

**EVALUATION OF THE HEALTH AND WELFARE SETA ACCELERATED
ARTISANSHIP PROGRAMME IN PARTNERSHIP WITH SWISS-SOUTH
AFRICAN COOPERATION INITIATIVE**

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ACRONYMS AND ABBREVIATIONS

APP	Annual Performance Plan
CHE	Council for Higher Education
CBMT	Competency Based Modular Training
DHET	Department of Higher Education and Training
DPME	Department of Planning Monitoring and Evaluation
EC	Eastern Cape
HWSETA	Health and Welfare Sector Education and Training Authority
JIPSA	Joint Initiative on Priority Skills Acquisition
MERSETA	Manufacturing, Engineering and Related services SETA
MOA	Memorandum of Agreement
NAMB	National Artisan Moderation Body
NCV	National Certificate Vocational
NSDS	National Skills Development Strategy
QCTO	Quality Council for Trades and Occupations
RIME	Research Information Monitoring and Evaluation
SAARF	South African Audience Reference Foundation
SAQA	South African Qualifications Authority
SIPS	Strategic Infrastructure Projects
SQMR	SETA Quarterly Monitoring report
SSACI	Swiss-South African Cooperation Initiative
SSP	Sector Skills Plan
TBA	Theory-Based Approach
WBL	Work Based Learning

EXECUTIVE SUMMARY

Introduction and background

This is an evaluation of Health and Welfare SETA (HWSETA) Accelerated artisanship programme in partnership with Swiss-South African Cooperation Initiative (SSACI). It evaluates appropriateness, efficiency, effectiveness, and sustainability of the programme. The HWSETA accelerated artisanship programme was established in 2013 as a response to the call by the Department of Higher Education and Training's (DHET) National Artisan Development programme which seeks to realize an objective where *"10,000 artisans per year qualify with relevant skills and find employment"* (NSDS III 2012, 14). The latter is an expressed outcome statement to an identified problem of *"continuing skills shortages in the artisanal, technical and professional fields that are fundamental to the development and growth of our economy"* (NSDS III 2012, 6). To this end, HWSETA accelerated artisanship programme's contribution is premised on increasing training capacity of the artisanship programme through its partnership with SSACI and prioritizing trades in demand for better employment outcomes.

'Accelerated' implies more efficiency in producing work-ready graduates within a short period from three or four years to two and half years in the case of HWSETA accelerated artisanship programme in partnership with SSACI. The programme recruits unemployed learners who then go through three components of the programme namely; bridging course (institutional training at an accredited training centre), structured workplace-based training, and trade test preparation. These components comprise 24 weeks, 60 weeks, and 2 weeks respectively.

To this end, the purpose of the evaluation is premised on four key aspects:

- First, it seeks to assess the appropriateness of the HWSETA accelerated artisanship programme in relation to MERP 2011-2016 derived from the National Skills Development Strategy (NSDS) III.

- Second, an assessment of the programme's efficiency in terms of processes and implementation as per the design of the entire programme both at the conceptual and operational level.
- Third, an assessment to determine how programme planning, processes and implementation explain or contribute to outcomes.
- Lastly, to determine, through the stakeholder perceptions, the degree of sustainability that the programme has.

The methodology of the evaluation study

The evaluation study adopted Theory-Based Approach (TBA) to explicitly bring forth the programme's theory and logic. The latter frames processes and activities of the programme intervention into sequential logical components interacting as means and ends that lead to outcomes. As such, it was crucial to use the TBA for the reconstruction of the programme theory and logic and application of set standards for evaluative judgments in each phase of the programme. Reconstruction of the programme theory and logic produced the results framework of HWSETA accelerated artisanship programme in partnership with SSACI. This framework, at each results-chain level, integrated theory, logic, targets, standards of success and indicators. As a result, evaluability of the programme planning and execution was feasible.

A variety of methods, quantitative and qualitative, were used to conduct the evaluation from secondary and primary sources. A quantitative method was used for descriptive analysis of secondary datasets sourced from the Seta Quarterly Monitoring Reports (SQMR), and SSACI database adding more variables relating to recruitment, placement, and trade test information. A quantitative method was also applied in primary dataset collected from the telephone tracer study of learners that had qualified as artisans from the programme to determine programme outcomes. A qualitative method was utilized in the face-to-face interview for thematic analysis with key stakeholders of the programme from HWSETA and SSACI. In addition to these methods, document review and analysis was primarily used for secondary documents such as HWSETA Board submissions, memorandum of agreements, and recommitment of funds

approved by executive board members. These methods were applied to analyze data to respond to the following key evaluation questions specific to each evaluation domain.

A conceptual framework for the evaluation of HWSETA accelerated artisanship programme in partnership with SSACI

Project stage	Evaluation questions	Evaluation Criteria
<p>Planning</p> <p><i>The synergy between national policy, HWSETA strategic objectives, and operational programmes to beneficiaries</i></p>	<ul style="list-style-type: none"> ▪ Is the programme aligned to national and organizational strategic objectives? ▪ Is the programme’s conception responding to the needs of policy and beneficiaries? 	<p>Appropriateness/Relevance</p> <p><i>seeks to establish the extent to which the programme’ conception and planning speaks to National and organizational strategic objectives and the needs of the learners who were its beneficiaries</i></p>
<p>Implementation</p> <p><i>Inputs/resources to the programme, activities and processes as conversion of inputs/resources to outputs</i></p>	<ul style="list-style-type: none"> ▪ Is the programme implemented efficiently to meet its planned targets at output level? 	<p>Efficiency</p> <p><i>the extent to which the programme was able to use allocated resources and time to achieve targets</i></p>
<p>Results (outcomes)</p> <p><i>The success of the programme as it relates to performance indicators</i></p>	<ul style="list-style-type: none"> ▪ Did the programme achieve its objectives as reflected through set targets across the results chain? 	<p>Effectiveness</p> <p><i>The degree to which set targets of the programme were achieved across the results chain.</i></p>
<p>Stakeholder engagement and involvement in planning, implementation, and results</p>	<p>Will the programme be able to maintain its operations, services and benefits during its lifetime?</p>	<p>Sustainability</p> <p><i>Assesses the level of ownership and commitment by all stakeholders in the success of the programme</i></p>

Key evaluation findings

1. In terms of appropriateness of the HWSETA accelerated artisanship programme, evaluation findings confirm its alignment to NSDS III and HWSETA policy prescripts such as MERP and APP. The advantage of the programme is its planning and design defining duration and annual targets of the programme. As such, resource allocation and performance of the programme is coded to outcomes that speak to policy imperatives and beneficiary needs.
2. Planning processes of the programme administered by HWSETA are slow and inefficient. Yet the aspect of implementation delivery conducted by SSACI constituting of institutional training, structured workplace-based training, and trade test preparation is efficient. In addition, the issuing of the trade certificate by NAMB was found to be efficient. When focusing on each stakeholder of the partnership, evidence shows that in terms of processes and activities, HWSETA was not efficient while SSACI was efficient.
 - The planning phase by HWSETA for the intervention took 20 months equivalent to one year and seven months. This is equivalent to an entire financial year and a half of planning for the intervention.
 - The implementation of HWSETA accelerated artisanship programme by SSACI was delayed by 2.5 months that was accounted for by three factors. First, most training organizations were unprepared to implement the programme immediately in 2012. Second, the arrangement of payment tranches. Lastly, HWSETA delays in conducting M&E site visits. Thus, SSACI's processes of implementation were efficient given the contextual challenges the programme confronted.
 - Evidence illustrates programme improvement of implementation efficiency between phase 1 and 2 particularly from institutional training to programme completion and certification process. This may be because of the re-arrangement of payment tranches by HWSETA after consultation with SSACI.
3. With regard to the performance of the programme, the HWSETA accelerated artisanship programme was effective in its pace and achieving programme outcomes although ineffective in size and scope of the programme as per MoA agreements.
 - The achievement of transformation and equity targets was not effective for disability and females as it was below standards of success. This presents the

programme as perpetuating the historical patterns of discriminating against women in artisanal trades and bias for recruiting and selecting learners who were likely to have a better socio-economic status.

- Evaluation evidence further indicates that SSACI is unable to achieve the set targets relating to increasing the training capacity of learners in artisanship. Instead, SSACI could only achieve 67%, 37%, and 17% of learner placements with host employers against set annual MOA targets in 2013/14, 2014/15, and 2015/16 financial year respectively. Overall, this amounts to the placement of 37% (130) of learners against 350 learners committed by HWSETA to the programme.
- However, the effectiveness of the programme at the outcome level was assessed based on the achievements of the programme from the output level. Of the 58 learners who responded to the telephone tracer study conducted, 71% of qualified artisans found employment after programme completion. Of those employed 85% found employment in the private sector and 60% confirmed seeing advertisements or hearing about opportunities aligned with their trade qualifications. Importantly, learners finding employment in less than a month after programme completion was a direct evidence of demand to funded artisanal trades. About two-thirds (65%) of the qualified artisans who found employment were earning between R6 401 and R51 200 per month which is above the new proposed minimum wage (R3500) and national living wage of (R4500).

Recommendations

It is recommended that the HWSETA re-orient the HWSETA accelerated artisanship programme in the following manner:

1. Explicitly communicate the transformation and equity imperatives targets, other targets derived from the MoA, and standards of success defined in the HWSETA indicator protocol.

2. Put controls and monitoring systems of all targets across all the results-chain stages (from input/resources, activities, outputs, and outcomes). This will require an extension from being confined to DHET and Auditor general reporting requirements that control for inputs (financial resources) and enrolments to outcome-based indicators. This will ensure that both accountability and learning is accounted for as the organization controls for both resources and results.
3. It is also recommended that the HWSETA standards of success be disaggregated further. For example, 10% and 60% achievement of a particular achievement cannot be simply aggregated to one category as 'not effective' as it neither assigns an objective meaning for each level of ineffectiveness nor fairness to the programme stakeholders involved.

1. OBJECTIVES OF THE EVALUATION STUDY

There are four key objectives of the evaluation study of HWSETA accelerated artisanship programme in partnership with SACCI.

- First, it seeks to assess the appropriateness of the HWSETA accelerated artisanship programme in relation to MERP 2011-2016 derived from the National Skills Development Strategy (NSDS) III.
- Second, an assessment of the programme's efficiency in terms of processes and implementation as per the design of the entire programme both at the conceptual and operational level.
- Third, an assessment to determine how programme planning, processes and implementation explain or contribute to outcomes.
- Lastly, to determine, through the stakeholder perceptions, the degree of sustainability that the programme has.

2. BACKGROUND OF HWSETA ACCELERATED ARTISANSHIP PROGRAMME IN PARTNERSHIP WITH SACCI

2.1. Policy context

The HWSETA accelerated artisanship programme was established in 2013 as a response to the call by the Department of Higher Education and Training's (DHET) National Artisan Development programme. NSDS III is an overarching strategic policy for National Artisan Development programme as expressed in its outcome 4.2.2 "*10,000 artisans per year qualify with relevant skills and find employment*" (NSDS III 2012, 14). Therefore, the National Artisan Development programme seeks to advance artisanry as a career choice by professionalizing the artisanal skill development system (DHET 2013, 3).

The HWSETA accelerated artisanship programme aims to achieve the HWSETA strategic objective linked to performance indicator 4, stated as, "*increase the number of work-ready*

graduates in trades (artisans) demanded in health and social development sector through targeted funding in the reporting period” (HWSETA APP 2016, 16). In the case of the HWSETA in partnership with the Swiss-South African Cooperation Initiative (SSACI), ‘accelerated’ implies more efficiency in producing work-ready graduates within a short period from three or four years to two and half years. The programme comprises three components; the bridging course (institutional training at an accredited training centre), structured workplace-based training, and trade test preparation. These components are for the duration of 24 weeks, 60 weeks, and 2 weeks respectively. In comparison to other artisanship programmes, the accelerated artisanship programme recruits and selects learners with a Nated level 4 (N4) or National Certificate Vocational (NCV) in a related field with a 50% pass in Mathematics (SSACI 2013, 6). The view of artisanship programme producing work-ready graduates (artisans) in an accelerated system responds directly to the problem of “*continuing skills shortages in the artisanal, technical and professional fields that are fundamental to the development and growth of our economy*” (NSDS III 2012, 6).

2.2. Historical context

The first conception of an accelerated artisan training programme in South Africa took place in 2007 after Joint Initiative on Priority Skills Acquisition (JIPSA) reported on the shortage of critical skills in manufacturing and engineering sector (MERSETA 2012, 15). HWSETA has three types of artisanship programmes. First, it is the accelerated artisanship programme in partnership with SSACI. Second, apprenticeships with service providers of the Strategic Infrastructure Projects (SIPS) also in partnership with SSACI (HWSETA Skills Development Standing Committee 2014, 2). Lastly, it is artisanship programme implemented in cooperation with TVET colleges equipped to deliver the Competency Based Modular Training (CBMT). The CBMT is a practical course in which training is conducted in a simulated environment. This study focuses on the HWSETA accelerated artisanship in partnership with SSACI and includes the artisanship that focuses on SIPS because of its partnership to SSACI.

2.3. The objective of the program

The objectives of HWSETA accelerated artisanship programme were to:

- Support the training of unemployed learners in trades that are in demand in order to increase the number of qualified artisans for the health and social development sector and the nation
- Enter into partnerships with stakeholders to support the training capacity of the artisanship programme

3. METHODOLOGY OF THE EVALUATION STUDY

This section gives an account of evaluation design to frame in context the overarching logic of how the evaluation was conducted. The design of the study further accounts for how reliability and validity were in-built within data collection, capturing, and analysis processes for credible evaluation evidence. The following sub-sections illustrate how the key questions of the inquiry informed the evaluation design, approach, methods, and data sources of the study.

3.1. Evaluation questions and evaluation criteria of the study

Evaluation questions informed the evaluation design of the study. Evaluation questions cut across different result-chain stages that are input/resources, activities, outputs, and outcomes. This means evaluation will focus on three programme stages; planning, implementation, and outcomes (results). The evaluation questions are linked to each of these three programme stages and evaluation criteria as shown in Table 1 below.

Table 1: Evaluation questions of the study by project stage and evaluation criteria

Project stage	Evaluation questions	Evaluation Criteria
<p>Planning</p> <p><i>The synergy between national policy, HWSETA strategic objectives, and operational programmes to beneficiaries</i></p>	<ul style="list-style-type: none"> ▪ Is the programme aligned to national and organizational strategic objectives? ▪ Is the programme’s conception responding to the needs of policy and beneficiaries? 	<p>Appropriateness/Relevance</p> <p><i>seeks to establish the extent to which the programme’ conception and planning speaks to National and organizational strategic objectives and the needs of the learners who were its beneficiaries</i></p>
<p>Implementation</p> <p><i>Inputs/resources to the programme, activities and processes as conversion of inputs/resources to outputs</i></p>	<ul style="list-style-type: none"> ▪ Is the programme implemented efficiently to meet its planned targets at output level? 	<p>Efficiency</p> <p><i>the extent to which the programme was able to use allocated resources and time to achieve targets</i></p>
<p>Results (outcomes)</p> <p><i>The success of the programme as it relates to performance indicators</i></p>	<ul style="list-style-type: none"> ▪ Did the programme achieve its objectives as reflected through set targets across the results chain? 	<p>Effectiveness</p> <p><i>The degree to which set targets of the programme were achieved across the results chain.</i></p>
<p>Stakeholder engagement and involvement in planning, implementation, and results</p>	<p>Will the programme be able to maintain its operations, services and benefits during its lifetime?</p>	<p>Sustainability</p> <p><i>Assesses the level of ownership and commitment by all stakeholders in the success of the programme</i></p>

3.2. Evaluation Approach

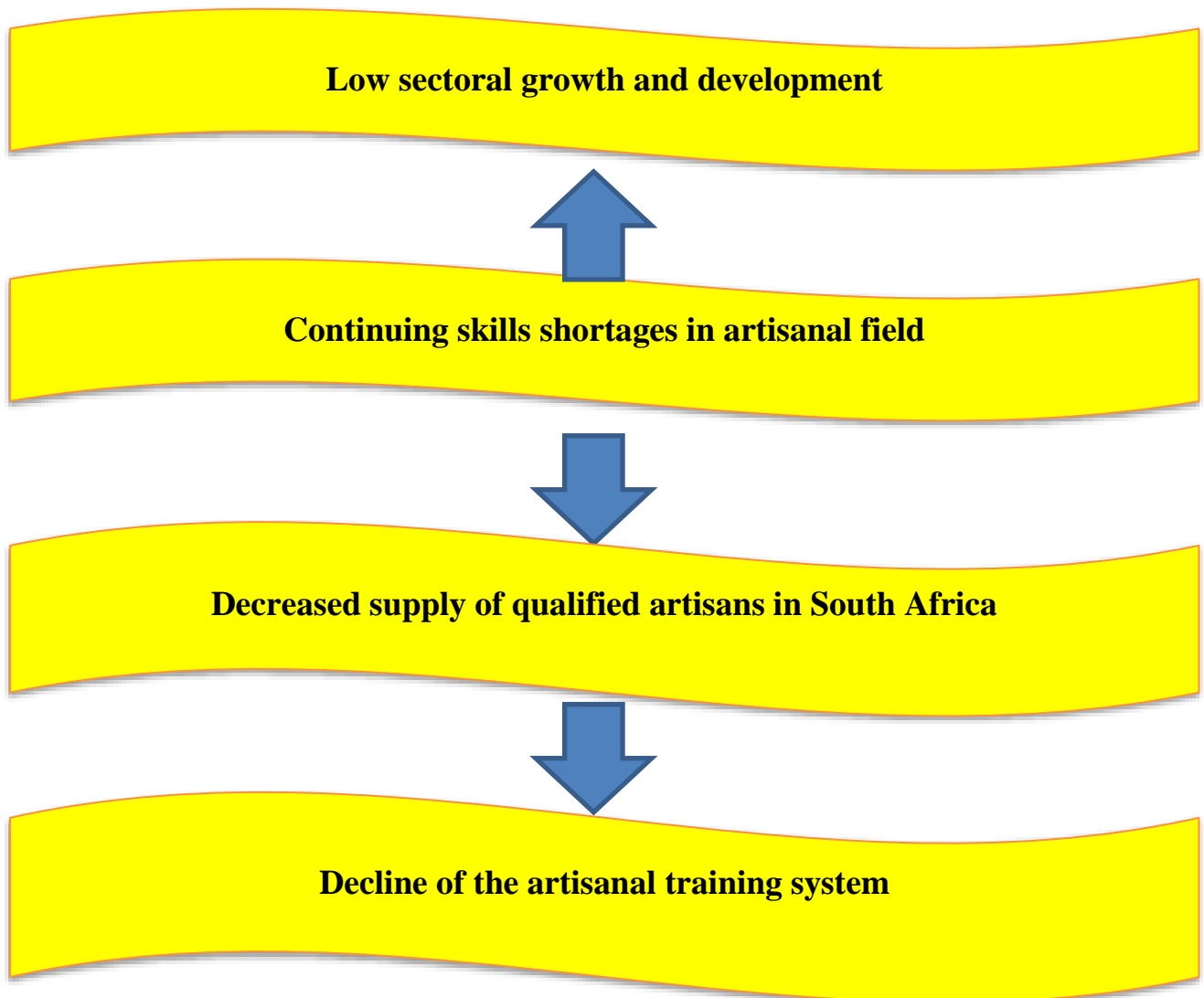
The evaluation approach informed the data collection methods of the study. Since the evaluation of this study focused on planning, implementation, and results of the accelerated artisanship programme, Theory-Based Approach (TBA) was more suitable to link processes and activities to the theory of the programme. Stern (et al. 2012, 25) concurs with the latter perspective when stating that the programme “*process is built around theory*”. The implication is that the processes and activities of the programme intervention are logical components interacting as means and ends to realize the claims of the program theory implicit to design

(Public service commission 2008). However, the use of TBA requires that the intervention is framed in the results framework after the theory of change and logic have been clearly defined. Program theory and logic (theory of action) requires an appropriate problem analysis from which the objective tree will be formulated to inform the theory of change.

3.3. Problem analysis

According to JIPSA (2010, 27), *“the principal reason for the shortage of artisans lay in the decline of the apprenticeship training system”* (JIPSA 2010, 27). Kraak (2008) argues that neo-liberal reforms at the macroeconomic level initiated by the Apartheid regime in the late 1980s were the key determinant factor for the decline of artisanal training capacity. This was evident, when the state-owned enterprises closed their training facilities. These reforms were partly driven by the *“severe economic recession which set in during the mid-1980s”* (Kraak 2008, 202). As such, as shown in Figure 1, this presents the decline of the artisanal training system as the problem leading to *“continuing skills shortages in the artisanal, technical and professional fields that are fundamental to the development and growth of our economy”* (NSDS III 2012, 6). The persistence of the problem indicates its systematic nature. In 2013, HWSETA Sector Skills Plan (SSP) (2013, 129) confirmed a national shortage of skills as a problem *“affecting service delivery and quality care, especially in the health sector”*. The consequences are vacant artisanal occupations that ultimately disadvantage sectoral development and growth.

Figure 1: Problem tree analysis of continuing skills shortages in artisanal fields



3.4. Theory of change and logic of the HWSETA accelerated artisanship programme in partnership SSACI

The theory of change is primarily informed by the problem analysis shown in Figure 1. By definition, “*the theory of change is about the central processes or drivers by which change comes about...theory of action [program logic] explains how programs or other interventions are constructed to activate these theories of change*” (Patricia and Funnell (2011, xix). The implication is that theory of change derives its solution from the core issue of the problem identified. In this way, the programme theory contextualizes the intervention as a solution to

an identified problem. Thereafter, it connects the logic of the intervention across all results chain stages in reference to programme outcomes. Key to the theory of change is its ability to consider context from which external factors to the intervention and mechanism of change can explain how outputs lead to outcomes (Patricia and Funnell 2011). Figure 2 display the graphic presentation of the theory of change of HWSETA accelerated artisanship programme.

Figure 2: HWSETA accelerated artisanship programme’s theory of change across all the result chain stages



The severity of decline of the artisanal training system makes HWSETA accelerated artisanship programme a necessity. This perspective is made clear by the JIPSA (2010, 27) close out report when it stated that;

From 1985 to 1995, the numbers of artisans in development decreased from an annual high of 33 000 in 1985 to just over 22 000 in 1994. By early 2005, this had fallen to around 4 500. In 2007 and 2008, national master scarce skills lists reflected a demand-led increase for 60 000-plus artisans in engineering and construction-related skills.

Consequently, the white paper for post-school education and training (DHET 2013, 9) took a stance that “*re-establishing a good artisan training system is an urgent priority*”. In 2015, McKinsey & Company (2015, 55) concurred and emphasized that enrolment in artisanship had to happen “*at a rapid pace*”. It is this consensus, from both government and private sector, which has acknowledged a sense of urgency to ‘accelerate’ or fast-track the production of qualified artisans in artisan trades that are in demand to the sector for beneficiaries to find employment. According to JIPSA (2010, 49), perspective behind the perceived success of accelerated artisanship programme is that quality and efficient production of qualified artisans depends on “*the selection of appropriate candidates, and management and support of trainees and learners during the qualification process*”. Programme theory further indicates that when the work-ready graduates in trades demanded by health and social development sector are produced, employment will occur as evidence of alignment between demand and supply leading to more productivity and expansion of the sector contributing to economic growth.

First, connected to this conception is the logic that HWSETA partnership with SSACI increases capacity for artisanal training through SSACI’s capability and network with companies in the private sector. Ken Duncan (2014), the SSACI CEO, validated this perspective when he stated that the partnership of HWSETA with SSACI will “*open up for the first time the training capacity of companies and workplaces*”. The HWSETA CEO, Miss Yvonne Mbane (2014), concurred and emphasized that “*the HWSETA’s partnership with SSACI is in line with the Minister’s call to ‘turn every workplace into a training space’*”. Second, there is a fundamental assumption that SSACI will recruit learners that will cope with the accelerated mode of artisanship programme. This assumption is reasonably embraced by the programme design since SSACI proposal to HWSETA puts controls to recruit competent learners “*without tertiary qualifications but having an N4 or NC(V) in a related field, with a 50% pass in mathematics*” (SSACI 2013, 7). Third, the view is that SSACI will ensure the placement of

learners with host employers after the ‘bridging course’ or institutional training at the accredited training centre. This aspect of the programme is what operationalizes the concept of the workplace as a training space since the apprentice applies their knowledge in practical terms. In addition, the host employers collaborating with SSACI are perceived to have the credibility to the sector as mentors of apprentices. As such, employability of apprentices is derived from host employer credibility and standing in the sector.

The logic of the HWSETA accelerated artisanship programme in partnership with SSACI explained above rests on one key precondition; that the types of trade funded are demanded in the health and social development sectors. Realization of this precondition ensures the alignment between demand and supply of the artisanal skills in the sector. In this sense, employment of a qualified artisan in a specific trade confirms that the particular trade is demanded in the health and social development sector. Wildschut and Mbatha (2016) argue that the macroeconomic structure has shifted significantly thus altering employment prospects in relation to artisan training. Wildschut and Mbatha (2016) further show empirically that the South African economy has shifted from labor-intensive (primary and secondary sectors such as mining and agriculture) to knowledge-intensive sectors (tertiary sectors) which demand highly skilled labour. As such, the system or approach used in identifying the types of trade, which are scarce or in shortage, is of utmost importance. The HWSETA submission to the board (2013, 1) approved on 02 December 2013 for the financial year 2013/14 states the following:

SSACI has contacted employers in the health and social sector to ascertain the need and the existence of apprentices in their workplace as well as the trades urgently needed (electricians, air-conditioning & refrigeration technicians, millwrights)

These three trades were identified through a consultative process with employers in the health and social sector. It is assumed that the consultation was appropriate in terms of stakeholder representation thus legitimizing three trades identified as urgently needed by the health and social sector. It is important that two of the trades electricians and millwrights had been identified by JIPSA (2010) as the priority occupations in the artisanal field nationally. Therefore, air-conditioning & refrigeration technicians may be an emerging scarce artisanal skill nationally or within the health and social development sector.

Lastly, the programme design of HWSETA accelerated artisanship assigns the responsibility of recruitment of learners, their placement to host employers, and preparation and facilitation to trade test to SSACI. This leaves the responsibility of certification process for those who pass the trade test to the National Artisan Moderation Body (NAMB), which is responsible for artisan coordination through monitoring, moderation, and policy direction to Quality Council for Trades and Occupations (QCTO). Therefore, the time it takes a qualified artisan to receive their trade certificate is a direct function of NAMB not SSACI. This is crucial considering that HWSETA can only report learners as having completed the programme only when they have been certificated by NAMB.

3.5. Results framework: results chain and logframe

World Bank's Independent Evaluation Group (2012, 7) defines a results framework as

An explicit articulation (graphic display, matrix, or summary) of the different levels, or chains, of results expected from a particular intervention—project, program, or development strategy...[it] captures the essential elements of the logical and expected cause-effect relationships among inputs, outputs, intermediate results or outcomes, and impact.

The results framework is descriptive and operating as an analytical tool integrating the planning, execution, and evaluation of a program. As such, it anticipates external factors while accounting for logical relationships through sequential processes leading to specific results of the programme (Norad 1999, 99). See Table 2 below.

Table 2: Results framework of HWSETA accelerated programme in partnership with SSACI for the unemployed learners

RESULTS CHAIN	RESULTS FRAMEWORK					
	Indicator of success	Data sources	Baseline	Annual Target	Assumption	Risks & Mitigation
<p><u>IMPACT</u></p> <p>Health and welfare sectoral development and growth</p>	<ul style="list-style-type: none"> ▪ % of health and welfare sector contribution to GDP ▪ % of retention among the artisanal graduates employed in scarce skills occupations ▪ % of career progression among the artisanal graduates employed in scarce skills occupations 	<p>HWSETA SSP & STATS SA</p> <p>HWSETA impact assessment database</p>	0			
<p><u>OUTCOME</u></p> <p>Employment of artisan graduates reducing vacant artisanal occupations in the sector</p>	<ul style="list-style-type: none"> ▪ Percentage of qualified artisans previously funded by HWSETA in accelerated artisanship programme in partnership with SSACI finding employment in the reporting period 	Tracer Study database	0	Not determined	<ul style="list-style-type: none"> ▪ Employment meeting basic conditions of employment as per Labour employment Act ▪ The labour market remains stable while skills from previously funded artisan trades remain relevant to the labour market ▪ That there will be reliable contact with beneficiaries 	<ul style="list-style-type: none"> ▪ Shifting of artisanal graduates to other professions or occupations outside artisanal fields ▪ The latter could be mitigated by incentivizing the occupations categorized as scarce skills to enforce retention of skill.

RESULTS CHAIN	RESULTS FRAMEWORK					
	Indicator of success	Data sources	Baseline	Annual Target	Assumption	Risks & Mitigation
<p><u>OUTPUT</u></p> <p>Increased number of work-ready graduates in trades demanded in health and social development sector through targeted funding</p>	<ul style="list-style-type: none"> ▪ Number of qualified artisans previously funded and enrolled by HWSETA in accelerated artisanship programme in partnership with SSACI in the reporting period ▪ Number of apprentices previously funded and enrolled by HWSETA in accelerated artisanship programme in partnership with SSACI sitting for a trade test in the reporting period 	<p>NAMB certificate & HWSETA SQMR database</p> <p>SSACI/NAMB database</p>	0	100	<ul style="list-style-type: none"> ▪ Learners funded in trades that are scarce and demanded by the labour market to meet sectoral needs and increase their employability ▪ Graduates seek employment within the health and social sector and other sectors ▪ The quality standards of mentoring apprentices uniform across host employers 	<ul style="list-style-type: none"> ▪ Market demand shifting drastically degree

RESULTS CHAIN	RESULTS FRAMEWORK					
	Indicator of success	Data sources	Baseline	Annual Target	Assumption	Risks & Mitigation
<p><u>ACTIVITIES</u></p> <p>Facilitate trade test of apprentices</p> <p>Placement of learners to host employers as apprentices</p> <p>Approve recruitment of learners according to the set criteria (highest qualification, socio-economic status, and age)</p> <p>Enter into partnerships (MoA) to increase training capacity of artisans</p>	<ul style="list-style-type: none"> ▪ Number of unemployed learners funded in HWSETA accelerated artisanship programme in partnership with SSACI approved for trade tests in the reporting period ▪ Number of unemployed learners funded in HWSETA accelerated artisanship programme in partnership with SSACI placed as apprentices with host employer in the reporting period ▪ Number of unemployed learners recruited as per HWSETA and SSACI MoA in the reporting period 	<p>SSACI database</p> <p>HWSETA SQMR database & SSACI database</p> <p>HWSETA-SSACI MOAs and commitments of funds</p>	0	100	<ul style="list-style-type: none"> ▪ Learners and employers have an interest in the programme and participate ▪ Harmony and cooperation between HWSETA & SSACI in complying with MOA conditions. 	<ul style="list-style-type: none"> ▪ Learners and employers may lose interest in the programme ▪ MOA conditions may not be adhered to sufficiently or timely. ▪ The latter could be mitigated by putting in place incentives to promote retainment of both learners and employers.

3.6. Data sources and evaluation methods

The evaluation of HWSETA accelerated artisanship programme utilized secondary and primary data. Secondary data consisted of four data sources. First, the documents from the HWSETA board secretariat such as HWSETA board submissions, MoAs, and recommitment of funds approved by Exco. Second, financial data from finance division accounting for the partnership between HWSETA and SSACI in the programme for the unemployed learners. Third, performance data of the programme reported in the Seta Quarterly Monitoring Reports (SQMR) databases. Fourth, SSACI database of the programme was utilized to have more variables relating to recruitment, placement of learners as apprentices, and trade test information. In terms of primary data, the quantitative primary data from the telephone tracer study of learners that had qualified as artisans from HWSETA accelerated artisanship programme was merged to secondary data and analyzed. The following sub-subsections indicate how each data source was used methodically.

3.6.1. Document review and analysis

The evaluation study primarily used data from documents such as HWSETA board submissions from which the HWSETA accelerated artisanship programme in partnership with SSACI for the unemployed was approved in each financial year since 2012. These documents provided the context and rationale behind an intervention as perceived by the SDP division while defining the value and scope of the intervention. MoAs were also part of document review and analysis to understand priorities, conditions, and controls put in place in the partnership of HWSETA and SSACI. For policy perspective, NSDS III, SSP, APP, and SSACI proposal documents were also utilized. Primarily, document review and analysis was for problem analysis, reconstruction of programme theory and logic, and results in framework linking planning to intervention and concepts to practical operations. Lastly, document review and analysis contributed towards determining the status of efficiency in the operational processes of the programme.

3.6.2. Population, sample, and data analysis

The quantitative descriptive analysis used the merged data from secondary data of SQMR, SSACI, and finance division for enrolments, certification, and financial information to primary data of the tracer study collected in March 2017 for evaluating programme outcomes. The secondary SQMR data used for analysis was from financial year 2012/13 to financial year 2016/17 (15/12/2016). For analysis, databases were cleaned, validated, and merged using STATA 12. As shown in Table 3 below, the population of students funded and entered since the inception of HWSETA accelerated artisanship programme in partnership with SSACI since financial year 2012/13 to 2016/17 were 130. This means only 37% of learners committed by HWSETA and SSACI partnership have been with the host employer organization as apprentices. SQMR only reports learners as ‘entered’ once placement with host employer has occurred. Of the 130 entered, 63% (82) completed the programme. Completion refers to successfully passing the trade test and receiving the trade certificate from NAMB. Of the 82 learners that completed the programme, 58 learners responded to the tracer study (71% response rate). Thus, the analysis of this report is premised on a sample of 58. The sample of 58 learner responses consists of 49 (84%) learners coming from Phase 1 (learners committed in 2012/13 MoA) and 9 (16%) from Phase 2 (learners committed in 2014-16 MoA).

Table 3: Learners in HWSETA accelerated artisanship programme in partnership with SSACI from MOA commitments, entered, completions, and a sample of the study

financial year	MOA committed learners	Learners reported as entered on SQMR	Learners reported as completions on SQMR	Learners sampled from SQMR completions	Sampled learners from completions who responded to the tracer study
2012/13	100	0	0	0	0
2013/14	N/A	67	0	0	0
2014/15	100	37	0	0	0
2015/16 ¹	150	26	63	63	41
2016/17	0	0	19	19	17
Total	350	130	82	82	58

3.6.3. Face-to-face interview with key stakeholders

Key stakeholders of the programme (see table 4 below) were interviewed face to face at their respective premises to acquire different perspectives on how the intervention was experienced. These interviews were able to validate and close the gaps of the secondary data through the in-depth knowledge that shaped the programme intervention.

Table 4: Interview schedule of key respondents for primary data conducted by an evaluator through one-on-one face-to-face interviews

Respondents	Date of interview	Selection Criteria	Thematic areas covered during the interview
SSACI officials (2x)	17/05/2017	Directly responsible for implementation of HWSETA accelerated artisanship programme at SSACI	<ul style="list-style-type: none"> ▪ Purpose of the partnership ▪ Challenges as it relates to; <ol style="list-style-type: none"> 1) Recruitment and selection 2) Institutional training 3) On-the-job training 4) Trade test preparation 5) Trade test 6) Employment outcomes ▪ Proposed solutions to identified challenges
HWSETA official	22/05/2017	Directly responsible for implementing the learning programmes at HWSETA	<ul style="list-style-type: none"> ▪ Overall self-assessment of HWSETA/NSFAS

¹ For financial year 2015/16, HWSETA accelerated artisanship programme was not funded through approved HWSETA board submission instead from recommitment of de-committed funds approved by the Exco. However, this approval was an extension from MoA from 2014 to 2016 signed on the 6th of November 2014.

4. DESCRIPTIVE FINDINGS

The analysis accounts for all the commitments that were made for HWSETA accelerated artisanship programme in partnership with SSACI for the unemployed from financial year 2012/2013 to 2016/17 (15 December 2016). This means that the completion of the learners reported in quarter 4 of SQMR were not included in this sample analysis.

This section consists of five subsections relating to key thematic evaluation findings namely planning and design of the programme, efficiency of the programme, and implementation of the programme, programme performance based on outcomes, and patterns and implications of employment as an outcome. The evaluation findings from different data sources will be presented in an integrated manner.

4.1. Planning and design of the programme

The planning and design of HWSETA accelerated artisanship programme in partnership with SSACI was consistent with the thinking and strategic objectives of NSDS III and HWSETA policy prescripts (MERP and APP). This was evident through MERP (Monitoring, Evaluation and Reporting Plan) 2011-2016 (2012) which states that output 4.2.2.2 of outcome 4.2.2 of the NSDS III “*10,000 artisans per year qualify with relevant skills and find employment*” (NSDS III 2012, 14) will be used by both DHET and HWSETA as indicators of effectiveness and efficiency. This shows a harmonious cascading of strategic objectives from national policy to organization policy. The Annual Performance Plan (APP) of HWSETA operationalizes the strategic plan and objectives of the organization through resource allocation and performance targets. While the APP has targets with their allocated budget, it is at aggregated performance indicators. HWSETA board submissions sent by divisional unit presents, at a disaggregated level, a specific intervention contributing towards a particular aggregate performance indicator. Thus, HWSETA accelerated artisanship programme in partnership with SSACI, as an intervention under learning programmes of SDP division, contributes towards indicator 5 which measures progress on strategic objectives relating to 80% of HWSETA funded work-ready graduates finding employment in their trades (HWSETA APP 2016). The latter was explicitly stated in the HWSETA board submission (2013) which proposed that the programme would create a synergy between the labour market and skills training system thus increasing the employability of learners funded by the programme. This level of planning and design

further shows cascading of organizational strategic objectives to an intervention coded with targets and values pursued by national policy. The level of alignment in the programme design of HWSETA accelerated artisanship programme in partnership with SSACI is proof of its relevance or appropriateness. Relevance is premised on the programme conception that shows how increased artisanal training capacity would lead to employment of beneficiaries who would then benefit the sector and economy.

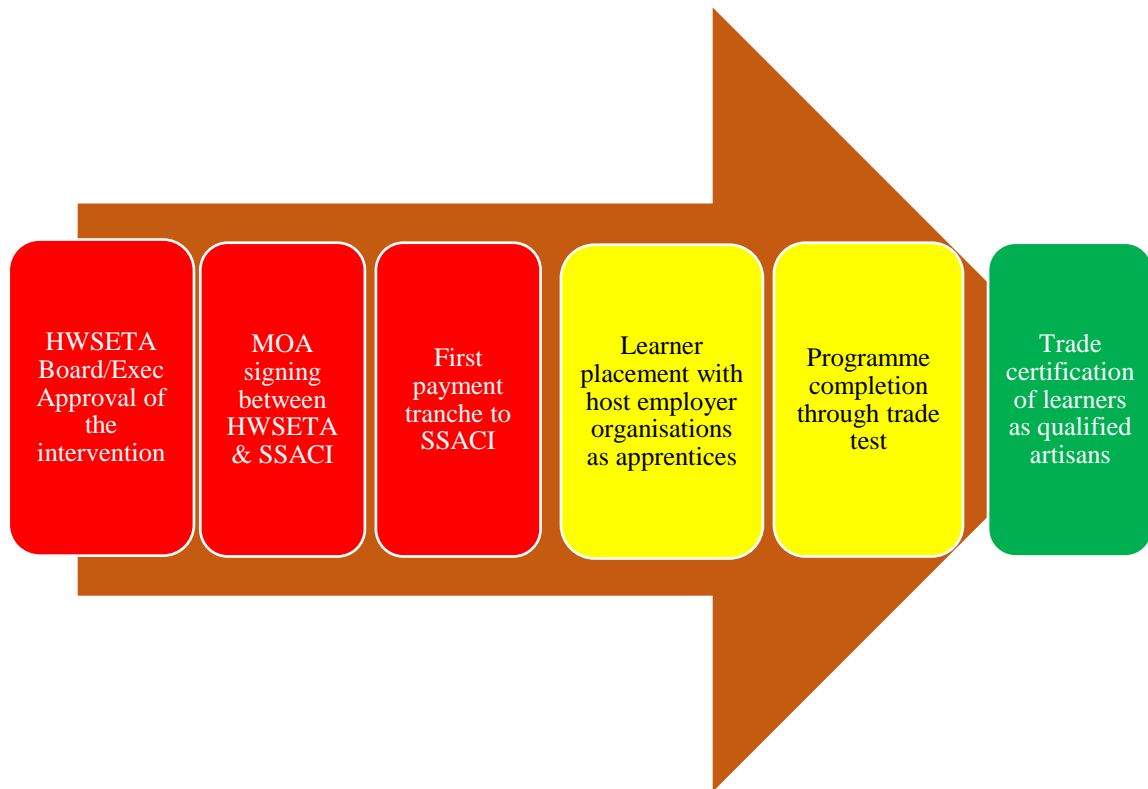
4.2. The efficiency of the programme

This section focuses on the assessment of the use of time allocated to key activities and processes and financial resources invested in HWSETA accelerated artisanship programme in partnership with SSACI for the realization of outputs leading to outcomes.

4.2.1. The time duration between key programme planning and implementation stages

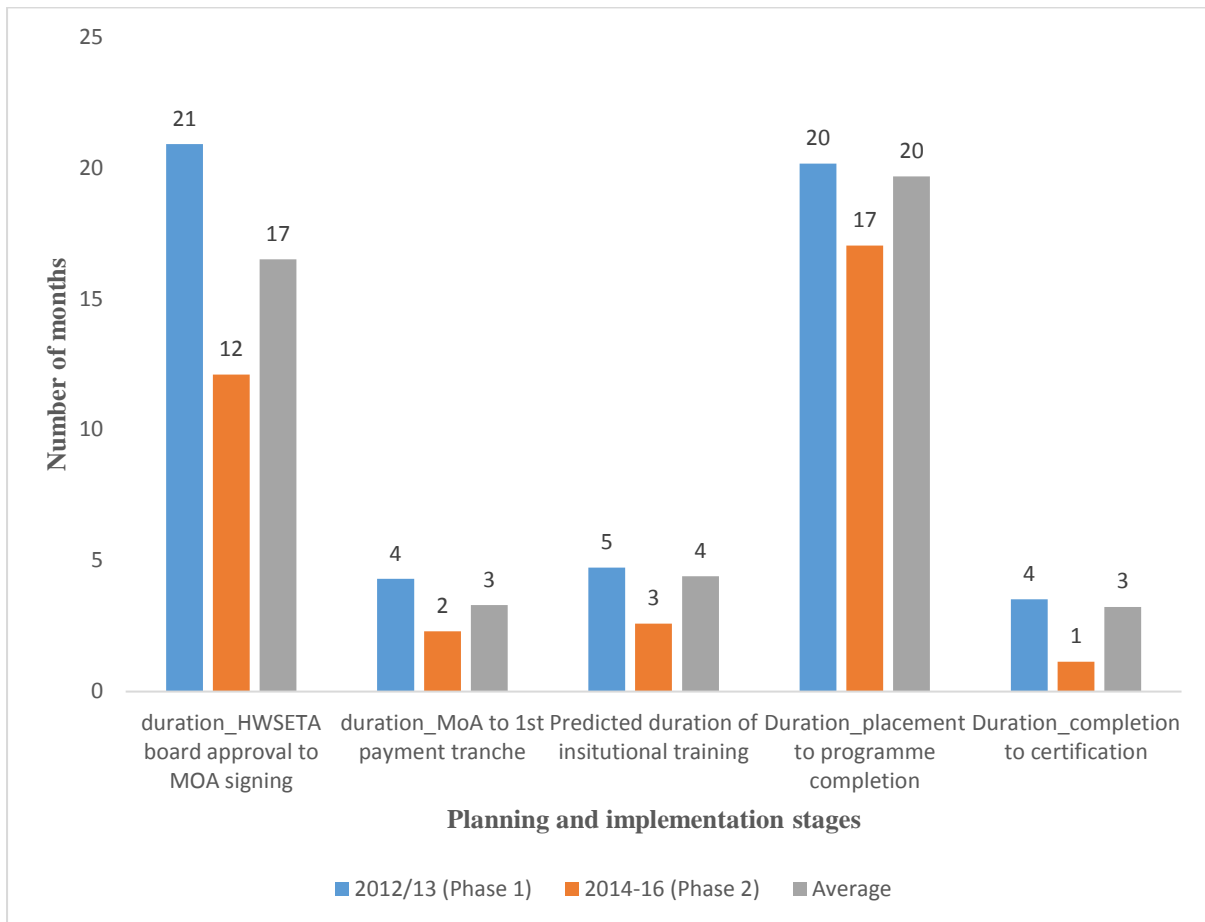
The study only selected key planning and implementation stages of the programme to assess efficiency. Figure 3 depicts these stages. When the HWSETA APP is approved with an allocated budget for each aggregate performance indicator, SDP division proposes specific interventions. For HWSETA accelerated artisanship programme, approval of the intervention with its financial implications is the final stage of planning conducted by HWSETA within its internal processes. Thereafter, a partnership, confirmed by the signing of the MoA, is pursued to ensure the delivery of the intervention. The first payment tranche to SSACI preceded by MoA signing indicates the first key stage of implementation. Prior to learner placement with a host employer organization as an apprentice, various activities not displayed in Figure 3 took place. These activities consisted of learner recruitment and selection, and institutional training estimated by SSACI proposal to take 24 weeks (6 months). Further, SSACI also proposed to have learners placed with the host employer organizations for a duration of 60 weeks (15 months) (SSACI 2013). Completion of the accelerated artisanship programme was through the successful completion of the trade test by an apprentice. The final stage, beyond the responsibility of SSACI, was the issuing of the trade certificate by NAMB after a successful trade test.

Figure 3: Key planning and implementation stages of the HWSETA accelerated artisanship programme in partnership with SSACI since inception



The document review and analysis was used for dates of each key stage of the planning and implementation stage of the programme. This information was integrated from secondary data sources to establish the time it took (duration in months) between stages to illustrate the pace of planning and implementation by both HWSETA and SSACI respectively. Figure 4 shows that on average, it took 17 months for HWSETA to sign the MoA after the HWSETA board had approved the intervention, and 3 months to pay the first tranche to SSACI after MoA had been signed. In sum, the planning phase by HWSETA for the intervention took 20 months equivalent to one year and seven months. The implication is that HWSETA spends the entire financial year and a half of the next planning for the intervention.

Figure 4: Duration of planning and implementation stages of HWSETA accelerated artisanship programme in partnership with SSACI



In terms of implementation stages carried out by SSACI, on average, the findings indicate in Figure 4 that institutional training took 4 months, and it took 20 months from placing learners as apprentices with host employer organizations to programme completion. In sum, implementation by SSACI from institutional training to programme completion took 24 months. SSACI proposal had set a target of implementing the programme within 21.5 months from institutional training to programme completion. As such, the implementation of HWSETA accelerated artisanship programme was delayed by 2.5 months. The sample consists of 58 learner responses with 49 (84%) coming from Phase 1 and 9 (16%) from Phase 2. There was a strong statistical difference of means (5.3) of SSACI implementation stages from institutional training to programme completion between Phase 1 and 2. This means Phase 2 duration of implementation being 5 months earlier than Phase 1 was not by chance but some factor or mechanism was involved in altering the process.

4.2.1.1. Factors associated with implementation delays

The qualitative findings shed light on factors that contributed to Phase 1 having a significant five-month delay in implementation when compared to Phase 2. The study identified three factors. First, when the programme had to commence for Phase 1, the majority of training organizations were not prepared to accommodate learners for institutional training. The latter was clearly stated in the HWSETA board submission (2013, 1) *“due to the fact that approval for SSACI to implement the project in the middle of the year, a number of training providers contracted by SSACI requested to commence with the programme in January 2013”*.

Second, the MOA conditions were causing a delay in payments. The arrangement of the tranches stipulated that the 50% of institutional training cost would be paid towards the end of the programme. MOA further stated that ‘if anybody falls out’ of the programme they could not be claimed for regardless of whether they had been recruited and undergone institutional training. In response to this condition, SSACI official (2017) reflected and said, *“Now that is, I felt, quite an unfair way of doing it because it is not our fault if the guy has finished the training and we have placed him [but does not complete the entire programme for whatever reason]”*. This phenomenon directly contributed to delays in the implementation of the programme such that SSACI *“almost canceled the programme in 2015 because of non-payment of invoices”* (SSACI official 2017) when it could not take the new group of learners until payment issues were resolved.

Finally, the above-mentioned factors were worsened by the HWSETA delays in conducting the monitoring and evaluation site visits. According to the MOA, the M&E site visit conducted by the HWSETA after SSACI sends an employer report is a precondition to payment tranches. SSACI official (2017) stated that *“it sometimes takes them [HWSETA] to four months to visit which means we wait for a payment for four months...we are depending on an M&E visit”*. The HWSETA official (2017) concurred with this view but suggested that it is HWSETA provincial offices responsible for the delay in conducting the HWSETA M&E site visits. *“Those delays were due to planning not from our side but from the province side because they don’t only service SDP only they have to service ETQA also.”* (HWSETA official 2017). In

addition, it was also HWSETA's view that the accelerated artisanship programme was "*never an area of importance*" for HWSETA prior to the launching of the 'The decade of artisans' national programme by DHET. As such, HWSETA had challenges with understanding the processes of the artisanship programme because "*nobody had done an M&E for artisans, nobody had done workplace validation*" (HWSETA official 2017). The implication is that the organization needed more time in adjusting and formulating new standard procedures for the implementation of M&E site visits across different provinces.

4.2.2. Financial resources expended

Table 5 below shows the total value R 67 362 492.00 committed to SSACI through the MoA from financial year 2012/13 to 2016/17 to implement the accelerated artisanship programme for the unemployed learners. Of the total value committed, only 57% has been expended since the inception of the project to financial year 2016/17 (03 March 2017) for a total number of 130 learners (37% of all learners committed for) who have been placed with their host employer organization as apprentices. This may be viewed as the disproportionate spending of funds when considering that more than half of funds have been expended for only a third of learners committed to the programme thus far. As a result, the balance outstanding according to finance division is R 28 734 937.00 (43% of the total value committed).

Table 5: Value of funding committed, expended, and outstanding as per reports of finance and SDP division since the inception of HWSETA accelerated artisanship programme in partnership with SSACI

The financial year of MOA commitment	Number of learners	MOA committed value in Rands	Expended funds (Rands) reported by Finance division	Expended funds (Rands) reported by SDP division	Balance outstanding according to finance division	Balance outstanding according to SDP division
2012/13	100	R 16 860 000.00	R 12 194 450.00	R 15 729 450.00	R 4 665 550.00	R 1 130 550.00
2014/15	100	R 19 190 000.00	R 17 138 000.00	R 14 948 750.00	R 2 052 000.00	R 4 241 250.00
2015/16	150	R 31 312 492.00	R 9 295 105.00	R 9 295 105.00	R 22 017 387.00	R 22 017 387.00
TOTAL	350	R 67 362 492.00	R 38 627 555.00	R 39 973 305.00	R 28 734 937.00	R 27 389 187.00

4.3. Programme implementation performance

This section assesses the extent to which implementation processes and activities are aligned to the programme design as it relates to programme theory and logic, and the extent to which set targets was achieved by the programme delivery.

4.3.1. Transformation and Equity targets

The HWSETA strategic plans and APPs are consistent in setting transformation and equity targets since the inception of the accelerated artisanship programme in partnership with SSACI (see Table 6 below) as per NSDS III principles. *“We haven’t been informed [by HWSETA] but we have our own equity targets”* said SSACI official (2017) about the HWSETA transformation and equity imperatives set targets.

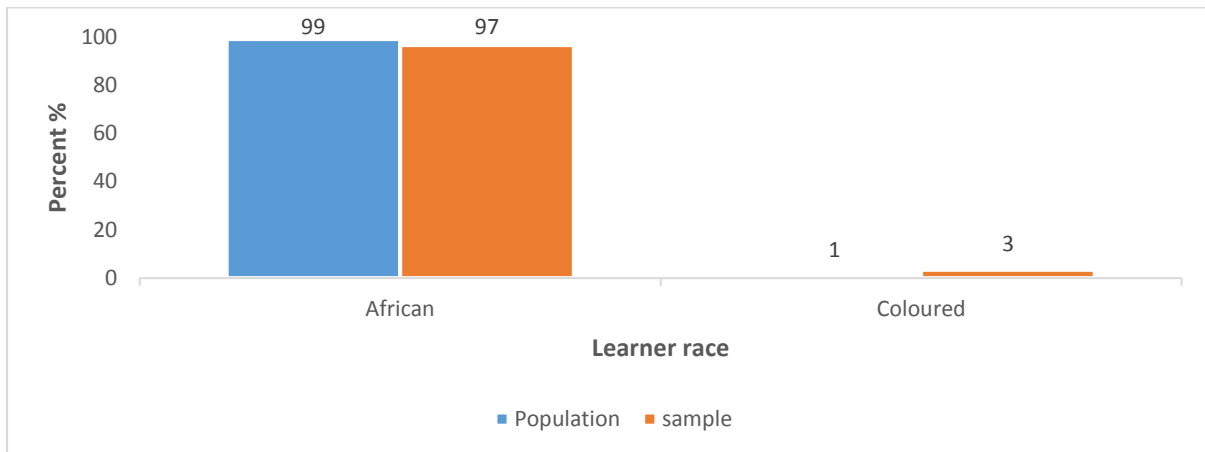
Table 6: Transformation and equity imperatives set targets for HWSETA accelerated artisanship programme in partnership with SSACI

	Race	Gender	Disability status	Youth	Geography
Target	85% Black	60% women	5% People with disability	70% youth	20% from rural areas

4.3.1.1. Race and disability

Figure 5 below shows that the learners in the sample were predominantly African. The target set by HWSETA for the race was overachieved by 12% from the set target. In contrast, the population and sample had no single person with a disability as envisaged by the set targets to have 5% of people with disability in the programme. This means since the inception of the programme not even a single individual with a disability was recruited to the programme.

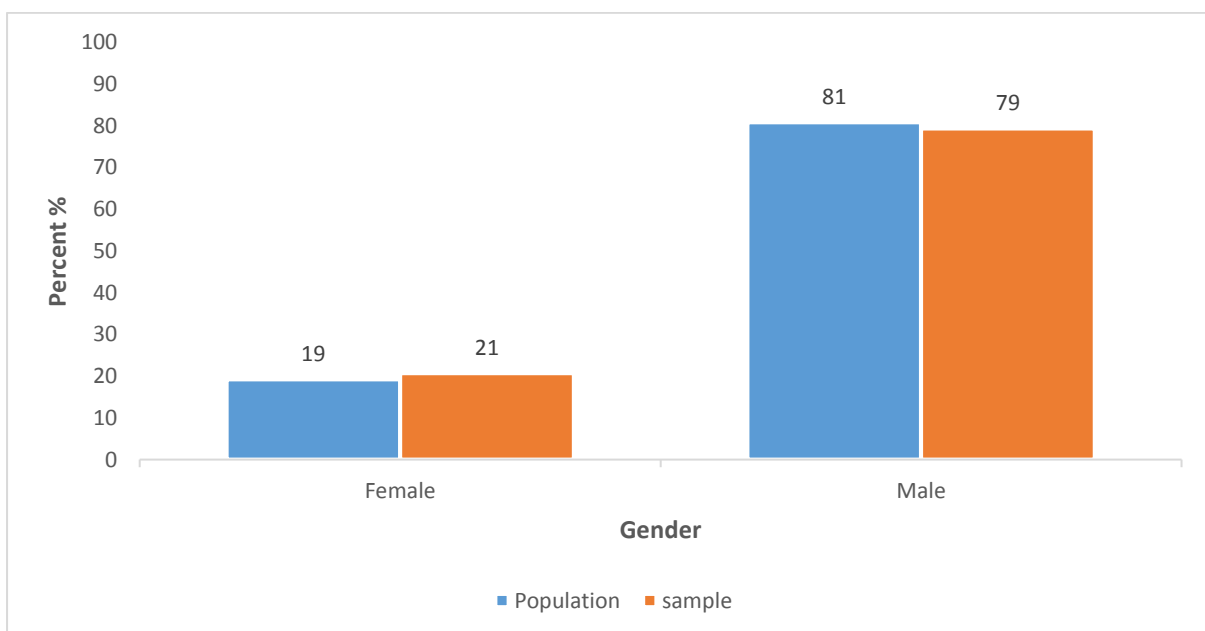
Figure 5: Distribution of learner race in HWSETA accelerated artisanship programme in partnership with SSACI since inception



4.3.1.2. Age and gender

The datasets used did not account for the age of the learners; however, SSACI reported that learners recruited to the programme were between the age of 20 and 26. In terms of gender, 19% to 21% of females were part of the programme as reflected by the population and sample dataset respectively (see Figure 6).

Figure 6: Distribution of learner gender in HWSETA accelerated artisanship programme in partnership with SSACI since inception



Although the study established that HWSETA had not informed SSACI about equity targets, SSACI argued that the primary reason they had few women was that females understood the theory but lacked the *“ability to take the learning and actually put it into practice”* (SSACI official 2017). This submission by SSACI was premised on two tests namely psychometric (theory) and aptitude (trainability) test. The aptitude or trainability test is practically oriented and *“requires a great deal of logical thought and understanding in terms of physics”* (SSACI official 2017). SSACI reported that females scored highly (80 to 90%) on the psychometric test which proved that *“theoretically they understand”* but failed miserably on the aptitude trainability test. SSACI official (2017) indicated, *“some of them [females] score like 10%, 15%, and 20% on a practical task”*. As a result, SSACI had to ‘break the rules’ for females by recruiting them to the programme even though they had not met the minimum of 60% on the trainability test. The minimum requirement from the trainability test was adjusted by SSACI from 65% to 60% to accommodate females. It was SSACI’s view that the underlying factor of females scoring lower in aptitude test was primarily the lack of practical exposure by females to artisan related tasks due to social environment and upbringing.

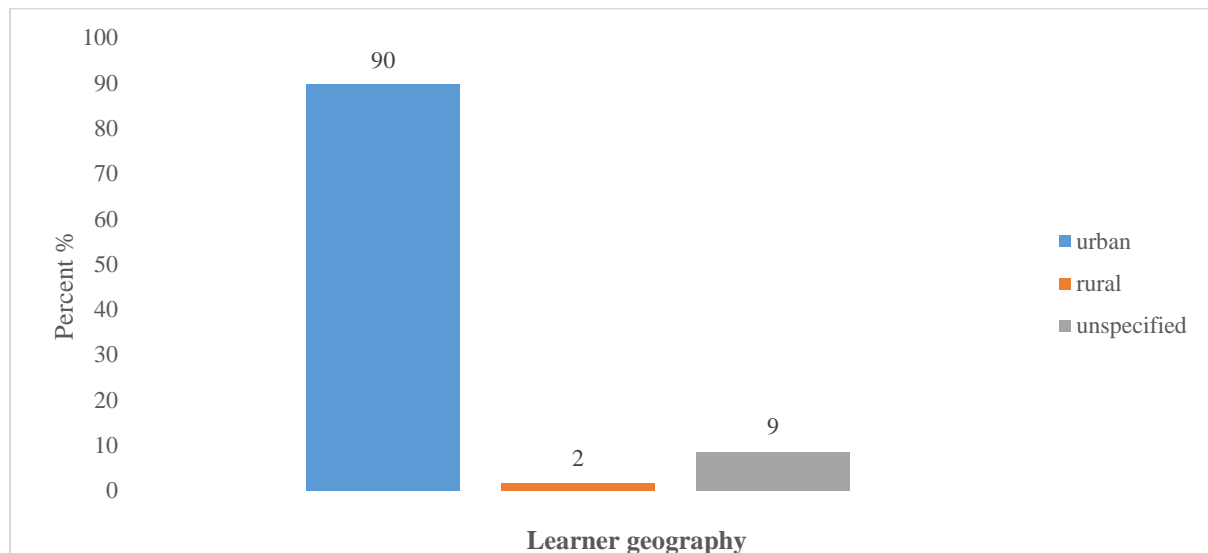
Using ttest, it was established from the population dataset that there was statistical significance (Pvalue=0.0138) in the difference of means of aptitude scores between males and females. On average, males and females had a score of 71 and 65 respectively. The difference was not by chance but associated with gender differences. Thus there is more likelihood of males scoring higher (6% more) in aptitude tests than females. Therefore, this means HWSETA accelerated artisanship programme is likely to have produced a similar proportion of females even if HWSETA had communicated the set targets for females as part of transformative and equity imperatives.

4.3.1.3. Learner geography

Figure 7 below shows that the HWSETA set target of funding 20% learners from rural areas in the programme was not achieved. Instead, only 2% of learners in the sample were coming from rural areas. The unspecified category in Figure 7 includes the data that reported the geography

of the learner at the provincial level thus making it difficult to know whether the specific district or municipality was urban or rural.

Figure 7: Distribution of learner geography in HWSETA accelerated artisanship programme in partnership with SSACI since inception



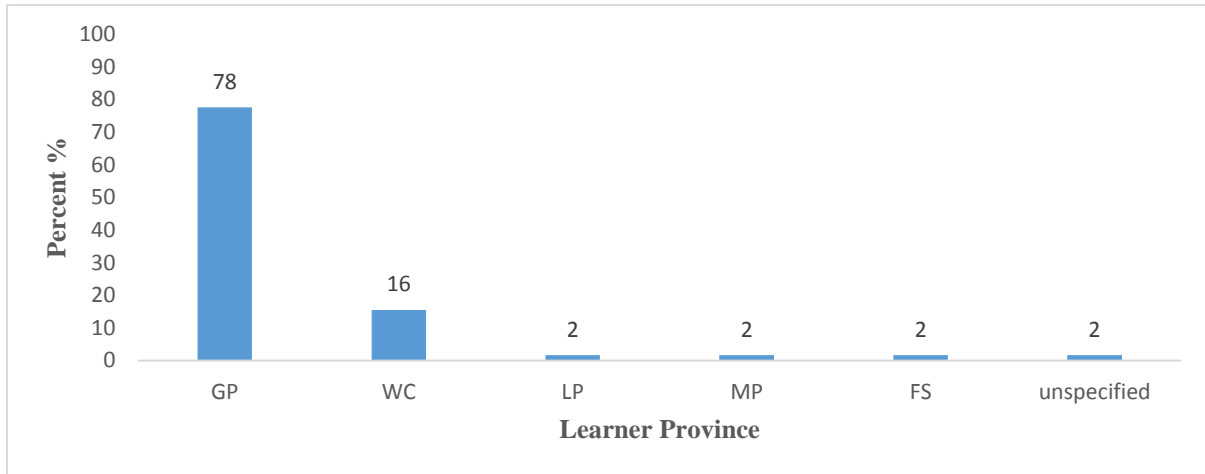
During the face-to-face interview, SSACI official (2017) objected the finding of 2% learners from rural areas and stated, “*realistically 65% of the people in our programme come from the rural areas... a lot of urban people are not on this programme*”. SSACI argued that the TVET colleges they recruit from have more than half of learners coming from rural areas. This was evident, SSACI official claimed, during the selection and recruitment of learners from TVET colleges. HWSETA official (2017) concurred with SSACI and stated:

there’s quite a number of them from rural areas but you see when they get here in Gauteng... they rent... a backyard lodge and write the address where they renting... they don’t write their own home original address but the Gauteng address... it does distort information... even on the SQMR there is address 1 and address 2 but who fills address 2?

The implication is that distortion of data as it relates to learner geography is systemic since it exists in HWSETA accelerated artisanship programme and in other programmes reported in the SQMR.

Learners were predominantly from Gauteng and Western Cape provinces. This is consistent with the SSACI proposal for implementing accelerated artisanship programme (see Figure 8).

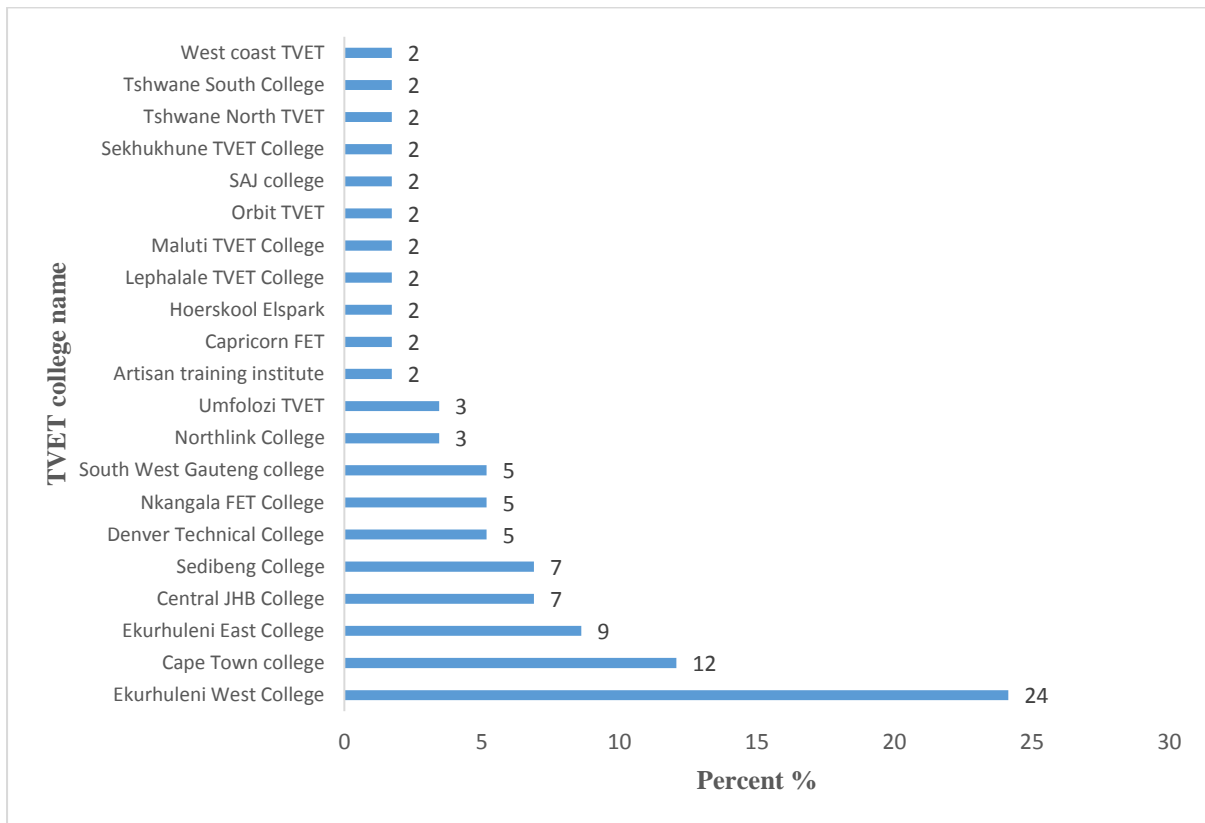
Figure 8: Distribution of learner province in HWSETA accelerated artisanship programme in partnership with SSACI since inception



4.3.2. Recruitment and selection of learners

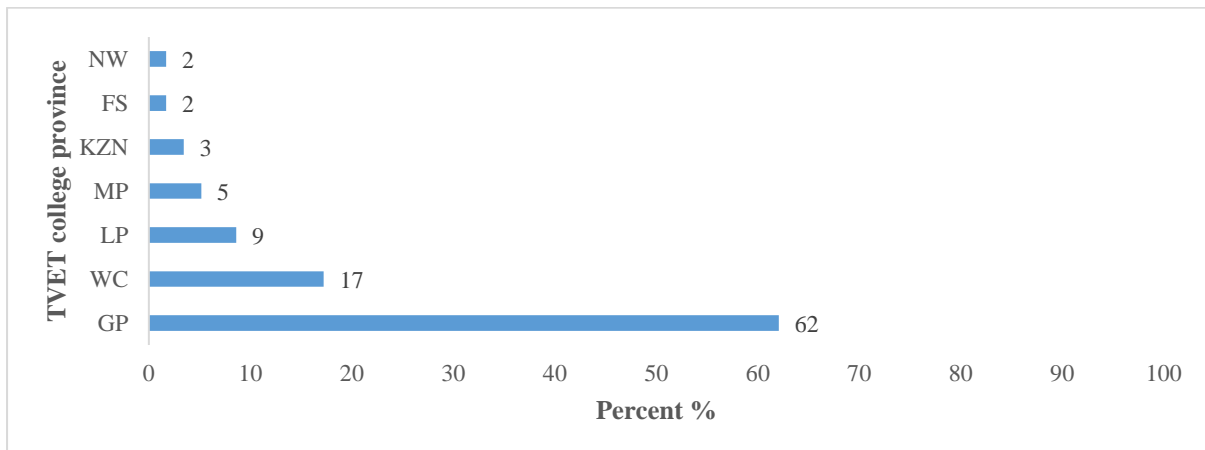
The MoA condition specifically stated that learners recruited and funded in the programme must be unemployed. This condition was complied with since the inception of the programme. Findings further show that all the learners were recruited from the TVET colleges. Population dataset shows that majority of learners were recruited and placed with host employer organizations mainly from three colleges namely; Ekurhuleni West College (18), Artisan training institute (18), and Majuba FET college (18). These three colleges accounted for 42% (54) of all the 130 learners recruited and placed with host employer organizations. At the time the study was conducted, not even a single learner from Majuba FET College had passed the trade test and received a certificate from NAMB. In the sample of 58 learners of the 82 learners that had completed, the majority of learners reached were from Ekurhuleni West College (24%), College of Cape Town (12%), and Ekurhuleni East College (9%).

Figure 9: Distribution of TVET colleges where learners were recruited from to the HWSETA accelerated artisanship programme in partnership with SSACI since inception



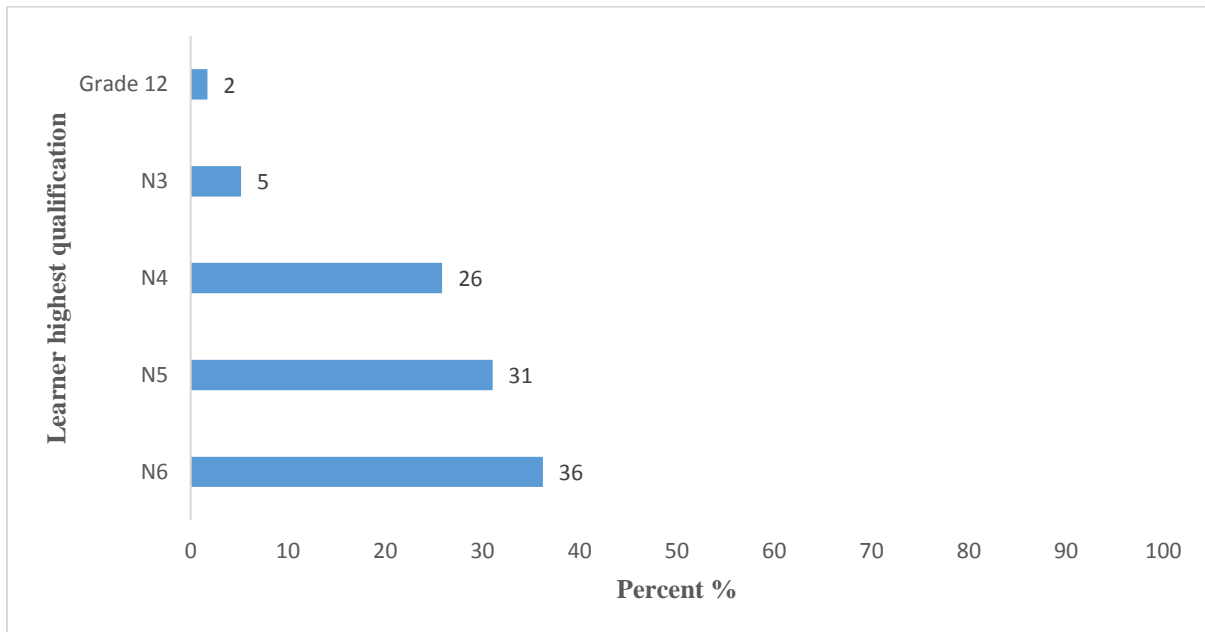
According to the sample, as shown in Figure 9 above, the study reached learners that had been recruited in 21 TVET colleges out of the 27. The broad spectrum of TVET colleges from various provinces in the programme was consistent with increasing the capacity for artisanal training. Evidence in Figure 10 based on the sample shows that most learners were recruited from TVET colleges located in Gauteng (62%) and Western Cape (17%).

Figure 10: Distribution of TVET college province where SSACI recruited learners to HWSETA accelerated artisanship programme since inception



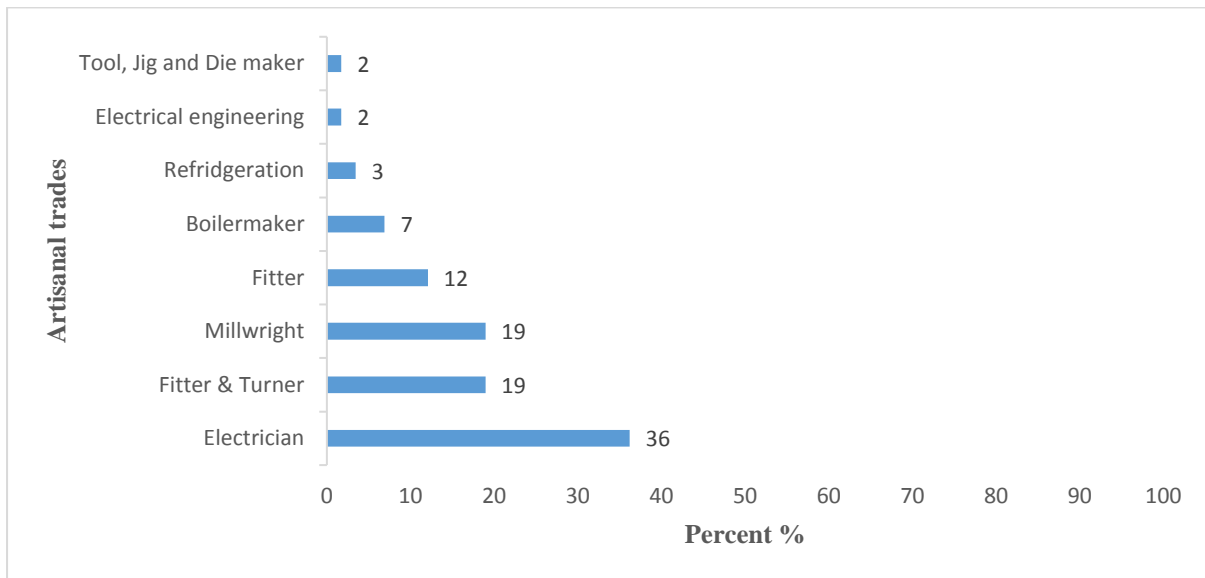
SSACI (2013, 7) proposed that learners “without tertiary qualifications but having an N4 or NC(V) in a related field, with a 50% pass in mathematics” will be recruited. Findings showed (Figure 11) that the majority of learners recruited had acquired N6 and N5 which accounted for two-thirds (67%) of the sample.

Figure 11: Distribution of learner highest qualification before recruitment to HWSETA accelerated artisanship programme in partnership with SSACI since inception



The HWSETA submission to the board (2013, 1) approved on 02 December 2013 for the financial year 2013/14 identified, through a consultative process, three trades as urgently needed in the health and welfare sector. These trades were electricians, air-conditioning and refrigeration, and millwrights. The analysis shows (see Figure 12) that these three pre-identified trades accounted for 58% of the sample although air-conditioning and refrigeration consisted of 3% learners.

Figure 12: Distribution of learner artisanal trades in the HWSETA accelerated artisanship programme in partnership with SSACI since inception

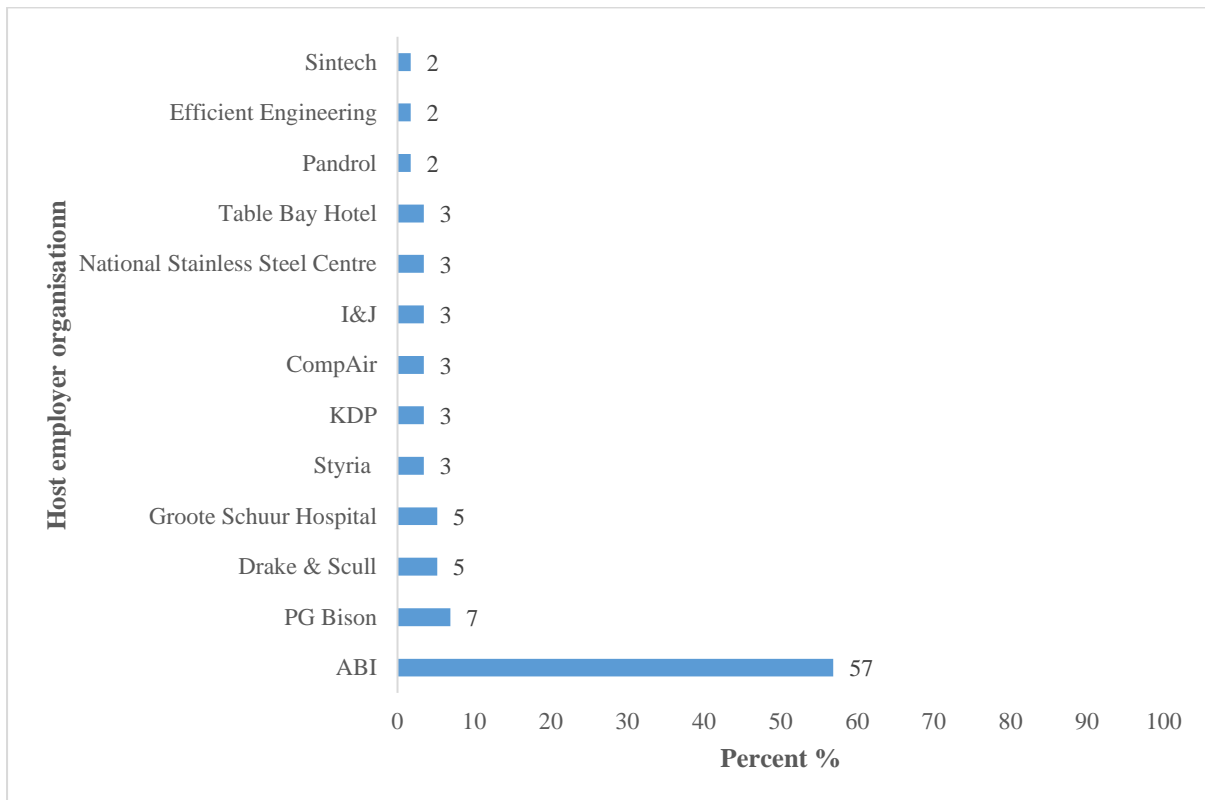


After the recruitment and selection, the majority of learners were placed at the training centre called Techno training institution for a period of 24 weeks as articulated by SSACI proposal.

4.3.3. Structured workplace-based training and arranging trade test

It was the duty of SSACI to facilitate and arrange placement of learners as apprentices with the commercial companies in the sector for their structured on-the-job-training. Figure 13 shows that Amalgamated Beverage Industries (ABI) had most of the learners (57%) in the sample placed for on-the-job-training. This pattern was similar also observed in the population dataset. This indicates that capacity of placing learners as apprentices largely depends on the size of the companies in the sector. However, SSACI has managed to have collaboration from 13 employer organizations of various sizes hosting learners as apprentices. This extends the capacity of artisanal training capacity in the sector. However, it is worth noting that of the 13 employer organizations in the sample only one (Groote Schuur Hospital) is within the health and social development sector.

Figure 13: Distribution of learner’s host employer organization in HWSETA accelerated artisanship programme in partnership with SSACI since inception



4.3.3.1. Factors influencing learner placement ratio in employer organizations

The size of the company has an effect on the capacity of learners that can be placed as apprentices due to a number of artisan mentors available to guide learners. SSACI official (2017) stated that there are trade-offs that companies have to deal with when considering accelerated artisanship programme. The main challenge particularly for mentors is that they have to ensure that they are not *“losing production time”*. Therefore, *“we also try not to overload them with learners... if they have too many people that they have to give work to then it doesn’t work”* said SSACI official (2017). SSACI official emphasized that the preferable mentor-apprentice ratio is 1:1 and at most being 1:2. According to SSACI official (2017), the main driver of placement capacity within companies is the economy. *“The economy, obviously, is not growing meaning that companies are putting off their artisans... meaning that we don’t have mentors for them [apprentices] so we can’t place them there”* said SSACI official (2017). The official further stated that the steel sector is ‘at an all-time low’ and that manufacturing is shrinking even though production in consumables is still high. This, it was argued, explains why most learners were placed in ABI and found employment later.

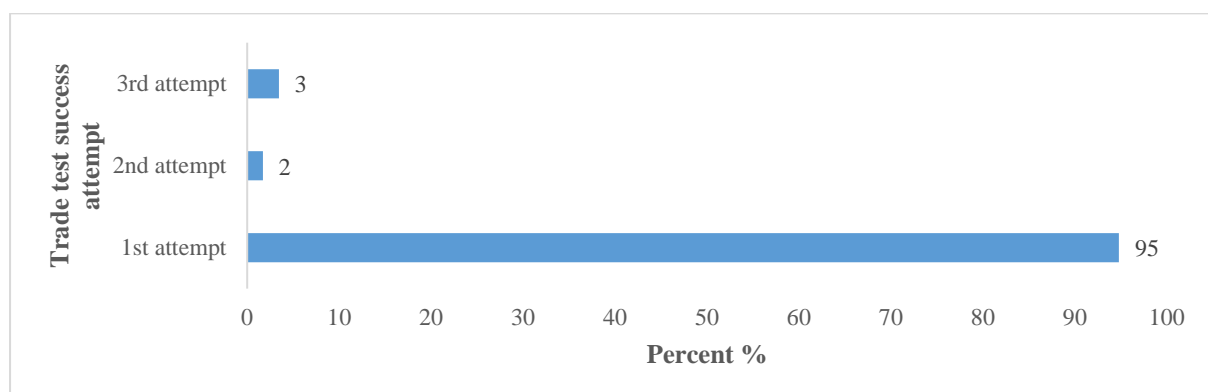
The study also investigated why most learners were placed as apprentices and absorbed to employment by ABI.

they have a higher number of artisans because they are bigger to start with but they also see this as their pipeline They don't run their artisanship programme any longer for instance... they've seen value in this... These guys [apprentices] don't come unskilled they come semi-skilled so in fact from day one they can start adding value... They've done their theory courses they gone to do their six months practical they have a deeper understanding of what needs to be done.

The model and approach of ABI is that of investment towards accelerated artisanship programme. This presents a mutual benefit between the HWSETA accelerated artisanship programme and ABI. HWSETA through SSACI partnership provides trainable labour to ABI which in turn provides their '*workplace as a training space*' and ultimately employs the apprentices. A key benefit of this institutional arrangement between HWSETA, SSACI, and ABI is credibility that primary beneficiaries acquire when searching for employment even outside ABI.

Lastly, SSACI's systems of selection and recruitment provide assurance and credibility to employer organizations that apprentices from accelerated artisanship programme are a reliable product. For example, Figure 14 below shows that 95% of learners as apprentices in the sample passed the trade test at first attempt. The implication is that the accelerated artisanship programme implemented through SSACI offers reliable artisanal training such that learners acquire knowledge and practical practice that enables them to pass the trade test on the first attempt.

Figure 14: Distribution of learner's success attempt of the trade test from the HWSETA accelerated artisanship programme in partnership with SSACI since inception



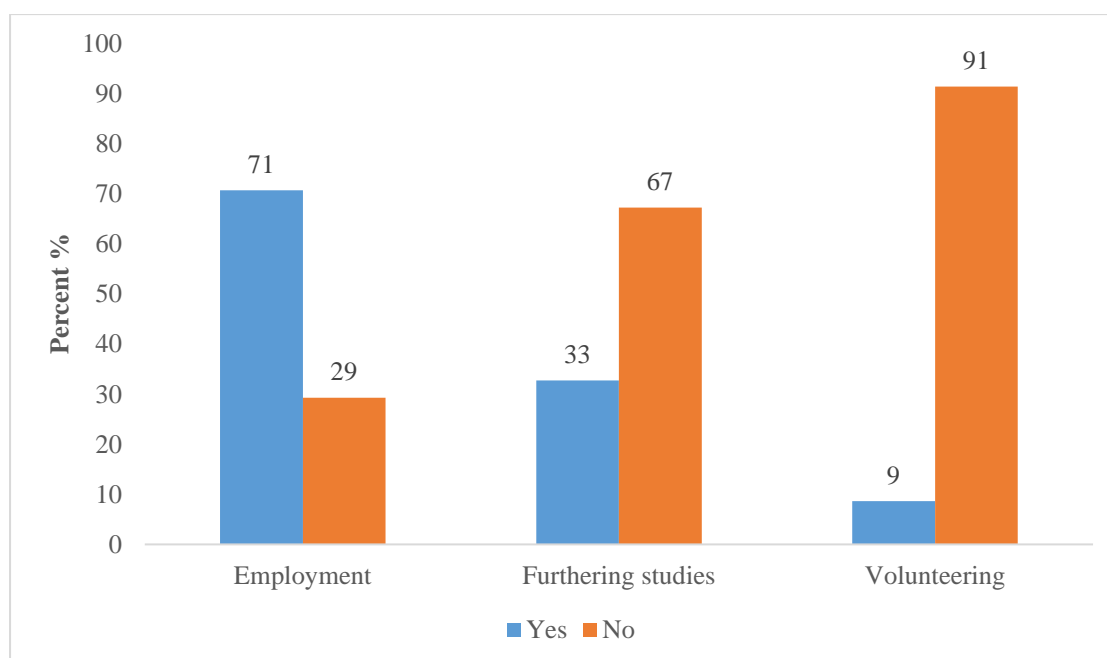
4.4. Programme performance based on outcomes

The outcome statement of the programme is “80% of HWSETA funded work-ready graduates finding employment in their trades and occupations in the health and welfare sector in the strategic period” (APP 2016, 12). To this end, it was important to determine the dominant trajectory that learners undertake after completing the programme.

4.4.1. Main learner trajectory from programme completion

Learners were asked whether they had employment, further pursued their studies, or volunteered since programme completion to the time the study was conducted. Figure 15 shows that 71% of the learners found employment while two-thirds (67%) did not opt for furthering their studies. Only 9% of the sample had been involved in volunteering after programme completion. This makes volunteering a highly unlikely trajectory for qualified artisans.

Figure 15: Distribution of learner responses showing their status in employment, furthering studies, and volunteering after programme completion



Of the 41 learners employed, 39% (16) were studying. Of the 16 learners employed and studying, 13 out of 16 (81%) had found employment first before furthering studies. This

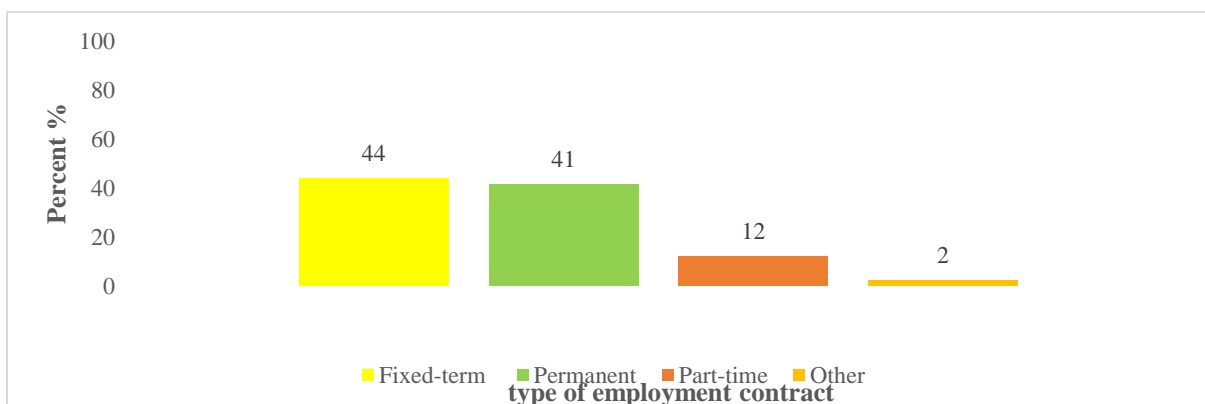
confirms that learners complete the programme, find employment, and some further their studies. However, the majority (61%) of learners employed do not further their studies at all. Phago (2016, 12) reported that, in a baseline study on student’s perception and attitudes towards the HWSETA Artisan Programme, “71.9% [learners] said they were studying as the main activity before the artisan programme”. Therefore, it can be concluded that the pathway of the majority of learners was studying (especially at TVET colleges) then joining the HWSETA accelerated programme in partnership with SSACI after which employment was the main activity after programme completion. Kruss and Wildschut (2016) also confirmed in their study that apprenticeship was preceded by studying and that after completing the programme vast majority (91%) had a single transition to employment. Similarly, SSACI (2016, 7) study found that 73% of the newly qualified artisans in their sample had found employment. In terms of learner transitions, SSACI (2016, 7) study noted that newly qualified artisans had been “out of school for at least two years and usually much longer before commencing their training”.

The following subsections will specifically explore this trajectory of learners from programme completion to employment and to furthering studies.

4.4.1.1. Characteristics of employment

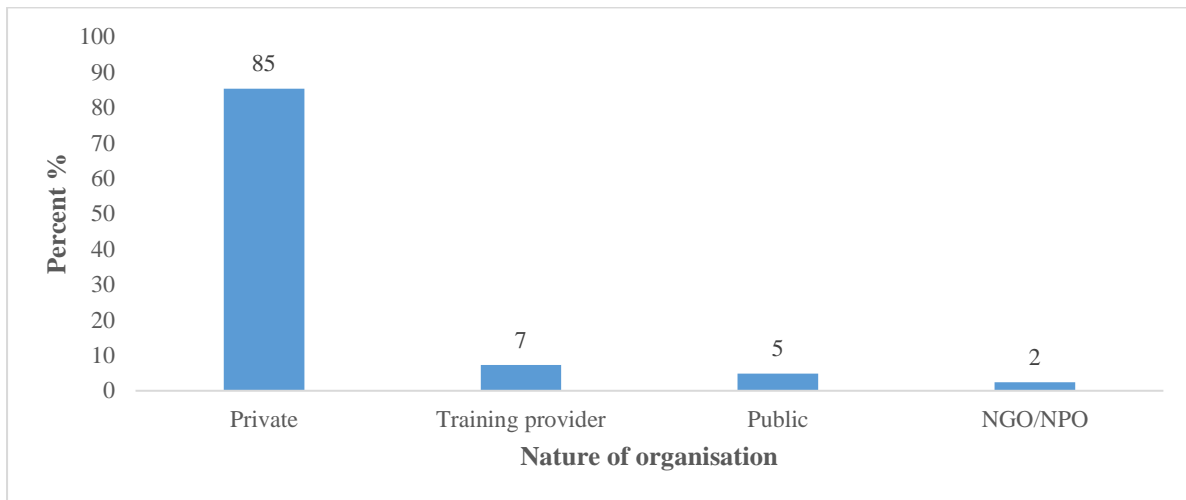
Of the 41 learners who found employment, 44% of learners were employed on a fixed-term contract and 41% on a permanent contract as shown in Figure 16 below.

Figure 16: Distribution of learners in HWSETA accelerated artisanship programme in partnership with SSACI by type of employment contract



Of the 41 learners employed, 85% were employed by an organization in the private sector (see Figure 17 below)

Figure 17: Distribution of learners in HWSETA accelerated artisanship programme in partnership with SSACI by nature of organization offering employment



Of the 41 employed, only 37% of learners were absorbed to employment by the same host employer organization that had provided the workplace-based training of the accelerated artisanship programme (see Figure 18 below). SACCI (2016) study concurs with the findings of this study since it found that 40% of the newly qualified artisans were absorbed to employment by the same employer organization that had offered an apprenticeship.

Figure 18: Distribution of learners in HWSETA accelerated artisanship programme in partnership with SSACI by the status of learner absorption to employment by host employer organization

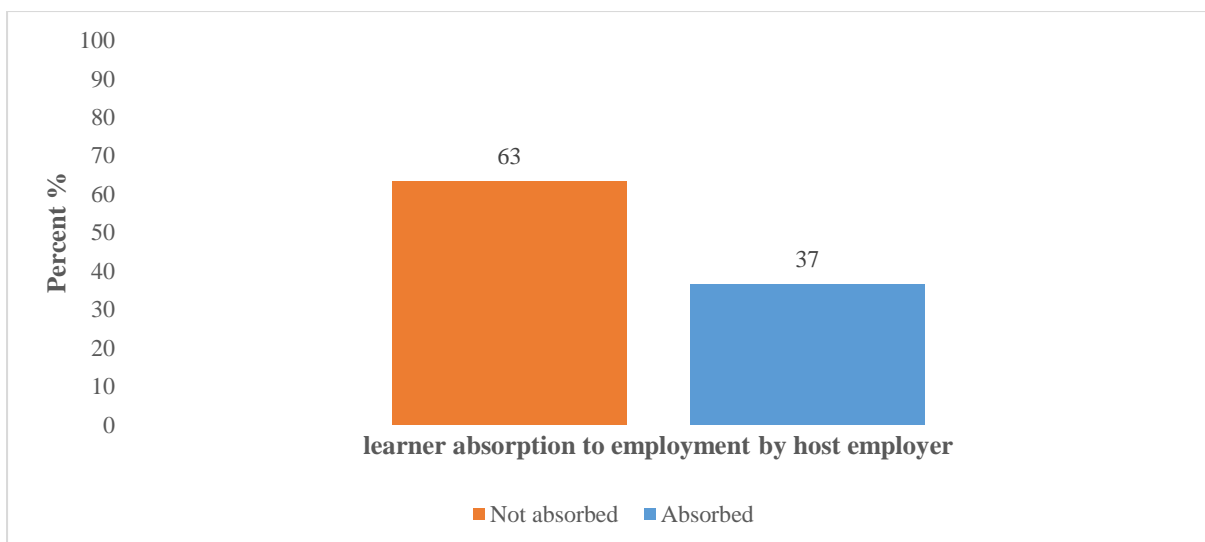
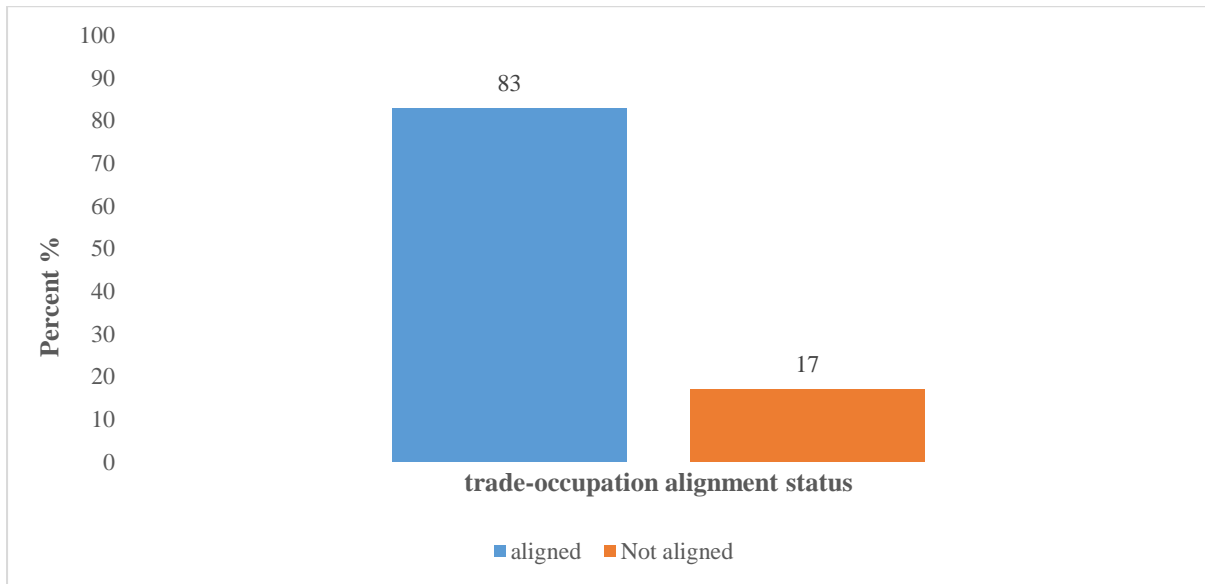


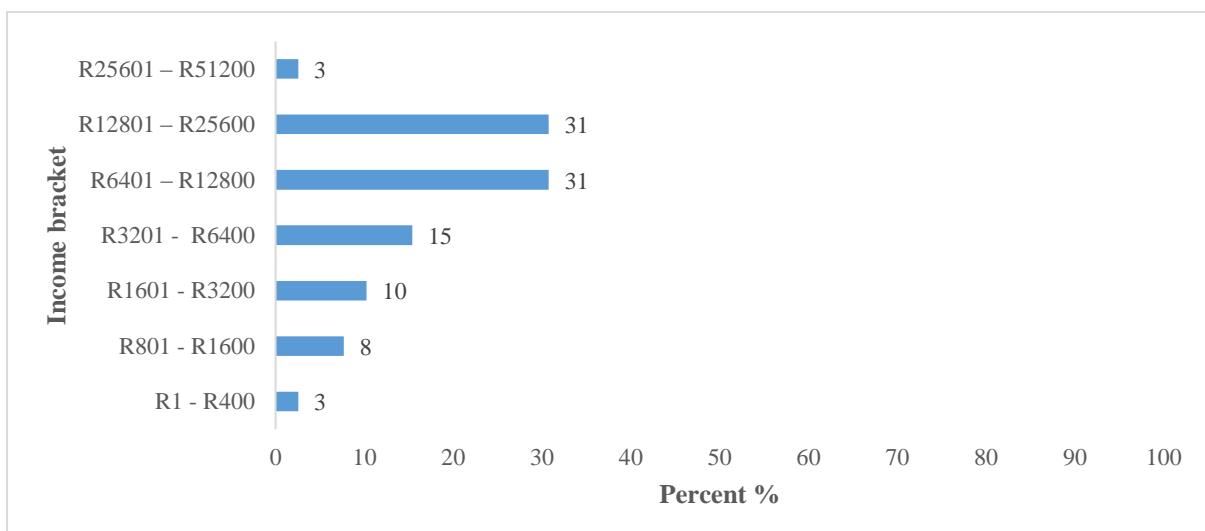
Figure 19 shows that of the 41 learners employed, 83% were employed to occupations aligned with their trade qualifications.

Figure 19: Distribution of learners in HWSETA accelerated artisanship programme in partnership with SSACI by trade-occupation alignment status



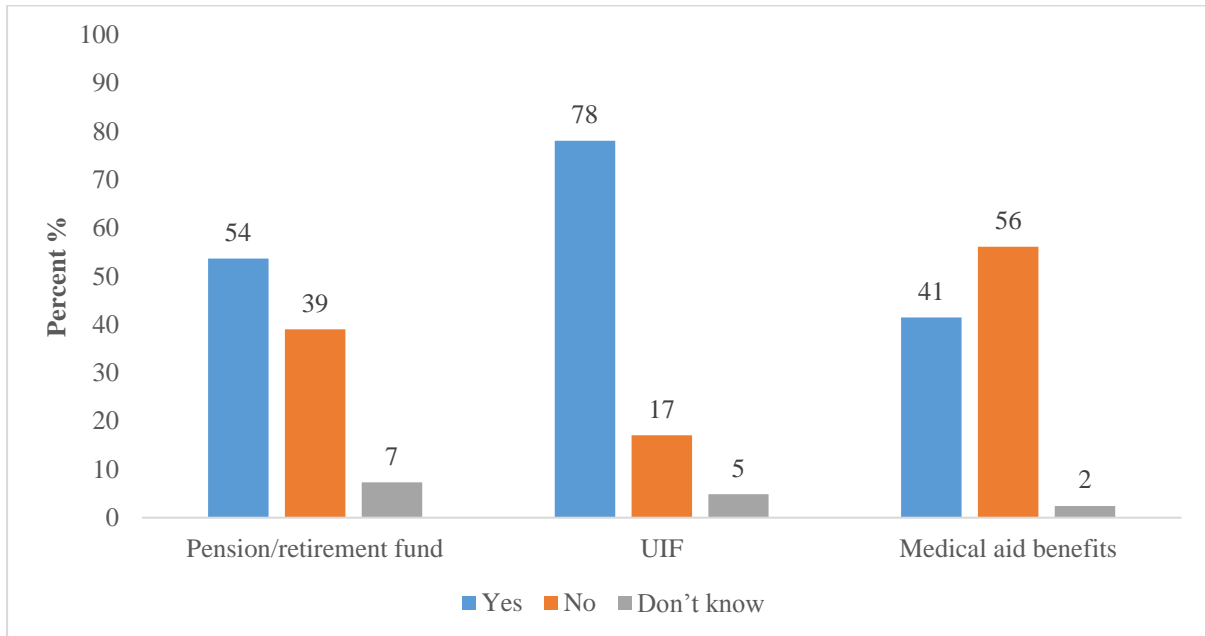
Of the 41 learners employed, 65% were earning between R6 401 and R51 200 (see Figure 20 below) in their first job after programme completion.

Figure 20: Distribution of learners in HWSETA accelerated artisanship programme in partnership with SSACI by income bracket earned from employment



Of the 41 learners employed, more than half of the learners in the sample had their employer contribute to a pension/retirement fund and UIF. Only 41% of learners had their employer contribute to medical aid (see Figure 12)

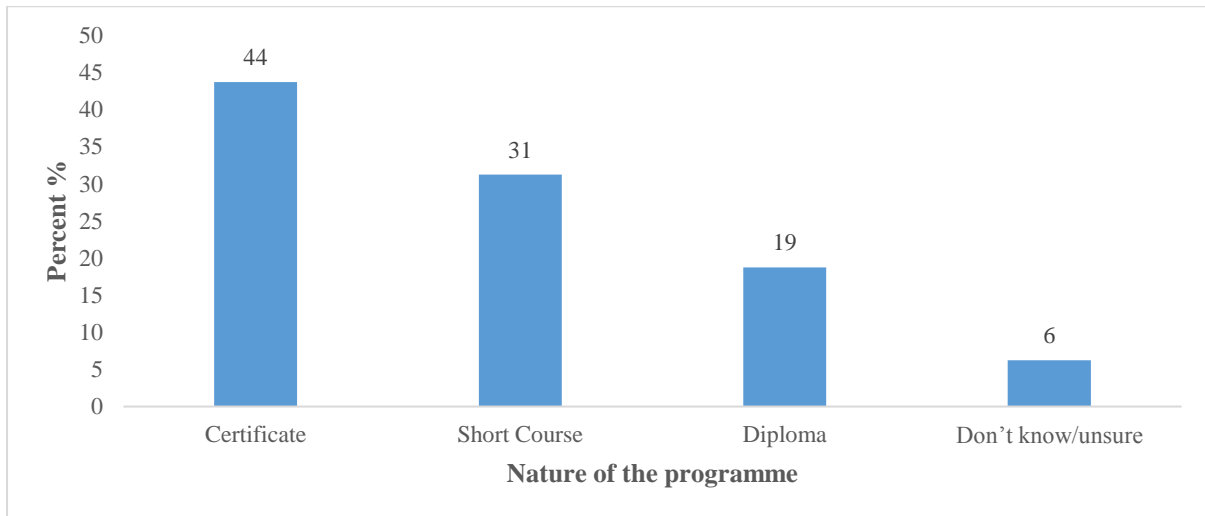
Figure 21: Distribution of learners in HWSETA accelerated artisanship programme in partnership with SSACI by employer contribution to pension, UIF, and medical aid



4.4.1.2. Learners employed furthering studies

Of the 16 learners that were employed and furthering their studies after completing the programme, Figure 22 shows that 44% and 31% enrolled for a certificate and short-course programme respectively. Only 19% (3) of the learners employed and furthering their studies enrolled for a diploma which is a progression from a trade certificate qualification they had obtained.

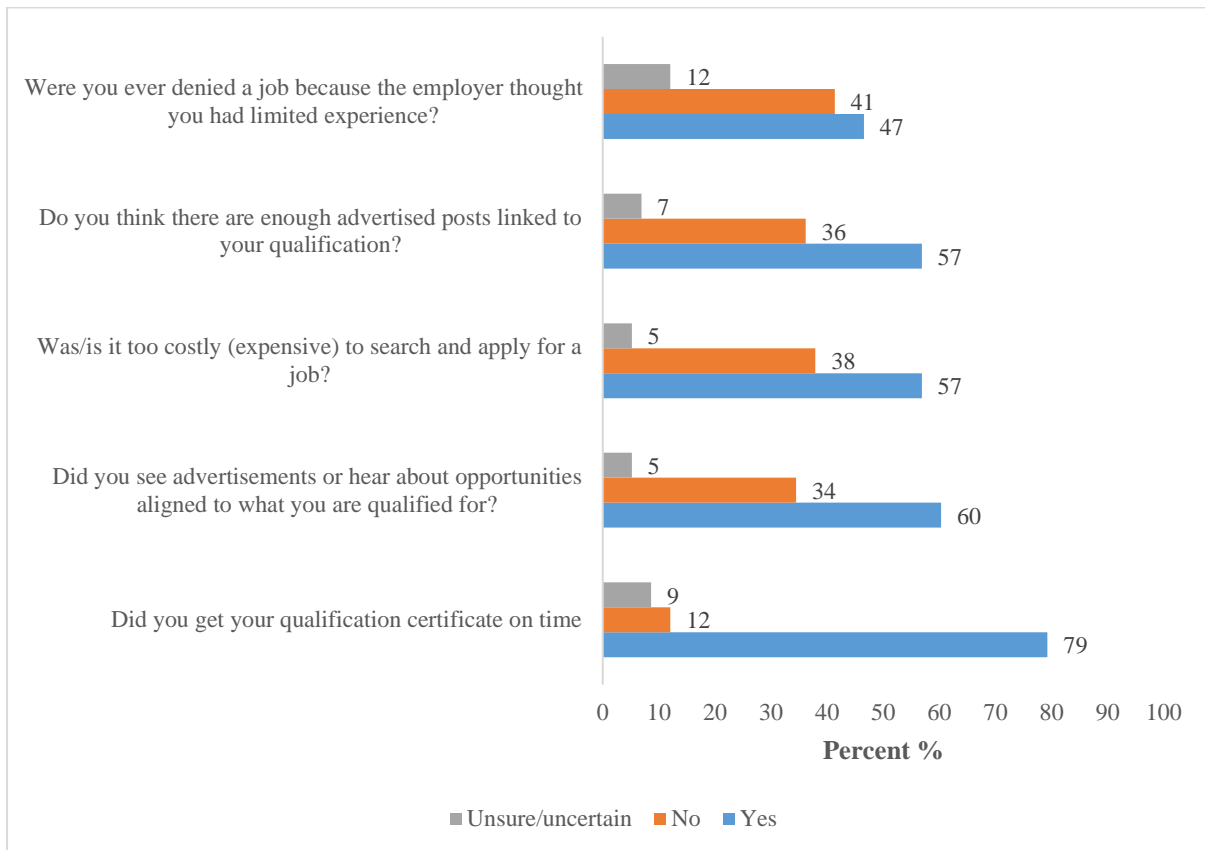
Figure 22: Distribution of learners employed and furthering studies after completion of HWSETA accelerated artisanship programme in partnership with SSACI by nature of the academic/training programme



4.5. Patterns and implications for employment as an outcome

All (58) learners in the sample were asked about the challenges they confronted when searching for employment. Figure 23 below shows that more than half of the learners in the sample reported that they received their trade certificate on time, did see advertisements or hear about opportunities aligned to what they are qualified for, did not find it costly to search and apply for a job, and think that there are enough advertised posts linked to their qualifications. 47% and 41% said yes and no respectively to the question ‘were you ever denied a job because the employer thought you had limited experience?’. The latter signals that lack of experience may be a barrier for qualified artisans in findings employment.

Figure 23: Distribution of learners in HWSETA accelerated artisanship programme in partnership with SSACI by challenges they confronted when searching for employment



On average, the findings (Table 7) indicate, though not with confidence, that it took 3 months for a learner to receive their trade certificate after completing the programme. By disaggregation of the artisan trade, it was observed that learners enrolled for Millwright received their trade certificate in two months. This was quicker than learners in other trades. Learners enrolled for Electrician took longer (4 months) to receive their trade certificate after programme completion.

Table 7: Time it takes a learner to acquire a trade certificate after completion of HWSETA accelerated artisanship in partnership with SSACI by artisan trade

<i>HWSETA learner program type</i>	<i>Mean (Months)</i>	<i>standard deviation</i>	<i>Frequency</i>
<i>Electrician</i>	4.1196722	1.9954623	20
<i>Boilermaker</i>	2.3770492	1.2722269	4
<i>Fitter & Turner</i>	3.2688524	0.53697801	10
<i>Fitter</i>	2.6338797	1.638251	6
<i>Millwright</i>	1.9672131	1.347856	9
<i>Electrical engineering</i>	5.5081968	0	1

<i>HWSETA learner program type</i>	<i>Mean (Months)</i>	<i>standard deviation</i>	<i>Frequency</i>
<i>Tool, Jig and Die maker</i>	3.8360655	0	1
<i>Refrigeration</i>	2.6721312	2.7588758	2
<i>Overall mean</i>	3.2601299	1.754346	53

On average, the findings (Table 8) indicate, though not with confidence, that it took less than a month (3 weeks) for a learner to find employment after receiving their trade certificate. By disaggregation of the artisan trade, it was observed that learners enrolled for Electrical engineering and Fitter found jobs 5 months and 3 months before receiving a trade certificate respectively. The findings show other trades in which learners found employment after receiving certificates less than a month. These consists of electrician, millwright, and refrigeration. These findings are crucial, as they may be a proxy of trades in demand by the labour market. The implication is that the quicker the learner finds employment in a particular trade more in demand is the trade concerned. In this line of thinking, trades in boilermaker and Tool, Jig and Die maker that had learners finding employment after 6 months may not be competitively in demand as other trades.

Table 8: Time it takes a learner to find employment after acquiring a trade certificate from completing HWSETA accelerated artisanship in partnership with SSACI by artisan trade

<i>HWSETA learner program type</i>	<i>Mean (Months)</i>	<i>standard deviation</i>	<i>Frequency</i>
<i>Electrician</i>	0.0928962	3.7279355	12
<i>Boilermaker</i>	6.0163937	5.6800384	2
<i>Fitter & Turner</i>	1.6270492	2.3978937	8
<i>Fitter</i>	-2.6557376	8.6305521	3
<i>Millwright</i>	0.24999997	2.4195704	8
<i>Electrical engineering</i>	-4.9836063	0	1
<i>Tool, Jig and Die maker</i>	7.0163937	0	1
<i>Refrigeration</i>	0.98360658	0	2
<i>Overall mean</i>	0.65396548	4.0512333	37

The role of host employers was explored in this regard. Findings showed that four host employer organisations (I&J, Efficient engineering, Drake & Scull, and ABI) employed learners from HWSETA accelerated artisanship programme in partnership with SACCI between one months to a week before learners received a trade certificate.

5. DISCUSSION AND CONCLUSION

There are four key aspects of the evaluation study of HWSETA accelerated artisanship programme in partnership with SACCI. These aspects include evaluating the appropriateness of planning and design, efficiency and effectiveness of implementation and performance, and sustainability of the programme. Evaluation adopted the Theory-Based Approach using document review and analysis and quantitative method for data collection and analysis.

Evaluation of appropriateness: Planning and design of the programme

In terms of appropriateness of the HWSETA accelerated artisanship programme, evaluation findings confirm its alignment to NSDS III and HWSETA policy prescripts such as MERP and APP. Appropriateness of the programme was evident at the operational level since the programme design pursued similar objectives and targets as that of the organization (HWSETA APP) and national policy (NSDS III outputs). The advantage of the programme is its planning and design defining duration and annual targets of the programme. As such, resource allocation and performance of the programme is coded to outcomes that speak to policy imperatives and beneficiary needs.

Evaluation of programme efficiency: Planning and implementation of the programme

Efficiency refers to the use of inputs and resources (time and financial resources) utilized in a programme to realize outputs that will lead to outcomes. Key findings of the study show that the planning phase by HWSETA for the intervention took 20 months equivalent to one year and seven months. The implication is that HWSETA spends the entire financial year and a half of the next planning for the intervention. As such, HWSETA creates delays in finding partnerships that can broaden the artisanal training capacity. Therefore, the planning processes and activities of HWSETA accelerated artisanship were not efficient.

Findings also noted that implementation by SSACI from institutional training to programme completion took 24 months thus delaying by 2.5 months from the set target. The extent of the delay was also accounted for by the fact that some training organizations were unprepared, arrangements of payment tranches, and HWSETA delays in conducting M&E site visits. Thus, SSACI's processes of implementation were efficient given the contextual challenges the programme confronted. Concerning issuing of trade certificates by NAMB, findings show that,

on average, it only took three months. This was efficient. These findings show that all stakeholders involved performed efficiently in their roles and duties with the exception of HWSETA. However, HWSETA expended financial resources committed to the programme efficiently since payments tranches were consistent with the MoA conditions. The observed disproportionate payments against a number of learners placed on-the-job-training reflects the manner in which the funding model was structured from the inception of the programme.

Evaluation of effectiveness: programme performance

The key inquiry of this aspect of the evaluation was to determine whether the programme reached its set targets across the results chain. Most importantly was to determine the degree to which set targets were achieved. One of the key targets of the programme at the implementation level was transformation and equity imperatives. It is confirmed that these targets and their defined standards were communicated explicitly to SSACI by HWSETA in any form for both financial year 2012/13 and 2014-16. Yet transformation and equity targets and other targets are stated in the HWSETA strategic plans, APPs and indicator protocol for the programme. Of the five transformation and equity targets, learners with disability and female targets were not achieved. The programme failed to meet the set target of 60% women but instead had 21% of women in the sample. According to the HWSETA indicator protocol, standards of success are defined as better when the achievement of the target is at 80% and best at 100%. Therefore, on average, the achievement of transformation and equity targets was not as effective as it was below standards of success. This presents the programme as perpetuating the historical patterns of discriminating against women in artisanal trades and bias for recruiting and selecting learners who were likely to have a better socio-economic status. These findings were consistent with findings from Phago (2016) reporting that females were 30% of the artisanship programme and conclusions made by Kruss and Wildschut (2016, 857) that *“transition into the apprenticeship system remains strongly determined by race and gender”*. However, this study was able to present an argument that females in the programme had the theoretical understanding of their trade but lacked the practical application due to limited exposure thus failed to progress and complete the programme.

In terms of artisanal training capacity, findings indicate that SSACI is unable to recruit and select 100% of the number of learners set as an MOA annual target. Using SQMR data of the learners entered (placed with host employer organizations) against MOA set targets, it is observed that SSACI could only meet 67%, 37%, and 17% of set targets in 2012/13, 2014/15, and 2015/16 respectively. These achievements were below the set standard of success at 80% thus making the programme ineffective. The ability of SSACI to support the capacity of training in HWSETA accelerated artisanship programme has decreased by 50% since the inception of the programme. Phago (2016) concur with this finding when stating that the placement rate by SSACI is very low regardless of the recruitment fee paid to them. In 2015, SSACI project manager Daryn von Maltitz, admitted;

The challenge, however, is finding employer who are willing to participate in the project. Even though employers are paid a training grant of R319 500 per apprentice to cover the training costs, it has been difficult to convince them to participate in the project

In view of the purpose of HWSETA accelerated programme partnering with SSACI to support the training capacity of the programme, this finding presents itself as a risk to the programme going forward.

Consequently, the failure to meet the set targets at recruitment and selection level affected the performance of the programme at the output level. Thus far, as shown on the SQMR completions, 72% of learners committed in MoA financial year 2012/13 (Phase1) were produced as qualified artisans and only 10% from MoA financial year 2014-16 (Phase 2). 100 learners were committed in each financial year after a duration of 2 and ½ years. Thus these achievements are a sum total of 82 learners reported as having completed the programme. According to HWSETA standards of success, the performance of the programme was not effective in meeting the set targets as stipulated on the MoA commitments.

The effectiveness of the programme at the outcome level was assessed based on the achievements of the programme from the output level. As such, tracer study was conducted only on the 82 learners that had completed and qualified as artisans. However, only a sample of 58 qualified artisans could be reached. This sample represents 71% of all the learners who have completed the HWSETA accelerated artisanship in partnership with SSACI since inception. Therefore, its findings are generalizable to the entire programme. The findings show that 71% of qualified artisans found employment after programme completion. While this

means that programme performance was not effective because it was below HWSETA standard of success (80%), evidence of employment rate from other studies signals that the achievement is reasonable. For example, Kruss and Wildschut (2016) and SSACI (2016) studies reported 76% and 73% of qualified artisans finding employment after programme completion. Thus, the view is that 71% of employment in HWSETA accelerated artisanship programme is within the same range (70% to 90%) of other empirical studies from which its performance can be considered reasonable.

The prioritization of artisanal trades (electricians, millwrights, and refrigeration) as per consultation with stakeholders in the sector was validated as demand-led. This was confirmed when findings showed that of the 58 qualified artisans, 85% were employed in the private sector and 60% confirmed seeing advertisements or hearing about opportunities aligned with their trade qualifications. Importantly, learners finding employment in less than a month after programme completion was a direct evidence of demand to funded artisanal trades. This, according to HWSETA standards of success, is considered effectiveness at best level as it is immediately after the training. As such, findings reported by Phago (2016, 8) indicating that unemployment was at 60% with the majority of learners in electricity trades maybe explained by the limitation of the study which was *“that many of the learners had recently started at the college, or had recently left the host employer”*. Further, the latter could not be reconciled with the fact that all those employed in the sample (5.3%) were in electrical trade. In this study, learners qualified in electrical engineering and electrician trade found employment, on average, in 5 months before issuing of a trade certificate and 3 days after issuing of trade certificate respectively.

These findings are consistent with the theory of change that stated that when the work-ready graduates in trades demanded by health and social development sector are produced, employment would occur as evidence of alignment between demand and supply. Employment then leads to more productivity and expansion of the sector contributing to economic growth. The prospects of the latter taking place are more feasible considering that about two-thirds (65%) of the qualified artisans who found employment were earning between R6 401 and R51 200 which is above the new proposed minimum wage (R3500) and national living wage of (R4500). The aspect of productivity is further supported by the fact that 83% of qualified artisans found employment in occupations directly aligned with their trade qualification.

Learner absorption to employment by the host employer organization for the on-the-job training was 37%. It is the view of the study that this outcome of the programme is well articulated by Phago (2016, 27):

Lastly, there was the issue of employment upon completion by the host companies. One factor that played the biggest role was that some of the host companies already had Artisanship Programme in place that were either funded by other SETAs or through the company itself. This meant that they were more likely to employ those individuals who were part of their programmes.

The latter was the difference between host employer organizations that could absorb (such as ABI) and not absorb learners. In addition to this explanation, low levels of learner absorption may signal that the learner's trade is more in demand from the market providing more options to artisans to move from one to job to the other because of better offers. Millwright trade was the best fit for this proposition as it had 80% of learners employed not absorbed by the host employer organization.

Conclusion

Planning processes of the programme are slow and inefficient. Yet the aspect of implementation delivery of the institutional training, structured workplace-based training, trade test preparation, and issuing of the trade certificate were efficient. The performance of the programme was ineffective in relation to artisanal training capacity measured through the placement of learners as apprentices with host employer organizations and as completions. Of those that the programme could produce at output level, though not at a desirable level, findings showed as 'proof of concept' that accelerated artisanship programme is effective in producing employment as an outcome. Overall, this demonstrates the complexity of evaluating programmes with more stakeholders in partnerships. The performance of the programme at the outcome level is reasonable and effective in most aspects. Implication is that HWSETA accelerated artisanship programme was effective in its pace and achieving programme outcomes although ineffective in size and scope of the programme as per MoA agreements. This begs the question; is it possible to operate an accelerated artisanship programme as a large-scale programme? Alternatively, does it require being context-specific and medium to small size to maintain appropriate pacing and precision in outcomes?

6. RECOMMENDATIONS

It is recommended that the HWSETA re-orient the HWSETA accelerated artisanship programme in the following manner:

1. Explicitly communicate the transformation and equity imperatives targets, other targets derived from the MoA, and standards of success defined in the HWSETA indicator protocol.
2. Put controls and monitoring systems of all targets across all the results-chain stages (from input/resources, activities, outputs, and outcomes). This will require an extension from being confined to DHET and Auditor general reporting requirements that control for inputs (financial resources) and enrolments to outcome-based indicators. This will ensure that both accountability and learning is accounted for as the organization controls both for resources and results.
3. It is also recommended that the HWSETA standards of success be disaggregated further. For example, 10% and 60% achievement of a particular achievement cannot be simply aggregated to one category as 'not effective' as it neither assigns an objective meaning for each level of ineffectiveness nor fairness to the programme stakeholders involved.

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