



**Western Cape
Government**

Community Safety



Implementation Evaluation of the Youth Safety and Religious Programme Full Evaluation Report

February 2018

ACRONYMS

CBO	COMMUNITY-BASED ORGANISATION
CC&DW	CREATIVE CONSULTING AND DEVELOPMENT WORKS
CPF	COMMUNITY POLICING FORUM
CSIP	COMMUNITY SAFETY IMPROVEMENT PLAN
DBE	DEPARTMENT OF BASIC EDUCATION
DCAS	DEPARTMENT OF CULTURAL AFFAIRS AND SPORT
DOCS	DEPARTMENT OF COMMUNITY SAFETY
DSD	DEPARTMENT OF SOCIAL DEVELOPMENT
DCS	DEPARTMENT OF CORRECTIONAL SERVICES
FBO	FAITH-BASED ORGANISATION
FGD	FOCUS GROUP DISCUSSION
MEC	MEMBER OF EXECUTIVE COUNCIL
M&E	MONITORING AND EVALUATION
MOD	MASS PARTICIPATION, OPPORTUNITY AND ACCESS, DEVELOPMENT AND GROWTH
MOU	MEMORANDUM OF UNDERSTANDING
NGO	NON-GOVERNMENTAL ORGANISATION
NPO	NON-PROFIT ORGANISATION
RCT	RANDOMISED CONTROL TRIAL
SC	STEERING COMMITTEE
SAPS	SOUTH AFRICAN POLICE SERVICE
TOC	THEORY OF CHANGE
TOR	TERMS OF REFERENCE
WCG	WESTERN CAPE GOVERNMENT
YSRP	YOUTH SAFETY AND RELIGIOUS PARTNERSHIP PROGRAMME

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1. Introduction

Overview of the YSRP

The Youth Safety and Religious Partnership Programme (YSRP) is a holiday programme implemented in June/July, December/January and Easter school holidays. The Programme, which was first implemented in 2012 and currently in its sixth year of implementation, is an initiative of and funded by the Western Cape Government (WCG) Department of Community Safety (DoCS). It specifically targets children and youth¹ aged 14-21 years old who live in high priority crime areas within the Western Cape, including areas that form part of the Community Safety Improvement Plan (CSIP).

The Department partners with faith-based organisations (FBOs) in the targeted communities and these FBOs serve as the direct implementers of the Programme. The rationale being that FBOs have a significant presence and footprint in these target communities and are therefore well suited to attract community members to their programmes. With each new holiday period, WCG DoCS advertises and invites FBOs to apply for YSRP funding to run a holiday programme in their respective community. Following an application and vetting process, accepted FBOs then receive a grant of R50 per child per day. The programmes can only receive funding for a maximum of five days. The specific schedule and content of activities is left to the discretion of FBOs. Broadly, WCG DoCS's requires that the programmes consist of sporting activities, recreational games and activities, and/or youth development/life skills/career development activities. Some component must include a safety promotion, or crime prevention activity (e.g. presentation on drug awareness, gangs etc.). Children and youth must also be provided with at least one meal, and be appropriately supervised by adults.

The primary aim of the YSRP is to keep children and youth in high crime areas off the streets during holiday season when they may otherwise not have adult supervision. By having children and youth attend the FBO-run programmes, and kept busy by activities during this time, they are physically prevented from being unsupervised in the community and potentially engaging in high-risk behaviours, or being exposed to violence and crime.

¹ According to South Africa's National Youth Commission Act (1996), a youth is any individual between the ages of 14 and 35, whilst the Children's Act (2005) defines a child as any individual below the age of 18 years. As such, the YSRP targets both children and youths.

Purpose and Scope of the Evaluation

The three primary purposes of this evaluation were to:

1. Assess the implementation by FBOs of the YSRP in high priority high crime areas, with a focus on the ability of the programme to reach the targeted beneficiaries, and how the roll-out of programmes are functioning;
2. Assess the outcomes, or results achieved by the programme, specifically noting good practices, enabling factors and challenges; and
3. Provide recommendations to assist in strengthening the YSRP via the improvement of implementation for future programming, so that outcomes can more effectively be achieved.

Creative Consulting and Development Works (CC&DW) was contracted to undertake an independent evaluation of the YSRP. The evaluation was conducted over a six month time frame, from October 2017 – March 2018. Where possible, the evaluation team considered programmatic data since the Programme inception in 2012 until 2017; however available monitoring data was primarily focused from 2016 to 2017 programmes run². This will be discussed in further detail below.

Evaluation Questions

The evaluation responded to key evaluation questions as outlined in the Terms of Reference (ToR), with some adjustments made as agreed with WCG DoCS (i.e. evaluation questions which appeared to be asking the same question and/or were reliant on similar qualitative data were combined in order to avoid redundancy). The final list of evaluation questions, depicted in Table 1 below, were answered by a combination of cross-cutting data sources and data collection instruments. The combination of data collection sources and tools aided in methodological and data triangulation, which further allowed for the verification of data, as well as a more textured, comprehensive account of the Programme.

² The only monitoring tools available to the evaluation team were from June/July 2016, December 2016/January 2017, and June/July 2017. The data from these tools were captured by the current M&E unit which has been responsible for YSRP monitoring visits. The tools for monitoring visits conducted by previous units in the Departments were no longer accessible at the time of this evaluation. This is noted in *Evaluation Limitations*.

TABLE 1: EVALUATION QUESTIONS

YSRP EVALUATION QUESTIONS
<p>Relevance to Intended Audience</p> <ol style="list-style-type: none">1. Why are the targeted age group (14-21 years) not attending, but rather the younger children?2. Is the programme content more appropriate and appealing to children (13 years and younger) or to youth (14-21 years)?
<p>Implementation</p> <ol style="list-style-type: none">3. Why is this programme able to run within some very dangerous areas without any “down-time”?4. Is there sufficient oversight, coordination and management capacity to implement the YSRP programme within the whole-of-society approach?5. Are there sufficient finances, human resources and administrative management to implement the YSRP?6. Are the FBOs the most appropriate vehicles to use in implementing this programme or are there other vehicles that can be used to implement this type of programme?
<p>Effectiveness</p> <ol style="list-style-type: none">7. Have the Programmes been rolled out in an effective manner so as to reach the targeted youth beneficiaries?8. Did the Programme address the problem of youth and children on the streets during school holidays in communities that services were provided in? If yes, was it for the duration of the Programme only or for a longer specified period?
<p>Challenges</p> <ol style="list-style-type: none">9. What are the key binding constraints/challenges currently experienced in delivering the YSRP?
<p>Replicability and Sustainability</p> <ol style="list-style-type: none">10. Can this programme be replicated in different areas, or do specific conditions need to be met to deliver this programme?11. Do the children still engage with the religious fraternities after the YSRP holiday programme is concluded?12. What other influences keep children and youth off the street?

1. METHODOLOGY

In order to assess the implementation and progress of the Programme, a **formative evaluation approach** was employed. The objective of such an evaluation is to find out what is working and what can be improved. The learning that takes place as a result of the evaluation can therefore be used to inform future programming.

Additionally, a **mixed-method approach** was utilised. This incorporated both qualitative and quantitative data collection and analysis methods that were inclusive and complementary. This approach allowed for data gathering in multiple ways whereby the evaluation team was able to elicit a variety of perspectives on the Programme's achievements, lessons learned, and recommendations.

Evaluation Design

The evaluation consisted of three key design elements:

1. A clarificatory workshop;
2. An implementation evaluation; and
3. An outcomes evaluation.

A synthesis of these three elements concluded the evaluation process. Table 2 below provides an explanation of how each element was combined to fulfil the purpose of the evaluation. Drawing on aspects of the Realistic Evaluation Paradigm, the combined elements allowed the evaluation team to determine what was working well, for whom, under what context, and enabled the evaluation to provide recommendations on how to address emerging challenges, and enhance opportunities and Programme strengths.

TABLE 2: EXPLANATION OF THE FOUR KEY EVALUATION ELEMENTS

ELEMENT 1: CLARIFICATORY	ELEMENT 2: IMPLEMENTATION	ELEMENT 3: OUTCOMES	ELEMENT 4: SYNTHESIS
This element involved reviewing the Programme's theory including underlying assumptions as well as intended outcomes, and developing a Theory of Change (ToC).	This element provided an assessment of whether the Programme was being implemented with fidelity, quality and at the level of intensity needed to achieve intended outcomes.	During this element, the evaluation team determined whether the Programme has achieved its identified short term outcomes as per its ToC.	A process of consolidation and synthesis was then conducted to identify learnings, gaps, issues for sustainability and recommendations.

The evaluation team conducted a **clarificatory workshop** in the initial stages of the evaluation. WCG DoCS staff and steering committee (SC) members who have been involved in the Programme attended. This workshop assisted the evaluation team in developing a description of the YSRP and provided a further understanding of the Programme. This was particularly necessary as WCG DoCS confirmed that the YSRP did not have a logic model, nor an articulated results chain for the Programme logic. The evaluation team undertook a participatory approach to this evaluation element which included interactive, inclusionary, and learning elements in order to enhance ownership and buy-in from key stakeholders of the YSRP.

The workshop produced two versions of the ToC (see Annexure A). The first version, which was the version followed for this evaluation, depicted what the current scope of the Programme could achieve at this stage. This was limited to immediate/short-term outcomes only in terms of keeping children/youth off the streets. The second version was an extended model depicting intermediate and long-term results that the Programme could have in the future (and how these relate to provincial strategic goals and national outcomes) if programming was more purposefully developed. Overall, the ToC provides an overview of how the YSRP activities work to produce specific outcomes of the Programme, and the underlying assumptions on which these processes are based.

Data Collection

The evaluation used a mixed-methods approach using qualitative and quantitative data collected at a primary and secondary level. Further detail is provided below.

Primary Data Collection

Quantitative and qualitative primary data were collected using the following key tools:

1. FBO Programme Manager interviews;
2. Beneficiary activity sheet (5-7 beneficiaries under the age of 13).
3. Beneficiary focus group discussions (FGDs) (5-7 beneficiaries over the age of 13 years³ per FBO for site visit only);
4. WCG DoCS staff FGD; and
5. Key informant FGDs or interviews (3-7 key informants per key informant group).

Please refer to Annexure B for all data collection tools, including interview guides, FGD guides and the activity sheet. These tools were developed in accordance with the evaluation questions. Whilst all guides were presented in English, the fieldwork team included data collectors who were fluent in isiXhosa and Afrikaans so that the questions could be directly translated (and further explained) for participants who were not proficient and/ nor comfortable responding in English. This approach aided participants' understanding of the questions and enabled them to respond to questions in the language they were most comfortable in and allowed for collection of richer data.

Where data was collected face-to-face, Programme Managers, WCG DoCS staff, key informants, and children over the age of 18 were required to complete an informed consent form. Where data was collected telephonically verbal consent was obtained and recorded. For children under the age of 18, caregiver consent and child assent was ethically required. Because it was anticipated that caregiver consent would be challenging to obtain, as discussed and agreed with WCG DoCS in the inception meeting, the FBO Programme Manager was required to sign a caregiver permission form for these minors to participate. As per WCG DoCS, FBO staff were recognised as the children's caregivers for the time that children were participating in the Programme. In addition to the caregiver permission form, minor assent was obtained verbally and recorded, as young children may not have been able to read and sign assent forms. As such, fieldworkers were provided with a verbal assent protocol which they read to the children in order to attain their verbal assent. The fieldworkers were trained to paraphrase the protocol to ensure children fully understood what participation entailed. All participants were also provided with an information sheet

³ Where possible, the fieldwork team attempted to conduct FGDs with children over the age of 13 years, with a range of ages represented. However, this was not always possible at each FBO, as it was dependent on the age of the children who were at the Programme at the time of data collection. Thus the minimum age of children who were included in the FGDs was assessed on a site by site basis.

with contact details of the responsible WCG DoCS staff, as well non-governmental organisations (NGOs) who have social workers in the areas participants resided. Although the evaluation questions were not sensitive in nature, should concern have been raised, participants would have had the necessary details to seek assistance. Please see Annexure C for consent forms, verbal assent protocol, and the list of contact details.

As agreed with WCG DoCS, in addition to the beneficiary focus group, five to seven beneficiaries at each FBO were asked to complete an activity sheet. These beneficiaries were those who were too young to participate in the FGD, and were all under the age of 13 years (with a range of ages represented in this under 13 year's age bracket)⁴. The sheet presented five pictures of generic programme activities, i.e. sports, dancing, prayer, games, and speakers. Next to each picture, there were three faces representing happy, sad, and neutral faces. The children were closely instructed by the fieldworker to circle the face that best represented how they felt about each activity. This exercise was useful for gaining the perspectives of very young children who attended the Programme and who were unable to meaningfully participate in a FGD⁵.

Following an email circulated by WCG DoCS to FBO Programme Managers and key informants, CC&DW telephonically contacted selected participants to request their voluntary participation in data collection. If participants agreed to participate, CC&DW scheduled a time for data collection.

Ideally, the consent forms would have been circulated beforehand to FBO Programme Managers selected for site visit interviews to promote data collection timelines. However, due to context and practicalities, forms were signed on the fieldwork team's arrival at the FBO. FBO Programme Managers signed their own consent forms and caregiver permission forms. Key informant and WCG DoCS consent forms were also completed on arrival of the data collector, or consent was obtained verbally for those interviews conducted telephonically.

Primary data collection took place from 20 November to 15 December 2017, with evaluation participants described below.

⁴ There was space on the sheet for the fieldworker to record the child's age.

⁵ The development of this activity sheet was informed by an Early Childhood Development (ECD), foundation phase, and special needs specialist.

Evaluation Sample

Evaluation participants comprised of four key target groups as detailed in Table 3 below.

TABLE 3: KEY EVALUATION TARGET GROUPS

TARGETED EVALUATION PARTICIPANTS	
PROGRAMME MANAGERS	Individuals from implementing FBOs who received funding from WCG DoCS during the Programme period 2012 -2017 (either at one point/year or at multiple points/ years, or continuously each year from 2012). Selected participants were those who directly oversaw or were involved in the implementation of the YSRP holiday programme.
BENEFICIARIES	Children and youth who were enrolled in the December 2017 YSRP holiday programme.
WCG DOCS STAFF	Relevant WCG DoCS staff members who were involved in the implementation of the YSRP namely: <ul style="list-style-type: none"> • Acting Head of Safety Partnerships; • YSRP Project Manager; and • Two former Programme Monitors.
KEY INFORMANTS	Individuals who played an instrumental role in the YSRP and hold insights of the Programme, including: <ul style="list-style-type: none"> • Member of Executive Council (MEC) of Community Safety • South African Police Service (SAPS) representatives • Community Policing Forum (CPF) representatives

A key strength of this multi-level approach for primary data collection was that it allowed for numerous key perspectives on Programme implementation and outcomes to be captured. This allowed for the collection of rich, highly contextualised and triangulated data, which aided a thorough understanding of the Programme.

WCG DoCS staff and key informants were purposively sampled in consultation with WCG DoCS. WCG DoCS staff who had been intimately involved in the programme were selected, whilst SAPS and CPF key informants were selected from a list provided by WCG DoCS indicating SAPS and CPF members who had previously attended a YSRP meeting with WCG DoCS. Moreover, the evaluation team collected data from a purposive sample of beneficiaries and FBO Programme Managers using FBOs as the unit of analysis. Thirty FBOs were sampled and stratified; ten FBOs were selected for site visits including face-to-face data collection (with Programme Managers and beneficiaries), whilst twenty FBOs were selected for telephonic interviews (with Programme Managers only).

Sampling and stratification were initially carried out in accordance with the following group of criteria:

1. **Geographical area:** FBOs that were based in the identified highest-priority areas, including CSIP areas, with a representative geographical spread of areas across the Western Cape, inclusive of rural areas on the outskirts of the province, and areas more centrally located, were included.
2. **Repeated funding:** FBOs that received YSRP funding on at least two occasions between 2012 and 2017 were selected. In some instances highest-priority geographical areas selected, consisted only of FBOs with one or two instances of funding. These were still included to ensure the priority areas were represented.
3. **Safety concerns:** Areas known to be particularly unsafe for the fieldwork team (i.e. where the fieldwork team may be highly vulnerable gang shootings, hijackings, muggings, etc.) were excluded from the site visit data collection sample. To mitigate this exclusion skewing the sample, these areas were selected to be part of the telephonic interview sample.

Following the first round of sampling, the evaluation team in consultation with WCG DoCS reviewed the preliminary sample, allowing WCG DoCS to provide feedback and advice. Some further purposive sampling was undertaken in order to ensure a more geographic representation of the province, and to ensure the inclusion of more FBOs identified as running effective programmes.

For the telephonic interviews, in circumstances where the team struggled to make contact with an FBO Programme Manager because the call was not answered, the interviewer attempted to call a maximum of three times within the data collection period. If the interviewer was still not able to reach the original participant, a backup FBO was then contacted. The same contact procedure was applied to all the over sampled/backup organisations contacted. In instances where contact could not be made with any FBOs

within a given area, CC&DW consulted with WCG DoCS to select another area from which to contact backup FBOs. A detailed log was kept which indicates the number of calls made and on which dates.

For the site visits, given that the final list of implementing FBOs was only released in late November 2017, the sample was further adjusted based on the whether FBOs selected for site visits were implementing their holiday programmes during the selected fieldwork dates.

All planned data collection processes were undertaken which included, 30 telephonic interviews with Programme Managers, ten site-visits to collect data from current Programme beneficiaries and Programme Managers, three key informant focus groups/interviews and one WCG DoCS staff focus group. In total, this comprised of the following evaluation participants:

- 30 FBO Programme Managers were interviewed;
- 54 beneficiaries participated in focus groups, with an age range of 10-18 years old, with an average age of 14 years;
- 51 beneficiaries completed the activity sheet, with an age range of 3-12 years old, with an average age of eight years;
- 11 key informants participated in focus groups or were interviewed, six of which were SAPS representatives, four of which were CPF representatives; and
- Four WCG DoCS staff members.

See Table 4 below for the final sample of evaluation participants where FBOs are used as the unit of analysis.

TABLE 4: YSRP DATA COLLECTION NOVEMBER – DECEMBER 2017

FBO PROGRAMME MANAGERS TELEPHONIC: INTERVIEWS 20 NOVEMBER – 7 DECEMBER 2017		
1	Al-hi-dayah Islamic Educational Movement	Bonteheuwel
2	Helping Hand	Delft
3	Home of Compassion	Delft
4	Khanyisa Community Church	Manenburg

5	Kwakhanya Aftercare Centre	Worcester
6	Lily Ministries Bible Church	Manenburg
7	Living Hope	Masiphumelele
8	Madrasatul Yaqeen	Bonteheuwel
9	Masikule Community Development	Delft
10	Old Rugged Cross Shelter	Beaufort West
11	Open Door Community Foundation	Bishop Lavis
12	PPC Church Ocean View	Ocean View
13	Rynse Kerk	Elsies River
14	Salvation House	Kraaifontein
15	Spiritual Evangelical Gospel of God	Nyanga
16	Sure Foundation Outreach Ministries	Villiersdorp
17	True Vine Family Church	Gugulethu
18	UPSCSA JL Zwane Church Choir	Gugulethu
19	Youth Evangelism Explosion SA	Durbanville
20	Zion Apostolic Church	Mitchells Plain

KEY INFORMANTS AND DOCS STAFF INTERVIEWS AND FOCUS GROUPS		
28 NOVEMBER – 4 DECEMBER 2017		
1	WCG DoCS staff members (Acting Head of Safety Partnerships, YSRP Project Manager, Former Monitors)	
2	Community Policing Forum (CPF) representatives (Bishop Lavis, Khayelitsha)	
3	South African Police Service (SAPS) representatives (Kraaifontein, Phillipi-East, Delft, Harare, Mitchells Plain)	
4	MEC Minister of Community Safety	
FBO PROGRAMME MANAGERS AND BENEFICIARIES SITE VISITS: INTERVIEWS AND FOCUS GROUPS		
11 DECEMBER – 15 DECEMBER 2017		

1	Apostolic Faith Mission	Masiphumelele
2	Apostolic Faith Mission	Stellenbosch
3	Arise and Shine Ministries	Khayelitsha
4	Christen Gemeenskap Kerk	Mitchells Plain
5	Elpida Foundation	Saldanha
6	Free United Methodist Church	Khayelitsha
7	Muslim Youth Forum	Mitchells Plain
8	UCSA	Paarl East
9	United Pentecostal Soldiers	Kuilsriver
10	Yeshua Covenant Church	Kraaifontein

Secondary Data Collection

Secondary data collection included document reviews and a high-level literature review to gain a rapid understanding of the Programme and to inform the evaluation context.

The YSRP document review included assessing:

- Business and operational plans;
- Strategic and policy documents;
- Monitoring reports;
- Monitoring tools (June/July 2016; December/January 2016/2017; June/July 2017);
- Funding recommendations;
- List of FBOs funded since 2012; and
- Academic and grey literature relevant to the YSRP.

The document review process was used to inform the draft ToC for collaboration at the ToC workshop, and to inform sections of the literature review. The literature review (see Annexure D) examined a targeted range of literature relevant to the Programme, and specifically addressed the state of violence in South Africa and the Western Cape; WCG DoCS's response to this in the form of the YSRP; the links between the YSRP and provincial strategy;

the current landscape of partnerships in the YSRP; the role of out-of-school programmes and FBOs in the youth and community development contexts; and the importance of monitoring and evaluation (M&E).

Data Collection Training

In preparation for **FBO Programme Manager telephonic interviews**, an experienced CC&DW team member, who has previously participated in numerous data collection trainings, received a refresher course in qualitative data collection, and was also briefed on the YSRP, the purpose and scope of the evaluation and on the data collection tools and questions. This team member has also previously had experience using a similar data collection tool and was thus highly familiar with the content and questions. **Interviews and focus groups with key informants** were conducted by the team's technical expert, with the assistance of a CC&DW Evaluator, who also conducted the WCG DoCS staff focus group. As above, given the experience and expertise of the technical expert, a short refresher training was conducted that focused primarily on the data collection tool.

In preparation for **site-visit fieldwork**, training of three fieldwork team members was conducted by a two CCC&DW Evaluators. In brief, the training comprised of 1) an introduction and overview of the YSRP holiday programme and the purpose and scope of the evaluation; 2) theoretical and practical understanding of qualitative interviewing; and 3) an overview of logistic arrangements. The team members were also provided with an opportunity to role play each of the data collection tools, and the Evaluators provided feedback to improve their performance and execution of the tools. The full training agenda is attached (Annexure E).

Data Collection Tool Pilot

Due to Programme time constraints (in that the holiday programme only commenced from Friday, 8 December 2017) as well as the evaluation time constraints, the data collection tools could not be piloted at a holiday programme site prior to site-visit fieldwork (scheduled for Monday, 11 December to Friday, 15 December 2017). Thus, the first day of site-visit fieldwork served as the pilot, which included two sites. Given that the telephonic interviews with FBO Programme Managers had been shown to be fully understandable, the pilot focused on determining whether the beneficiary focus group guide and the beneficiary activity sheet were comprehensible to the participating children and youth.

2.4.1. Beneficiary Focus Group Guide

At the first site, seven beneficiaries participated in the focus group. Given that it was the morning of the first day of the programme and children were still arriving throughout the day (and week ahead), the oldest available children were aged 10-12 years old (below the 13 year old target). The focus group was conducted in both English and in the children's home language (Afrikaans) to ensure they fully understood the questions and allowed them to speak freely in their home language. At the second site, five beneficiaries participated in the focus group, all of whom were 16 years old. The focus group was conducted in English only as all participants were comfortable to do so.

2.4.2. Beneficiary Activity Sheet

At the first site, 11 beneficiaries participated in the activity sheet, who were aged 3-11 years old. At the second site, six beneficiaries participated in the activity sheet, who were aged 8-12 years old. For both sites, the activity sheet was introduced and instructed in both English and the children's home language (Afrikaans) to ensure that the children fully understood the task.

The fieldwork team took notes whilst conducting the first and second site visits and a debrief was conducted at the end of the day. The pilot issues and mitigating strategies are listed in Table 5 below.

TABLE 5: PILOT ISSUES AND MITIGATING STRATEGIES

ISSUE	MITIGATION STRATEGIES
<p>Participants did not understand some of the questions posed in the focus group.</p>	<p>Where participants did not understand the initial phrasing of a question, the fieldworker would switch to the home language of children and/or probe in the home language. For sites identified as primarily Afrikaans, the Afrikaans speaking fieldworker would conduct the beneficiary focus group, whilst sites identified as primarily isiXhosa, the isiXhosa speaking fieldworker would conduct the focus group.</p>
<p>3 year old children struggled to understand how to complete the activity sheet correctly. They coloured in all happy faces without understanding the meaning.</p>	<p>For the remainder of fieldwork, the activity sheet would be conducted with children who were at least 4 years old, as this age group indicated an understanding of the activity sheet task. The fieldworkers were also instructed to ask Programme facilitators for assistance in explaining to the children how to complete the activity sheet correctly.</p>
<p>Children over the age of 13 years were not available at the holiday programme for the focus group at the time of data collection.</p>	<p>The fieldwork team requested that the Programme Manager and/or facilitators provide the team with the oldest children currently available at the Programme to participate in the focus group.</p>
<p>Noisy venues with many distractions (e.g. loud music playing, other children disturbing focus group, etc.)</p>	<p>The fieldwork team requested that the Programme Manager and/or facilitators assist with finding a quiet and more private space to conduct the interviews and focus groups. Alternatively, the fieldwork team conducted the interview and/or focus group in the fieldwork car.</p>

Participants of the focus group provided assent to participate but did not provide consent to be recorded.	Fieldworker did not record the focus group and took handwritten notes.
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The feedback provided in the debrief from the pilot day was useful in identifying these mitigating strategies which were used to inform fieldwork for the remainder of the fieldwork. For all other sites, the fieldwork team used some of the techniques listed under 'Mitigating Strategies' in Table 5 above and reported an improved data collection process as a result.

Data Analysis

The evaluation team analysed both primary and secondary data collected using:

- Microsoft Excel; and
- ATLAS.ti for thematic analysis of the qualitative data.

Data in this report has been organised around the key evaluation questions. Furthermore, data triangulation⁶ between various sources and kinds of data has been undertaken to enhance the confidence and reliability of the evaluation findings. Triangulated data has been consolidated in the findings presented below, which in addition to answering the evaluation questions, also highlights successes, challenges and lessons learnt, as well as recommendations for Programme improvement.

Quantitative data presented in this report was primarily extracted from monitoring tools made available by WCG DoCS. Only monitoring tools from June/July 2016, December 2016/January 2017, and June/July 2017 were made available by the Department. As agreed with WCG DoCS, only numerical data was extracted from the monitoring tools, as categorical data was deemed to be less reliable given that data captured was based on the subjective perspective of Monitors. Numerical data captured included the number of beneficiaries per age group and the number of facilitators.

For most organisations, there were two monitoring tools available for each organisation per holiday period (i.e. two site/monitoring visits in the week of implementation), whilst some organisations only had one monitoring tool. For those with two monitoring tools, the

⁶ Triangulation is a process of incorporating several viewpoints (i.e. data is collected from various stakeholders) and methods (i.e. quantitative and qualitative methods) in order to verify data and increase the validity of findings.

numerical data was captured as an average value between the two reports. Where there was only one monitoring tool, the numerical values presented was captured as is, and for the few that had three monitoring tools, the data in the third tool was not included as these were minimal. It is noted here that WCG DoCS only made a maximum of two (in few cases, three) monitoring tools available per organisation per holiday period. As such, data from the remaining three days of the Programme have not been considered in the analysis of the secondary data. The quantitative data presented here is therefore a sample only, and not wholly representative of the Programmes' quantitative data (i.e. the full extent of the Programme's reach). The purpose of the quantitative data herein is thus not intended to be an accurate representation of each of the five days of the holiday programmes, but intended to show trends across the holiday periods.

Evaluation Limitations

The evaluation findings presented below were based on quantitative monitoring data collected by WCG DoCS and captured in their monitoring tools, qualitative primary data (interview and focus group data) collected by CC&DW, quantitative primary data (beneficiary activity sheet) collected by CC&DW, and descriptive information from YSRP Project documentation. Both quantitative and qualitative data indicated limitations which may have affected the quality of the evaluation data. Limitations are provided in Table 6 below.

TABLE 6: EVALUATION LIMITATIONS

LIMITATION	JUSTIFICATION OR MITIGATION
<p>Only a small sample of evaluation participants could be included in this evaluation</p>	<ul style="list-style-type: none"> • This was due to the evaluation scope, budget and time constraints. • Sample of FBO Programme Managers expanded by including telephonic interviews with previous Programme Managers. • All SAPS and CPFs for which contact details were provided by WCG DoCS were contacted for FGDs but not all attended. • Only beneficiaries who were part of December 2017 holiday programmes could be included as it

	<p>was not feasible to gather beneficiaries from previous holiday periods.</p> <p>The final sample was the most representative sample that could be utilised given the above constraints.</p>
Data collection tools could not be piloted at a holiday programme site prior to site-visit fieldwork	<ul style="list-style-type: none"> This was due to Programme and evaluation time constraints. First day of fieldwork served as the pilot, consisting of two sites. <p>The pilot consisted of a rapid analysis of issues and concerns and mitigation of the beneficiary FGD guide and beneficiary activity sheet.</p>
Data collection tools piloted in Afrikaans sites only, and no isiXhosa sites were piloted	<ul style="list-style-type: none"> This was due to the logistics of scheduling and the availability of FBO Programme Managers. <p>Although Xhosa sites were not piloted, the Xhosa-speaking data collector had experience using a similar data collection tool which was used in both English and Xhosa and was thus highly familiar with the content, questions, and how to rephrase questions appropriately to ensure full understanding by Xhosa-speaking participants.</p>
Quantitative data from monitoring tools only available for June/July 2016, December 2016/January 2017 and June/July 2017, therefore quantitative data speaks only to Programme outputs from 2016 (with the exception of the Programme's overall reach 2012-2017)	<ul style="list-style-type: none"> These were the only monitoring tools available since the current M&E unit has been responsible for monitoring visits. Tools for monitoring visits conducted by previous units were no longer accessible. <p>Consolidated data extracted from business plans to provide for YSRP's overall reach from 2102 to 2017</p>
Findings related to outcomes largely dependent on qualitative evidence	<ul style="list-style-type: none"> This was due to outcomes in monitoring tools being reliant on

	<p>subjective perspectives of Monitors.</p> <ul style="list-style-type: none"> • Potential gaps within captured data, inaccuracies and inconsistencies which limits the reliability, validity and quality of quantitative data. <p>As agreed with WCG DoCS, only numerical data from monitoring tools was used for this report as this was deemed more reliable.</p>
<p>Potential errors made during transcription process</p>	<ul style="list-style-type: none"> • Interviews may have been difficult to hear on the audio recordings if there was noise at a venue, or if participants did not speak loudly. • Translation from Afrikaans/isiXhosa to English may lose depth, richness and meaning. • A transcription protocol was developed and protocol training was provided. <p>The work of transcribers was quality assured (with the exception of some Xhosa interviews which could not be quality assured if there was no other Xhosa-speaking staff member to conduct the quality checks. However, it is noted that these transcriptions were completed by a CC&DW staff member who conducted the interviews/focus groups himself and who has had extensive experience in transcribing).</p>
<p>Quality of beneficiary focus group data was not as high, rich nor as in-depth as other sources of collected data</p>	<ul style="list-style-type: none"> • Beneficiaries may have been too shy to participate fully. • Because FGDs took place on-site beneficiaries may have struggled to concentrate because it is likely they were eager to get back to the YSRP activities. <p>Data collectors were instructed to probe as</p>

	much as reasonably possible and to find a quiet space with few distractions.
Interviews/focus groups were not conducted with children/youth who do not attend the YSRP	<ul style="list-style-type: none"> Collecting this data was outside the evaluation scope. This data would have added to the richness of the findings and triangulation of data. The data was reliant on perspectives of beneficiaries only, and subject to 'hearsay'. <p>The evaluation team is cognisant of this fact in interpretation of findings.</p>
Answers to evaluation questions that relied on beneficiaries responses were subject to certain biases	<ul style="list-style-type: none"> Children/youth who attend YSRP are self-selected group with inherent differences from those who did not attend the Programme (e.g. better-behaved, religious and/or obedient). <p>The evaluation team is cognisant of this fact in interpretation of findings.</p>

1. FINDINGS

The findings presented below are according to the given evaluation questions, which have been categorised into five broad themes, namely 1) relevance to intended audience; 2) implementation; 3) effectiveness; 4) challenges; and 5) replicability and sustainability. Based on the ToC (first version) developed in consultation with WCG DoCS staff and SC members who have been involved with the Programme, this evaluation understood the Programme's overall goal to be keeping children and youth off the streets. This was encompassed by immediate/short-term results of 1) keeping children and youth occupied; 2) ensuring children and youth have access to a safe space during school holiday periods; 3) ensuring children and youth have access to supervised spaces during school holiday periods; and 4) that children and youth acquire knowledge about safety promotion. It should be noted that this desired state is a short-term result only, and does not pertain to longer-term results such as improved attitudes and behaviours. The way in which the Programme was designed at the time of the evaluation was not reasonably expected to affect long-term improvements

outside of the Programme environment, nor outside of the Programme timeframe, however these may be resultant unexpected benefits.

Relevance to Intended Audience

The following sections assess the relevance of the YSRP holiday programme to its intended target group of children/youth aged 14-21 years old. The relevance of the YSRP speaks to its appeal and its ability to attract the target audience. Children and youth within the age group of 14-21 years old were selected as the target audience of the YSRP. This selection was based on WCG DoCS's findings in statistical and police reports that this age group was most vulnerable to being perpetrators and victims of community crime and violence, including being involved in gangs, drugs and shootings.

Why are (a) the targeted age group (14-21 years) not attending, (b) but rather the younger children?

The first part of this evaluation question aims to understand why the target age group were not attending the Programme (in the same turn-out as younger children have been attending the Programme). One of the primary themes emerging as to why older children were not attending is because **the Programme was not appealing enough to the targeted age group, primarily as they perceived themselves to be too mature, or too old, for the Programme.** As such, they may have been deterred by a Programme that appeared to primarily cater for young children, and not enough for young adults. The perception of being too old for the Programme is supported by literature which suggests that children growing up in disadvantaged communities are more likely to have "adultified" or be prematurely and often inappropriately exposed to adult knowledge, activities, roles and responsibilities⁷. As the qualitative evidence revealed, youth in the Programme communities were exposed to drugs and substances (underage drinking and smoking), sex and inappropriate employment and childcare for their age. Given this perception of themselves, youth were additionally dissuaded by the fact that the Programme was largely attended by young children, and by virtue of this, the Programme was perceived by the target group as being for children. Especially if their younger siblings attended the Programme, older youth did not want to participate in the same activities as their younger brothers or sisters. Youth were also reported to not want to attend as they may have been ridiculed by friends or peers for attending a Programme with a reputation of being for children.

⁷ Burton (2007)

"Those who are older than us think that what is being done here is not suitable for them and most of them think that they have gone past the stage of doing the things we do here." - Beneficiary.

"So now they see themselves as being better and they say the Programme is for kids. So they say they won't come to these types of things because they will be laughed at by others that they attend such programmes." - Beneficiary.

"It was a challenge giving those the age group that was identified to be involved just because of the mere fact that some of these kids has already been exposed to adult activities and been involved in activities that they are more interested in." - FBO Programme Manager.

"I mean these guys have got some other things clearly not willingly mixing with a boy of 9 years, mixing the little sister his own sister or 5 years and all that and they don't see in that way." - WCG DoCS Staff Member

Relatedly, older children may not be attending the Programme because they have **other responsibilities to tend to during the holiday period**. Examples provided by participants included holiday jobs, doing housework or chores, or taking care of family members, especially younger siblings. As cited above, it is not uncommon for young children and adolescents in poorer communities to take on more adult responsibilities such. Children prematurely assume adult responsibilities that may ignore developmental needs and exceed their capabilities⁸. Earning an income for one's household, assisting parents with housework, and caring for younger siblings while parents/guardians are at work may be common in these under-resourced communities. Consequently, whether these children/youth wanted to attend the Programme or not, their responsibilities served as a barrier to attendance.

"And the other thing is my challenge around it is, for example the child is 18 years old and his mother and father work, but he has a little boy which he must look after in the holiday time and that child wants to come to the Programme, but because of the child he can't come." - FBO Programme Manager.

"Maybe it could be that at home your mother leaves you with a young child to look after while she goes out to drink and therefore you don't have a chance to come here to the Programme." - Beneficiary.

⁸ East (2010)

"But it's difficult to find a lot of them in the community because some of them have now holiday work and so forth." - FBO Programme Manager.

"My sister doesn't come because she is looking after the house and she has a young child." - Beneficiary.

Furthermore, **the structured and supervised nature of the Programme itself may also have been unappealing to the youth.** This is suggested by the fact that evaluation participants' responses revealed that youth were not engaged in any kind of structured, nor stimulating activities during the holidays when they were not at the Programme. Usually, youth reported that they would be at home, sleeping late, watching television, socialising with friends, or visiting family. In light of this, it is possible that the Programme may be too structured as a holiday activity for the target group. It is surmised that at the end of the school year, youth may prefer to engage in non-structured activities like socialising with friends and spending time at home to relax. The Programme may not have been perceived by non-attendees as worth waking up for early in the morning and participating in, in comparison to an unstructured and unlimited holiday. "Laziness" was also a factor, which is construed as youth wanting to be lazy because they are on holiday. Attending the YSRP may not have been perceived as an enough of a recess, or entertainment, as one might hope for during a holiday break.

"They are at home, sleeping late." - Beneficiary.

"Some of the children are lazy to come here. I'm lazy to come to the Programme." - Beneficiary.

"The problem is what with older kids have other plans for the holiday. They have their own plans for the holidays unless you take them out of their environment." - FBO Programme Manager.

"If you look at the kids it is holiday time and I think the stigma or attendance for people if they are on holiday, they want to be on holiday." - FBO Programme Manager

Another factor that may have compounded the issue of attraction further was that some FBOs **lacked targeted and purposeful marketing or advertising of their programmes.** Most, if not all Programme Managers made efforts to market the Programme and ensure that community members were aware of the Programme. However, few made concerted further

efforts to ensure that the target group specifically, which were well-known to be a challenging age group to reach, would attend the Programme. Some FBOs strategically advertised their Programmes at community schools, youth church programmes, or through their partners and stakeholders to ensure that the target age group were aware of the Programme. However, many FBOs relied on generic and general methods that were targeted at all children in the community, regardless of age. They used posters, flyers, word or mouth, or relied on their community reputation and presence to raise awareness about the Programme. Such tactics would unlikely have persuaded older children to attend. Given that the Programme has a reputation of being for young children (as previously stated), the open-ended nature (as opposed to strategically targeted marketing) may have reinforced the idea that the Programme is not specifically for young adults.

"We don't do much encouraging because the kids already know us in the area for a long time because we have been working in the area for quite some time now." - FBO Programme Manager.

"We basically never encourage them, these kids, because our Programme was set up in a way that was entertaining, it was educational, it was fun. They wanted to be there. The motivation for them to come was minimal." - FBO Programme Manager.

"You must just show them that you are available, that you are visible in the community, you are visible in the Programme and you must show them that you are interested in them. Then you would see they do come, and if they see the younger ones come or their brother come and some will come back and that works for me." - FBO Programme Manager.

The second part to this evaluation question aims to understand why younger children, aged as young as 2 or 3 years old, are attending the Programme instead. The primary reason emerging was that the **FBOs did not wish to exclude children who were outside of the target group**. Although Programme Managers may specifically target older children as per the prescription of WCG DoCS, they allowed for any children to join the Programme regardless of their age group. This may be because it is a mandate of their organisation and of their holiday programmes to care for any and all children in the community. It may also stem from a religious and social responsibility perspective, whereby FBOs could not exclude or reject children who arrived at the Programme. If the intention of the Programme was to keep children in the community safe, they could not reasonably be expected to send those children home where they may be vulnerable to dangers and/or without any supervision.

"They come from different homes so as in our constitution is saying we are looking at children

who are from poor background[s] or homes; we don't chase them away or put them aside from our Programme." - FBO Programme Manager.

"I normally don't turn away any of the youngsters, I try to assist and provide to each and every youngster that pitches up to the Programme." - FBO Programme Manager.

"I can't send that child home, I must make a plan for that child." - FBO Programme Manager.

It was also acknowledged that whilst the target age group is 14-21 years old, younger children should in fact be part of the Programme as they were perceived as equally vulnerable to being victims of, or even perpetrators of, violence.

"We find that these kids start smoking, drinking at a very young age as early as 10 years old, we would have kids from as little as 9-25 years old." - FBO Programme Manager.

"Police did arrest a couple of youngsters of 9 and 11 carrying a gun, and the gangsters drug lord do install them the wrongs in the minds of the youngsters from that age already." - Key Informant.

Younger children also attended the Programme because **they were often left in the care of their older siblings who come to the Programme**. Parents/guardians who work whilst their children are on school holidays are unable to care for their younger children, are unlikely to afford day-care, or may not have alternative options such as grandparents or neighbours to watch over their children. As such, they placed the responsibility of care on their older children to look after their younger siblings, who subsequently brought them to the Programme. Again, from a religious and social responsibility standpoint, FBOs were not in a position to turn away younger children from their holiday programme, especially if there was no suitable alternative. If the FBOs did turn the younger siblings away, they would likely risk that the older sibling would not attend the Programme at all. It was therefore the preferred option to rather include children from all presenting age groups than potentially have fewer of the target group in attendance.

"We do not exclude anyone who comes because we know that the kids who are part of the Programme have their siblings at home who they look after during the holidays when their parents are at work. They have no one to look after these kids and they end up coming with them to the Programme and we do not turn them away. Some children would come with their 2 year old siblings and we cannot say no because we are an organisation of the community and we must care for them, we allow all the kids." - FBO Programme Manager.

“Because one of the problems that we discovered is that when we invited the 14 year olds guys to be part of this Programme, they’re given the responsibility to look after their younger brothers and sisters over the holidays and we couldn’t turn those kids away so we had to cater for them as well.” - FBO Programme Manager.

“Otherwise they couldn’t attend the Programme so we had to cater for the siblings as well.” - FBO Programme Manager.

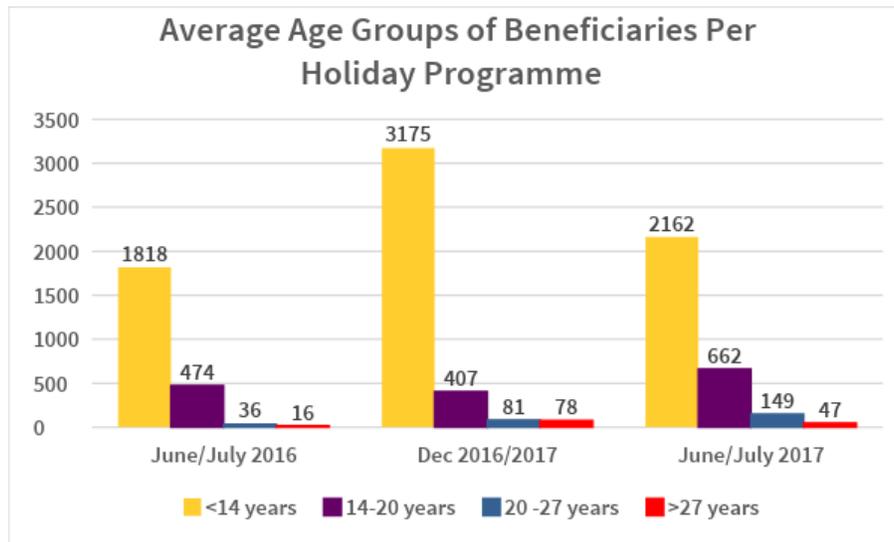
Is the Programme content more appropriate and appealing to children (13 years and younger) or to youth (14-21 years)?

As directed by WCG DoCS, this evaluation understood “appropriate” and “appealing” to be synonymous, and this question was geared toward understanding whether the Programme was more appealing to the younger children, or to youth.

To determine which age group the YSRP was more appealing to, Programme attendance by age group was used as a proxy indicator. This indicator assumes that if more children under the age of 14 years attended the Programme, it was more likely appealing to that age group. Conversely if more children/youth over the age of 14 attended the Programme, it was likely that the Programme was more appealing to them.

Quantitative data revealed that **far more children under the age of 14 years were attending the Programme than their youth counterparts over the age of 14 years.** This was indicated by monitoring data from June/July 2016, December 2016/January 2017, and June/July 2017 holiday programme data as depicted in Figure 1 below.

**FIGURE 1. AGE GROUPS OF CHILDREN AND YOUTH WHO ATTENDED THE YSRP
(2016-2017)**



*It is noted that these figures are a sample of attendance only, and are not wholly representative given their basis on two monitoring reports maximum. This figure is intended to depict trends only.

For each of the three holiday programmes **the number of children under the age of 14 far outweighed that of the children over the age of 14. These figures for children under the age of 14 years, over the 3 year period, were more than triple the number of children who were between the ages of 14-20 years old.** It is noted that the target age group includes 21 year old youths, who were recorded in the category of 20-27 years old in the monitoring tools⁹. As such, the data is an under-representation of the number of targeted beneficiaries attending. Yet, even with the age category of 14-20 years olds combined with that of the 20-27 year olds, this youth group is still substantially lower than that of the under 14 years old age group. As such, using attendance as the proxy indicator for the appeal of the Programme, **the Programme clearly appeals far more to the younger children (13 years and younger) than to youth (14 years and older).** This finding however must be interpreted with caution. This evaluation is cognisant of the fact that there may be barriers to attendance, and as such the above finding does not encompass youth who may have found the YSRP appealing but could not attend the Programme for other reasons. As already noted in the previous evaluation question, a barrier to attendance may be that youth have other commitments or responsibilities such as jobs, housework, or looking after younger siblings, or even their own

⁹ Monitoring tools should be amended to ensure the correct age categories of interest are captured, i.e. Children/youth 13 years old and younger, children 14-21 years old, children/youth 22 years old and older.

children. Such barriers are common in economically under-resourced contexts, and the improvement of these are outside the scope of the YSRP.

This finding may point to the fact that younger children are an easier age group to appeal to. However, the inclination towards catering for younger children points to the need for FBOs to have regular partnerships with organisations that have real experience of dealing appropriately with the target group. Without such partnerships, the default mode will be to programme for younger children, as this group is easier to keep busy and entertained, with fewer resources (i.e. basic costs of paper, kokis, simple games, singing, dancing etc.).

To further support the quantitative findings that the Programme was less appealing to youths, triangulation with qualitative responses from evaluation participants revealed two primary reasons why youth may not have found the YSRP appealing, or at least appealing enough to attend. These reasons were discussed in the above Section 3.1.1. It must be also be noted that **the appeal of content to the different age groups is largely dependent on the implementing FBO and the unique holiday programme they planned.** As described previously, WCG DoCS did not prescribe the Programme content for FBOs; the Department required that the children be entertained or kept busy under supervision, and that one content component should be geared towards promoting safety in the community, e.g. an activity on drugs, crime, etc. There was no formally recommended content that should be offered by FBOs to make their programming appealing to a certain age group, and it was left to the full discretion of each FBO. As such, some holiday programmes may have been more appealing to youth, some to the younger children, and some Programmes may have been specifically tailored to cater to different age groups in attendance. Whilst the Programme content varied from FBO to FBO, there were certain activities that were more enjoyable to the young children (under the age of 13), and more appealing to the youths (in the target age group), with some cross over between the two age groups, as explained below.

Primary quantitative data was used to understand the types of Programme activities/content that was appealing to children. At the 10 site-visits, beneficiaries below the age of 13 were provided with an activity sheet to indicate the Programme activities that they enjoyed most. 59 children completed the activity sheets. Children between the ages of three and 12 years old completed the sheets, with the average age of respondents being eight years old. The children were instructed to colour in the face that best represented how they felt about each of the five activities. The happy face was understood as the children liking this activity, the ambivalent face was understood that the children neither liking or disliking the activity, and the sad face was interpreted as children disliking the activity. Table 7 below depicts the children's responses.

TABLE 7: CHILDREN'S RESPONSES TO ACTIVITY SHEET (AGE 3-12 YEARS OLD)

	Happy Face/ Like	Ambivalent Face/ Neither Like nor Dislike	Sad Face/ Dislike
Sport (n=58)	74% (n=43)	12% (n=7)	14% (n=8)
Games (n=57)	75% (n=43)	18% (n=10)	7% (n=4)
Dancing (n=58)	88% (n=51)	7% (n=4)	5% (n=3)
Prayer (N=59)	95% (n=56)	3% (n=2)	2% (n=1)
Speakers/Visitors (N=59)	80% (n=47)	15% (n=9)	5% (n=3)

Findings revealed that the children enjoyed all five activities. For none of the activities did the beneficiaries' rating of ambivalence or dislike outweigh that of liking the activity. As such all of these five activities, which are typically implemented at the Programmes, are appealing to the younger children. More specifically, the prayer or faith-related activities received the highest rating from the children (95%; n=56), and was the activity that the young children found most appealing. Whilst all activities received positive ratings, sport received the lowest rating of like (74%; n=43) and the highest rating of dislike (14%; n=8). Whilst sport is a well-liked activity by this age group, it is not the biggest attraction to the Programme for younger children.

There may be a number of reasons for these findings. Firstly, prayer may be highly rated as young beneficiaries may come from religious homes and may be members of the church/mosque in their community. They may have a positive association with prayer, both inside and outside the Programme. Sport may have been rated poorly by the girls given that the depiction of sport was a soccer ball, which may have been associated as a male sport.

On the other hand, prayer may also be perceived as gender-neutral, and easily accessible in the Programme, at school or at home. Children may also enjoy hearing and learning about bible stories, or they may enjoy the aspect of singing prayers together as a group.

Additionally, games received the most amount of ambivalent responses (18%; n=10). This may suggest that children enjoy some games and perhaps not others. During the latter days of fieldwork, data collectors were instructed to ask the children where possible to explain why they liked or disliked certain activities. Out of the 6 children who gave responses, four commented on why they did not like games. Children's responses indicated that they did not like games because they associated the dice (the depiction of games in the activity sheet) with gambling. This may speak to a limitation of the activity sheet, and a different image to represent games may have garnered different responses.

The above quantitative findings are further supported by qualitative evidence:

"The small ones come for all the games here." - Beneficiary

"I think what brings them here are the games that they play here in the programme and the books that are being read here." - Beneficiary

"I think so yes, more sport, because most of the young children like sport. And if we have more sport things, functions and so on, then more children might show up." - FBO Programme Manager

"It's very fun for them, the little ones, they can play, they can draw and they enjoy it here as well." - Beneficiary

Qualitative responses from various evaluation participants were used to gauge what types of activities were more appealing to the target age group. Responses suggested that, like young children, **sports and dancing were also appealing to the youth**. Moreover, excursions were also appealing, such as outings and seeing places outside of the community that the beneficiaries potentially have not been exposed to before.

"Look I am a guy that is interested in sport, so when I see there is sport involved - like rugby and cricket - then I will get involved." - Beneficiary

“That age group is the soccer, music and the dance because that age always wants to do the drugs. That ages must be focus on soccer, and the bands and music.” - FBO Programme Manager

“Even if we go to a place here in Cape Town just to take the kids on a tour around the Waterfront because there are some people who haven’t seen it before, and maybe they would like to go and see it and in that way more people could come and participate in the Programme. It would also be good if we could go to other halls that also have the same Programme and meet other youth that is on the same Programme.” - Beneficiary

“You see in townships, guys who are above 15 and also there its young adults [...] this has only been a success in few cases where these guys were actually like when I say FBO and NGOs plan to take them out of a township. That has even reach huge success.” - WCG DoCS Staff Member

However, older children were not attending in high numbers despite these activities being on offer at many of the holiday programmes. This suggests that these activities are not appealing enough to draw the youth to the Programme. This may be that sports can be accessible outside at community parks or fields. Youth may also be able to go on their own excursions with friends to other areas near where they stay. It is noted however that excursions were not offered by a majority of Programmes given the financial cost of transport, as well as potentially paying for entrance/participation. As such, **the Programme needs to offer youth activities that cannot be easily accessed outside of the Programme, and that could potentially provide them with some benefit over and above the immediate satisfaction of fun and enjoyment.** This is crucial if WCG DoCS intends to maintain an explicit emphasis on the older age group (14 to 21 years), and as iterated previously, this calls for experience and skills that can only generally be found outside of FBOs. If the Department intends to place a greater focus on the younger age group, FBOs may have more capacity to cater to this group, who require more basic programming than youth.

Programmes may be more appealing to youth if they can offer some form of life-skills (e.g. CV writing and applying for jobs), or other capacities that might assist them with acquiring a job, preparing them for tertiary education, or enhancing their knowledge in something that they are interested in. They may also benefit from observing motivational speakers or role models. These may be people who have lived in similar circumstances to them and who have made a success of their life despite challenges they may have faced; or people who the youth may look up to such as local celebrities (e.g. singers, DJs, etc.).

"Maybe they also need more information like the ones who do grade 11 and grade 12, so maybe they also want more knowledge than they are getting at school." - Beneficiary

"The high school kids, we mostly focus on topics of entrepreneurship and stuff like that - that will more or teenage pregnancy. Stuff that's more focused on them." - FBO Programme Manager

"A lot of that go to grade eight, which is the high school now. Teach them how (...) what to expect. [...]. And they have a uh a young woman, a rising woman club and those ladies that come in, spoke about their experience at high school. Some of them got pregnant while they was in high school, some them was having to repeat some of the grades because of [inaudible] friends." - FBO Programme Manager

"But what you are saying is happening in in Area_101 where private people is calling DJs and then there you'll see a lot of this 14 to 25 age group." - Key Informant

"He's Youngsta, then you'll get 21, 22 year olds they will come and attend because Youngsta is going to be there. Remember, you are going to do your talks, but they want to see something that's going to keep them there: Youngsta. We're there for Youngsta but you don't tell them the time when he's going to be there. So that they can be there and wait for this Youngsta while you do your activities with them etcetera etcetera. This is what I've picked up." - Key Informant

An additional approach to make the Programme more appealing to youth is to address the fact that different age groups require different programming that is relevant and relatable to their particular age group. Given that there is a difference in how the Programme appeals to younger children and to youth, **it is imperative that Programme activities/content be separated by age groups**. This was employed by a minority of holiday programmes, however it was acknowledged that this was crucial to ensuring that the Programme was relevant to different developmental stages and needs. This may also address the challenge that youth do not like to attend the Programme because it is perceived to be for young children only. By separating the Programme by age group, older children may be more inclined to join if they knew they would only be engaging in activities with children their own age, in activities specifically tailored to their needs.

"So we have separated it [by age] because we can't put a 17 year old and an 8 year old into the same programme because you have to separate them and put them in a different stage because they won't open up easily to different age groups and the level of

engagement is not the same. Even for 12 and 17 or 13 and 15 it is very different in terms of the way they communicate. So if you want to be effective and you want to have an impact and you want your message to be taken in and be applied then you would want to group them accordingly. We have done that deliberately because we don't want the older ones to be bored because the topics might not relate.” - FBO Programme Manager

“Yeah, engage into some activity and then the breakup of different age groups, I think that is that is very much important.” - FBO Programme Manager

“Pre-school programmes, pre-school, you know. The people must sing, love, say our slogans. Then you got a primary school programme, you got a high school programme and you slot those who are not going to the schools into that programmes. So if a youngster is 10 years old, he goes to primary school programme, when that youngster is 15, 16 years old he goes to the high school programme.” - Key Informant

Summary of Findings: Relevance to Intended Audience

Summary Box

Why are (a) the targeted age group (14-21 years) not attending, (b) but rather the younger children?

- The predominant reason identified for why the targeted age group were not attending was because the Programme was not appealing enough to youths, mainly because they perceived themselves as too mature or too old for the Programme. The Programme had a reputation of being for children which potentially made them subject to ridicule if they were to attend. Other reasons for non-attendance include other responsibilities (e.g. holiday jobs, housework, or caring for family members), the structured and supervised nature of the Programme, and the lack of targeted and purposeful marketing to attract this notoriously difficult age group.
- Younger children were attending the YSRP because FBOs did not wish to exclude younger children from their holiday programmes and because young children were often left in the care of their older siblings who came to the Programme.

Is the Programme content more appropriate and appealing to children (13 years and

younger) or to youth (14-21 years of age)?

- Far more children under the age of 14 years were attending the YSRP than children over the age of 14, suggesting that the Programme was not appealing to the intended target age group. It is however acknowledged that attendance may have been impeded by youth's responsibilities such as those mentioned above.
- The appeal of content to the different age groups is largely dependent on the implementing FBO. Programme content differs from organisation to organisation given that WCG DoCS does not prescribe Programme content.
- Content that appealed to younger children (below the age of 13 years) were (in order of preference) prayer/faith-related activities, dancing, speakers/visitors, sports and games.
- Content that appealed to youth (above the age of 14 years) were sports, dancing, and excursions or outings. However, despite this activities being on offer, youth were not attending in large numbers. This suggests that these activities were not appealing enough to attract this age group. It is surmised that these activities could be accessed without the need to attend the Programme. As such the Programme would need to offer youth activities that cannot be easily accessed elsewhere, or that provide benefits over and above fun and enjoyment, such as life-skills or practical career guidance.

IMPLEMENTATION

Why is this programme able to run within some very dangerous areas without any “down-time”?

The areas in which the YSRP is implemented can pose serious threats to the Programme. This evaluation question understood “down-time” as holiday programmes being cut short or ended completely as a result of danger in the area, or harm being caused to beneficiaries.

One of the key themes that emerged from the participants' responses was that in order to keep their venue and beneficiaries safe, many **FBOs formed partnerships to enhance the safety of the programme, mainly with SAPS, CPFs, and neighbourhood watches**. FBOs would not only invite stakeholders of the safety sector to present on specific topics, but they would additionally have them visible and patrol the Programme venue during the week of implementation. Participants noted that the visibility of the police had a positive influence on the safety of the area and community during that period. It is posited that this was because

gangs and other offenders would be less likely to come near the venue, children/youth may be less likely to leave the venue, and if an issue arose they would be available to assist. Participants noted that FBOs' continued partnership and cooperation with these stakeholders helped them to run the Programme in those dangerous areas successfully without any interruption and violence.

"Normally call the police to come and patrol for things like safety and so forth. So if there is any gang wars happening probably their numbers would decrease you know. [Inaudible] So what we do is that we do call the police and they would call the vans to come and patrol around the area twice or three times a day in community." - FBO Programme Manager

"As I have mentioned we have a close relationship with the police and they are always nearby and we have their contacts ready. They always come around and are very visible so nothing has happened before because of their visibility. If something were to happen they would be here very quick." - FBO Programme Manager

"When it's the Programme and the police is now there when she's busy there with her speech and stuff, then it's I want to say it's fairly safe because the criminal world won't come and challenge this Programme." - Key Informant

"We work with CPF and they attend every time. They don't send or come as one person maybe three of them come." - FBO Programme Manager

Another key theme that emerged was that **a physically safe venue needed to be a priority**. Participants noted that the Programme was able to continue running in such high crime areas because they ensured that the venue of the Programme and any outdoor area that they may have used was protected and guarded from people who may have wanted to enter from the outside. Participants mentioned several different measures that Programme implementers put in place. For example, the venues had secure fences preventing outsiders from coming in to the venue. Moreover, some of the participants noted that it was important to have secure gates and to ensure that they were always locked during the Programme so that people could not enter nor exit randomly. Furthermore, some participants noted that some of the venues had a full time security guard to monitor the movements of people who came into the venue and to search everyone to ensure that the Programme could run smoothly within those dangerous areas.

"I would first have a big yard with fence and everything. So when the kids come in the morning we lock the gate. So we've never had an incident like that some people or

gangsters or stuff like that will come in the church and disrupt our programme. Nothing like that because safety for the kids comes first so we lock and when it's play time we will open again and then they can play, because our yard is still big so they can play in the yard. And what I also do is, there is a school opposite our church with a big field and we can take the children over grade by grade and they can play with the balls, with rugby balls and stuff whatever they have, and play there for an hour just to be out and have some play time also.

I hear what you say, we do safety comes first for the kids here for us." - FBO Programme Manager

"But the major thing is the gate there is a security sitting at the other room opposite the gate, you can't just come in there without him opening the gate, they use the remote to open the gate so when the kids are in then we close it." - FBO Programme Manager

"We lock the gates and the gates must be closed and they mustn't go in and out and you know the kids sometimes they want to go out and see what is happening so 12 o'clock strictly we close the gates because it works with the remote so it is safer and no one can just go at any time, if they are, they are until lunch time and then we give them drinks and they go" - FBO Programme Manager

The Programme staff would also inform the beneficiaries of the consequences that would ensue for misbehaviour, such as bringing weapons to the holiday programme or physically fighting. Participants noted that Programme staff would employ different measures, for example, beneficiaries may have been warned that if they were caught with weapons then they would be expelled from the Programme immediately. For those beneficiaries who enjoyed the Programme, they would more likely be careful not to misbehave nor engage in antisocial behaviours that may get them into trouble.

"They have got respect for us and they will cooperate because we would tell them if you don't want to listen, we are going to expel you from the programme and they know what benefits they get here because on the last days they even get a Christmas present you know Christmas party packets because we try to make something special for them." - FBO Programme Manager

"So we give them a strong warning that we do not want to see anybody carrying a weapon and that if we find someone carrying a weapon then we would tell them that we would take them to the police station by ourselves and hand them over to the police. We would start with those programmes in order to make them aware that they will be in trouble and they generally listen to what we do and say." - FBO Programme Manager

"If you want to sign up for the programme you are most welcomed and we want you to become part of the Programme but that is the rules and if you violate the rules for that day you are not part of the Programme and come back tomorrow think about your mistake come back and apologise." - FBO Programme Manager

Moreover **if children/beneficiaries brought weapons or potentially dangerous objects to the Programme, they would be confiscated.** Participants noted that the children/youth would be disarmed when the staff found weapons on beneficiaries. In some instances, other children/youth in the Programme would report to the staff when one of the children/youth were carrying a sharp or dangerous object. This suggests that the beneficiaries are also assisting in terms of ensuring that there are no dangerous weapons being carried into the venue. In most instances it is not easy for the staff to detect these weapons on their own as there are many children/youth who attend the programme. Whilst there were few reported incidents, it is recommended that WCG DoCS ensure that FBOs develop and implement a safety protocol for their holiday programmes in order to mitigate any potential dangers.

"The children tell us also [...] even when someone comes in with a sharp object then they would tell us and at times we have even confiscated knives you know." - FBO Programme Manager

"We try our best to collect all those dangerous stuff and put it aside." - FBO Programme Manager

"Even before they enter the hall, we talk about the conduct that they mustn't fight, they mustn't have the sharp object in their hands so we are taking every stuff." - FBO Programme Manager

"All the children especially the older ones like 14 upwards we make sure we search them and even the police when they are present they search them and we also check them if they don't have weapons on them." - FBO Programme Manager

Finally, another way that holiday programmes were able to run in dangerous communities was that **gang members were seemingly respectful or supportive of the work of the Programme.** This factor is outside of the influence of Programme Managers. It was surmised that this was either because the gang members are religious themselves, or because their own family members attended the Programme. Participants noted that some of the beneficiaries are the children of gang members themselves. According to the evaluation

participants, this at times served as an advantage for the Programme, because the gang members are more likely to avoid causing any danger near the Programme, since they don't want their families to be threatened.

"The other thing that has helped us as well is that we have beneficiaries that are from the same families as the gang members, so they also know that their family members are part of the Programme and they don't want to victimise their own family members." - FBO Programme Manager

"You don't exclude gangsters and drug lords children, their children is part of it and I tend to find that those people support these Programmes because it means safety for their own kids as well mind message is that you don't exclude poverty stricken child, you don't exclude a gangster child." - Key Informant

"This church is making a difference, look they see us in the newspaper they hear reverent and they know this week is this programme so the gang even the gang respect this Programme." - FBO Programme Manager

Is there sufficient oversight, coordination and management capacity to implement the YSRP programme within the whole-of-society approach?

As agreed with WCG DoCS, this evaluation question was understood to be focused on WCG DoCS's capacity in terms of playing the oversight role of the YSRP. This may encompass the administrative processes, and the overall ability to oversee and/manage the Programme and its components.

Respondents primarily noted that there were **capacity challenges experienced within the Department that affected WCG DoCS's role in overseeing the YSRP. The primary challenges were that there were capacity gaps among the WCG DoCS staff constituency and there was a need to improve the Department's administration.**

Qualitative evidence revealed that **WCG DoCS experienced challenges with its administrative system.** Inadequacies that were noted related to the Department managing the application forms and processes inadequately (including misplacing application forms and related documents), providing late confirmations to the FBOs as to whether they would be implementing during a given holiday period, and releasing financial tranches late to the FBOs. This may have impeded FBOs from organising their holiday programmes with sufficient notice and upfront finances. This had the potential to harm the implementation of the

Programme, as with such challenges FBOs likely struggled to attain adequate venues, equipment, staff and Programme partners in time for implementation.

"More in advance also to let us know ok you received the money before like ample time for us to say ok. We that we can go on and start with our Programme and organise and stuff. Because I am a guy, I am a person that if I do like the holiday programme, I start this year already to do my work for next year. I have a year plan so that and that must be done. This resource or whatever we need, we need to do it already now. But if I don't have the funding it's tough. How can I run a successful Programme?" - FBO Programme Manager

"Another thing is that DoCS always gives us money like 5 days before the holiday programme starts and in most instances we would not be sure if we are going to do the Programme or not because the money is really important, and even when we get that money you find that it is half of what we need for the Programme and we would end up covering the rest of the costs from our own pockets. That really creates some kind of panic amongst our team because no one knows if we are going to do the Programme or not." - FBO Programme Manager

"Previous years, last year, the day when we finish our Programme that is the day when we received our money. First amount." - FBO Programme Manager

It was recognised that the administrative system needs improvement, including a move from paper-based processes to an electronic or online system. This would help the Department manage and coordinate the large number of applications and supporting documents received from FBOs each holiday period, and prevent documents from being misplaced. It would also ensure that FBOs would not have to hand-deliver documents with applications and re-applications, which could be especially burdensome if FBOs were based far outside of Cape Town.

"Because the Programme hasn't been institutionalised you know there is not the necessary electronic, [...] there is not electronic systems to sort of make the Programme smooth running so all the things done manual which is labour intensive which sort of requires a particular skill set." - WCG DoCS Staff Member

"I think in the previous year we were thinking about we all moving to online. Shouldn't we introduce online system for people to apply whether I am in Nuwerus I can go to the system and make an online application because everything in our days is on a cell phone and laptop. We haven't succeeded in the previous year, I think there were, there are so many

requirements that take place in terms of a server to be dedicated for a project like this.” -

WCG DoCS Staff Member

“Especially poor admin systems; some organisations are discouraged because our systems are really letting us down. By the time they are expected to implement the programme the funds are not there yet.” - WCG DoCS Staff Member

“It is a challenge you know people do comply submit the reports but they are not paid on time. That might be one factor they say what is the point? Otherwise, they buy the concept. No two ways about it. Some are operating on a zero budget. Some will say, let me not waste my time.” - WCG DoCS Staff Member

Additionally, qualitative evidence suggested that **there were capacity gaps among the WCG DoCS staff**. Specifically, participants cited that there was a need for more skilled Monitors who conduct the fieldwork and monitoring visits of the holiday programmes, as well as more senior level officials to take up vacant senior level roles. It was noted that Monitors needed improved capacity in terms of 1) forming relationships with the FBOs, 2) administrative skills, and 3) their content knowledge of the Programme in order to be more adequately prepared when FBOs directed questions to them. It was also noted that several skilled staff members in the project management team left the Department in the past few years, leaving a project management gap. Consequently, in the interim during staff transition there was an over-reliance on interns who, despite being entry-level employees, were working on senior-level tasks, which were likely beyond what was appropriate for their capacity.

“They (Monitors) are not skilled in terms of having relationship with organisation and partner being inside. I think it is those skills that need to be there and there’s that thing of strong admin skills.” - WCG DoCS Staff Member

“I think also in terms of the project management team also that a lot of the skilled people, people left the team, who has been in the team for more than 3 years and then we have a big vacuum relying on interns, so the last 2, 3 years we had to rely on interns to fill that gap and of course interns come and go so every year you have to train new interns so not necessary those positions hasn’t filled for the required skills to run a project of this nature, because you depend on lower levels to do someone’s higher level work.” - WCG DoCS Staff

Member

“I think there is a sense that we need to kind of up the capacity ability and also moved away from as opposed to having matriculants as interns before we were more focusing on graduate interns now, because they have proven a higher skill level as opposed to a normal

matriculant so we introduced that as well we make sure that whenever we have interns in the programme instead of matriculants rather graduate interns.” - WCG DoCS Staff Member

Taken together, there are four missing elements within WCG DoCS that are impeding the Department's oversight, coordination and management capacity to implement the Programme to its full potential. These missing elements include the need for a: 1) a technological upgrade; 2) trained full-time clerical staff who are responsible for administration; 3) more trained full-time Monitors to monitor, advise and support the contracted FBOs; and 4) more senior level officials to take up senior roles. Thus, this capacity may be deemed as inadequate for implementing the Programme as envisioned within the whole-of-society approach.

Are there sufficient finances, human resources and administrative management to implement the YSRP?

This evaluation question was understood to be focused on the FBOs' available resources and the limitations thereof in implementing the YSRP.

One of the strongest themes emerging was that there were insufficient finances to implement the YSRP effectively. **WCG DoCS provides R50 per child/youth per day of the Programme, and it was clear that such a subsidy was not enough.** It could not fund FBOs' entire holiday programmes; it assumes that FBOs are able to run such a holiday programme independently already, and that WCG DOCS makes only a contribution to support the Programme. This grant was unlikely to be enough even for meals, especially since most organisations are expected to provide more than one meal a day (both breakfast and lunch, appropriate for an 8 hour day programme) and it was expected that these meals be nutritional and filling. Participants intimated that they could not reasonably run effective Programmes with healthy meals, safe facilities, effective partnerships, and entertaining activities with such a limited grant.

It should be noted here that the amount of R50 per child/youth per day has remained constant since the initiation of the Programme in 2012. This means that standard inflation rates have not been considered over a six year period. Had inflation been taken into account each year, the funding amount should have been approximately R67 in 2017. Whilst this is not a substantial increase, and still is unlikely to adequately cover the costs of running the best version of the Programme, for FBOs operating in very poor communities this may make a significant difference overall. Running the programming requires both programmatic and food costs. Food is a cost across all age groups, however programmatic costs would

differ for different age groups. For young children, programmatic costs should be modest, such as paper and kokis, simple games, music, singing and dancing. However, programmatic costs for older children are more expensive, as this age group requires adequate infrastructure for different kinds of training such as sporting, life skills, or career-related trainings. This fact may additionally suggest why FBO Programme Managers are inclined to run programmes for younger children. However it is for activities for the older age group where government resources would be most crucial for this Programme.

“One of the pastors the other day walked in and said when are we going to get with inflation? Because the R50 has been like this for the last 6 years. The food is more, travelling is more, cellphone airtime, everything is more.” - WCG DoCS Staff

“As you know our economy is very bad. And for R50 for a kid for a day to buy stuff is not enough anymore. Maybe 6 years ago it was enough but it is not enough for kids for R50 a day now. Because you know life is very expensive now.” - FBO Programme Manager

“No it is not enough because even a plate (of food) it's not R50. To give children a snack in the morning and give them lunch, it's not enough. [...]. They can't be part of that Programme when their stomachs are empty. It is very little.” - Key Informant

“What can you buy for R50? You know I mean a tray of eggs is R62. I mean bread cost R12, milk you know to make a decent plate of food for the,. The post that we use is 60 litres of that you throw into 2 bags of potatoes, you get it because you want to feed the learners so how can R50 keep them the time for this whole day to keep them active.” - FBO Programme Manager

The total amount granted to each FBO is calculated by multiplying the R50 by the number of children/youth that are planned to attend the Programme and by the number of days the Programme is intended to run (typically five days). The number of children/youths that FBOs cater for is stipulated by WCG DoCS based on 1) the FBO's previous track record, 2) the funding that is available for that year, and 3) how many other FBOs will be implementing holiday programmes. There were instances where FBOs had to cater for more children/youths than initially planned, thus finances became even more inadequate. An oversubscription of the Programme is supported by findings from the first evaluation question which shows that FBOs often do not turn away any potential beneficiaries who may arrive at the Programme, as well as the following quotes:

“Like I said to you they provide for 50 to 60 youth and my Programme I have 120 youth so it is

definitely insufficient, and with the inflation today and stuff being expensive and so on. It is not easy, and I normally don't turn away any of the youngsters, I try to assist and provide to each and every youngster that pitches up to the Programme. [...]. Community Safety provides meals only for 50 children at my Programmes for the past 2 years now. And I have like 120 kids pitching up, which is not fair you understand." - FBO Programme Manager

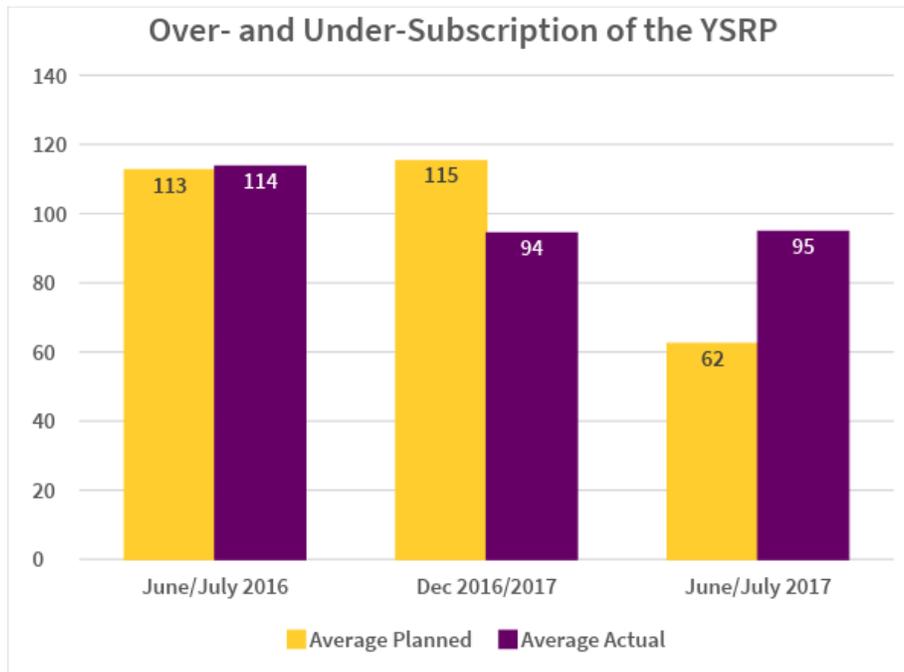
"In the beginning they only gave me 50 children and for every child they give me R50, but at least at the end when you go look at my reports I had an average 98 children per day for 5 days and now you ask me if R50 is enough? No it is not enough because now I had to go into my pocket as the NGO because I did not want to send children away and say no I have got enough children." - FBO Programme Manager

"Community Safety will cater for 60 children and I have 100 children and even those 60 children's money is not enough [...]" - FBO Programme Manager

Depending on the holiday period, this finding was both supported and contradicted by quantitative data, as depicted in Figure 2 below. This data suggests that June/July holiday periods have more beneficiaries attend than intended and is oversubscribed, whereas the December holiday period shows less attendance than planned and is undersubscribed:

- June/July 2016 - 113 planned vs 114 actual (101% achievement)
- Dec 2016/Jan 2017 - 115 planned vs 94 actual (82% achievement)
- June/July 2017 - 62 planned vs 95 actual (153% achievement)

FIGURE 2: OVER- AND UNDER-SUBSCRIPTION OF THE YSRP ACROSS HOLIDAY PROGRAMME PERIODS (2016-2017)



*Note: Where range of planned or actual totals were provided (i.e. 80-100 planned) these were averaged (i.e. 90 planned). Where two discrepant actual figures were provided, i.e. actual number according to attendance register and actual according to monitor's headcount, the attendance register figure was used. Where an estimation was provided, i.e. "over 100" was provided, the base value was used to be conservative, i.e. 100. The actual total was calculated by adding numbers recorded in the first and second monitoring reports and calculating an average.

This trend is explained by the fact that parents/guardians typically take leave from work in the December/January holiday period, and not during the June/July period. As such, during December/January, children/youth are more likely to have parental/adult supervision available to them, so parents may not necessarily encourage their children to attend the Programme. Additionally parents may take their children on holiday outside of the community (e.g. to visit family) and as such there simply may be fewer children/youth in the community at the time of the holiday programmes.

Taken together, it appears that WCG DoCS relied on FBOs to either utilise the resources they already had that would be necessary to run a Programme, such as their own venue, volunteers/staff, equipment etc., or alternatively FBOs were expected to garner sponsorships

or other sources of finance to fund other needs of the Programme that are not met by the R50 limitation.

Moreover, qualitative findings revealed that **FBOs also struggled with insufficient human resources, primarily in terms of staff quantity, but also in terms of appropriate staff quality to an extent.** FBOs experienced challenges in having enough facilitators, which resulted in implementation challenges. Programme staff struggled to control the number of children/youth and to undertake administrative tasks necessary to run the Programme.

"You see when it comes to challenges there is a lot of them that we face. But, I think our biggest one is man power which means having enough people to assist and work on the Programme., because you would find that I need someone to do the registration, I also need to make sure that everything is set up before the Programme starts and when all our invited guests arrive everything is already prepared. There are only three of us and these kids are beyond what we can deal with [...]." - FBO Programme Manager

"Now when you are a few people implementing the Programme, you can't control them and you would find that you are in danger because these boys when they are high they are disrespectful." - FBO Programme Manager

"Of course we need more staff, volunteers are always welcome to come and assist us." - FBO Programme Manager

Some FBOs recruited volunteers to work for the Programme to compensate for this capacity shortage. However, it was noted that volunteers were not necessarily reliable nor sustainable as they were likely to secure permanent employment at some point. It was additionally noted that to retain staff and volunteers there was a need for stipends or some kind of an incentive to ensure that staff would continue to work with the Programme over each holiday period.

"Other barriers for us would include the shortage of volunteers to help us with the Programme. Some of the volunteers who helped us previously have now found permanent employment somewhere else and are no longer available." - FBO Programme Manager

"You know for volunteers to come help, they are volunteers but they need a stipend also you know, because they come here early mornings eight o'clock early they're here. They finish three or four o'clock. Every day they're tired at the end of the day. At least we as an organisation we receive the money. But see to the volunteers to give them a stipend so ok"

we'll give you money. Also R50 a day. But if you don't do that, next year the volunteers don't want to come help here anymore because there's nothing for them." - FBO Programme Manager

The qualitative finding that there was an insufficient number of staff was not supported by quantitative data. WCG DoCS specifies a standard that FBOs must have at least one staff member for every 20 beneficiaries who attend their Programme (i.e. staff to beneficiary ratio of 1:20), however as depicted in Table 8 below, staff to beneficiary ratios were within the required standard. This indicates that on average there were enough facilitators for the number of beneficiaries who were at the Programme (by WCG DoCS's standards). However, this finding must be interpreted with caution as this does not wholly represent all holiday periods, nor is it sufficient to depict trends. Additionally, it may be argued that the 1:20 may not in reality be sufficient for some of the Programmes, especially if children/youths are unruly or if programmes are not held in a contained venue.

TABLE 8: AVERAGE STAFF TO BENEFICIARY RATIO ACROSS PROGRAMMES

	Average Number of Staff	Average Number of Beneficiaries per FBO programme	Staff: Beneficiary Ratio
Dec 2016/Jan 2017	8	94	1:12
Jun/Jul 2017	6	95	1:16

*Data on number of facilitators were not recorded for June/July 2016 holiday period

Qualitative data also suggested that FBOs did not necessarily have adequate human resource quality, meaning staff members did not have the necessary knowledge and skills to deliver the Programme effectively. However, given the limited finances, FBOs appeared to prioritise the quantity of staff over quality, to ensure that at least there were enough people to supervise the children/youth. Additionally, with only R50 a day, Programme Managers were unable to afford to train staff members and facilitators to effectively deliver the Programme. Given this challenge, it is suggested that WCG DoCS consider emphasising Programme quality over quantity; funding a smaller number of holiday programmes which would enable the Department to provide better supporting, monitoring and assistance in identifying and coordinating resources that may be lacking in the FBO. If these few FBOs are competent and accountable, a larger grant would be warranted. This is in congruence with evaluation theory, which asserts that the achievement of envisaged outcomes and the

effectiveness of programmes is dependent on (among other factors) the quality of the programme delivered.

"We need people with skills and knowledge. Knowledge is power my brother. We need people with skills that are professional, but professional people want money and we can't pay them." - FBO Programme Manager

"We are still building our language capacity because earlier on when we started we really struggled with the issues of languages. Here in Area_116 you will find Afrikaans speaking people and you will find Xhosa speaking which are a majority, so we had a bit of a challenge." - FBO Programme Manager

"So, in the end I think for the moment I would like to say that there may be enough staff, but quality of staff is not that what we expect to enhance the Programme." - Key Informant

Finally, **FBOs experienced insufficient administrative management.** The evaluation understood administrative management to pertain to FBOs undertaking planning, organising, operations and support functions. The challenges arising with administrative management primarily appeared to be an issue with WCG DOCS's own administrative capacity, which consequently affected FBOs ability to plan and organise their holiday programmes. These issues and concerns were noted in the above evaluation question, *Is there sufficient oversight, coordination and management capacity to implement the YSRP Programmes within the whole-of-society approach.*

Are the FBOs the most appropriate vehicles to use in implementing this programme, or are there other vehicles that can be used to implement this type of programme?

Participants' responses suggested that **using FBOs as Programme implementers offered several advantages which traditional implementers, such as NGOs, non-profit organisations (NPOs), and community-based organisations (CBOs) potentially could not.** Firstly, as stated in the literature review, many poor communities tend to be saturated with religious fraternities. As such, Programmes offered through churches or mosques have the ability to attract and reach high numbers of community members, especially those who are members of those congregations. Thus children who have grown up in a faith-focused environment, or frequently go to church/mosque, are likely to be drawn to FBO-run Programmes. FBOs are also trusted by parents in the community, who may encourage their children to attend the Programme, rather than sending them to an NGO programme. Additionally, there is the perception that FBOs implement the Programme out of social responsibility and commitment

to their community, rather than for monetary incentives as potentially other implementers may. Whilst being incentivised by finances is not objectively a vice, this was perceived by participants to be a negative trait. There is also the perception that since churches/mosques are an integral part of a community, they would be more likely to continue such programmes outside of the YSRP. Their existence and community work does not solely rely on WCG DoCS's funding.

"I think because many of them grow up in a kind of religious environment in many of the communities, they would love that link with a religious entity to go there with their friend." -

Key Informant

"If churches are willing doing on this basis with a meagre kind of budget just to provide food that's it and there is nothing in it for them, it is part of their social responsibility to their people in the community near the church." - Key Informant

"The church will be there tomorrow and it has been there forever and there is a formal structure, it is a Pentecostal church or a mosque, they are there because it is a calling to them you know. They are not doing it because they are been paid for it some are doing it for that reason; they are doing it because of a reason." WCG DoCS Staff Member

"I think also because of the ideologist out there in the communities. Parents are much more willing to let their children go to places like church, mosque and all that sort of parents are quite willing to let the children come because they are not exposed to some other alien kind of ideology organisation." - WCG DoCS Staff Member

Conversely, participants also noted that **there were some concerns with working with FBOs** as implementation partners for this Programme. Concerns were raised as to whether FBOs truly had the best interest of the community. Some participants felt that community work was only done by the FBOs during the YSRP but not during other times of the year, and that FBOs were only doing this programme for the monetary gain. There were also pressing concerns that FBOs may not have the knowledge and skills needed to implement such programmes, because their expertise lies in faith-related activities. Additionally, it was noted that FBOs may only adequately reach beneficiaries from their own church/mosque members, rather than other children/youth in the community. FBOs potentially either placed too much focus on reaching their own constituency, or the children/youth who were not church/mosque members or religiously-inclined may not have been attracted to a programme run by a religious institution.

"These organisers don't have the best interest of the community at large because they only do it because they get money to do it. I am of the view that if a person can do anything without getting money for that, if he gets the money he will do it much better. You only see them coming out on holidays rather than that they don't even care about the kids. Churches are good at having church as I said I am involved in church so I know and all our churches are working." - Key Informant

"It is not about the youth in churches, it's the youth around the community so that they can change their attitudes, and they can change the wrong doings in our communities, but they are focusing on their churches so that is the problem we have about this Programme [...]." - Key Informant

"You know pastors and priests normally they go to university, they study to be these guys - you know - some of them are professionals, but majority of the time it's these grow in the grass pastors. Someone who just became a pastor overnight. I wake up today, I'm like: I'm a pastor tomorrow [be]cause the calling came you know, and I just build myself a nice big corner and I've got a church. [...]. I've got no knowledge of nothing, I don't know what is it to create a project, I don't know there's something called you know when you have to plan the project, when you have to implement the project, when you have to evaluate the project. I've never gone through those stages. This is how you're supposed to do it." - Key Informant

FBOs provide the benefit of attracting a large constituency to enhance the reach of the Programme. However, this reach may largely be limited to individuals who already attend church/mosque or who are religious. This advantage may also not necessarily be sufficient to warrant that FBOs are the most suitable implemented for this Programme. FBOs' skill-sets and knowledge are largely limited to faith-related activities such as prayer, faith, bible study etc. In general, they are not qualified, trained nor experienced professionals within the crime prevention/safety promotion sector, nor in child/youth development programmes.

One major theme emerging from the interviews and focus groups however was that **many, if not most FBOs formed partnerships or relationships with other stakeholders, organisations or specialists to assist with the implementation of their holiday programmes.** As noted above, FBO staff may be limited to a specific skill-set of faith-related activities and may not have the skills required for a Programme like the YSRP. As such, to effectively deliver appropriate content, it is critical that partnerships and relationships are formed with sector experts, who possess those relevant specialised skill-sets and knowledge that FBOs are unlikely to possess. Such partners mentioned by participants included:

- SAPS, CPFs, neighbourhood watch, and metro police
- Social workers and counsellors
- Local clinics
- Sector specific NGOs/NPOs and CBOs
- Government departments, such as the Department of Social Development (DSD), Department of Correctional Services (DCS), Department of Health (DoH)
- Universities and schools
- Food retailers, such as Pick 'n Pay
- Transport organisations, such as Intercap
- Other FBOs and religious leaders
- Other specialists or stakeholders, such as Early Childhood Development (ECD) specialists, recovering drug addicts, etc.

Partners were involved in 1) running activities during the holiday programmes (e.g. demonstrations/gave talks); 2) ensuring the safety of the venue of the Programme (e.g. SAPS, CPFs and neighbourhood watch, which was discussed in more detail within the evaluation question *Why is the Programme able to run within some very dangerous areas without any "down-time?"*); and 3) assisted with other necessary factors such as transport, food sponsorships, equipment, facilities/venues or volunteers. Qualitative evidence suggests that the partnerships helped FBOs to deliver specialised Programme content (e.g. about crime prevention/safety promotion, health promotion, education, life skills). Working with specialists ensured that their skills and knowledge is shared with beneficiaries. It may also potentially assist with attracting beneficiaries who are not church members to the YSRP, as NGOs/NPOs/CBOs may have their own constituency to invite to the Programme.

"Yes we have the metro police also, they bring their dog unit the K9 and they bring their horse stuff. So for the first some some of those kids have there a horse ride for the first time in their lives, so that is nice for the kids. And then we have as I mentioned SAPS they come do like gangsterism and life skills programmes for the kids, and then the clinic as I mention they come do talks about health issues, and HIV and AIDS and bring goody bags for the kids, it's a nice packed programme for that week. And then we have our other churches that their volunteers help us during the week because it's a lot of kids, so I need lots of volunteers to help with the programme. " - FBO Programme Manager

"I normally get social workers in, police commander in to speak to the kids. I also get some spiritual priest or pastors in to do a programme and it depends on what we are having for the week. I also have a qualified ECD (early childhood development) teacher and one for Grade One foundation phase that is also working in the programme and part of my

organisation.” - FBO Programme Manager

“It benefits a lot I can tell you that, because as an organisation we don’t do other things on our own we have a specific focus, but the organisations we work with are very diverse and focus on a lot of things. These other organisations focus on other things which we would not have been able to do. For instance SAPS brings its expertise in crime prevention and we are not experts in that field so they help us with that knowledge, they would talk about crime and give us all the statistics of crime in Area_113 and would tell us how much crime is in the area and which crime is the most highest in the area, so we do not know such information and therefore we benefit a lot from them.” - FBO Programme Manager

Evidence suggests that there is potential for working through FBOs, however it is vital that they partner with other organisations to draw on their expertise and experience. This would assist to impart correct information, applicable to Programme objectives, and appropriate and appealing to various age groups. It should be cautioned however that although FBOs as implementers do offer the advantage of the reach and trust of community members, this in itself may not be sufficient for privileging FBOs over any other organisation in implementing the Programme. Generally, FBOs do not possess particular capacities that would make them more effective than other organisations, and the success of the holiday programmes is dependent on their partnership with other organisations.

SUMMARY OF FINDINGS: IMPLEMENTATION

Summary Box

Why is this programme able to run within some very dangerous areas without any “down-time”?

- In order to keep their venue and beneficiaries safe, most FBOs formed partnerships to enhance the safety of the Programme. This was mainly with SAPS, CPFs, and neighbourhood watches, who would be visible and patrol the Programme venue. Venues were physically secured by gates and fences. Programme staff would inform the beneficiaries of the consequences of their misbehaviour, and weapons brought in by beneficiaries would be confiscated. Additionally, gangs appeared to be respectful and supportive of the work of the Programme.

Is there sufficient oversight, coordination and management capacity to implement the YSRP Programmes within the whole-of-society approach?

- Taken together, several internal shortfalls within WCG DoCS indicate that there was not sufficient oversight, coordination and management capacity to implement the YSRP as effectively possible within the whole-of-society approach.
- WCG DoCS experienced challenges with its administrative system, including issues with managing application forms and processes, providing late acceptance to the FBOs and releasing financial tranches late to the FBOs. This may have impeded FBOs from organising their holiday programmes with sufficient notice, time and upfront financing. It was recognised that the administrative system needed to move from paper-based processes to electronic or online systems.
- The Department also experienced staff capacity gaps. It was noted that there was a need for more skilled Monitors, who needed improved capacity in terms of forming relationships with the FBOs, administrative skills, and their content knowledge. There was also a need for more senior level officials to take up vacant senior level roles, as there was an over-reliance on interns who, despite being entry-level employees, were working on senior-level tasks.

Are there sufficient finances, human resources and administrative management to implement the YSRP?

- There were insufficient finances to implement the YSRP effectively. The provision of R50 per child/youth per day was reportedly not enough to fund entire holiday programmes. This small grant assumed that FBOs were able to run such holiday programmes independently. Notably, the amount of R50 per child/youth per day has remained constant since the initiation of the Programme in 2012 without inflationary increases. Often FBOs catered for more beneficiaries than initially planned, making finances even more inadequate. It is clear that if a quality Programme is to be implemented and for outcomes to be achieved, the stipend of R50 per child/youth per day would need to be raised substantially.
- FBOs also struggled with insufficient human resources, primarily in terms of staff quantity, which resulted in Programme staff struggling to control the number of children/youth and to undertake administrative tasks. Some FBOs recruited volunteers, but this approach was not necessarily reliable, nor sustainable. Additionally, FBOs did not necessarily have adequate human resource quality and staff members did not have the appropriate knowledge and skills to deliver such a

Programme effectively.

- FBOs also experienced insufficient administrative management, with the challenges primarily being related to issues with WCG DOCS's own administrative capacity (as specified in the above evaluation question). This consequently affected FBOs ability to plan and organise their holiday programmes.

Are the FBOs the most appropriate vehicle to use in implementing this Programme, or are there other vehicles that can be used to implement this type of Programme?

- FBOs offered several advantages that potentially NGO/NPO/CBO implementers cannot offer. These include 1) the ability to attract and reach high numbers of community members, especially congregation members; and 2) being trusted by parents in the community; 3) the perception of their commitment to their community, rather than incentivised by monetary gains; and 4) FBOs were perceived to be likely to continue such programmes outside of the YSRP.
- Conversely, participants noted that there were some concerns in working with FBOs. These included 1) whether FBOs truly had the best interest of the community; 2) whether FBOs had the relevant knowledge and skills needed to implement such programmes; and 3) whether FBOs were only adequately reaching beneficiaries from their own church/mosque members rather than other children/youth in the community.
- Taken together, FBOs can be appropriate for implementing Programmes like the YSRP. However this is on the condition that they partner with other organisations, or specialists who have relevant expertise or capacity, including NGOs/NPOs, SAPS and CPFs, sector experts, as well as local projects. It should be cautioned however that the advantages offered by FBOs may not be sufficient for privileging the religious fraternity over other organisations. There was little indication to suggest that FBOs would be more effective Programme implementers than other organisations.

Effectiveness

Have the programmes been rolled out in an effective manner so as to reach the targeted youth beneficiaries?

This evaluation question was understood to be focused on answering whether the Programme was able to reach the target group of children and youth aged 14-21 years old.

As indicated within the evaluation question *Is the Programme content more appropriate and appealing to children (13 years and younger) or to youth (14-21 years of age)*, quantitative data revealed that **whilst the Programme is reaching children/youth within the target age group, this is at a much lower proportion than that of children who are younger than 14 years old**. This is indicated by monitoring data from June/July 2016 to December 2016/January 2017 and June/July 2017 holiday programme data, and is depicted in Figure 1 presented above in *Relevance to Intended Audience*.

For each of the three holiday programmes, the number of children under the age of 14 was more than triple the number of children who were between the ages of 14-20 years old. It is noted here however that the target age group includes 21 year old youth, who would be recorded in the category of 20-27 years old. As such, the above data is an under-representation of the number of targeted beneficiaries attending the YSRP. Yet, even with this age category combined with that of the 14-20 year olds, the target age group is still substantially lower than than the under 14 age group. Monitoring tools should be amended to ensure the correct age categories of interest are captured, i.e. Children/youth 13 years old and younger, children 14-21 years old, children/youth 22 years old and older.

As such, the holiday programmes are not reaching the target group as intended. There may be a number of explanations for this as shown in questions pertaining to the *Relevance to Intended Audience*. Firstly, it is likely that the Programme was not reaching the targeted age group because it is not appealing to them. Secondly, even if older youths wanted to attend the YSRP, they may have faced access barriers, specifically other responsibilities such as holiday jobs, housework or looking after family members. Thirdly, marketing strategies may not have been targeted appropriately for target age group. These points were discussed in detail and supported by participant quotes above.

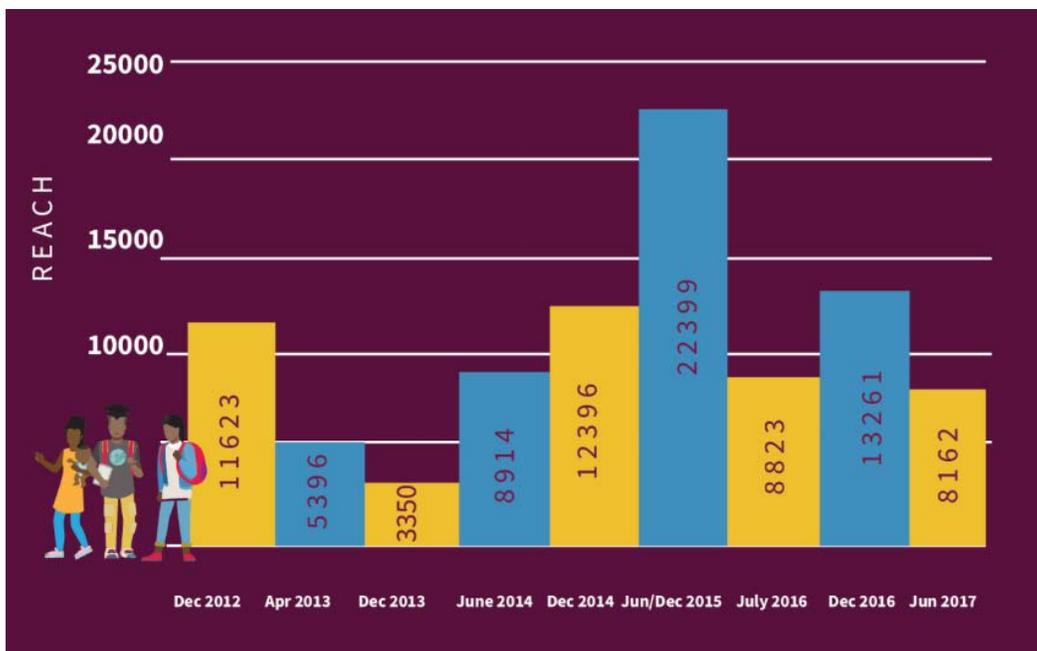
Did the Programme address the problem of youth and children on the streets during school holidays in communities that services were provided in? If yes, was it for the duration of the Programme only, or for a longer specified period?

This evaluation understood the ability for the Programme to address “the problem of youth and children on the streets” as the Programme’s ability to achieve its primary outcome of keeping children/youth off the street. As per the ToC (first version) this is encompassed by children/youth being occupied, having access to a safe space, having access to a supervised space, and providing beneficiaries with knowledge about safety promotion. As described below, **it can be argued that the Programme did indeed keep a proportion of children/youth off the streets in the areas in which the Programme was implemented. As to**

whether its influence went beyond the Programme period was beyond the scope of this evaluation and this could not be sufficiently nor reliably determined.

Using Programme attendance as an indicator, consolidated data derived from the YSRP Business Plan from 2016-2017 June-December, the 2017-2018 June/July roll-out plan, and the YSRP June Database 2017 is provided here. Figure 3 shows the total reach of the Programme from 2012-2017. Data from the December 2017/January 2018 holiday period was not included, as consolidated reach data for this period was not available at the time of the evaluation.

FIGURE 3: YSRP PROGRAMME REACH 2012-2017



Total of 94,324 children/youth reached

This quantitative data indicates that a large proportion of children/youth attended the YSRP holiday programme from 2012-2017. This suggests that the YSRP was able to keep children/youth occupied and under supervision during these programme periods in areas in which the Programme was implemented. Additionally, given that the quantitative data excludes reach for December 2017/January 2018, the data under-represents the actual attendance rate over the full 6-year implementation period of the YSRP. Therefore, the YSRP kept youth occupied and under supervision to an even larger proportion than presented here.

However there was no set standard target of how many beneficiaries the Programme was intended to reach over the six year period. The number of beneficiaries per FBO per holiday period was depending on their capacity and funds available. As indicated in the previous evaluation question there is a trend of oversubscription in June/July holiday periods, and potentially under-subscription in December/January holiday periods. However this relied on data from three holiday periods only, and as such, a planned versus actual reach ratio over the six year Programme period cannot be determined here. Using the data available **it can be argued that the Programme did keep a substantial proportion of children/youth off the streets in the areas in which the Programme was implemented.** It cannot be claimed whether this was a significant proportion or majority of children/youth in the communities, as comparison with non-attending children/youth was beyond the scope of this evaluation.

Additionally, it could be argued that the Programme addressed the problem of children/youth on the streets because **it provided a good alternative to other activities children/youth may have been engaged in if they were not at the Programme.** Firstly, most evaluation participants reported that **if children/youth were not at the Programme, they would likely have been occupied by harmless yet unstimulating activities** such as watching television, doing housework, seeing friends, spending time with family or going on a trip outside of the community. The reason for this may speak to one of the limitations of this evaluation raised previously, in that the beneficiaries who do attend the YSRP are a self-selected group who may inherently possess characteristics that are different to those of non-attending children/youth. It could be argued that children/youth who attended the YSRP were already well-behaved and obedient children who did not engage in risky behaviours, regardless of the influence of the Programme. Well-behaved children/youth may be more likely to attend the Programme because they do not feel the need to engage in risky behaviours or participate in activities that are not productive for their development. As such, when they are not at the Programme, they would be more likely to be engaged in harmless but not particularly stimulating activities.

"If I was at home, I would probably have watched TV." - Beneficiary

"I spend time with family and cousins, sleep a lot, draw, prepare for next year's school, meditate, and eat." - Beneficiary

"I would spend my time by sitting in my bed and watch TV or I would be reading my books because sometimes I don't go out and play." - Beneficiary

"I would play soccer outside and go out with friends to the mall to watch movies." -

Beneficiary

It should be noted here that activities that are not particularly stimulating can pose a risk for future negative behaviours. Without more engaging activities to participate in, children/youth can become bored and start to explore less prosocial behaviours. In multiple studies, leisure boredom¹⁰ has been associated with risk behaviours including substance use, sexual risk, delinquency, sensation seeking¹¹. A qualitative study conducted in Cape Town found that adolescents' perceived boredom in their free time was associated with involvement in risky behaviours including using drugs and engaging in violence¹². Notably, contextual factors influence how adolescents choose to spend their free time, with the most frequent explanation for boredom being that there was nothing to do¹³. This may particularly pertain to adolescents living in poor conditions where there may be a lack of leisure resources including sports, cultural activities, recreational facilities, or at least appealing leisure resources. This may be the case for some beneficiaries (this will be discussed in more detail within the evaluation question *What other influences keep children and youth off the street?*). The YSRP offers a potentially stimulating Programme that may prevent leisure boredom, which may have otherwise resulted in children and/or youths continued engagement in uninteresting, or uninspiring activities.

Additionally, many participants reported that if children/youth were not at the YSRP holiday programme or if they knew of children/youth who were not beneficiaries of the Programme, **they may have been engaging in risky, antisocial¹⁴ or criminal behaviours**. Such behaviours reported included taking drugs or drinking, and committing crimes such as stealing or causing fires. Additionally, some reported that children/youth may be out on the street without supervision, which also may have left them vulnerable to potential dangers in their communities.

"Throw a ball against someone's window, go to parties, smoke on occasions." - Beneficiary

"I would spend my time drinking" - Beneficiary

¹⁰ Leisure boredom is the perception that leisure experiences do not satisfy the need for optimal arousal.

¹¹ Wegner & Flisher (2009)

¹² Wegner (2011)

¹³ Wegner & Flisher (2009)

¹⁴ This evaluation understands antisocial behaviours as acts that are disruptive, harmful or lack consideration for the wellbeing of others. It is not interpreted here as a mental health/personality disorder which requires a diagnosis.

"In my age group they like fighting and especially fights between different groups and they are into gangsterism. I don't know if I can say it is a new trend or what but they smoke dagga nowadays. Some smoke cigarette and those who smoke dagga when they are high they go home and steal things at their house so that they can take care of the craving.." - Beneficiary

"We would've maybe gotten up to shit, and then we want to light matches and just throw it there then we don't know that it's still burning, then the place can also just burn down." - Beneficiary

"I drank yesterday at my friend's, because it was my friend's birthday yesterday. I just want, I just want to be a little naughty during the holidays so that they try and catch us." - Beneficiary

"We would've maybe gone to the wrong places. We would've been in the wrong places, the wrong houses (...) where they use drugs and now tomorrow we're also addicted to the stuff." - Beneficiary

In addition to the fact that the Programme offers a good alternative to what children/youth might be engaging in otherwise, qualitative evidence also suggested that **beneficiaries felt physically and emotionally safe at the YSRP**. This entailed feeling physically safe from potential dangers in their communities, as well as emotionally safe with people at the Programme, who they felt that they could trust and who they knew were looking out for their safety as well as best interests. This may be particularly important for children/youth who do not have an adult in their lives who actively protects or guides them from harm. As such, the Programme may have offered children/youth an adult role model, friend or confidant that they may not have had otherwise.

"I feel safe because when I am here all the things that are happening on the street do not affect me when I am here." - Beneficiary.

"If we have to be somewhere else, we would've maybe been shot. Maybe one of us would've been shot that's innocent." - Beneficiary.

"I feel safe here and on top of that I feel secured like I am with my parents. [...]. The people I am with here always makes me feel open and there is nothing I can hide from them. And

another thing is that the mother at the Programme taught me that I should know the people I am with and not just sit with people I don't know because if I do I won't be able to say something that is troubling me because I don't know them. " - Beneficiary.

"What I enjoy is that I am safe here from the things that are happening on the outside. Like here in our township there are people who rape young kids so we are safe from those kinds of things by coming here." - Beneficiary

Taken together, although it could be argued that the YSRP is offering a good alternative for potential leisure boredom or for antisocial behaviour, it is unclear whether the Programme is sufficient enough for those children/youth who are substantially inclined to engage in antisocial or delinquent behaviours. In its current form, the Programme may only be sufficient and able to persuade those who are inclined to more prosocial behaviours and activities and likely an insufficient alternative for those inclined to delinquency.

Although the above evidence indicates that the Programme was able to keep a proportion of children/youths off the streets during the course of the Programme, **qualitative evidence was mixed as to whether the YSRP was able to keep children/youth off the streets beyond the Programme period.**

There was anecdotal evidence to suggest that **some respondents believed the Programme had positive intermediate or longer-term effects on beneficiaries that manifested beyond the Programme period.**¹⁵ Some of the changes noted by respondents included beneficiaries stopping smoking, refraining from joining gangs, and becoming more disciplined or well-behaved. However such changes were likely dependent on beneficiaries' regular attendance at the Programme or sustained relationship with the FBO. Such behaviour changes would not have resulted from once-off attendance at the Programme. This is a widely accepted notion in programme evaluation - longer and more intensive programmes are more likely to produce desired outcomes than short and once-off programmes as beneficiaries need to be exposed to enough of an intervention for it to have an effect¹⁶. Short programmes should be realistic in their proposed outcomes, with activities directed towards those desired outcomes. These outcomes should be clearly stipulated and form part of the FBO's application for funding. Additionally, such changes may not have been a direct

¹⁵ Claims of attitude, behaviour or knowledge changes presented here are based on personal, anecdotal evidence only, and without the employment of a RCT, causal claims about the Programme's potential longer-term outcomes cannot be supported here. An RCT was outside the scope of this evaluation.

¹⁶ Nation et al. (2003)

result of the Programme itself, as other extraneous factors (e.g. other programmes, school programmes, peer group, home-life etc.) could not be taken into account in this evaluation.

"Yeah but if it wasn't for this Programme we still smoke weed and so, because I was addicted." - Beneficiary

"I don't want the Programme to stop because then I'm going to start again with my bad stuff and so." - Beneficiary

"So for instance, it has managed to change their behaviour in terms of preventing them from joining things like gangs." - FBO Programme Manager

"Most a lot of these kids since the Programme started a couple of years ago, they normally regularly attend. And you can see as they are growing how their character and their um the discipline within them are growing as well. So this contributes to them going back to the community and providing a safe uh community you know and obviously learning from the programme and so on. Yes, it does benefit the youth and they do improve as the years have gone." - FBO Programme Manager

Conversely, it could be argued that the Programme did not keep children/youth off the streets after the Programme ended because **some children/youth still engaged in risky or antisocial behaviours when they were not at the Programme**, (as revealed by previous quotes). **This indicates that after the 5-day Programme period, many beneficiaries may revert to engaging in such behaviours.** Additionally, some evaluation participants did not believe that the Programme was keeping beneficiaries from risky behaviours or potentially dangerous situations after the Programme concluded. One of the reasons cited was that because the Programme is short, only 5-days maximum and once-off rather than continuous, it was too short and infrequent to effect a substantial change in its beneficiaries. Especially if children/youth did not participate in any other programmes during the holidays or during the course of the year, they are unlikely to be deterred from engaging in risky behaviours or being exposed to danger in the community.

"You can see once the Programme is finished then you like almost like the children go back to the normal routine with no supervision, no guidance for them, no like there is no boundaries by meaning they work, and go where they want to, do what they want to; it is like there is no discipline." - FBO Programme Manager

"The thing is that the once off thing you know, once every 3 months actually didn't work, you need something consistent where you can tell those youngsters listen, there is your youth centre it is open 7 days a week or 6 days a week you can go there and you can come into an environment that is conducive to you to learn and to experience clean entertainment, get them away from drugs, get them away from criminal activities that is actually the big challenges that we are facing in our community where there is little. When the school closes your computer lab is closing as well in some communities so you need a facility that can cater for youth on a continuous basis with activities that will keep them positively engaged, that is the lack in this programme." - FBO Programme Manager

"The programme is able to change some of their behaviour but it has not been able to keep them off the street after the programme has ended." - FBO Programme Manager

"I mean I'm in favour this programme, I'm in favour of City's programme (...) City of Cape Town's programme, I'm in favour of the social workers with their programme. So the only thing that coming from experience now, here I was doing a lot of programmes, but the impact seems to be a zero." - Key Informant

Other respondents suggested that the sustainability of the Programme's influence was dependent on the FBO. Some FBOs ran their holiday programmes beyond the 5-days that were funded by WCG DoCS using their own resources. Some FBOs may have focused their Programme content on longer-term outcomes whilst others may have been geared towards short-term outcomes only. However, it could be argued that this is not the YSRP itself keeping children/youth off the streets after the Programme has ended, but rather other influences. If services or activities are not funded by WCG DoCS this could be interpreted as outside of the Programme's scope. Respondents also noted that it was challenging to develop an informed opinion on this matter as there were little or no follow-ups with beneficiaries after the Programme ended.

"But in terms of sustainability it depends entirely on the organisation, [...]. Most of them just go in for that week and if and it ends there. Again, we don't go back and do follow ups like the Sergeant has said. You know, no follow up, there is no what can I say checking on the youth after the 5 days that: okay what I did, was it effective enough on these young people? On these 10 that I had, what effectiveness did it have? You understand? [...] but we do get organisations that just does it all the way like NGO_101 I can really fly their flag up high. Because their programme is starting on the 11th of December until the 15th of January and I'm sure they're only getting for a week." - Key Informant.

“People becoming of different kind of approaches. Some long and you know some short term so it really differs from the organisers, who invited and the person who come and present what that person is actually intending of that programme because it is not similar all across.” - WCG DoCS Staff Member

“In the long and short we don’t monitor that so we won’t be able to say.” - WCG DoCS Staff Member

Taken together, the evaluation is unable to conclusively and reliably determine if the Programme was able to keep beneficiaries off the streets beyond the Programme period. Owing to the fact that anecdotal data provided by participants in interviews/focus groups was mixed (some attributed positive behaviour changes in participants to the YSRP, whilst others claimed the Programme only kept children off the street for the Programme period only), it did not provide a sufficient evidence base to answer this question directly. Further, this question could not be answered by quantitative data captured in monitoring tools as tools were not designed to capture this kind of information. Whilst follow-ups with beneficiaries may have provided data that would have enabled the evaluation to address this question, these are not conducted by the Programme and was beyond the scope of the evaluation. However, based on evaluation and programme theory it is highly unlikely that longer-term behavioural changes would have occurred as a result of the five-day Programme.

According to these theories, the dosage (the amount of an intervention provided to a beneficiary) and duration (the length of time a beneficiary was exposed to an intervention) of a programme are key factors in determining the extent to which outcomes, like attitudinal or behavioural change, can be achieved. It is a commonly accepted notion in evaluation that short-term (i.e. five-day) non-intensive interventions are found to be less likely to affect attitude and behaviour change. As such, the YSRP’s once-off five-day Programme is likely too short of an intervention to affect change on all beneficiaries¹⁷. If, however, beneficiaries attended all five-days of the Programme, attended every year for multiple years, and sustained involvement in similar programmes and activities hosted by FBOs throughout the year, it may be more likely that these beneficiaries’ attitudes and behaviours may be subject to change. From what the evaluation could gather, it is likely a minority of beneficiaries that attend all five days, attend every year, for multiple years, and have a sustained involvement in similar programmes. As such, the majority of beneficiaries are likely to be receiving a very small dosage of the Programme both in terms of time and length, and therefore it is unlikely

¹⁷ Nation et al. (2003)

that the YSRP would have realised longer-term outcomes. Taken together, through a lens of evaluation and programme theory, it is unlikely that the Programme produced changes in beneficiaries beyond the Programme period, unless they consistently attended the Programme as well as other similar programmes throughout the year.

SUMMARY OF FINDINGS: EFFECTIVENESS

Summary Box

Have the programmes been rolled out in an effective manner so as to reach the targeted youth beneficiaries?

- Whilst the Programme is reaching children and youth within the target age group, younger children largely outnumber the targeted youth beneficiaries. As such, the holiday programmes are not being implemented in a way that is effective enough to reach the target group in large numbers. Potential explanations for this were discussed above within the evaluation questions pertaining to the *Relevance to Intended Audience*.

Did the Programme address the problem of youth and children on the streets during school holidays in communities that services were provided? If yes, was it for the duration of the Programme only or for a longer specified period?

- Using Programme attendance as an indicator, quantitative data revealed the Programme kept approximately 94,324 beneficiaries off the streets over a six year period.
- The Programme provided a good alternative to other activities children/youth may have been engaged in if they were not at the Programme. If children/youth were not at the Programme, they would likely have been 1) occupied by harmless, yet unstimulating activities (e.g. watching television, doing housework, seeing friends); 2) engaging in risky, antisocial or delinquent behaviours (e.g. taking drugs or drinking, and committing crimes/ coming into conflict with the law); or 3) on the street without supervision, which also may have left them vulnerable to potential dangers in their communities. Beneficiaries also felt physically and emotionally safe at the YSRP holiday programmes, and in some instances more safe than where they otherwise might have been. The Programme however may only be a good

alternative for those who are already inclined to prosocial behaviours. It may not be a sufficiently good alternative for those who are at-risk, or already engaging in risky behaviours.

- The evaluation is unable to conclusively and reliably determine if the Programme was able to keep beneficiaries off the streets beyond the Programme period. Owing to the fact that anecdotal data provided by participants in interviews/focus groups was mixed (some attributed positive behaviour changes in participants to the YSRP, whilst others claimed the Programme only kept children off the street for the Programme period only), it did not provide a sufficient evidence base to answer this question directly.
- Considering evaluation theories of programme dosage and duration, the Programme is too short, infrequent, and not intensive enough to effect an attitudinal or behavioural change in its beneficiaries beyond the five-day period. From what the evaluation could gather, it is likely a minority of beneficiaries that attend all five days, attend every year, for multiple years, and have a sustained involvement in similar programmes. As such, the majority of beneficiaries are likely to be receiving a very small dosage of the Programme both in terms of time and length, and therefore it is unlikely that the YSRP would have realised longer-term outcomes. Additionally, perceived changes may not have been a change of the Programme itself, as other extraneous factors (e.g. other programmes, school programmes, peer group, home-life etc.) were not taken into account in this evaluation.

Challenges

What are the key binding constraints/challenges currently experienced in delivering the YSRP?

As with any Programme, a number of challenges or barriers to effective implementation and the achievement of outcomes were noted by evaluation participants.

Several of these challenges have been noted already through participants' responses to the previous evaluation questions. As such, these will not be discussed in detail, but are noted briefly here as key impediments of the YSRP:

- FBOs' did not adequately reach the target group: As the Programme is currently designed, it is not appealing enough to the older age group of children. This is especially given that youth growing up in such contexts are more likely to feel more

like adults than is appropriate for their age. They have adult responsibilities such as jobs or caring for siblings and they would like to be exposed to more adult activities.

- FBOs received insufficient finances: The R50 per child per day was not enough to implement a quality programme beyond the provision of a standard meal. Most FBOs had to rely on their own resources to implement a fair programme.
- FBOs had insufficient human resources: Anecdotal evidence indicated that there were not enough staff to run the YSRP adequately nor to provide appropriate supervision to beneficiaries.
- WCG DoCS had insufficient human resources: There may be capacity gaps in the Department, specifically among the monitoring/fieldwork team and project management team. As a result there was an over-reliance on interns to undertake jobs that are too senior.
- Inadequate administration: Because WCG DoCS's administrative systems are paper-based, and not electronic it creates an administrative burden among the Department's staff in terms of overseeing the Programme, as well as a burden on FBO staff who suffered the consequences of inconvenient paperwork and late pay-outs for their programmes. This consequently may have affected the quality of their programmes.

Beyond these, there were a few additional challenges. **The primary emergent theme was the WCG DoCS "red tape"**, understood here as WCG DoCS's procedures and rules that may have resulted in inconveniences or difficulties for the FBOs to be involved with the Programme. This theme was intimately related to the noted insufficient administration procedures and systems within the Department. Some of the hindrances noted were difficulties in applying to be part of the Programme (various documents required), having to hand deliver documents, lost paperwork, receiving late confirmation that FBOs have been selected to run a holiday programme, receiving funds late and the need to write a report on their Programme. There was also dissatisfaction with WCG DoCS's monitoring visits, namely that one or two day visits did not fully encapsulate what happens at the Programme or how many children attend for the full 5-day period.

It can be argued that FBOs may have found these procedures too onerous because many were unlikely to have had experience in following strict processes to implement other programmes. This may again speak to the capacity gaps of FBOs, in that Programme Managers are not traditionally programme implementers. They are primarily pastors and priests whose skills lie in faith-related activities. Further, they may not be attuned to the processes of programmes run by government and NGOs, where a thorough and fair

application and recruitment process must be followed and where financial as well as programmatic accountability is vital.

"But I have a problem with community and safety because there is too much red tape and it makes it difficult for our organisation to apply there. They are in town so I have to take taxis and trains and I must go several times there because then they will need this they need that. [...]. Then you must go for the interview and sit the whole day there. It's too much, too much. They must make a way on how to make it easy for NGOs to apply for that money because we don't want the money for us; it's going all for the children. So I have a problem with that. It's one of the challenges I have with community and safety. There is too much red tape." -

FBO Programme Manager

I think it is just the mind-set of the Department. It is not easy to work with these guys. You complete forms, they misplace the forms, you have complete forms again, you have to run up and down to Cape Town, you have submit reports, the reports go to different people, then the person who was supposed to have it doesn't have it so you must re-submit again. And then this wasn't done properly. And we wanted you to give the kids that type of meal.

There is too much red tape around the funding. - FBO Programme Manager

"We ask a lot of things we asking for bank statements, we asking for bank forms, we are asking for um you know there is a lot of things we ask for and some think this is very cumbersome on them" - WCG DoCS Staff Member

"To be registered alone is a challenge, the organisation goes with certain requirements submit annual report um there must be an income in your organisation if it becomes dormant in issues like that. There could be a range of issues" - WCG DoCS Staff Member

Although the importance of partnerships has been distinguished, another emergent theme was a **lack of partnerships, particularly with CPFs and in some cases SAPS**. Whilst CPFs and SAPS are intended to be integral partners to the Programme, it was noted that in some instances FBOs only utilised these partnerships to meet the mandatory request of WCG DoCS at the application stage. CPFs, which can function usefully as facilitators, liaisons and connectors of the Programme, did not know major details about the YSRP holiday programmes in their areas as they were not involved in the programmes beyond the stage of granting membership to the FBOs or signing required forms. Further the FBOs did not necessarily sustain a relationship with these stakeholders beyond the holiday period. It is surmised that this may be because in some instances CPFs may have acted as gatekeepers rather than facilitators of the Programme. It is noted however that CPFs and SAPS would like

to be more involved in the Programme, and have better relationships with the FBOs, as community safety is their primary concern.

"These people are not involved in the communities, they just come because one of the conditions that block, they need to have membership with the CPF. They just come with the form not even have membership to access the funding. That is the time we heard about the programme. We haven't heard about it and after December of June, they just vanish." - Key Informant

"We [CPFs] are not involved, again I want to insist that." - Key Informant

"Look, we don't have a relationship or better. That is what we need first to establish a better understand also between the church and the police." - Key Informant

"No we [CPFs] don't know, they are doing things that we don't know because we are not involved." - Key Informant

Barriers to accessing the Programme was also a challenge, primarily referring to the Programme site potentially being too far for some of the beneficiaries, which would make it difficult for them to attend. If the distance was far, it may have forced beneficiaries to take transport which they may not have the finances for. Alternatively if they choose to walk, they may face other dangers such as gang shootings or robberies on their commute.

"They stay too far." - Beneficiary

"Transport and needing to travel a distance also makes it difficult to come." - Beneficiary

" That venue is very fine but now it is far for my kids that are always coming to the Programme for the past 4 years, those that are from the west side because they have to walk very far from the other side, from the police station side because of the venue. So it is very far for these kids to walk and it is not always that SAPS is there to accompany them because some of the commanders might be off or whatever so it is not always." - FBO Programme Manager

"So when you speak about the children, yes uh I want to say close access, safe access then they're at the programme." - Key Informant

Another challenge was that **children may have had problematic parents/caregivers.** Children may have parents/caregivers who may have inadequate parenting skills, or issues

with substance use, for which they need help. As such, whilst children may be provided with a safe and prosocial environment at the holiday programme, they may be returning home to an unsafe environment. However, helping parents is beyond the current scope of the YSRP. Children would likely not develop positive behaviours if their caregivers' behaviours are not addressed.

"The parents as I say to you they drink Monday to Friday so we can check what we do about those parents, maybe I can go and change the lives for the parents as well because if you change the lives for the parents [...] they can help the child because we are here for couple of hours and the child goes back to the mother and the mother doesn't know what's happening so we are trying to do a follow-up as well." - FBO Programme Manager

"Now, I'm bringing these NGOs so that they can be able also to educate the parents because I foresee that there is a problem inside the pot - you know. When there's a problem inside the pot, hey the food that you're gonna get there it's not the right one." - Key

Informant

"Sometimes their parents also keep them away. Like they can't attend this Programme." -

Beneficiary

"Especially parents they are not into...they need the help but are not asking for it when help is offered with the programme like that, they are not getting too much involved so that is the down side. That is not because the Programme itself, that is because of the attitude of our community that we are living in." - FBO Programme Manager

Finally, another challenge experienced in delivering the YSRP is the **threat of violence in the communities in which Programmes are implemented**. Although as highlighted above many FBOs do take precautions to ensure Programmes are safe in these dangerous communities, it is a constant challenge that they face in and outside of the Programme. FBOs that operate in gang-saturated areas grapple particularly with this issue. Gangs not only threaten beneficiaries on their way to and from the Programme, but gang violence also affects the Programme structure itself. As a consequence of this beneficiaries may be forced to remain within the venue and not participate in outside activities because of potential gang violence threats.

"It is only when there is shootings then we cannot you know. We can keep it inside but we don't want it to be indoors you know, to keep a child captive in his own place you know like a prisoner. That is one of the greatest challenges. If there is gang violence and gang shootings and all that, then nobody can move around freely, you are a hostage in your own

place. That is that main thing for the peace, if there is peace the normal daily functions can go on.” - FBO Programme Manager

“Another thing is crime and gang violence because SAPS is not always there even though we work with them on a regular basis, gangsterism can really have a negative impact because we work in these kinds of areas and the children can be affected when they come to the programme.” - FBO Programme Manager

“They’re shooting that’s why sometimes, sometimes people can’t make it.” - Beneficiary

SUMMARY OF FINDINGS: CHALLENGES

Summary Box

What are the key binding constraints/challenges currently experienced in delivering the YSRP?

Experiences in delivering the YSRP include a number of challenges, many of which are cross-cutting in terms of the findings presented in the Sections 3.1, 3.2 and 3.3.

- Additionally a key challenge is the WCG DoCS’s “red tape” (intimately related to the abovementioned theme of inadequate administration). WCG DoC’s procedures and rules created difficulties for FBOs in applying to be part of the Programme. It could be argued that FBOs may have found these procedures too onerous because they may not have had experience in following strict processes in implementing other programmes. Additionally, FBO Programme Managers are likely to have little experience in the processes of applying for, being selected, implementing, and being held accountable for a monitored and evaluated Programme. Other key barriers noted were 1) a lack of partnerships with CPFs and in some cases SAPS; 2) Programme sites being too far for some beneficiaries; 3) problematic parents/caregivers; and 4) the threat of violence in the communities in which Programmes were implemented.

Replicability and Sustainability

This evaluation understood replicability as the ability of the Programme to be duplicated and implemented in other areas of the Western Cape and South Africa, in a way that produces

the desired outputs and outcomes¹⁸. Sustainability on the other hand was understood as the availability of alternative options (i.e. other programmes, individuals, community structures etc.) to the beneficiaries that have the same or similar outcomes of the Programme, in the event that the Programme is not implemented. These outcomes relate to youth who are occupied by activities, have access to safe spaces, and/or have access to supervised spaces. As such, sustainability herein does not speak to the outcomes achieved by the Programme and the ability for those to withstand beyond the Programme period (as this is outside of the scope of the Programme design as per the ToC (first version)), but rather the similar outcomes that may be achieved by other influences in the absence of the Programme until it returns for the next holiday period.

Can this Programme be replicated in different areas, or do specific conditions need to be met to deliver this programme?

The qualitative evidence suggests that **the Programme can potentially be replicated in different areas, but that this is on the condition that specific key factors are implemented** if the Programme is to be of good quality. Numerous necessary features were noted, which are discussed below.

One of the key themes that emerged was that **the Programme must be entertaining** for the beneficiaries, where it is engaging and enjoyable, and beneficiaries must not be bored by Programme activities. This would ensure not only that beneficiaries are attracted to join the Programme, but that they attend the Programme for the full day of activities and for the full week of programming. This would also increase the likelihood that they would attend the Programme during the next holiday seasons. This theme is congruent with a consistent theme of the evaluation findings in that the Programme must be appealing to the target audience. Some Programme Managers suggested that to keep the Programme entertaining and engaging, beneficiaries must have the opportunity to interact with others and be engaged rather than passive listeners or observers. Further, the faith-related components must not dominate the Programme nor be too extensive, and different activities must be held every day to avoid repetition.

"I think the most important thing is to ensure that your programmes are not boring to the children, like you need to offer a variety of programmes in order to ensure that the kids don't sit all day listening to you, but you must make them do different and exciting programmes." -

¹⁸ This speaks only to reproducing or duplicating the Programme in another area. This does not speak to scale-up which refers to a Programme being expanded or increased in size.

FBO Programme Manager

"The thing must not be repetitive; your activities must not be the same over and over because kids and young adults they look for new things, they look for exposure so you need to really do your planning." - FBO Programme Manager

"Engage with them, have interactive things. At the beginning we had boring talks, six people come talk the whole day; the youth they can't sit still, they can't concentrate, so we have slightly changed in now but most of the sessions let them play, create physical activities. This is for us very important to create friendships." - FBO Programme Manager.

"I think when we look at these organisations they must be able to work with youth, so the activities must be structured in such a way that it is youth friendly [...] we tell them that you must make sure you don't preach to the people but you engage them in activities." - WCG DoCS Staff Member

The second key theme emerging is that **the quality of the Programme is reliant on the quality of its implementers**, namely the Programme Manager and other support staff. In terms of quality, this refers to the desired characteristics such as having a Programme Manager who is 1) trusted and well known to the community with established relationships, who is 2) passionate about and knows how to work with children/youth, and 3) who is skilled to be responsible for leading and running a youth programme of the intended magnitude and quality (including financial management, administrative, and management skills). It is surmised that Programme Managers who possess such qualities are more likely to obtain buy-in from parents, who may be more likely to encourage their children to attend the Programme. They are also more likely to gain the loyalty of their beneficiaries if they show that they can be trusted, supporting, and caring. Children/youth may not necessarily experience such qualities with their own caregivers or other people in their lives. Implementer quality may require that facilitators or volunteers are trained to ensure that they can deliver the Programme effectively, which few FBOs can reasonably afford to do. In addition to implementers possessing the above characteristics, it was also noted that there should be a sufficient number of implementers available to oversee the children.

"The Programme owners themselves must be people who are well known in the community and they must be people who always do good things in the community so that the children and the community can have that trust in the organisation. The community must trust that you will be teaching your kids good and valuable information." - FBO Programme Manager

"The facilitators must do their job and facilitate well, so that keeps them because some of the kids feel important when they get attention which they probably never get at school, and at home there is nothing they know about him/her that is positive. All he/she knows is being shouted at all the time by the parents. But when they are here and can see that they are getting attention and they can share their feelings, then it makes them feel important and that keeps them coming back every day." - FBO Programme Manager

"You must know how to address the children. The children must be able to look up to you. If you are going to speak the same gangster type of language to the kids, why must they listen to you?" - Key Informant

"The people you work with needs to be skilled on the topic that talks about identity and challenges, that is very important [...]." - FBO Programme Manager

Another factor that would be required for successful replication, is **the need for a good quality venue:**

1. *The safety of the venue:* The venue must have a form of security in place, which may include secure fencing or security gate, the ability to lock the doors of the venue, a security guard, or police patrolling the venue.
2. *The space offered by the venue:* The venue must provide enough space for the number of children/youth it intends to house, and space that is appropriate for the types of activities the FBOs intend to run. For example, there should be a field or courts if Programme activities include sports, and there should be a playground for any outdoor games.
3. *The location of the venue:* The venue should be located within the community where beneficiaries live, and be at a location that is easily accessible to them. Ideally children/youth should be able to walk to the venue so as to avoid the barrier of transport costs. However, should the venue be outside of walking distance, the Programme should ensure that transport is available and accessible to beneficiaries. Furthermore, should the Programme be within walking distance but the beneficiaries are subject to crime or gang violence on their way to the venue, a walking bus or other alternatives should be investigated and arranged. Where possible, the venue should be located away from potential gang violence, shootings, crime or other forms of violence.

"You must look at the radius of the venue in terms of the distance the kids have to travel to access the Programme, and it must at least be a central venue to most of the kids in the area and it must have enough facilities to run the Programme [...]. Another thing is the

transport, the kids must be able to access transport easily to come to the venue if they stay far in terms of walking distance.” - FBO Programme Manager

“The environment where the Programme is run must also be safe so that kids are not scared of their safety during the Programme, they must know that if they are inside the venue they are safe.” - FBO Programme Manager

“It must be a safe venue. It must be a community hall or a church with big grounds so the children can be safe and is closed down with fencing or whatever. That’s the first thing for the children, for safety.” - FBO Programme Manager

*“What will discourage them not to come is we had that challenge before because the place we were working at was too small and they push one another and some were crying.”
- FBO Programme Manager*

Another emerging theme was that **food security must be made a priority**. Beyond the fact that the children/youth need to be provided with appropriate meals during the day to sustain them, it was acknowledged that food was one of the biggest attractors to the Programme. If no food was available, many would unlikely attend the Programme. Given that the children/youth reside in high poverty areas, some children/youth may not be fed sufficiently at home. Especially during the holiday period whilst their parents/guardians are at work, the food provided by the Programme may be the only meal/s they are fed that day before their parents/guardians return home from work. If beneficiaries are not provided with a proper meal and appropriate snacks throughout the day, they would be unable to concentrate or participate in planned activities. The beneficiaries look forward to the meal at the Programme. The promise of food becomes a motivating factor for attending and participating in Programme activities for the full day or full week.

“And you have to give the children something to eat in the morning, breakfast or lunch or something because the Programme is from morning until afternoon and you can’t teach a child anything on an empty stomach.” - FBO Programme Manager

“Another thing is that meals must be provided in the Programme every day because most of the kids come from disadvantaged backgrounds and they do not get three meals a day, and in the Programme they manage to get that and it is a very good thing to keep them in the Programme the whole day. They must get a balanced meal because their parents are not at home the whole day.” - FBO Programme Manager

"When the children don't get food, the children won't come." - FBO Programme Manager

"Food is a good draw card. For many kids in the townships it's a meal for the day. Most times mom and dad are at work and me and my brother is at home just dry bread. It's a meal. It's something for them to look forward to." - WCG DoCS Staff Member

There is also a substantial need for implementing FBOs to **establish key partnerships and relationships with relevant organisations that have the necessary skills and resources to assist with the implementation of the Programme.** This theme has previously been addressed in this report. Such partnerships not only enhance the content and delivery of the Programme, but also have the potential to sustain outcomes after the YSRP has concluded for the holiday period. Through the Programme, beneficiaries may establish their own relationships with the partners, which may extend outside the Programme space. For example, beneficiaries may start to attend NGO and other programming, they may continue to work with the social worker, or they may have a contact at the police station to report any concerns. This is particularly important if the FBO Programme Manager or the FBO itself is not based in the community in which the Programme is being run, and as such, are not in a position to follow-up and form relationships with beneficiaries. As such, partnerships may play an important role for sustainability of safety outcomes, especially if partners are based in the community in which the Programme is run. Involving multiple community structures would additionally help engender ownership of crime prevention and safety promotion initiatives, which again contributes to the sustainability of positive outcomes after the Programme has concluded.

"Those role players are very important. I would definitely encourage if these Programmes are in other areas that these are the role players they need to get in. Like for example SAPS like I said, Social Welfare, get a social worker to come and discuss about domestic violence and abuse. And obviously have spiritual leaders to talk about the importance about going to church going to the Mosque and uplifting yourself spiritually and having someone for education coming in to discuss the importance of kids, the youth remaining in school to furthering their studies." - FBO Programme Manager

"We need a professional in the Programme to deal with these situations (abused children). Whatever the issue is. As I said it is you get a professional that will guide you and say this is the best way to focus." - Key Informant

"If we can work together to be involved in everything these people are doing, and involve the structures, the NGOs that is in our community so that we can have a big Programme, not only 5 days or 1 day Programme. To have a big Programme if you involve the structures from

the community, you involve the CPF to be part of the Programme. We are visible as CPF in our communities because we have neighbourhood watch, we have patrollers who are patrolling the areas. If those people can be involved, the community so that we can reach the crime that we are having in our communities so that it can be down. If everybody is involved I think the community understand what is crime.” - Key Informant

A final prominently raised point for replicability is that **the Programme must be purposively tailor-made to the community or context in which it is intended to be implemented in**. The Programme content would need to be considered further to ensure that it directly responds to the unique needs and circumstances of the respective communities, as well as the potentially unique needs of the beneficiary group, in terms of what type of activities they find appealing. This would potentially require a needs or situational analysis to determine suitable programming for the respective community context. Many poor communities in the Western Cape are expected to be facing similar issues, and it is likely that some issues are more prominent in some contexts than others. For example, gang violence may be a more prominent issue in Manenberg or Hanover Park rather than Franschhoek or Oudtshoorn. Such content-related differences could be reasonably resolved with appropriate partnerships and the involvement of experts in the relevant fields.

“You might have an area that a lot of abused children that area which will mean you will have to put a Programme that deals specifically with that.” - FBO Programme Manager

“You identify in a particular area the things that they like, and in this case we identify what they like so it is never difficult for them to attend because it is what they like.” - FBO Programme Manager

“Also identify their skills and give them an opportunity to do what they love and not tell them what they should do, because maybe they don’t like that thing. You must read the crowd and identify what they like.” - FBO Programme Manager

“You must know what is the problems in the area and you focus on that.” - FBO Programme Manager

Conversely, it should be noted that **the main factor which would potentially impede the replicability of the Programme in other areas is the funding required to implement the Programme**. As previously discussed, it was perceived that the funding provided by WCG DoCS was insufficient. Given that the funding model for the Programme is only R50 per child per day, the successful implementation excessively relies on FBOs to use their own sources of

funding, their own resources (e.g. volunteers, venues, etc.) and relationships with partner organisations to help implement the Programme. Whilst FBOs have effectively implemented programmes using the limited R50 per child / per day it cannot be assumed that FBOs in other areas would have the same resources and partnerships available. As such, if the Programme is to be replicated successfully, FBOs selected for implementation would need to have such resources at their disposal. In addition, WCG DoCS would need to increase the funding to ensure that the Programme can reasonably be implemented.

At this stage, it would not be responsible to begin replicating the Programme elsewhere when there are still unresolved issues of planning, administration and monitoring, as frequently noted above. Replication can and should only happen when there is a set of tested processes, procedures, routines and templates. If WCG DoCS wishes, this may be an opportunity to set about deliberately building a thoroughly considered model of implementation that deals effectively with all the issues noted above, both with WCG DoCS and in relation to the relevant communities and organisations. Only once the model is reflected on in numerous iterations and subsequently refined, should this Programme be replicated.

Do the children still engage with the religious fraternities after the YSRP holiday programme is concluded?

Qualitative evidence suggests that **many, if not most of the FBOs have some form of relationship with the children/youth after the YSRP holiday programme has ended.** The lasting relationships formed with many of the children were achieved through two primary avenues outlined below.

Firstly, FBOs may have had **sustained relationships with their beneficiaries if the children and their families were part of the church's constituency.** Evidence suggests that these relationships could have started either prior to the Programme, whereby children and families were already church members, or children were already part of church programmes; or children may have subsequently become church goers or part of church programmes as a result of their involvement in the Programme. As such, some children would still engage with the FBO after the Programme had ended by attending church services or church programmes throughout the year.

“I also recruit them in my Sunday School. I have an active Sunday school in my church starting at 9am on a Sunday morning, so they become members of my congregation after [...] the Programme.” - FBO Programme Manager

"Also us as a church we are running a church club on Saturdays, every Saturday so we invite some of the children coming up and down in the streets so it helps." - FBO Programme Manager

"At the church we run Friday Nights, every Friday we meet together and we're working with that group of 14 upwards." - FBO Programme Manager

"I go to church because the church protects us and it is the same as like we are at school when we are at church." - Beneficiary

Secondly, the FBOs **sustained relationships with the children/youth if they had a strong and long standing community presence and relationship with community members**. This means they were well known to and trusted by community members and the parents/guardians of the children. Thus several FBOs had a relationship with children outside of the church or programme environment, for example, at the FBO Programme Managers' homes or out in the community unarranged or unplanned. Whilst this is dissimilar to the types of benefits the beneficiaries would attain from a structured programme, the benefits of adult supervision and potentially a role model or confidante is not to be ignored. Additionally, some had formed relationships with the families of the children, and were able to speak to the children's parents or caregivers if they were concerned about the child or wanted to be informed of their progress.

"The last year we give them the paper like that so that the parents they can write down their cellphone number and stuff so that what we can do when we finish the Programme, we contact the parents and tell them about the child and after that if there is a problem, then we make effort to go back and find that child is doing well." - FBO Programme Manager.

"The organisation has a constant relationship with the community and the children in the community trust us. So when the Programme is no longer continuing the children always come to us and they listen when we tell them that they must not be on the streets or consume harmful substances or drugs and alcohol. We have a great track record and we are respected in the community. So even if the Programme has ended we do not leave them stranded because we have a relationship that goes beyond the Programme." - FBO Programme Manager.

"We see her all the time. We can come here at her house anytime if she is available. We would tell her about our problems and she would be able to sort it out." - Beneficiary.

“One of the teachers who works here stays in our street and she likes calling us to her house so we can chill with her.” - Beneficiary.

It should be noted however that sustained relationships with the children did not necessarily apply to every beneficiary that attended the Programme. It was identified that there were a **small number of FBOs that did not have a sustained relationship with their beneficiaries**. One of the reasons cited included that beneficiaries did not live in the same area as the Programme Manager, thus there was limited accessibility to them. This may be possible for several beneficiaries as there were a number of FBOs who implemented holiday programmes in areas that were not necessarily that in which their organisation or their home was based. Additionally, some FBOs were potentially too heavily reliant on WCG DoCS to fund their youth work. Some FBOs could not sustainably afford to run other programmes or longer-term programmes during the course of the year without the financial assistance of the Department. It was also specified that FBOs would not necessarily follow-up with beneficiaries, and specifically not follow-up with beneficiaries who were not church members or church goers. This limits the sustained engagement to only those children and youth who were church members. It was also acknowledged that some beneficiaries only had an interest in the holiday programme, and thus they would make no further engagements with the FBO outside of the holiday programme.

“I only see him during the holidays, because I live too far.” - Beneficiary.

“Some children are not church goers but sometimes they are using those children but after that there is no follow ups from them to follow those children and check at home what is happening and so forth.” - Key Informant.

“They just give holidays and after that left, they don’t know anything. They don’t go home to check if the child if there is process.” - Key Informant.

“Let me be honest, we do lose some; we never see them after the Programme. When we start a new Programme you will see some of them come back.” - FBO Programme Manager.

What other influences keep children and youth off the street?

This evaluation understood other influences to pertain to other people, programmes, organisations or community structures that may play a role in occupying children when the

YSRP is not being implemented. There were a number of key themes that emerged as well as other sub themes worth noting.

The first influence that participants reported included **other programmes which are implemented by NGOs/NPOs/CBOs, community members, or government departments.** Programmes noted included soccer and other sports clubs, dance and drama clubs, after-school programmes, other holiday programmes, youth groups, hiking clubs, rehab programmes, camps, CPF-led programmes, Violence Prevention through Urban Upgrading (VPUU)-led programmes, Department of Cultural Affairs and Sport (DCAS)-led programmes, and City of Cape Town-led programmes. Furthermore, participants noted that some influences were programmes that are initiated by community members themselves.

“Like there’s the City of Cape Town that come in and bring their resources. They have a lot of resources but they don’t share it with our community children. They need to come in our community and do programmes and activities and stuff. And that is how we keep the children safe from gangsterism and stuff.” - FBO Programme Manager

“We basically also do the same things that they do at the youth group, they have like once (...), I think every two months the youth come together and then we go to a place – where it is lekka [indicative of pleasure] just us youth.” - Beneficiary

“Yeah, here below the road in by [inaudible] we can participate in sport and games that they give us.” - Beneficiary

“By my station, I created a group. I’ve got 3 people that are [...] recruiting from the areas, from the sectors. They are bringing them together, we are sitting down, we have activities. Football is one of them, netball is one of the activities. We have what you call this rope that we are playing [...] skipping rope. We have that one and we are still going out. We we are looking forward to have a jive you know. We bring a DJ, we we jive neh. Now we also have (...) a parents forum, whereby we said the parent must bring the children because in church they are not doing that.” - Key Informant

Relatedly, many participants noted that children/youth were also involved in **church or faith-related programmes.** Some of the participants reported that a number of the children/youth who were part of the YSRP were members of the church in that particular community, and therefore it was easy for them to join other church programmes that were happening outside of the YSRP throughout the year. Participants noted that most churches in the community have their own youth and children programmes outside the YSRP.

"Yes they attend church, there is a programme here that is running first week of the month, a [inaudible] campaign, so they are dealing with the group 9-14 years so those I know I invited to [inaudible] to come to me and give me the forms and I go straight to the children who are attending here to attend this programme." - FBO Programme Manager

"There is also another programme called CCA and it teaches young people about the bible and it happens mostly around school holiday." - Beneficiary

"Yeah, I, I think that's why we working with uh the local churches in this area and um uh, you see, in schools we have fellowship groups. So we've different schools, they belong to our organisation and they have fellowships. So we tell the kids after the programme finish: "it is important that you must join by your different schools. That you must join that fellowship." Or you must try to join your local youth. And um as we go out to visit the schools, then we see some of the kids are involved in that fellowship group by the schools and so forth. So, yeah so we uh prefer or tell them, listen here, try to join." - FBO Programme Manager

"Also us as a church we are running a church club on Saturdays, every Saturday so we invite some of the children coming up and down in the streets so it helps." - FBO Programme Manager

Another key theme that emerged from the responses of the participants was the **availability of community structures**. Participants noted that libraries, community halls, sports fields and community parks were the main facilities or structures that helped keep the children and youth off the street in their respective communities. The participants reported that many children/youth would use these community structures to play and spend their time so that they were not subject to antisocial or delinquent behaviours. This could be after school, during weekends and / or during the school holidays.

"At the soccer field, so soccer, netball, dance, singing, everything that we'd do here, we can do down there." - Beneficiary

"So with sports I know like the ward councillor they do something at the library with the little ones." - FBO Programme Manager

"We do come to the hall throughout the year because there is a gym here as well and some people come to exercise. We spend a lot of time here at the hall." - Beneficiary

"And it's now only the soccer field that's open during the week. That we play there." -

Beneficiary

Counter to the above mentioned influences, a key theme that also emerged from the participants' responses was that there were **little or no other influences or options available, besides the YSRP, to help keep children/youth off the streets or occupied in safe spaces.** Participants who noted the lack of other influences to keep the youth and children off the street suggested that children/youth have nothing else to do beyond the YSRP, even during the course of the year. Participants reported that if such activities existed (which many doubted) there were very few. They reported that this was likely due to the limited availability of facilities and resources for the youth and children in these poor, dangerous communities. This may also only be the case with some communities and not all, or may be a result of a lack of awareness of available programmes.

"No there are no other places that are like this here." - Beneficiary

"None of the communities we work in from Cape Point to Military Road have a youth café or a youth hub or a youth centre, none of them in these communities [...] youth hub where they can go and study and do their homework you know, there is nothing like that. Places where professionals and government can come and interact with us on a friendly and open environment where we can ask questions and we can engage government, we don't have those kinds of things in our communities." - FBO Programme Manager

"But here are very few activities running in the community. I think if you drive out here, you will see kids playing in the streets and so forth. Because we can also just [inaudible] a certain amount of kids you see. Because of the funding and so forth. Yeah but it's very less activities here." - FBO Programme Manager

SUMMARY OF FINDINGS: REPLICABILITY AND SUSTAINABILITY

Summary Box

Can this Programme be replicated in different areas, or do specific conditions need to be met to deliver this programme?

- According to the respondents the programme can be replicable in different areas,

but only if specific factors are considered and implemented. The programme must: 1) be entertaining and appropriate for the beneficiaries; 2) utilise high quality implementers; 3) have a good quality venue; 4) make food security a priority; 5) establish key partnerships and relationships with relevant organisations that have the necessary skills and resources; and 6) be purposively adjusted or tailor-made to the community or context in which it is intended to be implemented. It was noted however that the funding required to implement the Programme could be a key barrier of the replicability of the Programme.

- At this stage, it would not be responsible to begin replicating the Programme elsewhere when there are still unresolved issues of finances, resources, planning, administration and monitoring, as frequently noted above. Replication can and should only happen when there is a set of tested processes, procedures, routines and templates. Only once an effective model of implementation is built, reflected on in numerous iterations and subsequently refined, can this Programme be replicated.

Do the children still engage with the religious fraternities after the YSRP holiday programme is concluded?

- Many, if not most of the FBOs have some form of relationship with the children after the YSRP has concluded. FBOs may have had sustained relationships if 1) the children and their families were part of the church's constituency; or 2) they had a strong and long standing community presence and relationship with community members.
- Sustained relationships did not necessarily apply to every beneficiary that attended the Programme. Reasons cited included: 1) beneficiaries did not live in the same area as the Programme Manager, thus there was limited accessibility to them; 2) some FBOs were potentially too heavily reliant on WCG DoCS to fund their youth work, and as such could not sustainably afford to run other programmes during the year; 3) FBOs would not necessarily follow-up with beneficiaries, and specifically not follow-up with beneficiaries who were not church members or church goers, limiting the sustained engagement to only those children and youth who were church members; and 4) some beneficiaries only had an interest in the holiday programme, and thus would make no further engagements with the FBO outside of the holiday programme.

What other influences keep children and youth off the street?

- Numerous other influence to keep children and youth of the street were cited. Participants primarily noted programmes implemented by NGOs/NPOs/CBOs or government departments. Programmes included soccer and other sports clubs, dance and drama clubs, after-school programmes, other holiday programmes, youth groups, hiking clubs, rehab programmes, camps, CPF-led programmes, VPUU-led programmes, DCAS-led programmes, and City of Cape Town-led programmes. Other influences included church or faith-related programmes as well as community structures (e.g. library, community hall, the sports field, community park).
- There was also evidence to suggest that there were little or no other influences or options available, besides the YSRP, to help keep children/youth off the streets. They reported that this was likely due to the limited availability of facilities and resources for the youth and children in their areas. This may have only been the case in some communities, but community members may have also been unaware of other programmes available.

1. Conclusions and Recommendations

Based on the findings and synthesis above, several recommendations can be made, that if implemented, could improve future YSRP holiday programmes. Suggestions for improvement are presented in terms of the design, implementation, outcomes, partnerships, and M&E of the Programme. Whilst some of these recommendations would require radical and comprehensive changes to the Programme, as literature presented will suggest, many of these recommendations are founded on evidence-based research and evaluation. The majority of the recommendations put forward below are cross-cutting and interdependent.

Future Programme Design

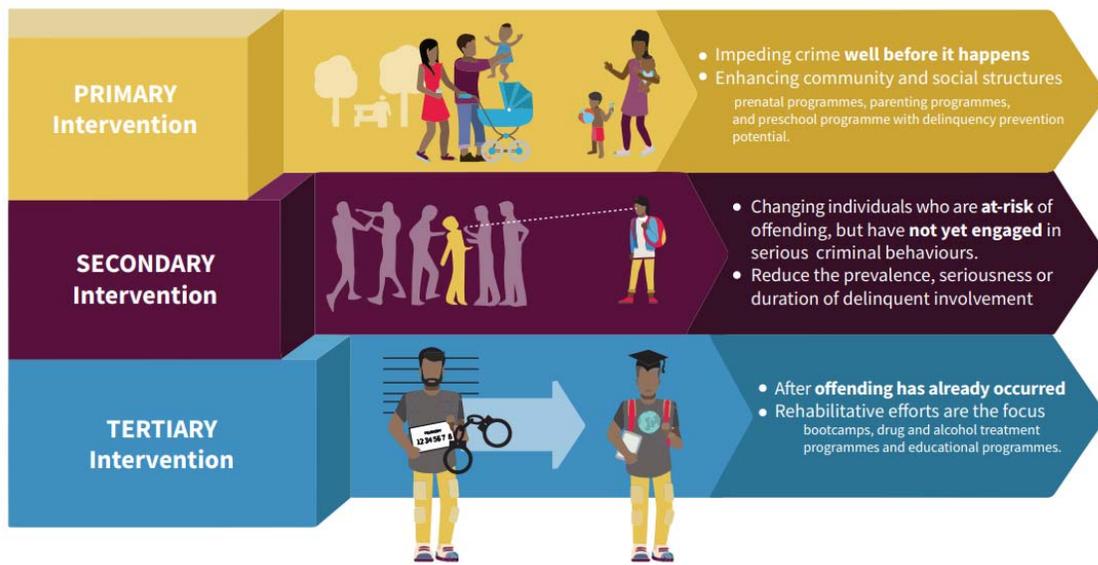
4.1.1. Concretising the Type of Prevention Approach

Whilst the YSRP is not necessarily designed to be a diversion programme to prevent children/youth from becoming in conflict with the law, there is an inherent aspect of preventing children/youth from engaging in risky behaviours, which are risk-factors for criminal behaviours. However, the prevention approach taken by the Programme is unclear and unstrategic. It does not follow a theoretically valid basis for the prevention of crime or other risky behaviours in at-risk children and youth. As a result, such behaviours (e.g.

aggression, substance use, theft, etc.) cannot reasonably be expected to be prevented with the current set of intervention activities.

One approach to crime prevention is the public health model of primary, secondary and tertiary prevention¹⁹, as depicted in Figure 4 below.

FIGURE 4: PUBLIC HEALTH MODEL OF CRIME PREVENTION: PRIMARY, SECONDARY AND TERTIARY PREVENTION



The target beneficiaries of the YSRP are children/youth aged 14-21 years old who live in high-crime communities. As such, according to this model, target beneficiaries may be considered to be at high-risk of engaging in risky behaviours based on their residency in identified high-crime communities (i.e. these children/youth are secondary prevention targets). Additionally, targeted beneficiaries may also include individuals who have already engaged in risky or delinquent behaviours (tertiary prevention targets). As such, **the way the YSRP is currently designed indicates that secondary and tertiary approaches should be employed to address their target group. Whilst some FBOs may be delivering some content that falls within secondary and tertiary approaches, this may not be the case for all FBOs, and some may not be as intensive as required to reduce risks associated with these populations.**

¹⁹ Mackey & Levan (2012)

Whilst this model notes that secondary and tertiary prevention target beneficiaries should be exposed to activities that are likely to influence behaviour change, this is currently not an objective of the Programme as per its ToC (first version). Since the YSRP is intending to keep children/youth off the street, it could be argued that a primary prevention approach is being followed. However, since the YSRP targets secondary and tertiary type beneficiaries, a primary prevention approach is not appropriate for the targeted beneficiaries in this instance. Therefore, **WCG DoCS needs to carefully consider the specific approach or combination of approaches it would like to focus on to ensure that programming developed is appropriate and intensive enough to ensure outcomes are achieved for its target group.** Should the Programme wish to continue targeting this group of individuals (14 - 21 year olds), programming will need to be more intentionally and intensively designed, rather than leaving the design of programmatic content at the discretion of FBOs (who likely may not know the required programming for such individuals). Should the Programme prefer to continue with its current model, changing the intended target audience to younger children would be a more appropriate response. In essence the programme approach and the target group need to harmonise.

4.1.2. Expanding the Target Audience

Related to the above, **WCG DoCS should consider expanding the YSRP target audience to include children below the age of 14 years, or alternatively focusing exclusively on children aged 5-12 years old.** As the findings of the evaluation revealed, it would be challenging to exclude younger children from attending the Programme, specifically considering for each holiday period children below the age of 14 years far outweighed their older adolescent counterparts in Programme attendance. Whilst WCG DoCS's rationale for targeting an older age group was based on statistics showing this age group was the most at-risk of being victims or perpetrators of violence²⁰, the anecdotal evidence presented in this report suggests that even younger children are increasingly becoming involved in delinquent/criminal behaviours. Gangs actively recruit young boys and adolescents into their ranks²¹, with children as young as 9 years old joining gangs²². Studies have found that

²⁰ E.g. Youth are the main perpetrators of crime, according to StatsSA analysis (2016). Available at: <http://www.702.co.za/articles/13301/youth-are-the-main-perpetrators-of-crime-according-to-statssa-analysis>

²¹ Wegner, Behardien, Lubser, Ryklief, & Smith (2016)

²² E.g. Plato slams Western Cape parents over 9-year-old gangsters (2017). Available at: <https://www.news24.com/SouthAfrica/News/plato-slams-western-cape-parents-over-9-year-old-gangsters-20170804>

children at risk for violence can be identified by the time they are 3 years old²³. As such, young children may also serve as good targets for a programme like the YSRP.

Intervening with beneficiaries whilst they are still young, may lead to better outcomes of the YSRP. Multiple studies emphasise the need to intervene early in the life course²⁴. For example, Farrington posits that the best results achieved by child-focused interventions which target violence, are programmes that start with children in their earliest years of development.²⁵ Pinnock in addition makes a case for early prevention in terms of preventing young people from joining gangs in South Africa²⁶. Additionally, it is widely accepted that behaviour and other personal characteristics such as empathy, self-esteem, self-control, morality, an appropriate sense of right and wrong, and interpersonal skills are largely established during early childhood²⁷. Additionally, the concept of the first 1000 days (from conception) being a critical window that sets the stage for a person's intellectual development and lifelong health is becoming a cornerstone of social and public health policy. Children and pre-adolescents are still relatively open to taking on new interests and habits, and are more persuadable than older teenagers. Moreover numerous cost-benefit and cost-effectiveness analyses indicate that early prevention programmes are easier and cheaper, and can have a higher return on investment in comparison to tertiary responses such as prison or other criminal justice responses²⁸. As such, the YSRP should consider targeting younger children. Younger children should be provided with opportunities to learn from a young age, and be continuously reinforced over the long-term to avoid risky or criminal behaviours in adolescence and adulthood.

Given that older youths in these communities may already be engaging in risky or delinquent behaviours, this is a much more challenging group to address. Youth at-risk are likely to require a more intensive rehabilitative or treatment approach, and may be better dealt with in a longer-time scale by dedicated state and non-state social development and public health organisations. Such approaches however may be beyond the capacity of FBOs who do not specialise in youth development or safety promotion programming for individuals who are high-risk or already perpetrators of crime. Additionally, to have an equivalent impact on older children, more resources would be required such as infrastructure, sport fields, trauma

²³ Thornton, Craft, Dahlberg, Lynch, & Baer (2000)

²⁴ E.g. Burton (2008); Fagan & Catalano (2012), Clayton et al. (2001); Thornton et al. (2000)

²⁵ Farrington (2007) as cited in Burton (2008)

²⁶ Pinnock (2016)

²⁷ Burton (2008)

²⁸ Welsh & Farrington (2007)

counsellors and other specialists. WCG DoCS should thus caution that effectively targeting at-risk or high-risk groups is highly challenging.

WCG DoCS will need to decide what target group (young children or at-risk youth, or both separately) the Department should or can provide interventions for, and then tailor the Programme content accordingly. Whilst at-risk youth may be engaging in problematic behaviours that may serve as barriers for community safety, intervening with young children is likely to produce longer-term outcomes and the cost of these interventions are likely to be easier and cheaper to implement. It is recommended that the WCG DoCS investigate where they can work collaboratively with other departments. The Department alone may not be able to provide a comprehensive and in-depth response, even if the YSRP is focused on a specific group and appropriately tailored. Synergies with other departments are discussed in the below section under *Partnerships*.

4.1.3. Developing Age-Appropriate Content

If the Programme is to consider the recommendation of including younger children in addition to its current target group, **the content of the holiday programmes would need to be carefully designed to be specific to each age group in order to be appropriate.** Adolescents and children cannot be expected to be engaged, entertained and benefitted by similar or the same content. There is literature to suggest what kind of crime prevention/safety promotion programming is most effective across different age groups or level of offending. Most of the evidence for effective violence prevention programming focused on programmes for younger children.

The World Health Organisation (WHO)²⁹ suggests that **young children are appropriately targeted by programmes that develop their life skills**, including cognitive, emotional, interpersonal and social skills in order to foster self-awareness, self-management, social awareness, relationships and responsible decision-making. Particularly, evidence suggests that preschool enrichment and social development programmes, which target children in the early stages of life, have the potential to impede aggressive behaviours, improve social skills, enhance educational achievement, and even violent crime in childhood and later in life. Complementary to this, Clayton and colleagues³⁰ research showed that the most effective programmes for reducing violence through targeting primary school aged children

²⁹ WHO (2010)

³⁰ Clayton, Ballif-Spanvill, & Hunsaker (2001)

were those that included lessons on anger coping, self-instruction, inhibitory and coping self-statements, perspective taking, emotion recognition and goal setting; anti bullying strategies (including instructional workshops for parents and teachers, implementing cooperative learning strategies, and enforcing rules against bullying); promoting positive social behaviour and prosocial values; and teaching skills for overcoming aggression and shyness (examples of specific programmes/interventions that have been evaluated are included in Clayton et al.'s paper).

For older children, the WHO suggests that academic enrichment programmes, incentives to complete schooling, and vocational training programmes can have positive effects on behavioural outcomes that are associated with reducing violent behaviour, although more research is required. Unlike proposed programmes for younger children (below the age of 12), programmes targeting adolescents largely focus on academic and vocational skills development (e.g. practical career advice), which has been shown to improve employment prospects most significantly in low- and middle-income countries. This is notable given that socioeconomic status is a substantial risk factor for violent and criminal behaviour. Mentoring programmes for adolescents have also been shown to have encouraging outcomes. Mentoring can be effective in reducing negative behaviours and associated risk factors, as well violence in the long term³¹. It is noted however that such programmes would require more financial and infrastructural resources than programmes for younger children.

What should be noted for all programmes, is the principle of using active, skills-based components. Effective prevention programmes involve interactive instruction and provide active, hands-on experiences that increase the beneficiaries' skills³². Despite the differences in the types of skills emphasised, there is general agreement that programmes should caution against relying too heavily on knowledge, information, or group discussions as the major change mechanism³³.

In addition to implementing content that is age-appropriate, it is also imperative to note that as a holiday programme, the YSRP should still include entertaining and enjoyable activities as identified in this report, for example sports and dancing. These could be enhanced if these were presented as competitions in order to promote teamwork, and if beneficiaries were incentivised to attend throughout the week, through prize giving or an awards ceremony at

³¹ Thornton et al. (2000)

³² Nation et al. (2003)

³³ Nation et al. (2003)

the end of the Programme. Fun and entertaining activities should be intermingled between the educational component as an incentive for beneficiaries to attend and engage fully.

WCG DoCS must investigate and form partnerships with other government departments like Department of Basic Education (DBE)/DCAS as well NGOs/NPOs/CBOs to assist in developing such programme content and to ensure that it is appropriate and appealing for different age groups. The Programme content should additionally be informed by WCG DoCS's best practice learnings over the past six years of the Programme. Older youths were apprehensive of the Programme because some activities were perceived to be for younger children rather than for adolescents or young adults. As such, a programme needs to be developed for them where they can acquire some kind of sustainable benefit that is important to them and that cannot be easily accessed outside of the Programme, and they need to be separated from the younger children. Given that the Programme is run in under-resourced areas where unemployment is high, vocational skills could be appealing for the target age group who are at the age where they are considering their futures for tertiary education and/or employment. This is congruent with programmes for youths suggested by the WHO above. For such programmes, DBE would be an ideal partner. Whilst this deviates from WCG DoCS current strategy of being non-prescriptive, a structured programme guide that is founded on evidence-based research and evaluation is more likely to produce positive outcomes for children and youth than in its current form.

4.1.4. FBO Capacity Building

In order for the carefully designed Programme content to be effectively implemented, **WCG DoCS should provide some form of training for FBO Programme Managers on the contents.** Although Programme Managers may have experience in community work, capacity development needs to be focused on child/youth development, safety promotion and crime prevention, delivering appropriate programmes to different age groups, and managing finances. This may be an intensive 3-5 day workshop with all selected FBOs who are implementing within a specific Programme period, and may be run in partnership with those stakeholders who helped design the Programme content. Such a workshop would also provide previously implementing Programme Managers with an opportunity to share their first-hand experience of implementing the holiday programme, including their successes and challenges, as well as lessons learned of how to overcome barriers. **By providing specific content and training to the FBOs, the Programme can be monitored more purposefully to see whether the intended content was implemented or not, revealing the fidelity of the Programme.** Additionally, capacity building of FBOs should incorporate lessons on how FBOs can develop and start their own child/youth programmes that run when the YSRP is not

being implemented. Whilst these programmes will not be funded by WCG DoCS, the FBOs will have built their capacity to source funds and run the programmes themselves, which would contribute to the sustainability of the Programme's benefits.

4.1.5. Considering All Types of Organisations as Programme Implementers

Whilst the current Programme model only allows for FBOs to serve as implementing agents of the Programme, this evaluation suggests that **WCG DoCS should consider partnering with other organisations in the implementation of the Programme, including NGOs, NPOs, CBOs etc.** Evaluation findings revealed that FBOs offer advantages in that they have substantial reach (most likely among their own constituency) and the community trusts them. This in itself however may not be sufficient in considering FBOs over any other organisation in implementing the Programme. The FBOs generally did not possess particular capacities that made them notably better implementers than other organisations. The success of the holiday programmes was often dependent on the FBO's partnership with other organisations.

As such, WCG DoCS may wish to allow other types of organisations to serve as implementers of the Programme. FBOs should compete for Programme funding on the same basis as any other applicant organisation. All applicants should provide details of the objectives they expect their holiday programme to achieve, what activities they plan to reasonably meet these objectives, the resources they have available (e.g. venue, staff, etc.), as well as the qualifications and/or experience of the proposed facilitators. Applicants should be able to logically demonstrate how their planned activities will lead to the types of changes WCG DoCS is wanting to see in communities. They should also lay out a clear plan of how they will partner with other organisations to show that these partners have agreed to work with the organisation. The organisation also needs to demonstrate a clear and well-articulated intervention logic, and show that they have the resources to support this. Should WCG DoCS wish to continue with the FBO model, it is essential that partnering with other organisations and specialists be made a mandatory requirement upon application.

4.1.6. Prioritising Quality over Quantity by Reducing the Number of Grants Awarded

The Department may need to consider prioritising the quality of its implementing partners over the quantity, by reducing the number of grants made. Currently, the Department attempts to fund as many FBOs as possible within its given budget in order to ensure as many children in communities are reached by the YSRP. Whilst this may allow for thousands of children to be catered for within each holiday period, this does not ensure that those implementing Programmes will produce the highest quality programmes with the intended

effect. It might be more effective to fund a fewer number of organisations, who show the most potential for implementing the highest quality programmes (e.g. vast experience in similar programmes). The Department would also have greater capacity to oversee, coordinate, support, monitor and give attention to fewer organisations, which may further improve the implementation of the holiday programmes. Funding must be directed toward where it will likely be most effective. This would require a thorough vetting process of the organisations, possibly using the YSRP's application forms. These forms may need to be revised to ensure that standards of implementation are raised and that certain mandatory requirements are met. As asserted by evaluation theory, better quality programmes are more likely to lead to the achievement of outcomes, such as behaviour change and in the long-term the prevention of crime.

4.1.7. Expanding the Whole-of-Society Approach

The YSRP emphasises implementing the Programme within the whole-of-society approach, in that various stakeholders should be involved in the promotion of safety or prevention of violence. This approach is congruent with that of the social ecological model (SEM) for violence prevention. The SEM is a framework for demonstrating the interactive and multifaceted nature of violence, for understanding the multiple levels of a social system, and for signifying the interactions between individuals and environments. The model is based on internationally recognised evidence that multiple factors interact to increase one's risk of being a victim or perpetrator of violence. A key difference between these approaches however, is that the **YSRP lacks involvement of individuals at the family or close relationship level, i.e. parents or caregivers. This is despite the fact that various studies point to the importance of including caregivers and/or families in violence prevention efforts**, especially in interventions targeting young children or infants³⁴. Anecdotal evidence under *Challenges* also indicated that parents can be problematic, and potentially a barrier to children's development of prosocial behaviours. There is also evidence to suggest that violence reduction programmes that exclusively involve youth are less effective than those that involve parents and caregivers³⁵.

At the family-level of the SEM, risk factors for being a victim or perpetrator of violence include poor parenting, family dysfunction, insufficient emotional bonding, and witnessing violence in the home. Given that beneficiaries are from economically disadvantaged and high-crime communities, it is likely that they experience such risk factors at home, including abusive,

³⁴ Burton (2008); Luthar (2003); Thornton et al. (2000)

³⁵ Luthar (2003)

neglectful, or substance-abusing parents. Therefore, whilst the Programme may provide a perceived safe space for children within its Programme venue, in its current form its sphere of influence does not include a safe home environment, which may be as dangerous if not more than being out in the street without supervision. As such, **it is recommended that the Programme expand its model to include a parental component.** This may include parenting education workshops, counselling at the individual or family level, support groups, or multiple-family group meetings during the week of the holiday programme. A parenting component should include positive parenting skills, family relations, parental involvement and investment in children's schooling, peer relations, and neighbourhood, as well as positive forms of discipline and reinforcement³⁶. Alternatively the YSRP may offer a one day or evening Programme where parents can see something that their children have prepared during the Programme, e.g. art work, a play, dance or singing performance, etc. Affecting change at the family level will more likely allow for change at the individual child/youth level because children and youth are less exposed to risk factors in the home. Including parents in programming helps ensure that positive developmental and cognitive needs of children/youth could be met both at the Programme and outside of the Programme³⁷.

PARTNERSHIPS

It is imperative that FBOs do not work in isolation for this Programme. **As discussed above in *Future Programme Design* there is a need to partner with NGOs/NPOs/sector experts working in the child and youth development and/or community safety sector.** In addition, there are several other opportunities for partnerships to improve the strength and sustainability of the Programme. Although there is supposed to be intergovernmental integration and collaboration, there was no evidence of this. Currently the YSRP is an unsustainable collaborative model. Should formal partnerships be developed the Programme is more likely to be sustainable. If the Department was no longer able to support the YSRP there would be other partners to potentially continue the work. This is what effective collaboration should look like - where one partner is unable to implement, another partner supplements implementation. Additionally, partners' interventions must work together. Partnerships should be stipulated in FBOs' applications or proposals for funding, together with proof of any outside parties' acceptance of this role, such as a signed memorandum of understanding (MOU) with the partner organisation or individual.

³⁶ Burton (2008); Luthar (2003)

³⁷ Burton (2008)

4.2.1. Government Departments

Several government departments run free programmes during the school holidays and after school programmes during the course of the year. These departments should be drawn on because they have resources available and they can lend learnings and expertise. Below are possible programmes that the children/youth attend, and partnering with such programmes could be beneficial in ensuring that the children/youth have something to do after school and during the holiday when the YSRP is not being implemented. It could also ensure that there are no redundancies or duplication of efforts, which may be a misuse of resources.

In addition to partnering with DBE for the purpose of helping with developing appropriate Programme content, DBE may also offer infrastructure and resources such as school facilities for FBOs. This may assist FBOs with securing venues that may be more cost-effective and safer than other options.

DCAS offers Mass Participation, Opportunity and Access, Development and Growth (MOD) Centres during school holidays, which provide beneficiaries with recreational and educational activities to develop their life skills, and attempts to inspire them to become responsible citizens so that they can serve as role models to other children and youth within their communities³⁸.

The after-school Game Changers programme would also be an ideal programme to form a partnership with. The programme is implemented after school in order to increase the participation of learners from no- and low fee-schools in after-school activities. It directly works on ensuring that beneficiaries attend the programme regularly by constantly aiming to improve the attractiveness and quality of the programme for learners. They do this by regularly getting feedback from learners about what they enjoy most and what they don't necessarily enjoy about the programme. The programme keeps the children and youth busy through sport and other activities that they enjoy.³⁹

In addition, the City of Cape Town runs a programme called the Youth Development Programme which involves training unemployed youths to mentor children aged 13 years

³⁸ MOD Programme (2018). Available at: <https://www.westerncape.gov.za/general-publication/mod-programme>

³⁹ After School Game Changer (2018). Available at: <https://www.westerncape.gov.za/after-school-game-changer/>

and older through the use of sport. In addition to training and mentorship, some facilities run youth groups where participants play games, socialise and attend bible classes.

4.2.2. SAPS and CPFs

FBOs were encouraged to collaborate with SAPS and CPFs, however this was not a mandatory requirement outside the application and approval process. Whilst most FBOs collaborated with SAPS, it was reported that CPFs were not necessarily as involved as they could have been. Findings revealed clear benefits of partnering with such entities for ensuring the safety of the venue in high crime communities, as well as serving as guest speakers to impart knowledge about crime and safety as part of the Programme. **WCG DoCS may consider making it a mandatory requirement to have SAPS and CPFs present at the Programme, so that their role is not limited to the application process only which defeats the beneficial role these partners could play during the course of the Programme.** Without WCG DoCS making this partnership mandatory, it was left to the discretion of the FBOs.

Furthermore, given WCG DOCS's limited human resource capacity for monitoring, in that they are only able to conduct site visits with approximately 65% of FBOs, **SAPS and CPFs may support WCG DoCS by serving an oversight role on the ground.** Where Monitors are unable to verify the implementation of the Programme, SAPS and CPFs can potentially serve as Monitors themselves, and can confirm to WCG DoCS whether the Programmes are in fact being run, and whether they are being run as intended, according to plan and with quality.

FUTURE PROGRAMME IMPLEMENTATION

4.3.1. WCG DoCS Internal Resources and Processes

As the findings revealed, the Department experienced internal challenges related to its administrative systems and staff capacity gaps. As such the following recommendations can be put forward:

1. **Technological updates should be made the WCG DoCS's administrative system.** This would be more effective for record keeping for future Programmes. Whilst such a system may be costly, it would save time and human resources on unmanageable paperwork, and ensure a smoother experience of processing applications and communications.
2. **There should be more capacitated administrative or clerical staff to operate this system,** and for managing the record keeping of the Programme; and

3. **There should be more skilled Monitors on the ground and for the role of the Monitor to be more active than what was envisioned.** The role of Monitors is currently passive, and should go beyond documenting the outputs of the holiday programmes. It should additionally entail encouraging, promoting, empowering and coaching FBO Programme Managers. Currently the role of Monitors is falling below its potential and investment in Monitors in this way would potentially improve the realisation of Programme outcomes.
4. **There is a need for more senior level staff members** to take up senior positions so that there is less reliance on more junior level staff, like interns.

4.3.2. Programme Resources

The limited financial resources provided by WCG DoCS to fund the holiday programmes was a key concern. The R50 per child per day was perceived as not enough to run the holiday programmes. R50 has been the same investment each year of the Programme since its inception in 2012. It could be argued that only services funded by WCG DoCS are those for which they are accountable. From this perspective, it could be contended that WCG DoCS funds holiday programme food only, and that the outcome of children being fed is their sole responsibility, given that food is typically what funds go towards. If WCG DoCS is to be accountable for the full programming, the Department should contribute more funds towards this Programme. Going forward, at the very least **WCG DoCS should increase this investment every year to account for inflation. If WCG DoCS undertakes the suggestions above in *Future Programme Design* this amount would need to increase even more.** However, as previously discussed, a larger investment to produce quality programming is likely to be more cost effective than the consequences of violence and crime if not addressed adequately. Additionally, it is suggested that a small stipend be provided to Programme implementers. Currently the R50 provides for programming only, and does not provide implementers with an incentive to run a high quality holiday programme, or to continue running the programme during subsequent holiday periods.

4.3.3. Programme Reach

More targeted marketing strategies are required to improve the reach of the target age group. Programme Managers primarily reported marketing methods that were open-ended and general, rather than specifically attempting to reach this difficult age group. It is suggested that Programme Managers directly market the Programme at high schools and other youth programmes to raise awareness amongst older children are aware of the Programme. It should also potentially be marketed by youths who have attended the

Programme themselves, to reinforce the marketing message. Marketing should potentially market to parents as well so that they can additionally encourage their children to attend. WCG DoCS should also encourage Programme Managers to start developing case studies of beneficiaries who had positive experiences at the Programme. This may be used as part of FBOs marketing strategies to get youths to attend the Programme.

4.3.4. Opportunities for Learning

At the conclusion of each holiday period, **implementing FBOs should be provided with an opportunity to be brought together in a workshop or forum so they can share their experiences of implementation.** This would allow implementing FBOs to learn from each other and to provide feedback about overcoming challenges, and how to achieve successes. This will allow FBO Programme Managers to improve the implementation of their programmes in the next holiday period. This would also provide WCG DoCS with an opportunity to hear first-hand what issues the Programme Managers faced, and how they think the Programme itself, or any challenges (e.g. application process, administration, oversight, etc.) could be improved. WCG DoCS could potentially get involved in similar forums hosted by other departments, such as those held by DCAS. **WCG DoCS should use these workshops or forums as an opportunity to document their learnings and best practices to inform and improve the Programme.**

4.4. Future Outcomes

4.4.1. Focusing on Longer-Term Outcomes

Currently the Programme is designed to be primarily output driven and focussed on achieving immediate/short-term results only. **WCG DoCS should consider placing a greater emphasis on more distant outcomes beyond what is currently targeted (as per the first version of the ToC) in order to achieve longer-term and more substantial Programme results (as per the second version of the ToC).** The second version of the ToC depicts longer-term outcomes that potentially may be achieved by the Programme. These are outcomes such as improved life skills, attitudes and intentions towards safety-related behaviours and decision-making regarding high-risk behaviours. Such longer term outcomes are more likely to contribute to realising provincial strategic goal 3 of “increased wellness, safety, and tackled social ills” and national outcome 3 “all people in South Africa are and feel safe” than the short-term outcomes that are currently being achieved. Whilst this will require further financial investment by WCG DoCS, the potential positive impact is likely to outweigh the costs. For

example, according to the 2016 Global Peace Index compiled by the Institute for Economics and Peace, the cost of violence amounts to 19% of South Africa's Gross Domestic Profit (GDP), with total violence containment spending amounting to R989 billion, equating to approximately R34,160 per person in the country⁴⁰. Furthermore, Save the Children South Africa found that the cost of violence against children in South Africa amounted to R238 billion in 2015.

The findings revealed that the Programme was able to keep children and youth off the street for the duration of the Programme. Based on evaluation theory, it is unlikely that the Programme's influence on behaviours extended beyond the Programme period. **There is potential to take the Programme further than the Programme period; potentially preventing beneficiaries from being exposed to or being perpetrators for the rest of the holiday period or even during the school term.** The benefits are expected to outweigh the potentially high investment. The Programme shows to have a good foundation for immediate outcomes of safety (beneficiaries are occupied, are provided with supervision and feel safe), however the Programme would require radical changes to its content for longer-term outcomes to be achieved.

4.5 Monitoring, Reporting and Evaluation

4.5.1. Monitoring Tools

Currently the Programme's monitoring tools collect primarily output data namely: venue specifications, number of facilitators, whether facilitators were effective in executing their duties, planned versus actual activities run, whether lessons were age appropriate, planned versus actual project attendance, attendance categorised by age group, compliance with health and safety regulations, procurement, provision and quality of food, stakeholders/partners, project successes and challenges, incidents, and lessons learnt and best practices. **It is recommended that WCG DoCS collects more outcome monitoring data.** One aspect of outcome data included in the monitoring tools was a section that asked whether objectives were met (yes/no response, complemented by comments and notes on which safety concerns were addressed). However, the structure of this data collection appeared to be highly subjective and up to the discretion of the Monitors and decision-

⁴⁰ How Much Money Violent Crime Costs South Africa Every Year (2016). Available at: <https://businesstech.co.za/news/general/126263/how-much-money-violent-crime-costs-south-africa-every-year/>

making did not appear to be based on a standard set of criteria against which to compare. For example, objectives could have been claimed to have been met if the activities were implemented, appeared structured/well-planned, included all beneficiaries, etc. However, this is only one aspect of measuring outcomes; this is only a measure of fidelity (how well the Programme's implementation matches up to how it was intended to be implemented). It does not speak to outcomes such as finding out from beneficiaries what new knowledge they acquired, whether they felt safe, whether they enjoyed the activities, etc.

As such, the **monitoring tools should be revised to more accurately capture certain indicators**. The monitoring tools primarily leave responses to questions open-ended, leaving responses to the subjectivity of the Monitors. There was no objective standard by which to conclude a response. For example, what an age appropriate activity was or should look like, what is meant by "effective" when asked about Programme facilitators' ability to execute their duties, how Monitors would know whether objectives had been met or not. As such, the responses captured in the monitoring tools were largely the subjective opinions of the Monitors, which produces inconsistent and unreliable data.

It is recommended that more concrete monitoring tools be developed. For example, these may utilise checklists, where Monitors can mark what is and is not present or appropriate at the Programme which is supplemented by qualitative notes. In this way, different Monitors will have an identical reference point from which they make their decisions about certain indicators. Additionally, **Monitors should receive training on the tools to further ensure that reporting is based on an objective standard, that it remains consistent across Monitors, and that there are limited capturing gaps within the tool**. The tools should also be designed to accurately capture the age group of interest: As previously noted recorded age categories were under 14, 14-20, and 20-27 years old; this would be better captured as under 13, 14-21 (target age group), and over 22 years old.

Finally, as stated previously, **there is a need for WCG DoCS to adopt electronic systems for administration, however this would additionally be highly beneficial for M&E purposes**. Currently, the Department uses Excel spreadsheets to capture its monitoring tools, but these are captured individually. It is recommended that the Department move towards a consolidated M&E system that captures all data collected of the Programme over the years. As the Programme continues to run, so this data will also be captured on the system. This will assist any future evaluations of the Project as all data can be found on a single platform, and comparisons made over the years.

4.5.1. Commissioning a Control Group for Future Evaluations

As previously stated, intermediate or long-term behaviour change in beneficiaries could not be conclusively and reliably claimed in this evaluation. Perceived changes may not have been a direct result of the Programme itself, but may have been attributable to other extraneous factors (e.g. other programmes, school programmes, peer group, home-life etc.). **To assess whether intermediate or longer-term changes were attributable to the YSRP or not, it is recommended that the Department commission a control group for future evaluations.** This control group should consist of a sample of beneficiaries who did not attend the Programme. This may be undertaken through a quasi-experiment or through matched controls, and not necessarily an RCT which can be costly. The current evaluation scope only allowed for a single group design with a small sample size. This is not a strong evaluation design as it does not allow for comparison with those who do not receive intervention, or who may receive another intervention. As such, changes cannot be causally attributed to the intervention group. Future ToRs should budget for and request that potential evaluators would need to source a control group of participants who were not involved in the YSRP. The control group and YSRP group would need to be assessed before the Programme commences and again in the intermediate and long-term to assess whether any changes occurred in the YSRP group that did not occur for the control group. This could also be applicable to other WCG DoCS evaluations.

4.6. Conclusion

This evaluation set out to assess the implementation of the YSRP, assess the outcomes or results achieved by the programme, and to provide recommendations to assist in strengthening the YSRP. This evaluation 1) provided numerous recommendations to improve the design, implementation, outcomes, and M&E of the YSRP; 2) revealed that although the Programme has achieved its primary outcome of keeping children off the street, this was primarily for children younger than the target age group; and 3) showed that there are numerous implementation good practices, as well as challenges.

The YSRP is a potentially valuable programme that has not yet come into its full potential. Given its relatively limited resources, the Programme has been able to achieve its immediate/short-term outcomes as depicted in its current ToC (version 1). However, it is currently not in a position to meet more intermediate or longer-term outcomes as depicted

in the second version of the ToC. This evaluation provides a good opportunity for the Department to take stock of the Programme after six years of implementation. Consideration should be given to some of the key directions that have been raised in this evaluation, including changes to the Programme design, which will inform ways in which to achieve more intermediate or longer term outcomes. These decisions should only be made on the basis of strong evidence in favour of effectiveness in these types of programme areas. It is crucial that funding be directed toward programmatic areas where it will likely be most effective.

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