy is being developed around the following three strategies: (1) further learning and training; (2) job opportunities; and (3) small enterprise development.

The following are the typical steps to follow in providing exit support:

• Exit workshop

• Database development

• Linkages to opportunities

• Follow-up

• Reporting

**10.1 Exit Workshops**

• The objective of the exit workshop is to provide career guidance-like information session where beneficiaries informed about opportunities available. The EPWP official (Enterprise Development unit) facilitates the workshop (see roles and responsibilities)

• The opportunities have to be in line with the exit framework as indicated 1.1 above i.e. skills development, jobs and SMME development.

• Key role players should be invited to the workshop to present on opportunities available. These may include FETs, SANDF, NYDA, SEDA and organisations that provide support to specific provinces.

• Youth units from the municipalities should also be invited to the exit workshop to present their opportunities.

* Other government departments and the private sector should also be invited and lobbied to provide work and capacity development opportunities to the beneficiaries of the NYS programme.

**10.2 Database Development**

• Beneficiaries attending the workshop should fill in a profiling questionnaire to be returned by the end of the workshop. The information will be captured into a database indicating each exited Learner`s personal and contact information, training undertaken, trades worked/trained on, further training required, career option chosen and further support required.

**10.3 Linkage to opportunities**

* The Enterprise Development Unit in the DPW will be responsible for further support and linkages to be provided to the exited NYS Learners.
* The current support is limited to placement in further education institutions e.g. FETs, employment and assistance with registering as a private company or a cooperative.

**10.4 Follow up and Reporting**

* Due to limited budget and capacity constraints the Department does not currently offer any follow up support to the exited NYS beneficiaries.
* The NYS Coordinator coordinates all reporting on the exited NYS beneficiaries.

Further details on the NYS Exit Strategy are outlined in **Annexure M**.