



**Western Cape
Government**

Department of the Premier

WESTERN CAPE GOVERNMENT YOUTH EMPOWERMENT POLICY

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ACRONYMS AND ABBREVIATIONS

WCG	:	Western Cape Government
OSD	:	Occupational Specific Dispensation
WCYDS	:	Western Cape Youth Development Strategy
EPWP	:	Expanded Public Works Programme
SL	:	Salary Level
MPSA	:	Minister for Public Service and Administration
DPSA	:	Department of Public Service and Administration
NQF	:	National Qualifications Framework
TVET	:	Technical Vocational Education and Training
HEI's	:	Higher Education Institutions
EE	:	Employment Equity
WIL	:	Work Integrated Learning
QCTO	:	Quality Council For Trades and Occupations
NAMB	:	National Artisan Moderation Body

1. PREAMBLE

In terms of the **Western Cape Youth Development Strategy (WCYDS)**, employment is closely tied to the structure of the economy, economic growth and workforce issues including education levels, experience, networks and work readiness. The five pillars of the WCYDS are:

- 1.1 Family foundations
- 1.2 Education and training
- 1.3 Economic opportunity
- 1.4 Identity and belonging
- 1.5 Reconnection opportunities

Young people who intend to enter the labour market are faced with three key challenges:

Firstly there is a challenge of education as the economy demands higher/differently skilled personnel. Secondly, there is a challenge of gaining entry into the job market especially for first time work seekers. And finally there is a challenge of how to engage thousands of young people in work in an economy where absolute job figures have remained constant over the last five years, unskilled and semi-skilled jobs contracted and high skilled jobs expanded.

Evidence suggests that having access to networks, like people, institutions and other platforms can serve as a bridge out of a world of deprivation and exclusion. In the absence of these networks many young people are locked into a world of hopelessness and high levels of unemployment. Therefore, the third pillar of the **WCYDS** namely Pillar of Economic Opportunity focuses on providing opportunities for youth to have expanded work and labour market prospects.

In support of the third pillar of the WCYDS, the WCG, as employer, deems it necessary that this policy be adopted to mitigate challenges as identified. This policy is within the framework of existing prescripts on internships, study aid and employment in the Public Service.

It is recognised that there may be other initiatives for the Youth not related to public service employment.

2. PURPOSE

To serve as a policy enabling WCG departments to provide opportunities for unemployed Youth to gain workplace experience, to be employed; and to enhancing their ability to access the labour market amongst others.

3. OBJECTIVES

The objectives of the WCG Youth Empowerment Policy are:

- 3.1 To create a standardised, uniform approach to the empowerment opportunities for Youth.
- 3.2 To expand the talent pool for the Western Cape Government with due regard to the Employment Equity imperatives.

4. REGULATORY FRAMEWORK

- 4.1 The Constitution of the RSA, 1996;
- 4.2 Public Service Act, No. 103 of 1994;
- 4.3 Public Service Regulations, 2016;
- 4.4 Basic Conditions of Employment Act, No. 75 of 1997;
- 4.5 Labour Relations Act, No. 66 of 1995;
- 4.6 MPSA Determination on interns in the Public Service, 2010;
- 4.7 MPSA Determination on Leave of Absence in Public Service, 2012;
- 4.8 Western Cape Government Youth Development Strategy, 2013;
- 4.9 National Development Plan, 2012; and
- 4.10 National Youth Employment Accord, April 2013.

5. DEFINITIONS

- 5.1 **Apprenticeship** : Refers to a learnership in respect of a listed trade, and includes a trade-test in respect of that trade.
- 5.2 **Empowerment** : Refers to a structural process whereby young people are enabled and being prepared for future employment and managing their career growth.
- 5.3 **Department/
Employer:** : Refers to any department within the Western Cape Government.
- 5.4 **Entry Level
Position** : Is a position without supervisory responsibility within a specific work area.
- 5.5 **Experiential
Learning** : Refers to a situation where a student is afforded an opportunity to gain work place exposure that forms part of obtaining his/her qualification.
- 5.6 **External bursary
holder** : A person who is not an employee to whom a study bursary/study aid is granted.
- 5.7 **Graduate
Intern:** : Is a person who has completed a tertiary qualification, who is unemployed and needs workplace exposure to enhance her/his chances for future employment.
- 5.8 **Learnership** : Refers to a contract between a learner, employer and a training provider for a specified period leading to acquisition of National Qualifications and/or credits towards National Qualifications.

- 5.9 **Mentor** : Person who is trained and officially appointed to offer advice and his/her knowledge, wisdom and insight that is useful to the protégé's professional and personal development.
- 5.10 **Professional Mentor** In case of professional internship programmes, the mentor / supervisor must be professionally registered to act as a mentor and must comply with the criteria for mentors / supervisors as prescribed by the relevant Professional Body.
- 5.11 **Professional Intern** : Is a person with an appropriate degree who is required to complete a structured internship programme, as determined and approved by a Professional Body, which will lead to a professional registration.
- 5.12 **Student Intern** : This is a student who is currently studying towards a higher education qualification and must undertake a period of work experience in order to fulfil the requirements of the qualification / registration or who may render vacation work in terms of the bursary contract.
- 5.13 **Trainee** : Is a person who does not possess the requisite experience and who is appointed to an entry level position at a lower salary level.
- 5.14 **Unemployed** : A person who would like to work, but is unable to find a job.
- 5.15 **Work Integrated Learning** : Learning that is integrated closely into the work performed by the component where the intern is placed. It can also be described as an extension of theoretical knowledge acquired in the classroom through practical exposure to the workplace.
- 5.16 **Work Experience Opportunity Participant** : Persons who passed Grade 12 who are afforded the opportunity to obtain work experience and/ or training in the Western Cape Government (WCG) through a programme for a period of one year.
- 5.17 **Youth** : Refer to persons between the ages of 18 to 35 years old.

6. SCOPE OF APPLICATION

This policy is applicable to all provincial initiatives as per Annexures A to G. The scope of the policy focuses on the following inclusions and exclusions:

6.1 Inclusions

- 6.1.1 Students who are currently studying at a higher education institution and who are required to complete a compulsory period of structured experiential learning as part of the requirements of the qualification for which they are studying.
- 6.1.2 Graduates who have not been able to secure work and who are provided with a structured internship opportunity to gain exposure in the workplace in order to enhance chances of future employment.
- 6.1.3 Graduates who wish to engage in a structured professional internship towards professional registration.
- 6.1.4 Unemployed youth who have passed Grade 12 who are provided with an opportunity to gain exposure to the work environment within the WCG through a structured experiential learning programme.
- 6.1.5 Graduates who do not have sufficient experience for appointment to non-OSD entry level posts who are appointed as trainees at lower salary levels to gain experience to progress to the level of the post, e.g. appointment at SL 7 to a post at SL8.
- 6.1.6 External WCG bursary holders who have concluded their studies and who are appointed to non-OSD entry level posts in accordance with the conditions of their bursary contracts.
- 6.1.7 Voluntary workers, job shadow participants and vacation workers.

6.2 Exclusions

- 6.2.1 Bursars who have been awarded financial assistance through a national training programme as these bursary programmes are implemented and regulated by its own prescripts, regulations and processes.
- 6.2.2 Due to the specific nature of the resolutions on OSD occupations all such occupations will be excluded from this policy, except where specifically provided for herein.

7. POLICY IMPLEMENTATION

This policy will be implemented on the 1st day of the month, following the date of approval.

8. MONITORING AND EVALUATION

The relevant component responsible for the initiatives listed in Annexures A to G shall ensure continuous monitoring and evaluation of the efficiency and implementation of this policy.

9. REVIEW OF POLICY

As and when the need arises.

ANNEXURE A: INTERNSHIP PROGRAMS

1 POLICY PROVISIONS

1.1 Sourcing

1.1.1 Graduate Interns, Student Interns and Professional Interns:

The provision of an internship opportunity must follow a credible selection process under the auspices of the responsible People Development Component and in accordance with the Employment Equity imperatives. It thus follows that it is not required to adhere to the formal recruitment and selection policy provisions.

1.1.2 Graduate Interns: Opportunities are advertised from time to time. A pool of graduates who have expressed interest in an internship may also be maintained.

1.1.3 Student Interns: Higher Education Institutions (HEIs) initiate student internships in the WCG.

1.1.4 Professional Interns: A person approaches the WCG for an opportunity to complete an accredited or approved and structured internship programme.

1.2 Conditions

1.2.1 An intern shall be managed within a structured experiential learning programme which shall be designed in such a manner as to achieve the objectives of this policy.

1.2.2 Since interns are appointed and remunerated they must undergo personnel suitability checks prior to employment.

1.2.3 Interns shall sign a contract with a host Department for the period not exceeding 18 months.

1.2.4 The WCG will pay interns the minimum stipend based on their NQF Levels as stipulated in the Determination on Interns in the Public Service. The monthly stipend will be paid by the employing department.

1.2.5 The provisions as per paragraph 28 in the Determination on Leave of Absence in the Public Service shall be applicable to interns. This makes provision for pro rata leave benefits related to his/her term of contract.

1.2.6 A contract between an intern and the host department shall be extended by the period taken for leave of absence if practically required.

1.2.7 The functions and tasks of an intern shall be clearly articulated in the structured experiential learning programme and captured in a performance agreement.

- 1.2.8 Interns should have reasonable access to (if required) a work station, computer and telephone as well as information and work-related resources in order to perform the functions of the performance agreement.
- 1.2.9 To ensure adequate exposure for interns, workplace arrangements should be put in place to allow for interns to be rotated within the organisation for appropriate time periods.
- 1.2.10 A mentor/supervisor will be assigned to perform coaching for development and growth of an intern. Mentors/supervisors must meet regularly with interns and provide proof of progress in terms of the learning programme to the responsible People Development Component on the last working day of a quarter, or as required by the type of internship.
- 1.2.11 (a) Student interns (university) who must complete a period of experiential learning as part of the curriculum will be appointed as temporary employees and shall enter into a contract of employment for of at least three (3) months.
- (b) Student interns (TVET Colleges) will:
- (i) If they are remunerated from another source, be engaged as volunteers and enter into a Memorandum of Understanding for a period of up to eighteen (18) months. Although such volunteers will not be remunerated by the WCG they will be recognised as fully fledged student interns.
- (ii) If they are not remunerated from any other source, be appointed as temporary employees and enter into a contract of employment for a period of up to eighteen (18) months.
- (c) External bursary holders who wish to render vacation work will be appointed as student interns (temporary employees) and shall enter into a contract of employment for periodical vacation work for the duration of the study period. Vacation work is not restricted to non-OSD occupations.
- 1.2.12 Graduate interns will be appointed as temporary employees and enter into a contract of employment for up to one (1) year.
- 1.2.13 Notwithstanding paragraph 1.2.3, Professional Interns will be appointed as temporary employees and will enter into a contract of employment for the period required by the relevant professional body in order to be able to register.

2. PERFORMANCE TARGET

The percentage of young people engaged in internship programmes (together with those following a learnership program) shall be in line with the Determination on Interns in the Public Service, inclusive of professional interns.

3. DEPARTMENTAL RESPONSIBILITIES

Supported by the Component responsible for the management of Internships, departments shall:

- 3.1 Make provision for a budget to be able to appoint interns;
- 3.2 Make provision to train mentors and assign them to each intern to support and monitor their development in terms of the development programme for Interns.
- 3.3 Also ensure that interns participate in a formally structured learning and skills development programme for the duration of their internship.
- 3.4 Ensure that the experience and/or training required by a Graduate/ Student Intern is clearly specified and monitored, as specified in the employment contract.
- 3.5 Ensure that personnel suitability checks are performed prior to appointment.

ANNEXURE B: LEARNERSHIPS

1. POLICY PROVISIONS

1.1 Sourcing

- 1.1.1 Opportunities inviting youth to participate in learnership programmes are advertised from time to time. The provision of a learnership opportunity must follow a structured and recorded selection process under the auspices of the responsible People Development Component and in accordance with the recruitment and selection principles and Employment Equity imperatives.
- 1.1.2 Learners participating in a formal non-OSD learnership program will be appointed as temporary employees and enter into a contract of employment for the duration of the learnership program. Where the learnership is provided for in the particular OSD provisions learners will be employed in terms of the OSD provisions.

1.2 Conditions

- 1.2.1 A learner participating in a formal learnership program shall be managed in terms of the provisions of the learnership.
- 1.2.2 The functions, tasks and training of a learner participating in a formal learnership program shall be in accordance with the requirements of the learnership program and be captured in a performance agreement.
- 1.2.3 All learners shall sign a contract with a host Department for the applicable period.
- 1.2.4 The WCG shall pay learners the minimum stipend as stipulated in the Determination on Interns in the Public Service or the salary as provided for in terms of the relevant OSD provisions. The monthly stipend will be paid by the employing department.
- 1.2.5 Since learners are appointed in terms of the Public Service Act and remunerated according to the DPSA prescripts, they must undergo personnel suitability checks prior to employment.
- 1.2.6 The provisions as per paragraph 28 in the Determination on Leave of Absence in the Public Service shall be applicable to learners. This makes provision for pro rata leave benefits related to his/her term of contract.

2. PERFORMANCE TARGET

The percentage of young people engaged in learnership programmes (together with those following an internship program) shall be in line with the Determination on Interns in the Public Service.

3. DEPARTMENTAL RESPONSIBILITIES

Supported by the Component responsible for the management of learnerships, departments shall:

- 3.1 Identify appropriate learnership programmes and make provision for a budget to be able to appoint learners.
- 3.2 Make provision to train mentors and assign them to each learner to support and monitor their development. Also to ensure that learners participate in the prescribed learnership programme for the duration of their learnership.

ANNEXURE C: WORK EXPERIENCE OPPORTUNITIES FOR MATRICULANTS (HEREIN REFERRED AS “PARTICIPANTS”)

1. POLICY PROVISIONS

1.1 Sourcing

Work experience opportunities for unemployed youth with matric are advertised annually. A pool of applicants who have expressed interest in a work experience opportunity may also be maintained. Specific projects may be advertised to provide opportunities with specific requirements. The provision of an opportunity (an advertisement) must follow a structured selection process under the auspices of the responsible People Development Component and in accordance with the applicable recruitment and selection process and the Employment Equity imperatives.

1.2 Conditions

- 1.2.1 Participants shall be managed within an approved experiential learning programme clearly articulating the scope, purpose and financial implications of the programme and which shall be designed in such a manner as to achieve the objectives of this policy.
- 1.2.2 Participants will be appointed as temporary employees and will enter into a contract of employment for a period of not exceeding 12 months with a particular WCG department.
- 1.2.3 All participants must undergo personnel suitability checks prior appointment.
- 1.2.4 The WCG will pay a participant a stipend equal to that provided for a learnership as stipulated in the Determination on Interns in the Public Service. The monthly stipend will be paid by the employing department.
- 1.2.5 The provisions as per paragraph 28 in the Determination on Leave of Absence in the Public Service shall be applicable to participants. This makes provision for pro rata leave benefits related to his/her term of contract.
- 1.2.6 The functions, tasks and training of a participant shall be clearly articulated in the structured learning and development programme and captured in a performance agreement.
- 1.2.7 Participants should have reasonable access to (if required) a work station, computer and telephone as well as information and work-related resources in order to perform functions as per the performance agreement.
- 1.2.8 On-the-job training will be provided, including training courses related to the field of work where such participant is placed.
- 1.2.9 A mentor will be assigned to assist and guide participants for development and growth purposes. Mentors must meet regularly with participants and provide proof of progress in terms of the learning programme.

- 1.2.10 A progress report must be submitted to the Component responsible for People Development on the last working day of a quarter.

2. PERFORMANCE TARGET

No performance target is set for departments for the provision of work experience opportunities for participants; however, where a specific programme is advertised to provide opportunities with specific requirements, performance targets may be included in the scope of the project for a specific year. This is not included in the departments' internship / learnership targets.

3. DEPARTMENTAL RESPONSIBILITIES

Supported by the component responsible for the management of work experience participants, departments shall:

- 3.1 Provide an approved experiential learning programme clearly articulating the scope or participate in a WCG transversal special programme.
- 3.2 The department must make provision for a budget to be able to appoint participants.
- 3.3 Provide for training of mentors and assign them to each participant to support and monitor their development.

ANNEXURE D: APPOINTMENT OF TRAINEES

1. POLICY PROVISIONS

1.1 Sourcing

- 1.1.1 Trainees may be appointed once the normal recruitment and selection for a particular post has been fully exhausted and certified as unsuccessful by the delegated authority.
- 1.1.2 Subsequently, trainees may be appointed into a post through the normal recruitment and selection process, although he/she does not meet the requisite requirements. In such a case, an appointment can be made on a lower salary level with Personal Development Plan linked to the PA.

1.2 Conditions

- 1.2.1 A trainee may be appointed in a vacant non-OSD entry level post only after the normal recruitment and selection process to fill the post appropriately was not successful and provided the trainee accepts the conditions of the appointment as Trainee in writing.
- 1.2.2 All trainees must undergo personnel suitability checks prior to appointment.
- 1.2.3 The trainee must meet the requisite educational requirements of the post but not the full experience requirements. All other prescribed recruitment and selection process must be adhered to, including competency assessment where required.
- 1.2.4 A trainee shall be appointed on probation at the indicated lower salary level providing the opportunity to gain the requisite experience during employment. The trainee will remain at the indicated salary level for the full period equivalent to the number of years work experience required to qualify for appointment at the salary level of the post, provided that a Trainee must serve a minimum of one full performance cycle and be rated at least as 'performing satisfactorily' to progress to the level of the post.
- 1.2.5 The key responsibility areas of the post as stated in the job description shall guide the performance agreement which is to be adjusted to the indicated salary level of the Trainee and shall be clearly articulated in order to ensure that assessment during quarterly reviews are fair and effective.
- 1.2.6 The Personal Development Plan must clearly identify the developmental areas that the trainee needs to achieve. The trainee will qualify for pay progression as normally provided for.
- 1.2.7 The trainee will progress by way of promotion to the salary level of the post upon meeting the experience and competency requirements of the post and provided she/he has completed at least one full performance cycle and has been assessed as, at least, performing satisfactorily in the latest assessment.
- 1.2.8 The conditions of service applicable to the trainee shall be as applicable to any other person appointed as permanent on probation.
- 1.2.9 For appointments to posts at salary levels 9 and higher, a competency assessment must be complied with before an appointment as a trainee.
- 1.2.10 A Trainee will be appointed at:

- 1.2.10.1 Salary level 4 if appointed to an entry level post at salary level 5 where the required educational level is NQF 4; and
- 1.2.10.2 Salary level 7 if appointed to an entry level post at salary level 8, 9 or 10 where the required educational level is NQF 6 or higher.

ANNEXURE E: APPOINTMENT OF EXTERNAL BURSARY HOLDERS UPON COMPLETION OF THEIR STUDIES

1. POLICY PROVISIONS

1.1 Sourcing

- 1.1.1 Departments may provide for bursaries to youth with the intention to increase the pool of scarce and critical skills according to departmental needs.
- 1.1.2 On completion of their studies, bursary holders are contractually obliged to work for the department.

1.2 Conditions

- 1.2.1 Depending on the availability of funded posts, bursary holders shall be appointed on probation to posts for which they qualify, or as trainees should they still require the prescribed experience. Such appointment will be made without following a formal recruitment process.
- 1.2.2 In those instances where an OSD provides for employment as a Candidate (or equivalent), and provided that funds are available, a bursary holder may be employed directly as a Candidate in accordance with the OSD requirements and without following a formal recruitment process. Upon completion of the requisite service period as Candidate, such Candidate may be appointed on probation directly (without following a formal recruitment process) to an available funded OSD post.
- 1.2.3 Where a post is not available for the appointment on probation of a bursary holder (per paragraphs 1.2.1 and 1.2.2), the department may employ the bursary holder at the same conditions as if a post was available but as a temporary employee additional to the establishment for the duration or balance of the contractual obligations, provided that funds are available.
- 1.2.4 Alternatively the contractual obligation may be transferred to another department for that department to effect an appointment or employment as provided for above. If the latter is not available within the WCG and provided that the department is not in a position to employ the bursary holder, the conditions of the contract shall apply.
- 1.2.5 The requisite personnel suitability checks must be done and considered prior to appointment/employment and, where applicable, the competency assessment requirements must be met.
- 1.2.6 Nothing prevents a bursary holder who has been absolved from the contractual bursary obligations to apply for an internship.

ANNEXURE F: VOLUNTEER AND WORK SHADOWING OPPORTUNITIES

1. POLICY PROVISIONS

1.1 Sourcing

The WCG encourages volunteerism and job shadowing as opportunities for unemployed young persons and learners to gain work experience.

1.2 Conditions

1.2.1 Volunteers and young persons (henceforth referred to as “voluntary worker”) engaged in job shadowing will receive no remuneration and will not be contracted as employees.

1.2.2 A voluntary worker must enter into a written memorandum of understanding confirming the conditions applicable to the particular workplace, and indemnifying the department of any obligation should a loss or injury be incurred in the workplace.

1.2.3 The voluntary worker shall not in any way assist in carrying on or conducting the business of the department.

1.2.4 The period of volunteerism per voluntary worker shall not exceed twelve consecutive calendar months.

1.2.5 A voluntary worker may be compensated for actual expenses incurred in performing the volunteer work in accordance with departmental policies and such compensation shall not be construed as remuneration.

1.2.6 A voluntary worker shall perform work in a department under the supervision of an employee.

ANNEXURE G: APPRENTICESHIP

1. POLICY PROVISIONS

1.1 Sourcing

The WCG encourages apprenticeship, where young people will learn occupational skills in the classroom and their learning is expanded to include hands-on, on-the-job training, referred to as, *Earn as you Learn*.

1.2 Conditions

- 1.2.1 A formal contract is signed between the apprentice and the WCG for the duration of the Apprenticeship.
- 1.2.2 Apprentices must be willing to enter into one (1) year National Youth Service Programme that will include youth development activities, technical and on-the-job practical training.
- 1.2.3 Apprentices will be placed on construction related projects to develop their skills and grow their knowledge in their selected trade. The programme consists of 2 to 3 months theoretical training and 6 months practical training with the host employer.
- 1.2.4 Apprentices must complete a trade test, as well as theory assessments conducted by accredited assessment bodies. Moderated by the NAMB, and certificated by the QCTO.