

**Changing lives of
ordinary people
through human and
social sciences**

A STUDY TO EVALUATE THE EFFECTIVENESS OF NATIONAL POLICIES AIMED AT FACILITATING THE ENTRY OF YOUNG PEOPLE INTO GOOD AND QUALITY EMPLOYMENT

Presentation to the Labour Market Research Seminar
Hosted by the Department of Employment and Labour

Research Team: Ms Shirin Motala, Dr Bongive Mncango, Mr Stewart Ngandu, Mr Krish Chetty
and Dr Jaqueline Harvey

Equitable Education and Economies Division; Human Sciences Research Council

28th February 2024

Evaluation of the Effectiveness of National Policies on Enhancing Youth Employment

- 1. Introduction**
 - 1.1. Background
 - 1.2. Study aims, objectives and key questions
- 2. Literature review: Study Context and School to Work Transitions (STWT)**
- 3. Conceptual Framework for Evaluation of Public Policies**
 - 3.1. Theory-based evaluation – ToC and Logframe
 - 3.2. Evaluation of public policies
 - 3.3. DAC/NEPF Impact Evaluation Indicators
- 4. Research Methodology**
 - 4.1. Mixed methods
 - 4.2. Study Population and Sampling
 - 5.3. Challenges and limitations
- 5. Results:**
 - 5.1. Socio-Demographic Characteristics of Respondents
 - 5.2. Awareness of Policy Interventions
 - 5.3. Exposure to Policy Interventions
 - 5.4. Work Seeking Approaches
 - 5.5. Beneficiary Perceptions of Value of Exposure to Policy Interventions
 - 5.6. School to Work Transitions: Labour Market Destinations
 - 5.6.1 Employed
 - 5.6.2 Self-employment
 5. 6.3 Unemployment/inactivity
 - 5.6. 4 Studying full time
- 6. Summary of Findings, Conclusions and Recommendations**
- 7. Plenary Discussion**
- 8. Validation of Results**

Study Purpose, Objectives, and Anticipated Outcomes

Study Purpose: To investigate and assess the effectiveness and degree of success of policy solutions adopted by the South African government to facilitate the entry of young people into employment and assess how successful they have been.

Specific Objectives

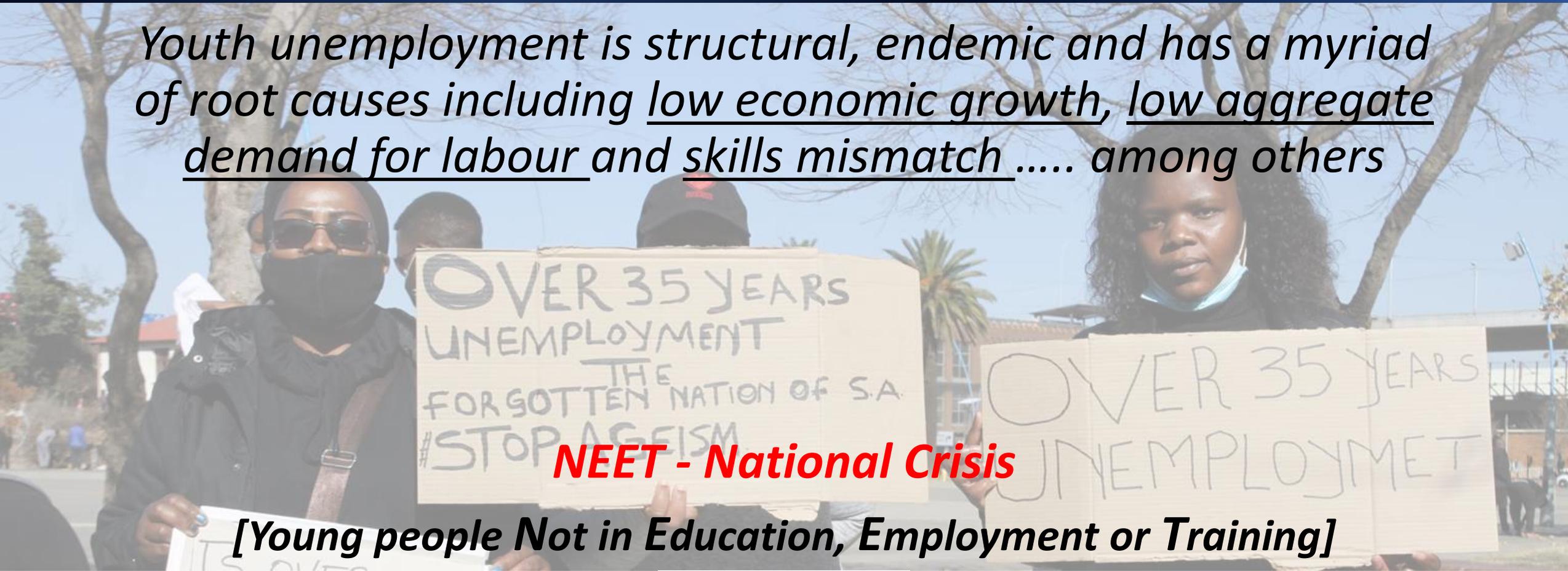
- To identify all policy interventions that the South African government had put in place to facilitate youth employment;
- To evaluate the impact of national policies aimed at facilitating the entry of young people into good and quality employment.

Anticipated Outcomes of the Study

- Provide DoEL info regarding the current activities of beneficiaries who have completed these programs;
- To understand, explore and document key features, trends, challenges and outcomes of the youth skills development programmes implemented in response to the policies developed.
- To assist DoEL in further developing a sustainable skills development and employment strategy which will contribute positively to enhancing current youth skills development programmes whilst promoting inclusive economic growth in the country

Study Context: Unemployment – Wicked Problem

Youth unemployment is structural, endemic and has a myriad of root causes including low economic growth, low aggregate demand for labour and skills mismatch among others



OVER 35 YEARS
UNEMPLOYMENT
THE FORGOTTEN NATION OF S.A.
#STOP AGEISM

NEET - National Crisis

[Young people Not in Education, Employment or Training]

Definition of Youth & Unemployment

• Defining Youth

- Individuals between the ages of 14 to 35 years as referenced in various iterations of the National Youth Policy including the NYP 2030 and which is also aligned with the definition adopted by the African Youth Charter in 2006 (Department of Women Children & People with Disabilities, 2020).

• Defining Unemployment

- Two definitions used to refer to the country's unemployment rate, namely official/strict and expanded unemployment rate.
 - The broader definition includes people who would like to work but have become discouraged during the job search process.
 - The strict definition requires a prospective jobseeker to have actively looked for work in the last seven days.
- These conflicting indicators have arisen as the official or strict definition of unemployment denies the chronic nature of unemployment in South Africa.



Trends in Youth Unemployment 1994- current

Data Sources STATS SA (Census, QLFS, GHS, CS), DBE and MRC

Socio-Demographic Differentiators

Profile of Youth in SA

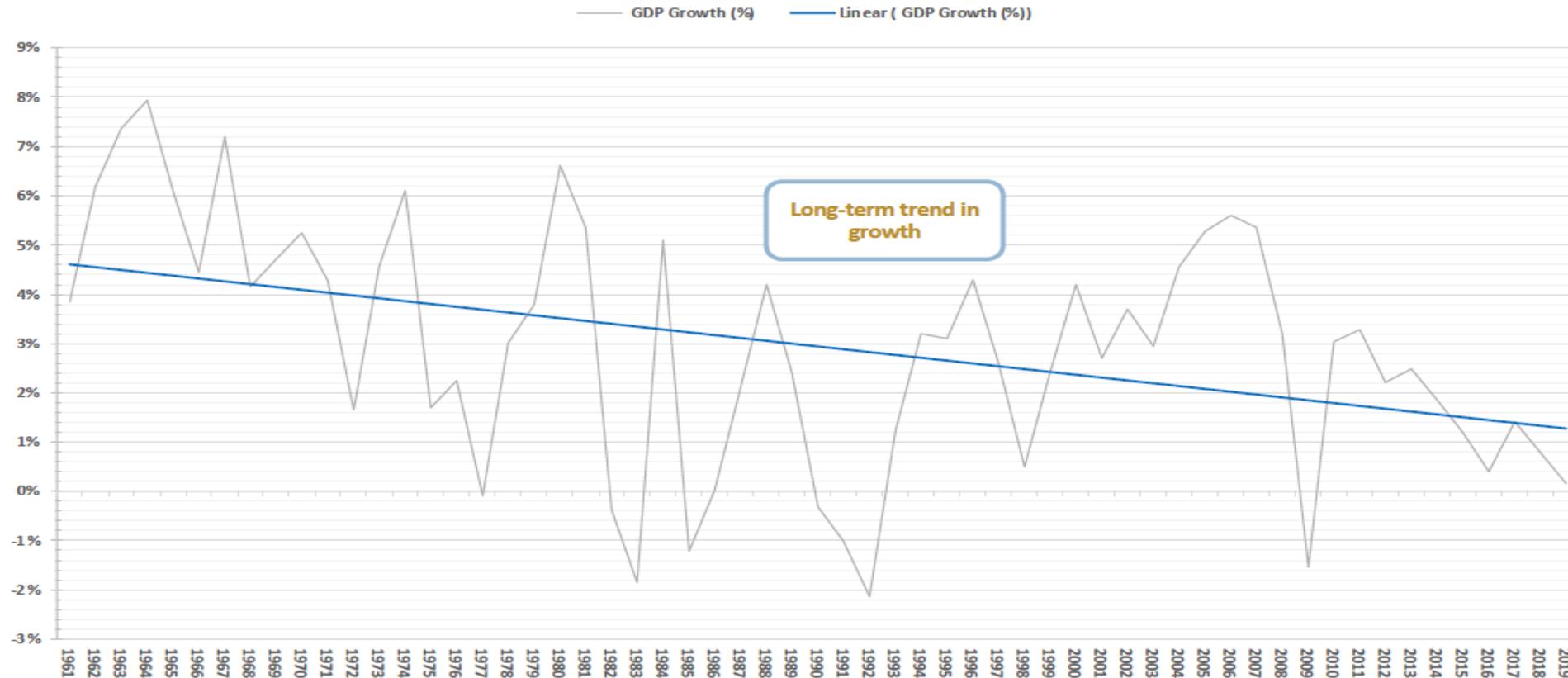
- SA Population Pyramid – Median Age 27 in 2020; 23 in 1996
- 4% decline in fertility rates (over a 10–25-year period)
- Larger number of 25-35-year-olds in the population
- < 1% difference in youth gender distribution
- 2% more females than men for the entire population in 2016
- Black Africans, females and persons with disabilities - high levels of unemployment
- Between 2008 and 2010 – a sharp increase in **Discouraged Job Seekers** across all races. Indians were most affected (281%) (Global Finance Crisis, 2008)
- Large portion of ‘not economically active’ persons with disabilities (42% to 69%)

Youth Employment Trends

- Youth disproportionate share in unemployed compared to Adults
- Fewer females formally employed (bet 9% and 17%)
- Black Africans share of unemployment the highest across the population
- Disability unemployment prevalence very high

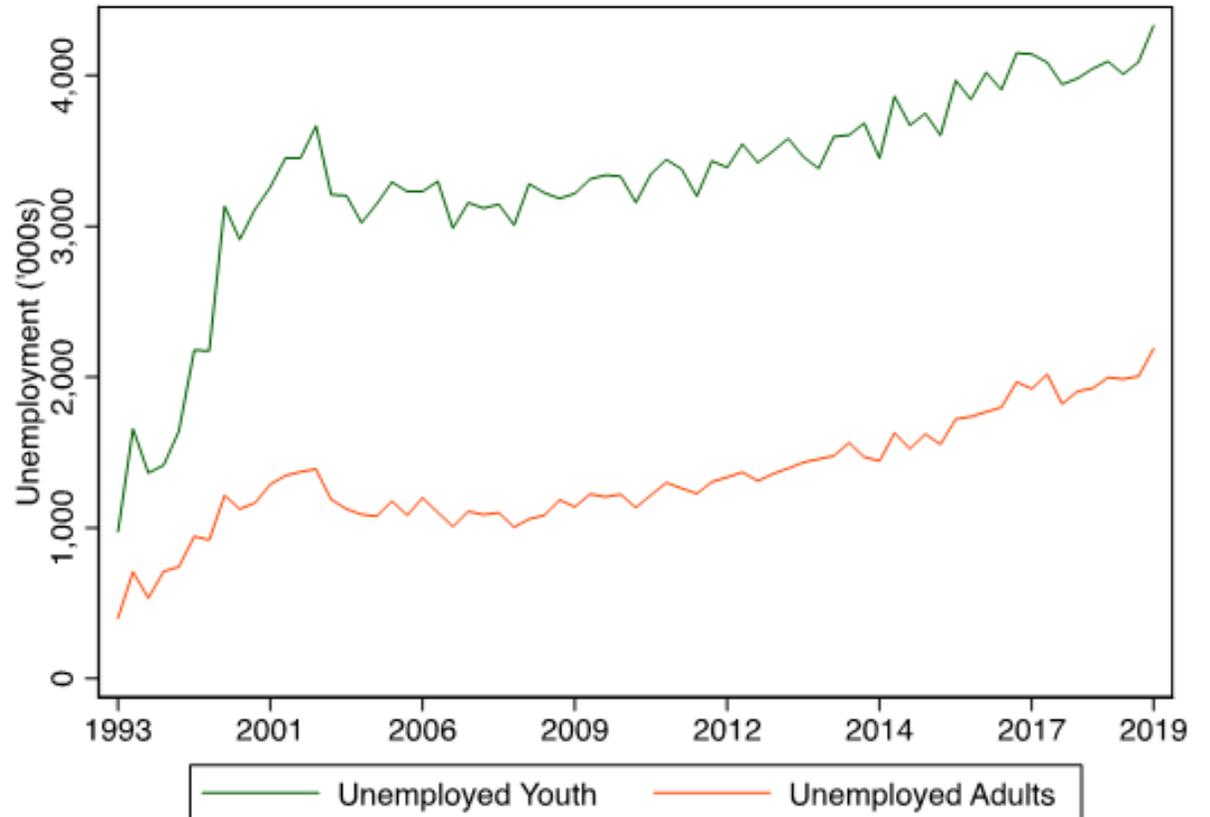
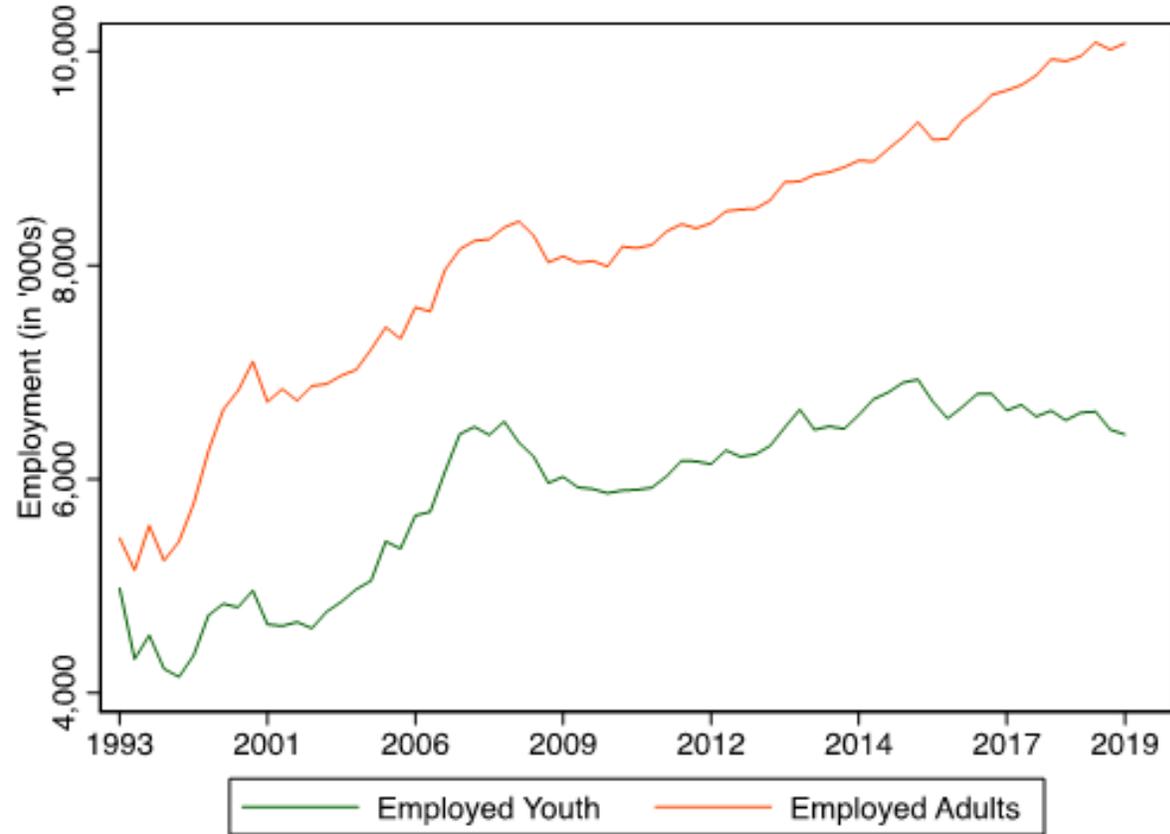
SOUTH AFRICA'S LONG-TERM GROWTH 1961–2019

- Long term decline in the capacity of the country to grow with implications on labour absorption.



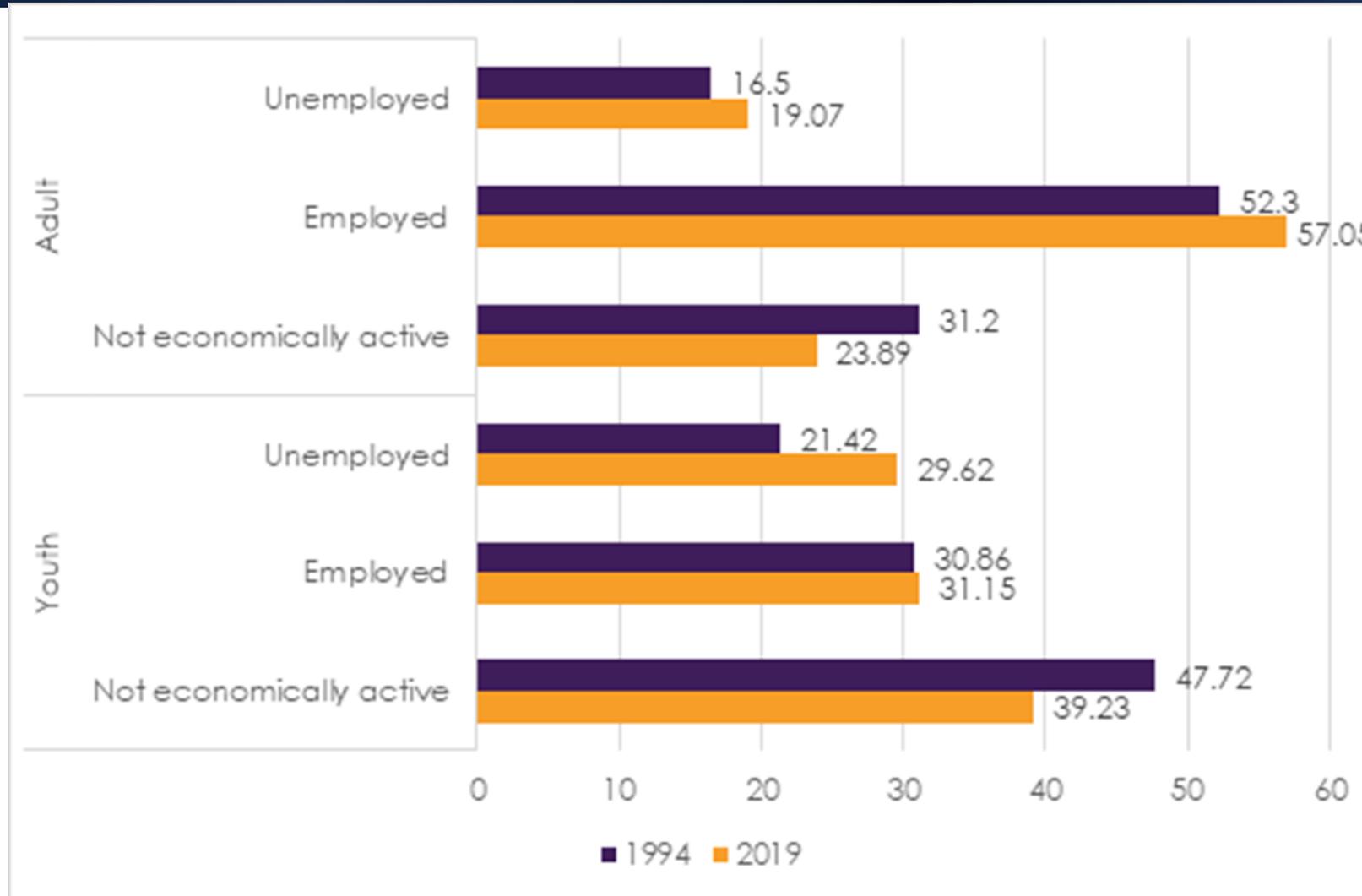
Source: Ngandu (2021)

Total Employed and Unemployed, Youth and Adults (1993 - 2019)



Source: PALMS Version 3.3, 2023

Youth versus Adult Employment Status, 1994 and 2019



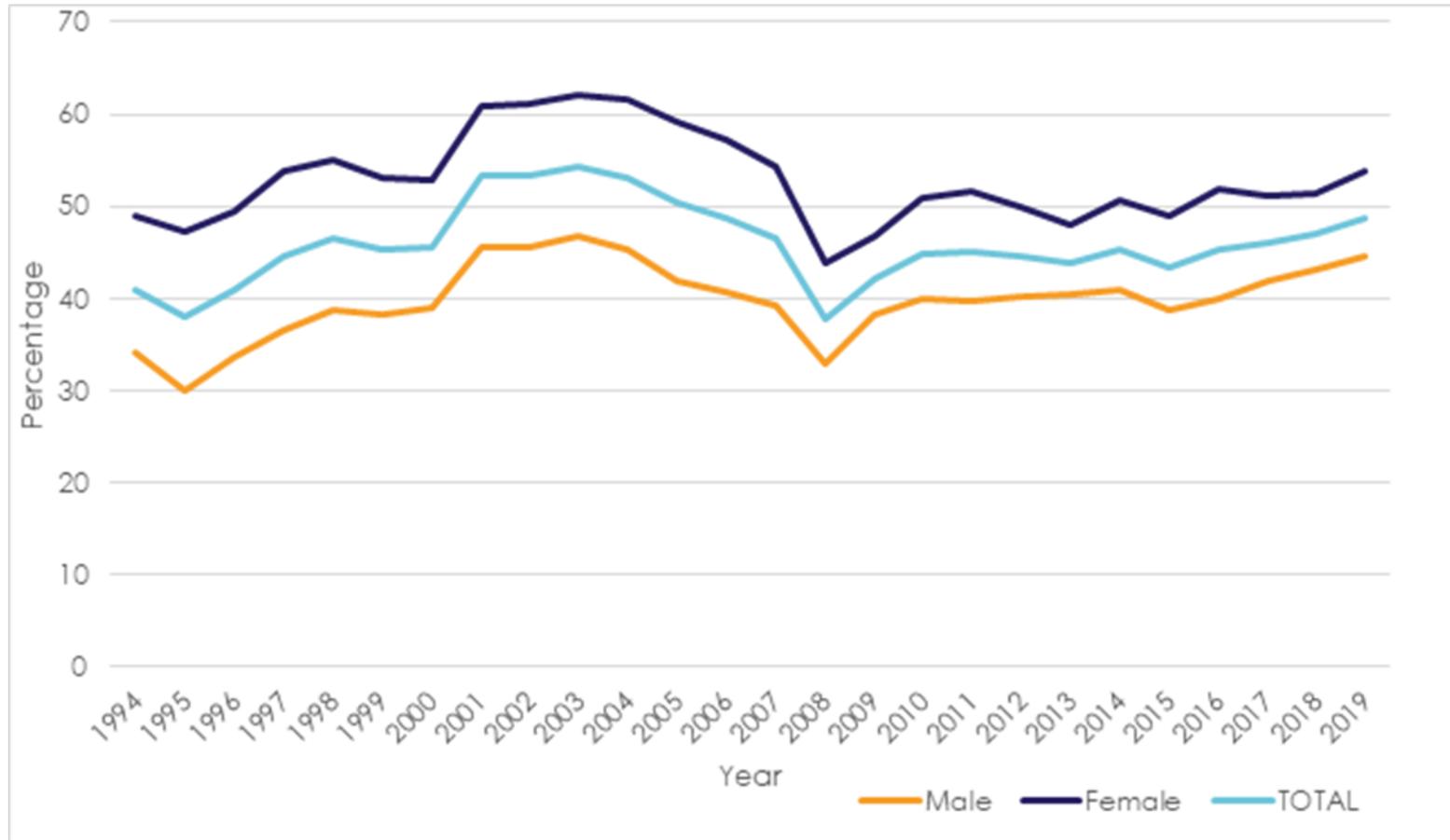
Source: PALMS Version 3.3, 2023

Youth Employment by Gender



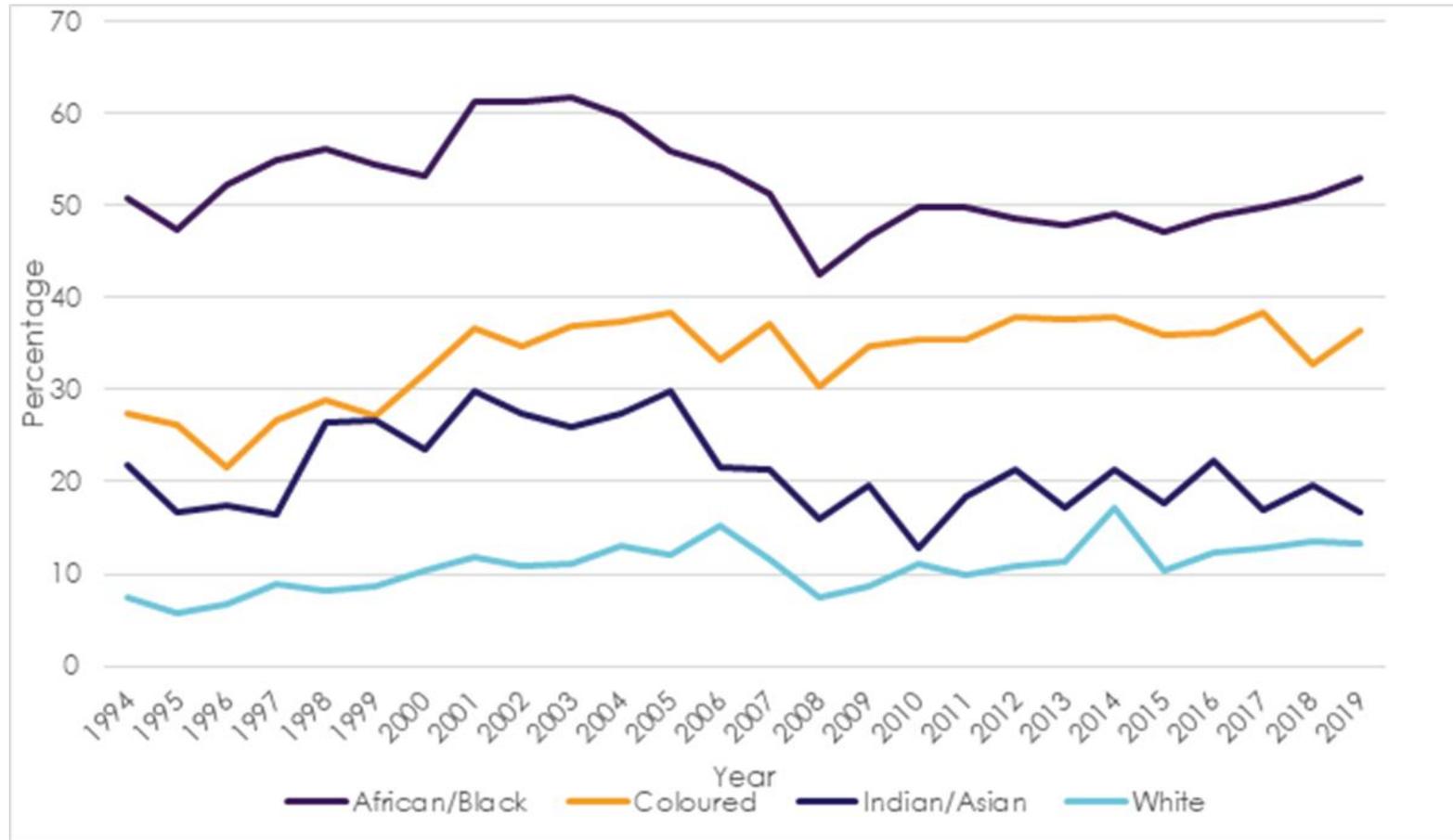
- Gender unemployment differences range between 1% and 5%
- Most acute when one considers Employment rates and Not-Economically active population
- Fewer females formally employed (bet 9% and 17%)
- Larger proportion of females not economically active (betwen 8% and 16%)
- Employment gains of 2018 fell sharply in 2020 (Covid 19)

Youth Employment by Gender



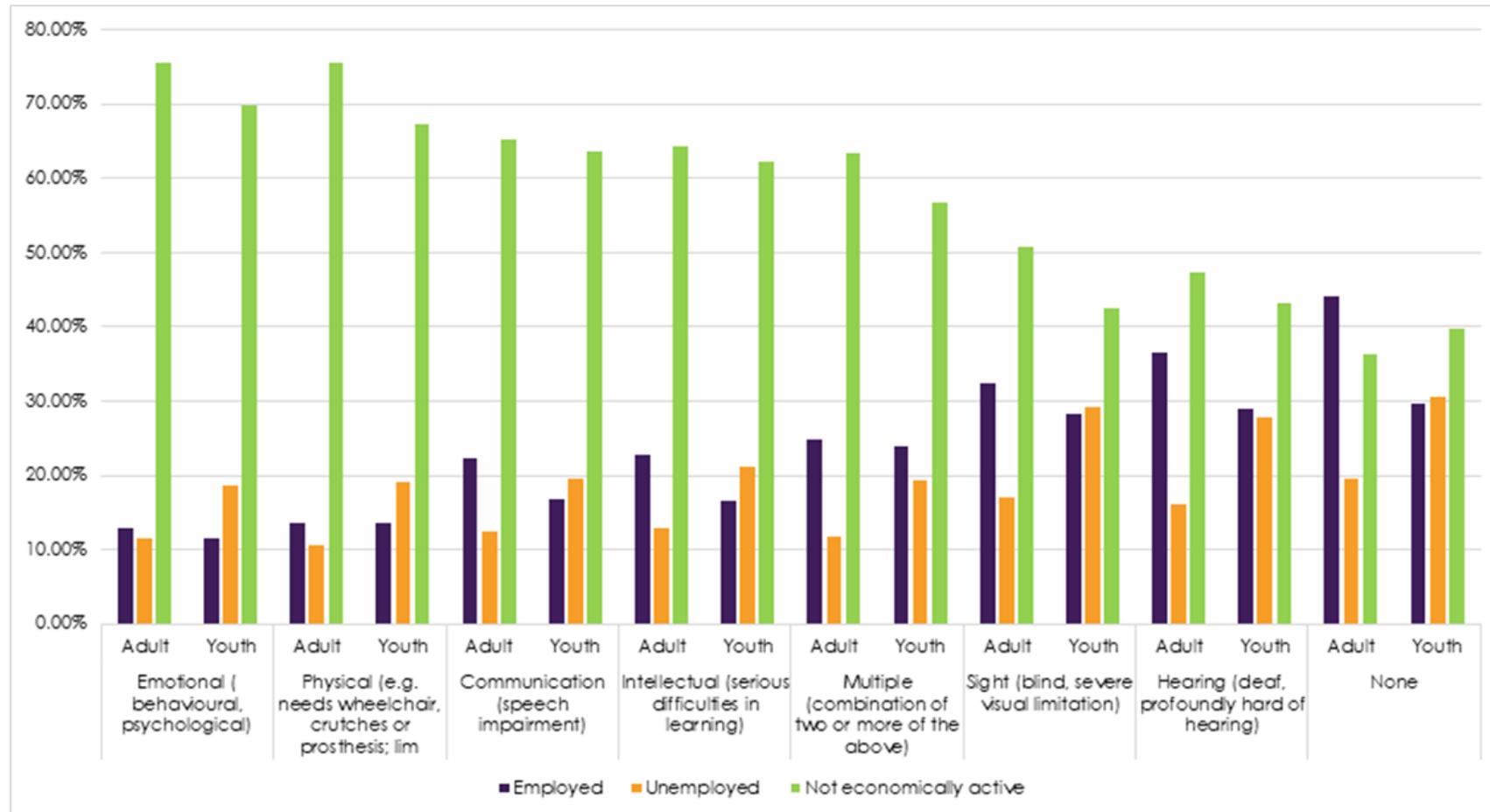
Source: PALMS Version 3.3, 2023

Youth Unemployment (expanded) by Population Group (Race), 1994 – 2019



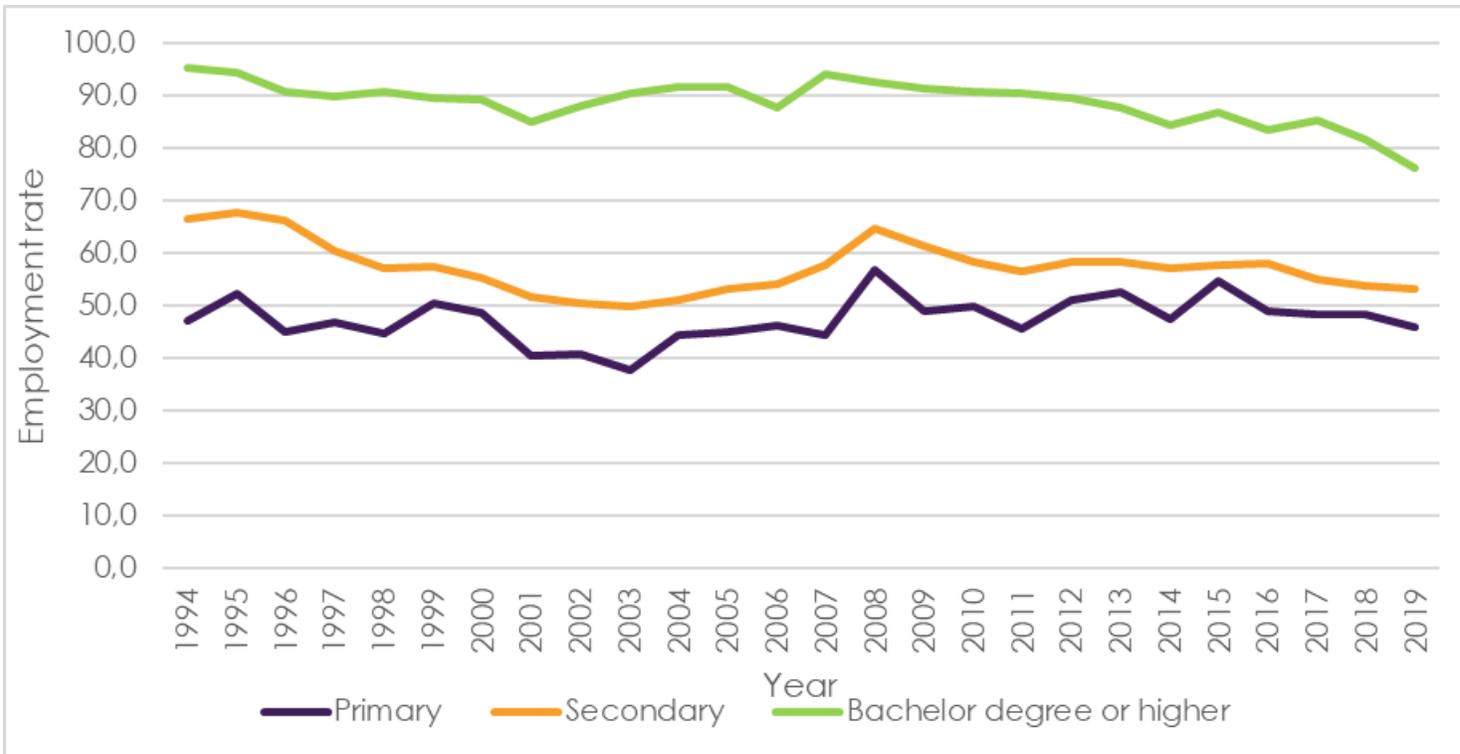
Source: PALMS Version 3.3, 2023

Employment Trends by Disability, 2001



Source: PALMS Version 3.3, 2023

Employment Rate by Level of Education 1994 - 2019



- 90.8% in 1998 and 85.3% of youth in 2017 with a Bachelor degree or higher were employed.
- 61% of youth whose highest level of education was **primary schooling** had employment rates of 44.9% in 1998 and 48.4% in 2017.
- Too few young people gain entry into higher education institutions and even then throughput rates are low.
- Quality challenges in higher education, particularly in Technical and Vocational Education and Training institutions (TVETs) (DHET, 2020; Spaul, 2015).

Source: PALMS Version 3.3, 2023.

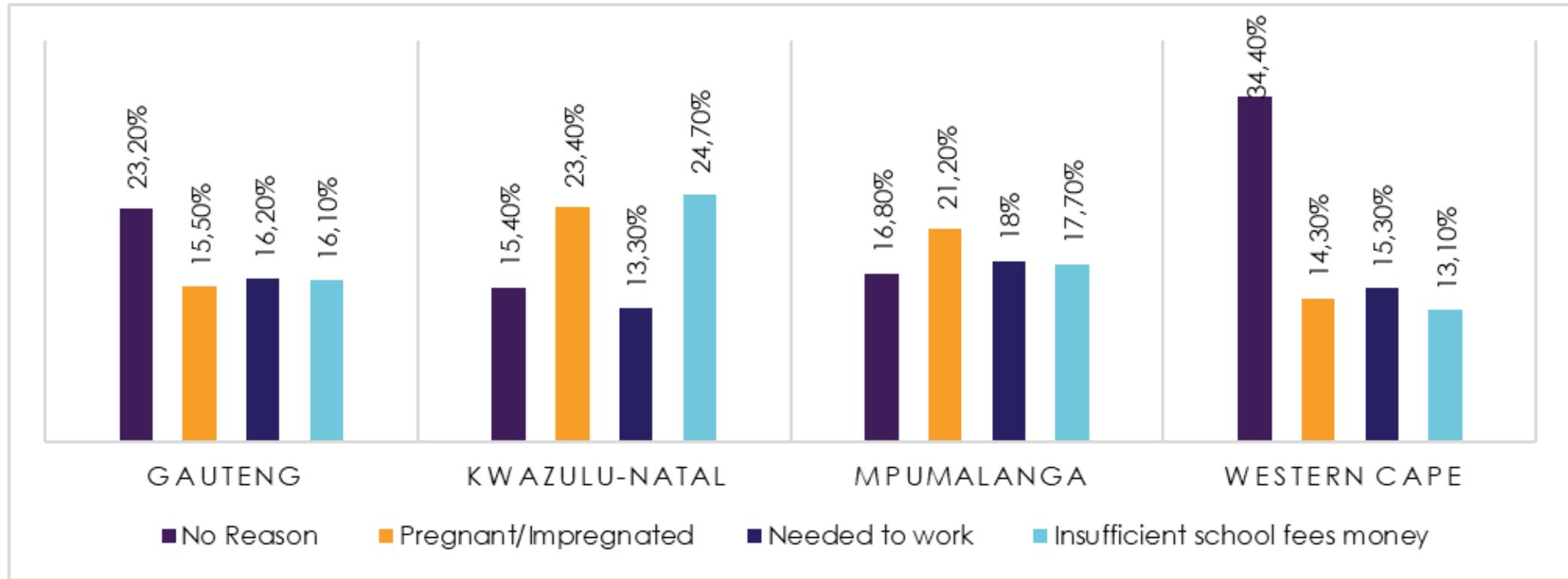
Progression of learners from Grade 1 to Grade 12, 2004 to 2015

	<i>Sum of Number of learners</i>	<i>Annual Drop Out</i>	<i>Gr 1 - Gr 12 Dropout</i>
Grade 1	1 294 975		
Grade 2	1 118 690	14%	
Grade 3	1 100 150	2%	
Grade 4	1 090 652	1%	
Grade 5	1 042 985	4%	
Grade 6	1 012 592	3%	
Grade 7	980 747	3%	
Grade 8	1 008 110	-3%	
Grade 9	1 096 113	-9%	
Grade 10	1 146 285	-5%	
Grade 11	897 342	22%	
Grade 12	687 230	23%	47%

Source: Department of Education 2004 to 2015

Dropouts rates are higher in the lower quintiles

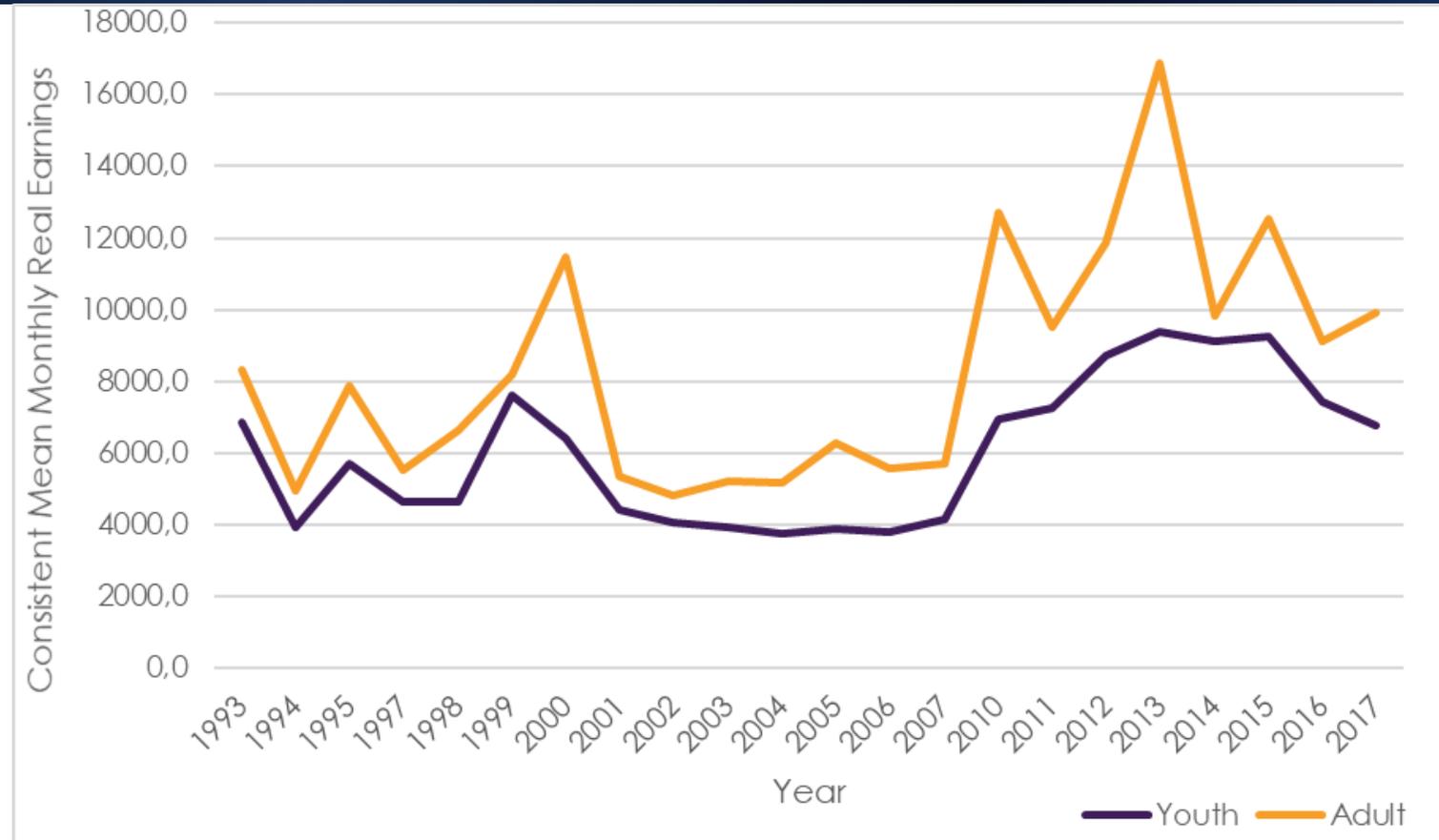
Reasons for Leaving School



Source: Medical Research Council -Youth Risk Behaviour Survey, Out of School Youth, 2010

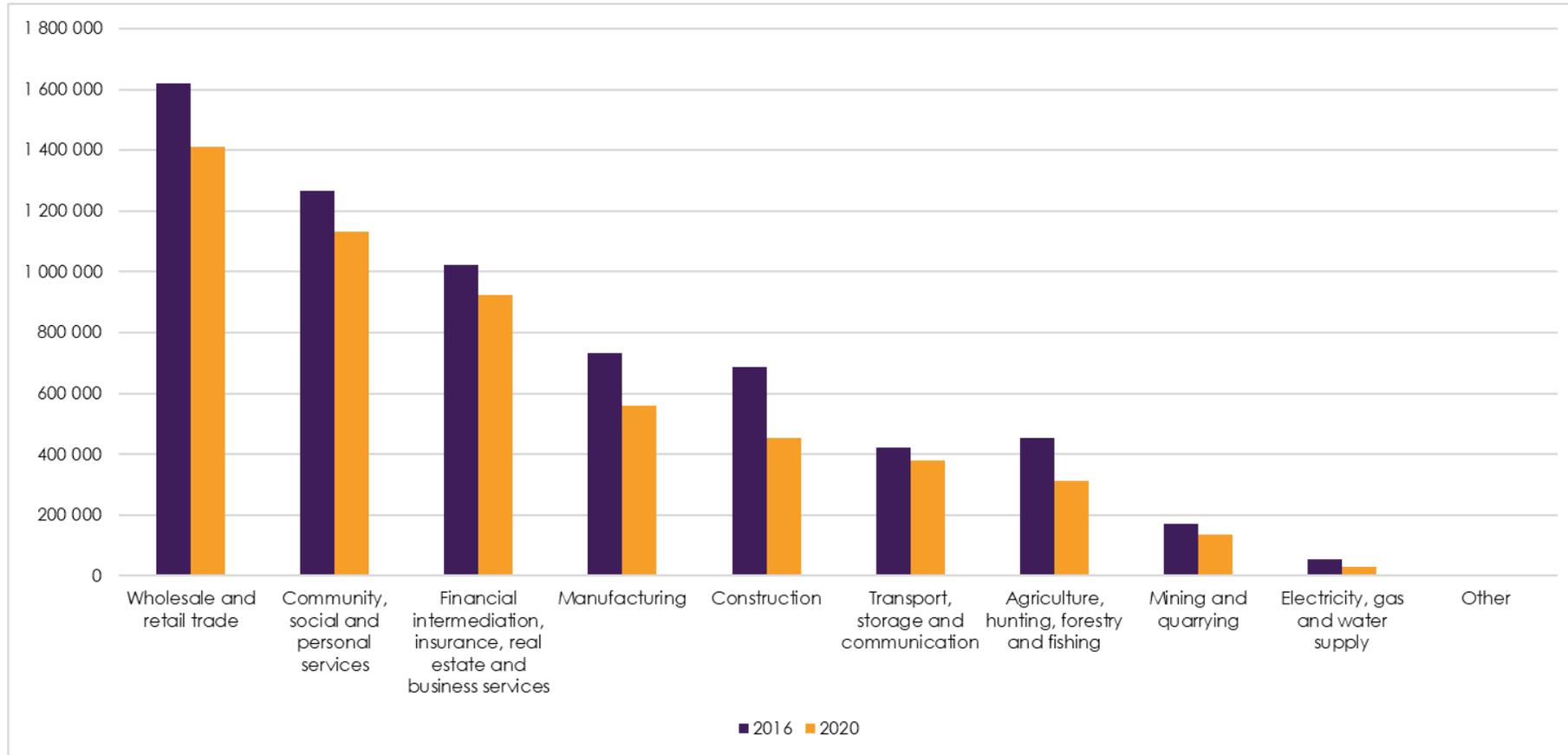
Employment and Income Outcomes

Youth and Adult Consistent Mean Monthly Real Earnings, 1993 - 2017



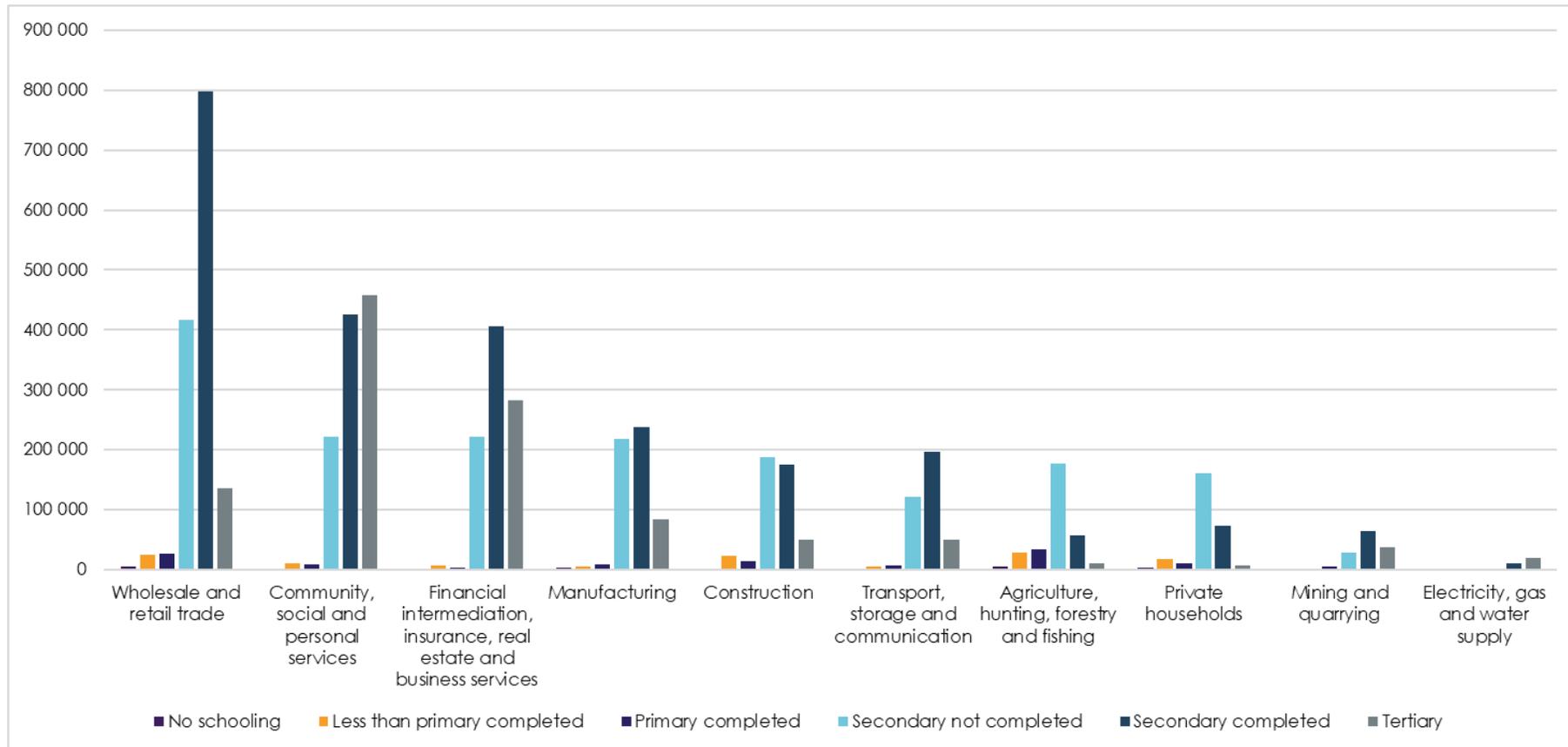
Source: PALMS Version 3.3, 2023.

Employed Youth per Industry (18 – 35) 2016, 2020



Source: Statistics South Africa Labour Force Survey 2016, 2020

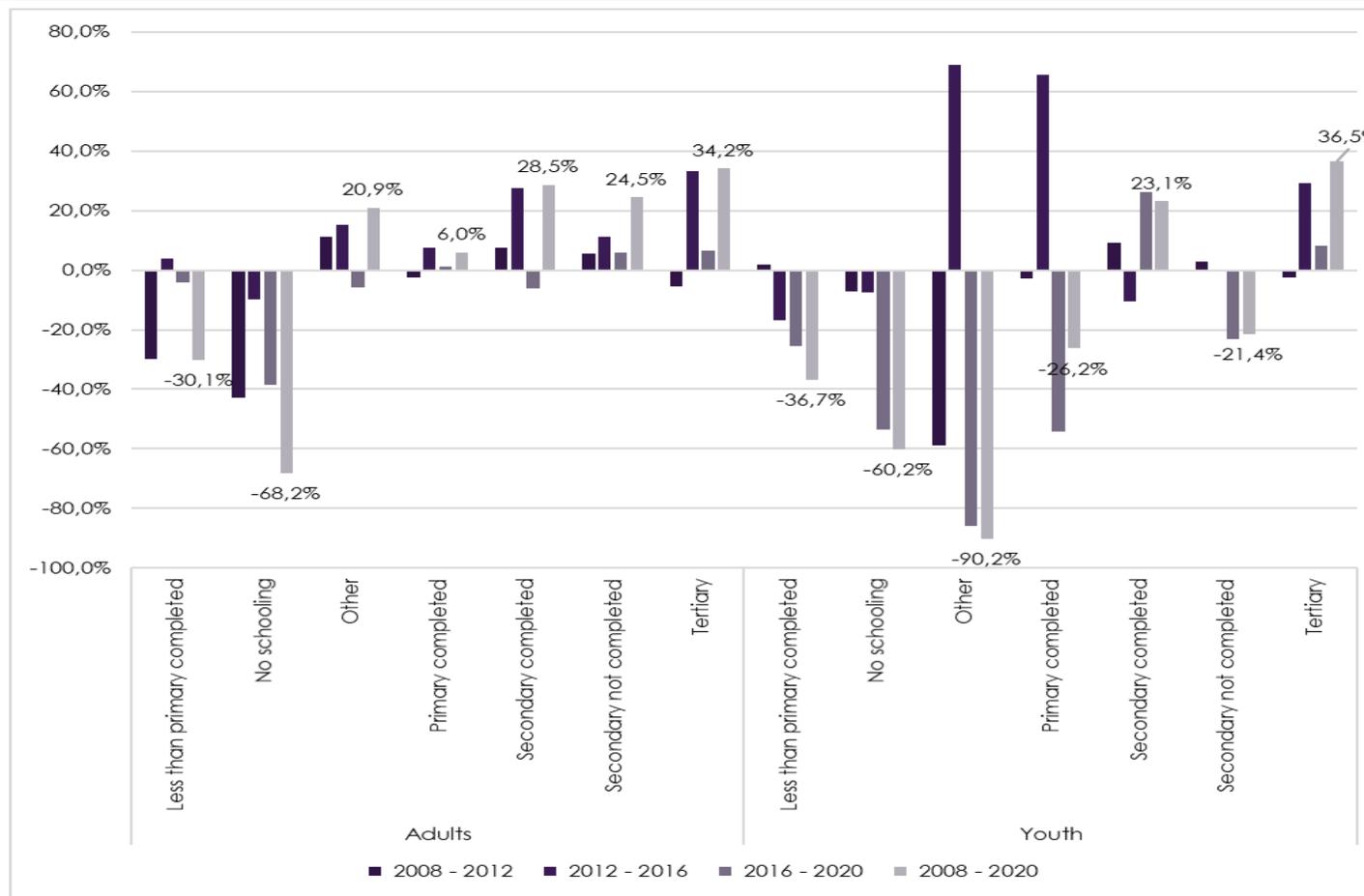
Employed Youth per Education Status and Industry (2020)



Source: Statistics South Africa Labour Force Survey 2020

Employed with own-business, percentage changes by age group and education status – 2008 – 2020

While youth owned businesses have grown during this period only 9% of unemployed youth indicated an interest in starting a business



Youth owned businesses decreased by 4% between 2004 and 2008

Adult-owned businesses increased by 9%

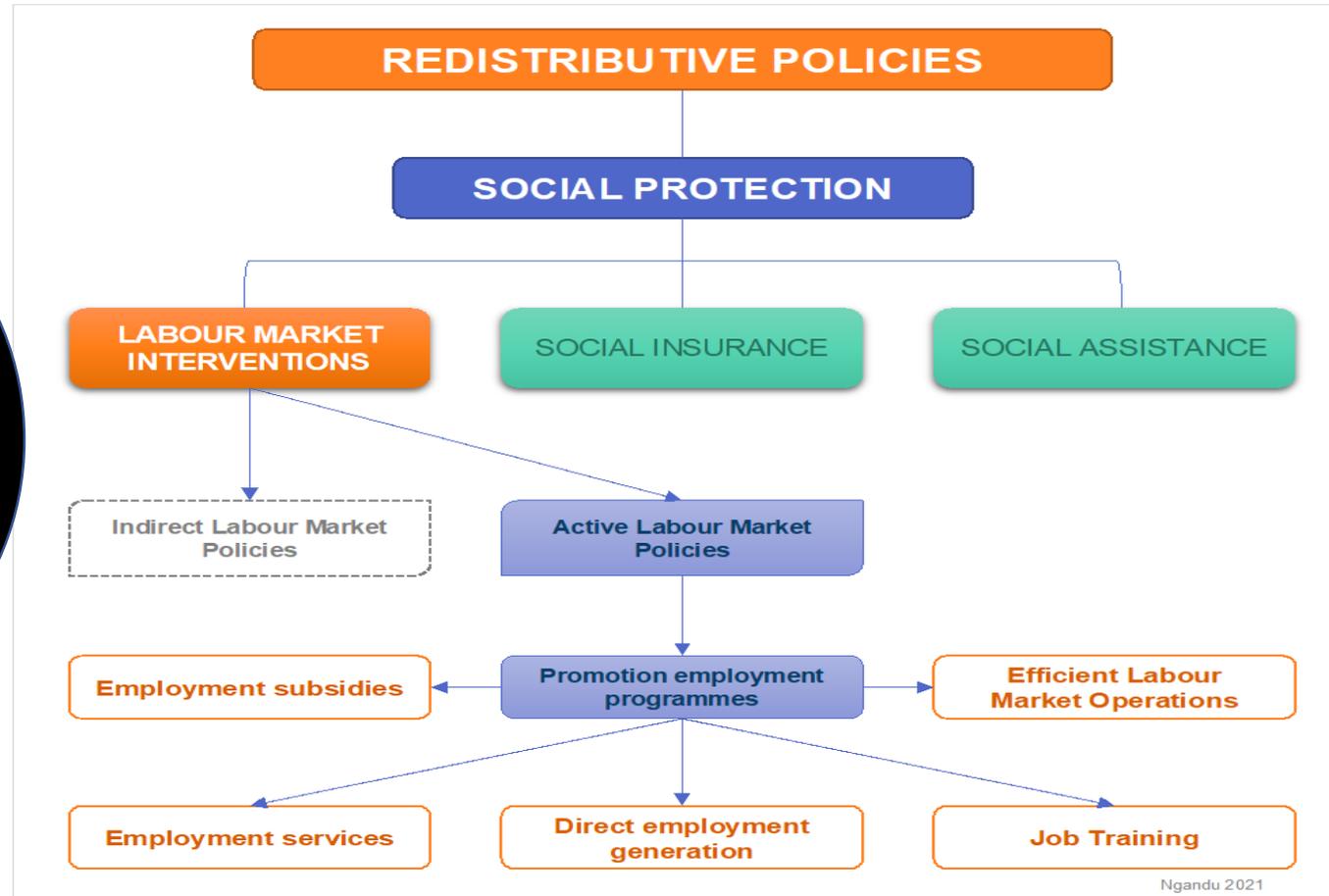
Source: Statistics South Africa Quarterly Labour Force Survey 2008.4, 2012.4, 2016.4, 2020.4

Youth Transitions into the Labour Market

Literature Review

Youth Employment Policies are located within a basket of Social Policies designed to achieve broader social objectives.

Active Labour Market Policies (ALMPs)
– direct and indirect are designed to promote employment outcomes

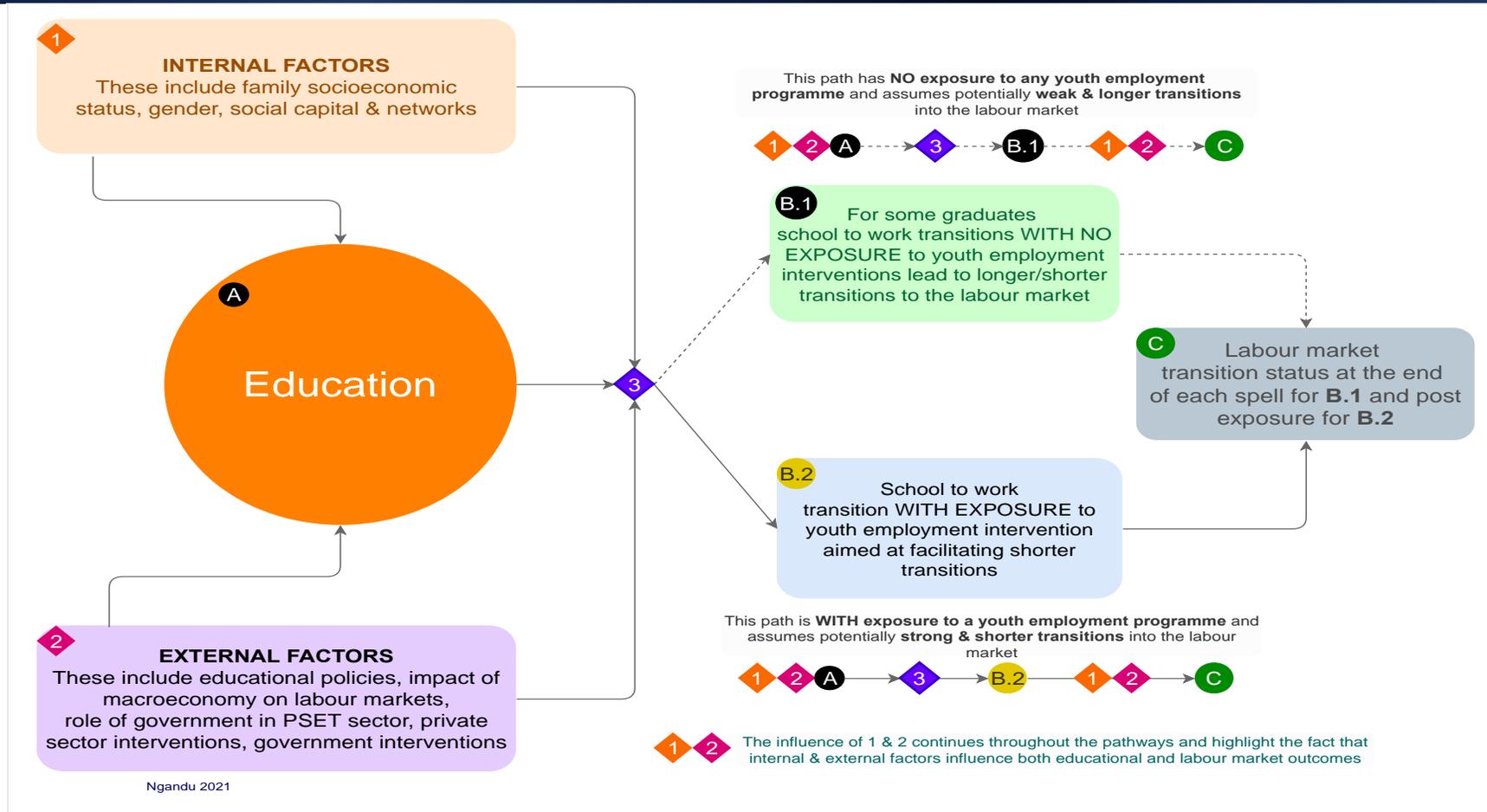


Conceptual Framework: School to Work Transitions

A bad start to a young person's working life has immediate and long lasting economic, personal and social costs”(Bradley & Nguyen, 2004, p513).

- Youth – time to invest in education and training – to facilitate entry into labour markets
- A lack of training or entry into skilled occupations is associated with negative future employment (Bradley & Nguyen, 2004)
- Critical to understand the context within which these transitions occur as an outcome of youth focused policies, legislation and programmatic employment interventions. How they contribute to longer or shorter transitions and to successful transitions.

Youth Transitions into the Labour Market (Nilsson, 2019)



Policy, Legislation and Strategies to enhance Youth Employment Outcomes

*An Enabling Framework for enhancing youth transitions into
the labour market*

Context for Policy and Legislation targeted to Youth

- Post 1994, Reconstruction and Development imperative - aimed at address multiple objectives of poverty, inequality and exclusion – core focus on advancing inclusivity and pro-poor orientation;
- Over 28 years diversity of **Policies** and **Legislation** promulgated diverse in scope and focus; responsive to **demand** and **supply** issues
- Central to all policies has been entrenchment of a Youth focus;
- Continuous revision and improvement of youth employment policies;

Towards a Holistic Integrated and Sustainable Policy & Legislative Framework

Youth development and employment promotion a strategic priority across all these frameworks



Plethora of Policy & Legislation to Advance Youth Development and Employment

Five Strategic Priorities advanced in Policy and Legislation

- ❑ **Education and skills development;** - White Paper on Education and Training (1995), White Paper on Post School Education and Training (PSET, 2006), NSFAS, National Skills Development Strategy III
- ❑ **Health and wellbeing;** Probation Act (1994), Pregnancy in Schools Policy; Substance Abuse, School Health, Children in Conflict with the Law
- ❑ **Economic transformation/participation;** Skills Development Act (1998), Skills Levy (1999), UIF(2001), Employment Tax Incentive (2013), Employment Services Act,
- ❑ **Social cohesion;** National Youth Service Policy (2003) –culture of service, patriotism, civic education
- ❑ **Developing responsive structures for youth development:** National Youth Commission Act (1996), Youth Development Act (2008), National Youth Policy (2009-2020), African Youth Charter (2006), Integrated Youth Development (2019)

Review of Policy and Legislative Landscape for enhancing Youth Employment outcomes

- Despite the immense scale of focus policy, legislation and programme implementation and resource allocation – youth unemployment has worsened.
- Factors contributing to this include
 - Policy incongruency in some areas, e.g., targeting, means testing etc.;
 - Significant lack of integration and coordination across programmes;
 - Insufficient monitoring and evaluation of some policies and programmes – mainly output reporting

One of the major challenges in SA economy is introduction of new policy before full implementation of existing ones

(Presidency, 2019, Towards a 25 Year Review)

Translating Policies into Implementation Strategies (Programmes/Projects)

Typologies of ALMP

- The Active Labour Market Policy Typology as outlined by National Treasury (2011,) broadly include:
 - **Training programmes** that aim to enhance skills and raise human capital;
 - **Private sector incentive schemes**, aim to reduce the cost of employment to firms in order to accelerate employment, job creation and to promote entrepreneurship;
 - **Direct public sector employment creation**, employment services and sanctions that aim to increase the efficiency of job search and matching procedures;
 - **Comprehensive approaches** that combine a number of these policies.

Types of Programmes Implemented

(Source: NPC, 2017; National Treasury, 2011)

Type of programme	Market challenges being addressed	Specific programme
Public employment programme	Demand side	EPWP environment, EPWP Infrastructure, EPWP Social Sector, CWP, NYS
Entrepreneurial development programmes	Demand side	Supplier development / value chain development, Small business development, Micro enterprise development
Placement programmes	Misalignment	Assessment and matching, Placement into contracted opportunities
Work readiness programmes	Misalignment	Personal mastery, Workplace skills, Workplace experience
Technical, Vocational and Occupational Programmes	Supply side	Skills development programmes (Learnership/apprenticeship/part qualification)
Second chance programmes	Supply side	Community colleges and second chance matric
School-based initiatives	Supply side	Maths and language support, Career guidance, Entrepreneur training
Agency building programmes	Supply side	Sports, recreation and art, Youth organisations
Social support services	Supply side	Drug rehabilitation, Trauma support, HIV/AIDS counselling, Youth and gender-based violence programmes

Theory of Change for Youth Transitions into the Labour Market

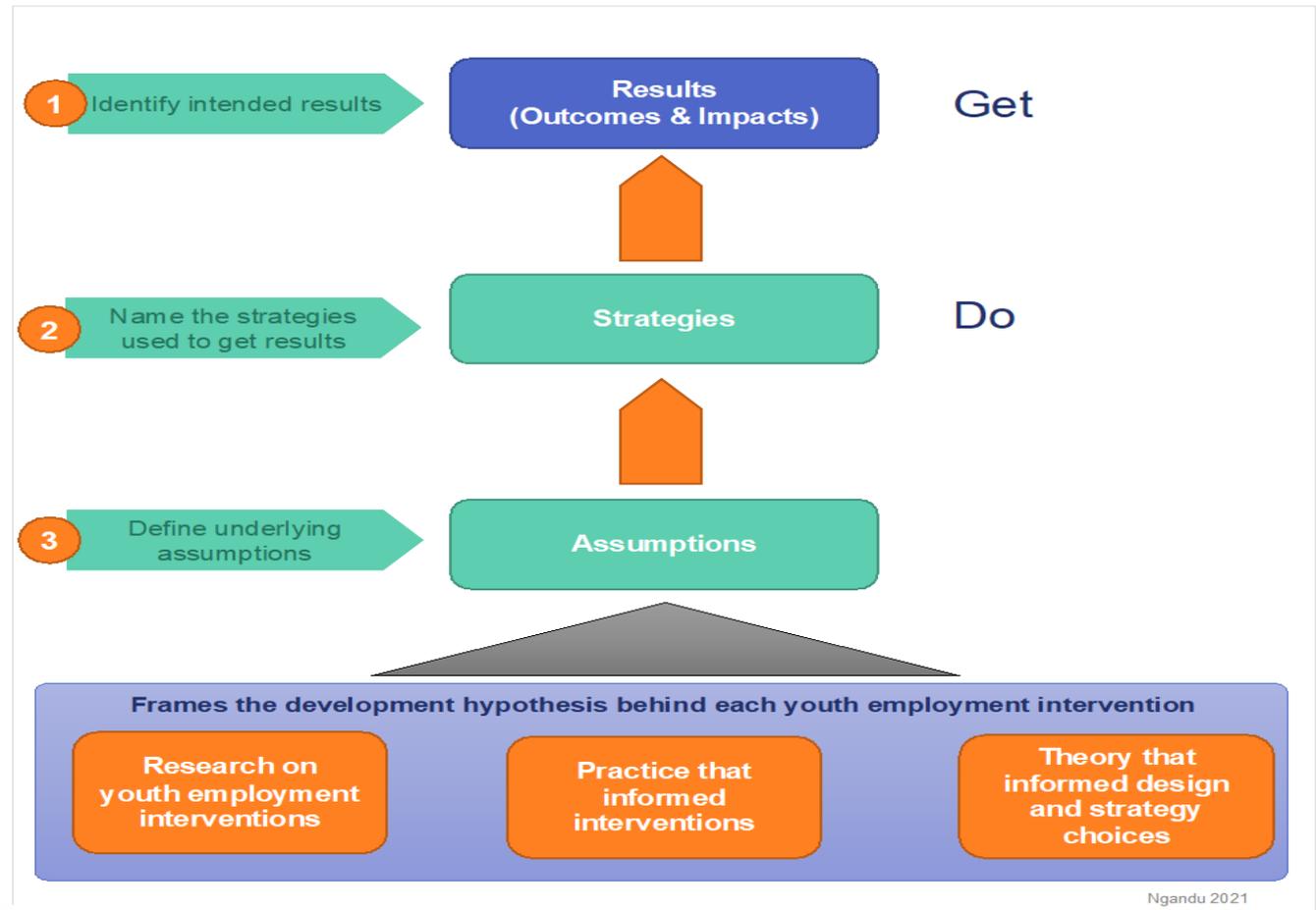
Why Theories are Important?

- Reality is too complex, which makes it difficult to understand how things work.
- A theory explains **WHY** something happens or **HOW** several things are related. It is the "**HOW**" and the "**WHY**" things work.
- The goal of all theory is to **DESCRIBE, EXPLAIN** and more importantly to **PREDICT** the outcomes and impacts that lie at the heart of interventions that are implemented in the public sector.
- In the HOW and WHY logic a Theory Of Change is therefore an explanation of **HOW** and **WHY employment interventions** should lead to the changes that enhance labour market transitions. It articulates the causal pathways through which desired outcomes and impacts are realised.

Many people shy away from using the word “theory” because it is associated with the term theoretical which suggests impractical.

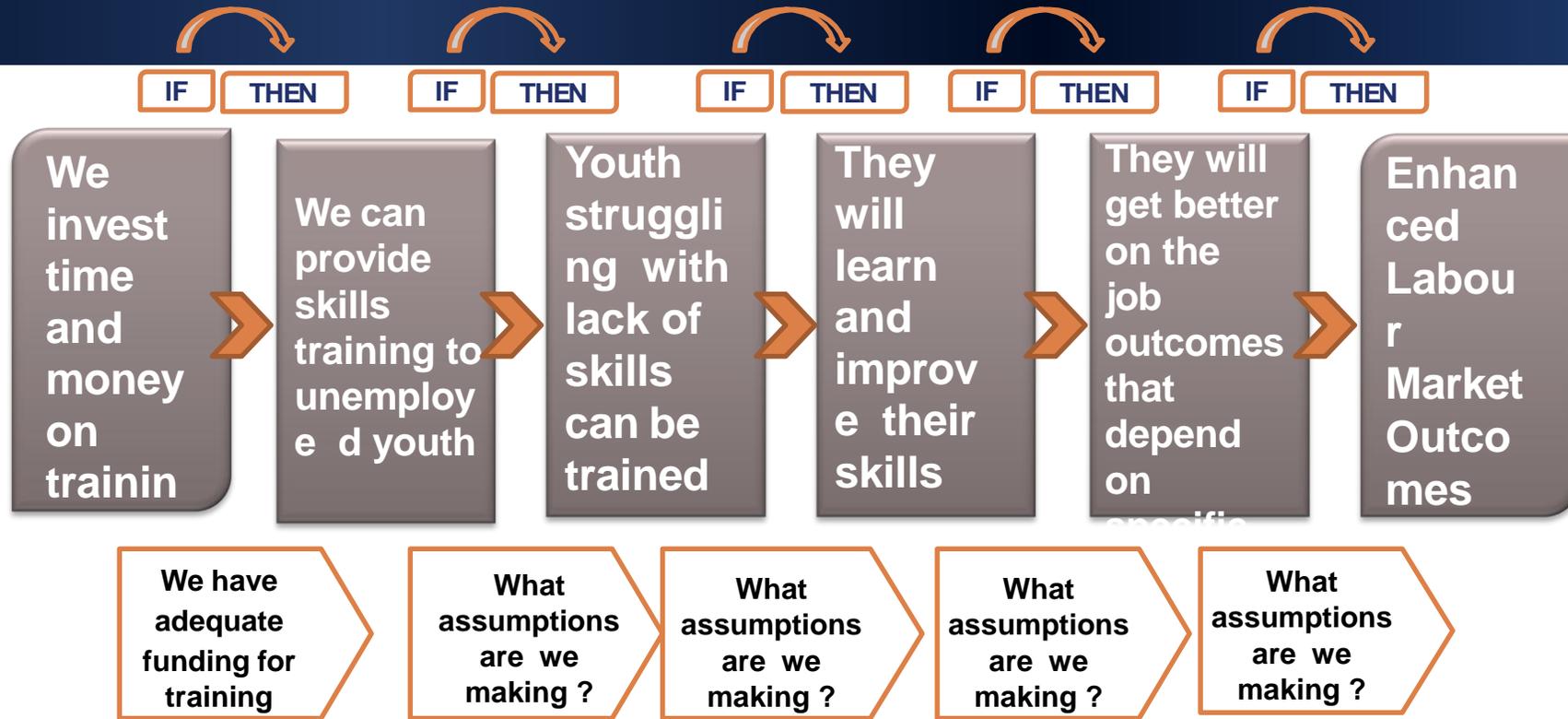
Basic Theory of Change for Youth Employment Programmes

Theory Based Approach to Evaluation Design



HOW WILL ACTIVITIES LEAD TO DESIRED OUTCOMES?

A series of if-then relationships: Skills Training Programme Example



EMPLOYMENT CREATION INTERVENTION LOG FRAME

HOW

WHY

1 RELEVANCE
Rationale for Employment Creation interventions

2 THE IMPLEMENTATION EVALUATION WILL MEASURE EFFICIENCY
How did Employment Creation interventions convert INPUTS & ACTIVITIES into OUTPUTS?

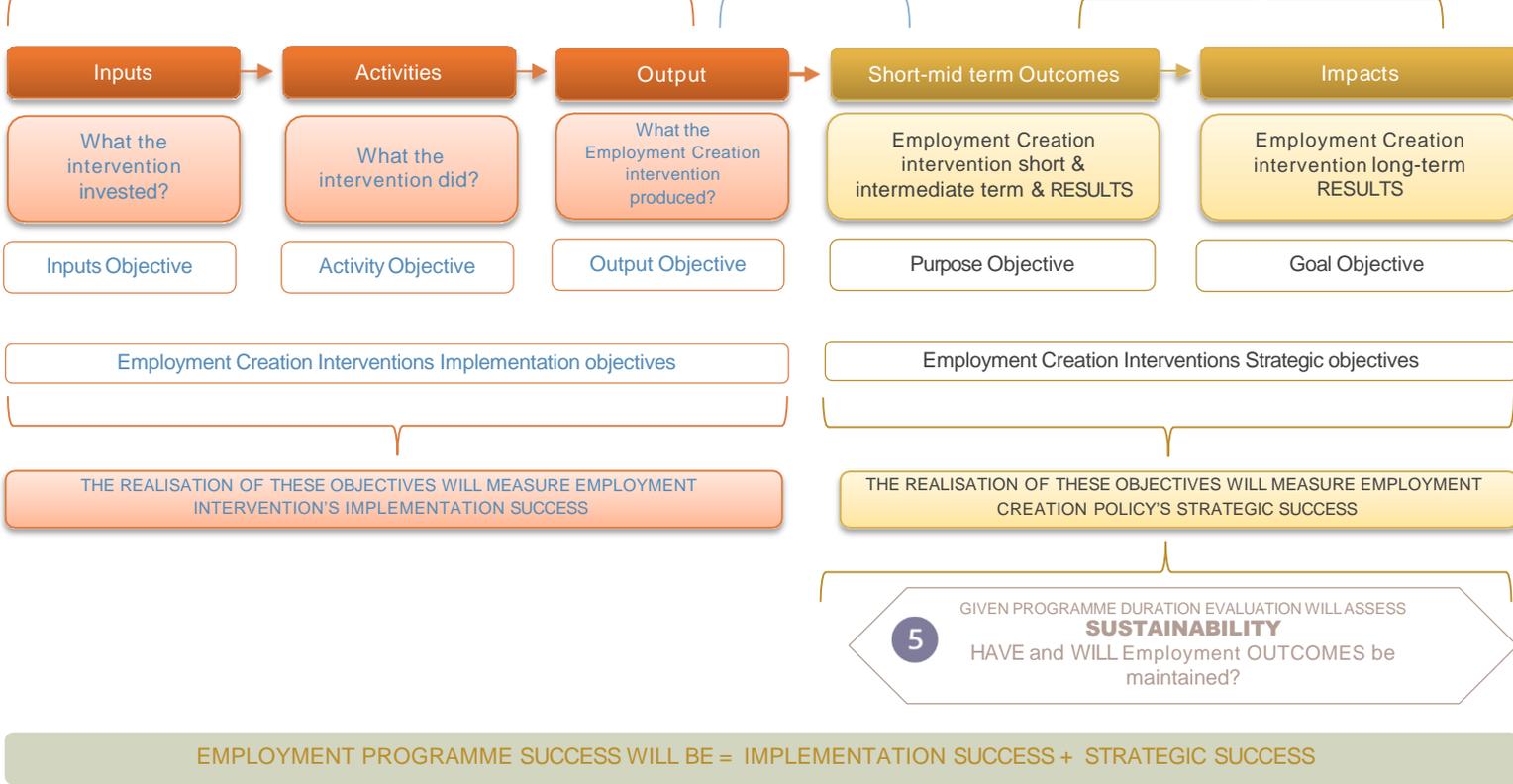
3 OUTCOMES EVALUATION WILL MEASURE EFFECTIVENESS
How well did the RESULTS contribute to the realisation of Employment Creation objectives?

4 THE IMPACT EVALUATION WILL MEASURE IMPACT
Who benefited from Employment Creation intervention RESULTS?

DEVELOPMENT CONTEXT PROGRAMME SORT TO CHANGE

- High youth unemployment
- High graduate unemployment
- Long transitions to the labour market
- Low participation of previously disadvantaged groups in the labour market
- Employers less willing to recruit graduates without “applied or occupational competence”

Social science that makes a difference



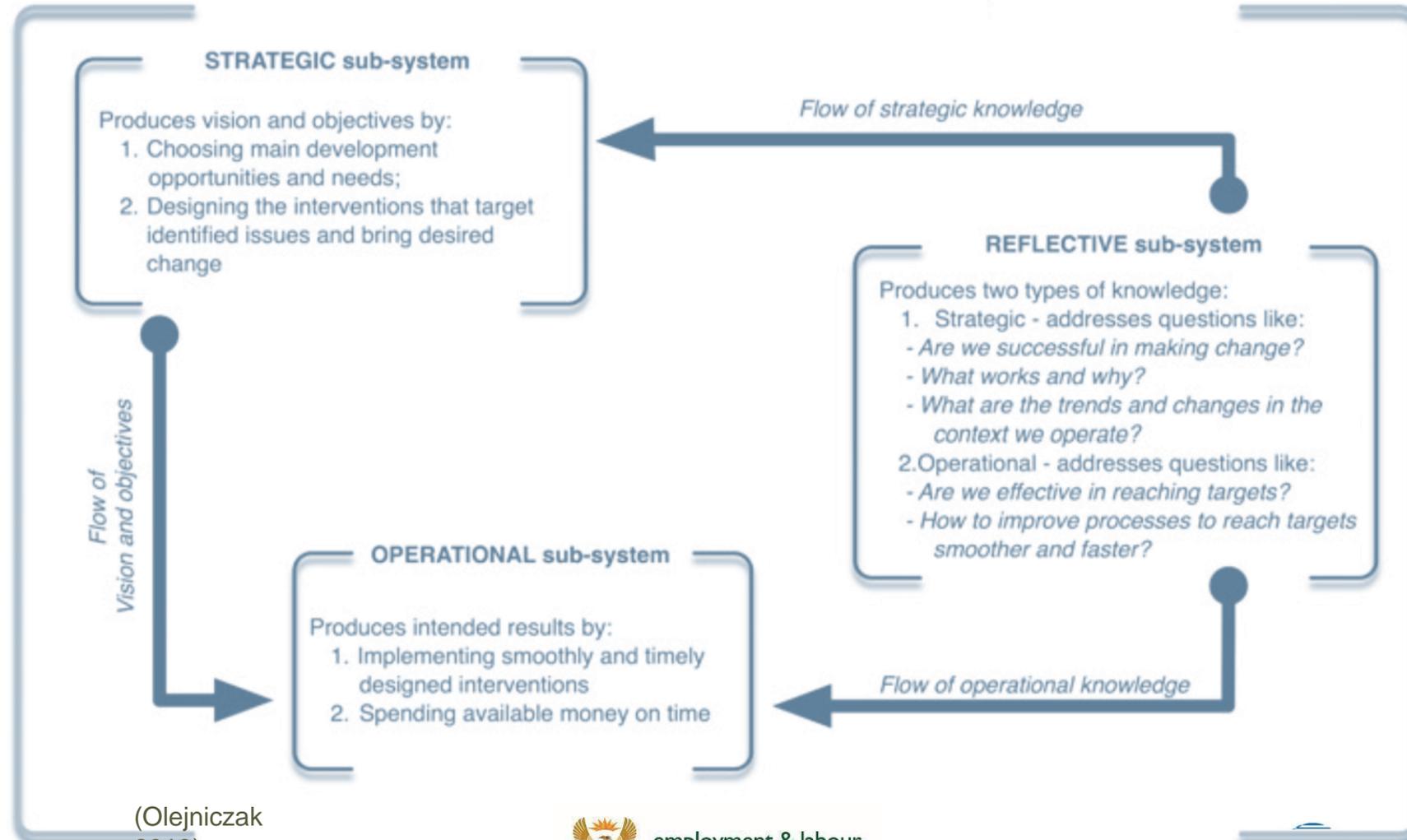
Human Sciences Research Council 2021

Public Policy Evaluations

A Theoretical Framework for Evaluation of Public Policies

SYSTEMS APPROACH: NATIONAL POLICY SYSTEM

- Evaluations are an important part of the national policy system located in the reflective sub-system



(Olejniczak 2013)

Public Policy Evaluations

- Public Policy Evaluations have multiple purposes including to:
 - Demonstrate the *impact of the policy* by measuring the short, intermediate and long term outcomes;
 - Determine whether *changes in outcome can be attributed* directly the policy;
 - *Compare* outcomes of the policies for different “communities”;
 - Compare outcomes of policies for different implementation modalities;
 - Identify relative cost benefit or cost effectiveness of a policy.
- “Policy evaluation uses a range of research methods to systematically investigate the **effectiveness of policy interventions, implementation and processes, and to determine their merit, worth, or value** in terms of improving the social and economic conditions of different stakeholders.” (CDC.n.d)
- Critical to policy evaluation is the need to identify and cluster the policies crafted and to map back implementation strategies to these specific policies.

Policy Evaluations vs Programme

- Although policy evaluation and program evaluation have many similarities, there are some important differences as well. Some of these differences include:
 - The level of analysis required (e.g., system or community level for policy evaluation; program level for program evaluation).
 - The degree of control and clear “boundaries” may be more challenging with policy evaluation.
 - The ability to identify an equivalent comparison community may be more challenging with policy evaluation.
 - The scale and scope of data collection may be greater with policy evaluation.
 - Policy evaluation may require increased emphasis on the use of surveillance and administrative data.
 - The type and number of stakeholders involved may differ.
- Core areas for the policy evaluation:
 - **Policy Content Evaluation** - *Does the content clearly articulate the goals of the policy, its implementation and the underlying logic for why the policy will produce intended change?*
 - **Policy Implementation Evaluation** - *Was the policy implemented as intended? Evaluation of policy implementation can provide important information about the barriers to and facilitators of implementation and a comparison between different components or intensities of implementation.*
 - **Policy Outcome and Impact Evaluation** - *Did the policy produce the intended outcomes and impact? Focus on short term, intermediate and longer term outcomes and impacts.*

OECD (DAC) Criteria for evaluating the outcomes and impact of a policy (1990)

- **Relevance:** - Are the policies are suited to the needs and priorities of the target beneficiaries? Does it contribute to achievement of national priorities?
- **Effectiveness:** Were the policy objectives achieved (results)?
- **Efficiency:** Has the policy translated into implementation? Have the implementation inter Did the policy produce the intended outcomes and impact? roject has delivered its outputs at the least cost.
- **Impact:** Have the intervention implemented positively or negatively affected change (either directly or indirectly, intended or unintended)
- **Sustainability:** Will the benefits accrued from participation in the intervention continue after exposure to the programme has ceased?

Research Methodology

The Evaluation Study

- The reference period for the study includes all policy interventions since democracy in 1994 to 2020.
- School to work Transition Conceptual Framework informed design of the study
- Theory based evaluation informed by a retrospection reconstruction of Theory of Change for youth policies to enhance access to employment
- A mixed methods study with multiple components

Research Methods – Mixed Methods

Rapid Literature Review

- Desktop literature review (government policies, programmes, evaluations and secondary literature) on youth employment in South Africa

A Beneficiary Survey

- A quantitative survey with young people who participated in the various programmes meant to facilitate youth entry into the economy and the labour market

Beneficiary focus groups

- Qualitative focus group discussions with a sample of youth who participated in the selected programmes

Key informant interviews

- Qualitative in-depth interviews with key informants in the sampled programmes.
- To include policy developers, implementors and academic experts in respect of the policies promulgated in respect of youth employment.

Research Methodology cont.

- Study implemented during Covid 19.
- Concern that the findings would not reflect the pre-covid outcomes of policy interventions
- To mitigate this the study included retrospective data from three points
 - Outcomes after the beneficiary had completed an intervention (between 1994 and 2020)
 - Outcomes just before Covid 19 (2018/2019)
 - Outcomes at the time of data collection (2021/2022)
- The study also explored exposure to multiple interventions and explored outcomes in respect of the last intervention (going back historically)

Terminology

- Interventions – education, training, employment etc programmes
- Beneficiaries – those exposed to any intervention
- Non-beneficiaries – not exposed to any intervention
- Study Participants/Respondents – those who participated in the survey
- Most significant intervention – an intervention which had impact on their labour market transition (especially if they participated in multiple interventions)

Realised Sample

Survey Population

Recruited 11,277 potential participants (including participants in multiple programme types)

2,387 Interviews (Consented + Completed) and 87 Non Consents)

Beneficiary and Non-Beneficiary Sample

	Freq.	%
Non-Beneficiary	680	28%
Beneficiary	1711	72%
Total	2391	100%

Realised Sample



A total of 2 386 respondents completed the survey



1 707 were exposed to an Employment and Education Policy intervention



679 had not been exposed to any intervention,

Demographic Profile of Realised Sample

- Sample was largely female (74%)
- Youth (20 – 34 yrs; 25-29 yrs) (69%)
- Achieved matric (39%) (or a higher qualification), 57%
- Black Africans were in the majority (95%)

	Not Exposed	Exposed	Total
Realised Sample	679	1707	2386
Percentage	28%	72%	100%
Gender			
Male	33%	26%	28%
Female	67%	74%	72%
	100%	100%	100%
Age			
20 – 24	37%	26%	29%
25 – 29	35%	43%	41%
30 – 34	17%	24%	22%
35 -39	8%	5%	6%
40 – 44	2%	1%	1%
45 – 49	1%	1%	1%
	100%	100%	100%
Education			
Some Primary	-	-	-
Some Secondary	15%	4%	7%
Matric/Grade 12	56%	39%	44%
TVET certificate	13%	18%	17%
University certificate or diploma	8%	17%	15%
University degree/masters/PhD	8%	22%	18%
	100%	100%	100%
Race			
African/Black	93%	96%	95%
Coloured	6%	3%	4%
Indian/Asian	.5%	.5%	.5%

Socio-Demographic Profile of Study Respondents

Beneficiary and Non-Beneficiary Respondents

RESPONDENT PROFILE

(Refer to Fieldwork Report, 2022)

- **Race**

- 95% Black/African;
- 4% Coloured

- **Persons with disability** – 2%-total of 40= 27 were beneficiaries, whilst 13 were non-beneficiaries

- **Spatial Location**

- Largest number from GP (26%), KZN (22%) & EC (17%)
- Fewest from NC (2%), FS (4%) & WC (5%)

- **Nationality**

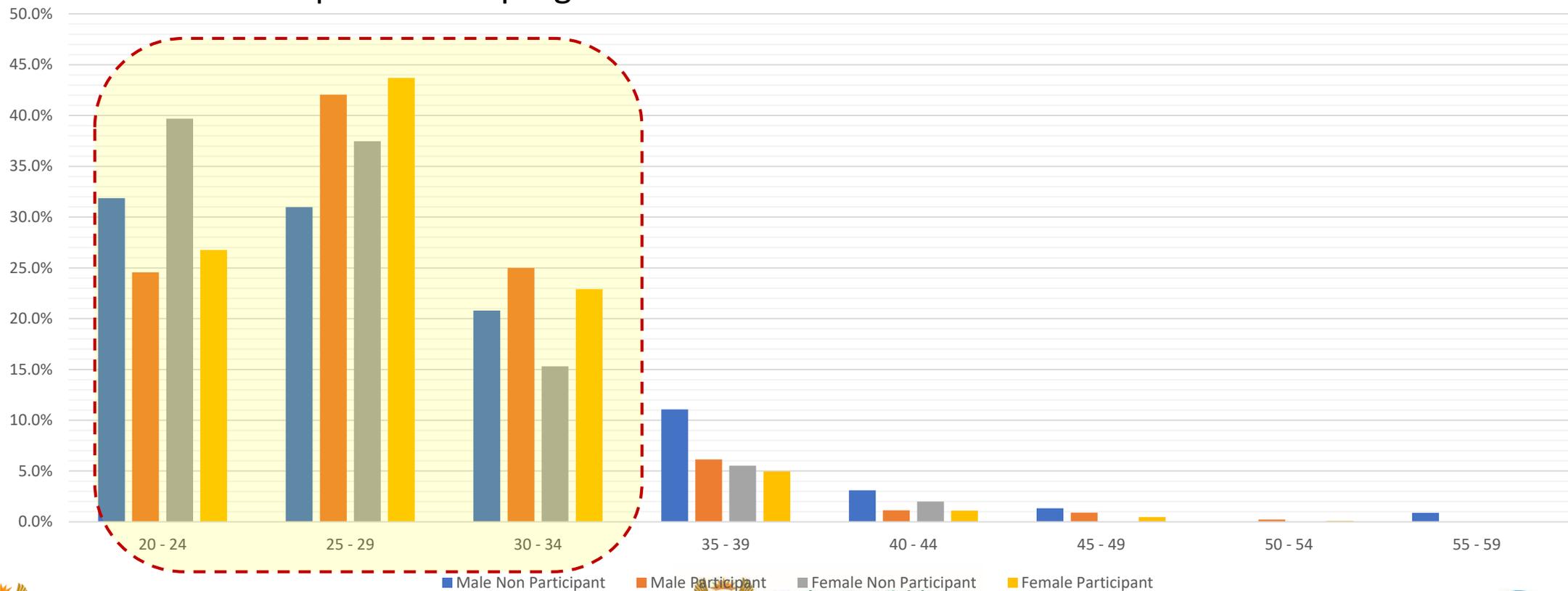
- only 2 respondents were non-South Africans

- **Period of Participation**

- 6.5% between 1994 - 2009
- 13.5% between 2010-2014
- **80% between 2015 – 2020**

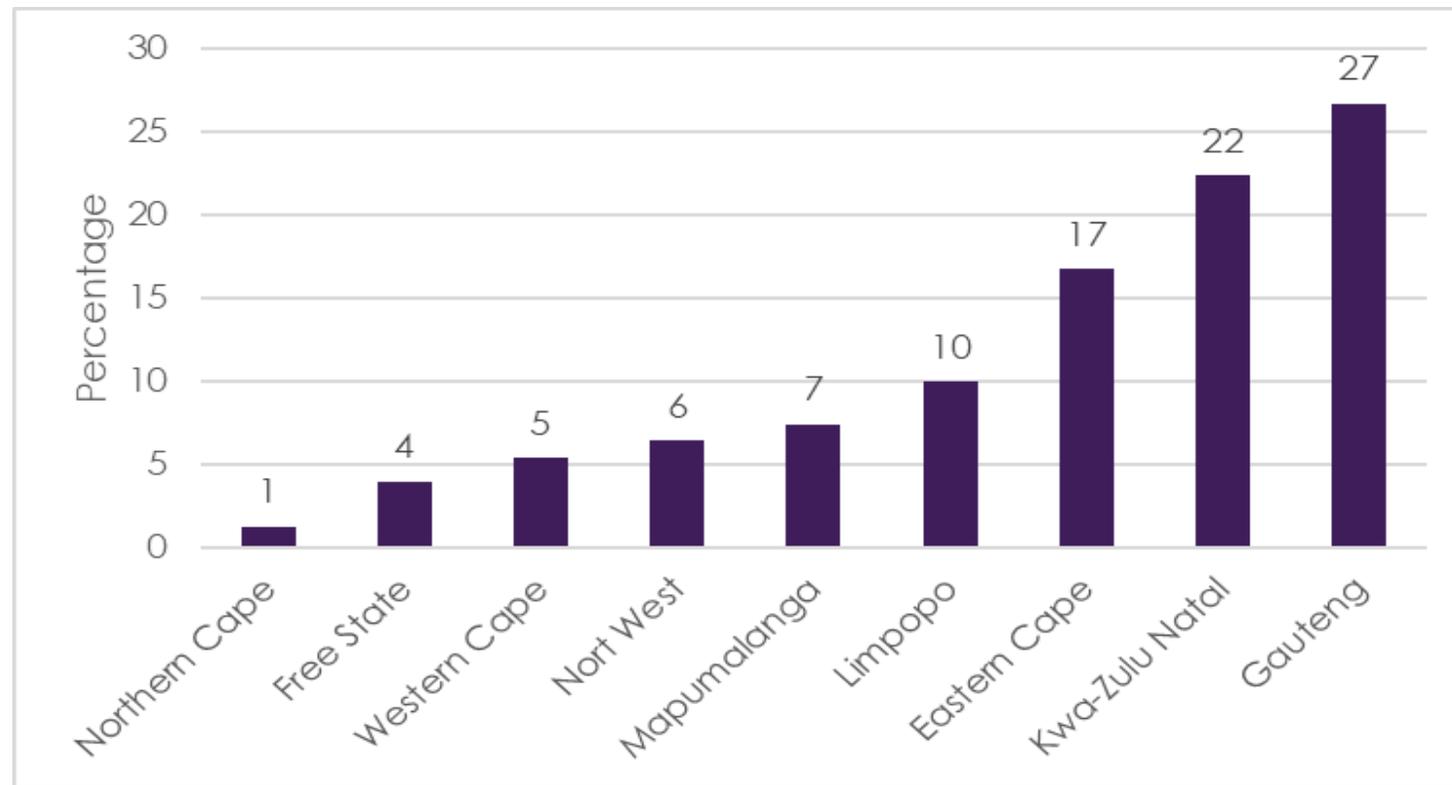
Respondent Demographics: Age and Gender

- Sample predominantly female (72%) & aged between 20 and 34 years. 70% - 20-29 yrs, 41% 25 -39 yrs
- 74% who had exposure to a programme intervention were female vs 57% who were non-beneficiaries



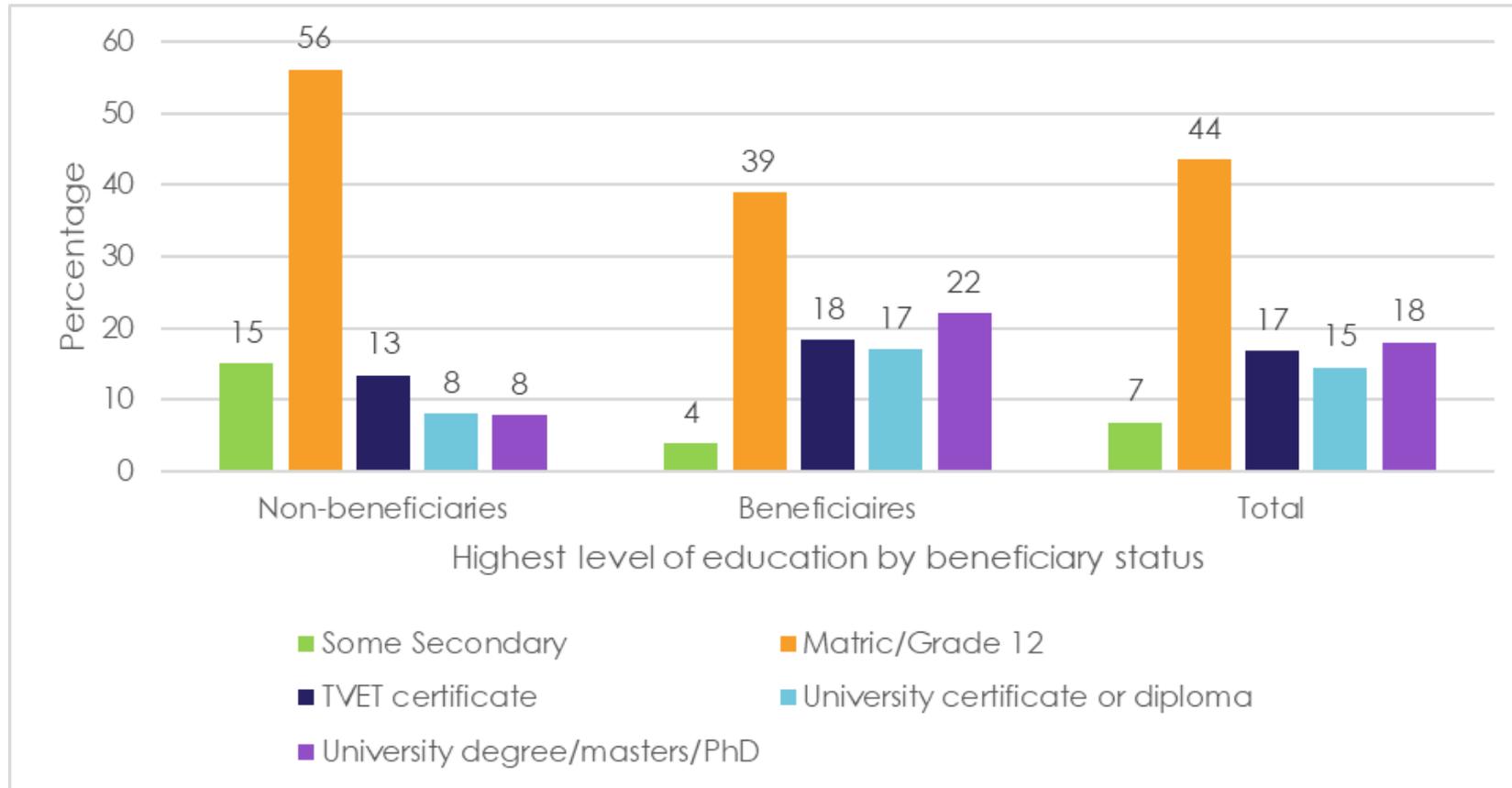
Respondent Distribution by Province

- Highest number of respondents were from GT (673), followed by KZN (533), EC (399) and LP (238)



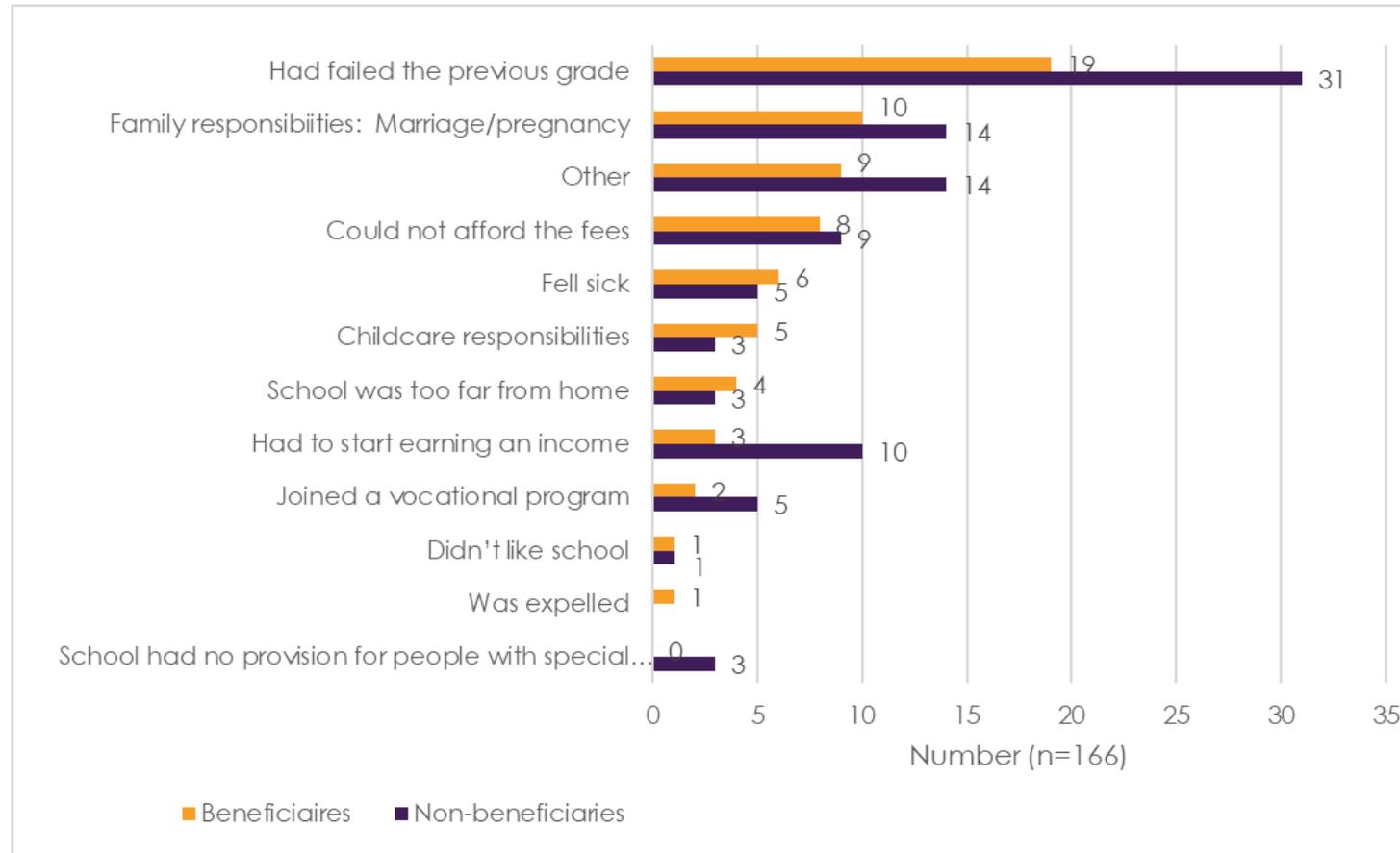
RESULTS

Programme Participation by Highest Level of Education attained (n = 2386)



Source: HSRC DoEL Survey 2021/22

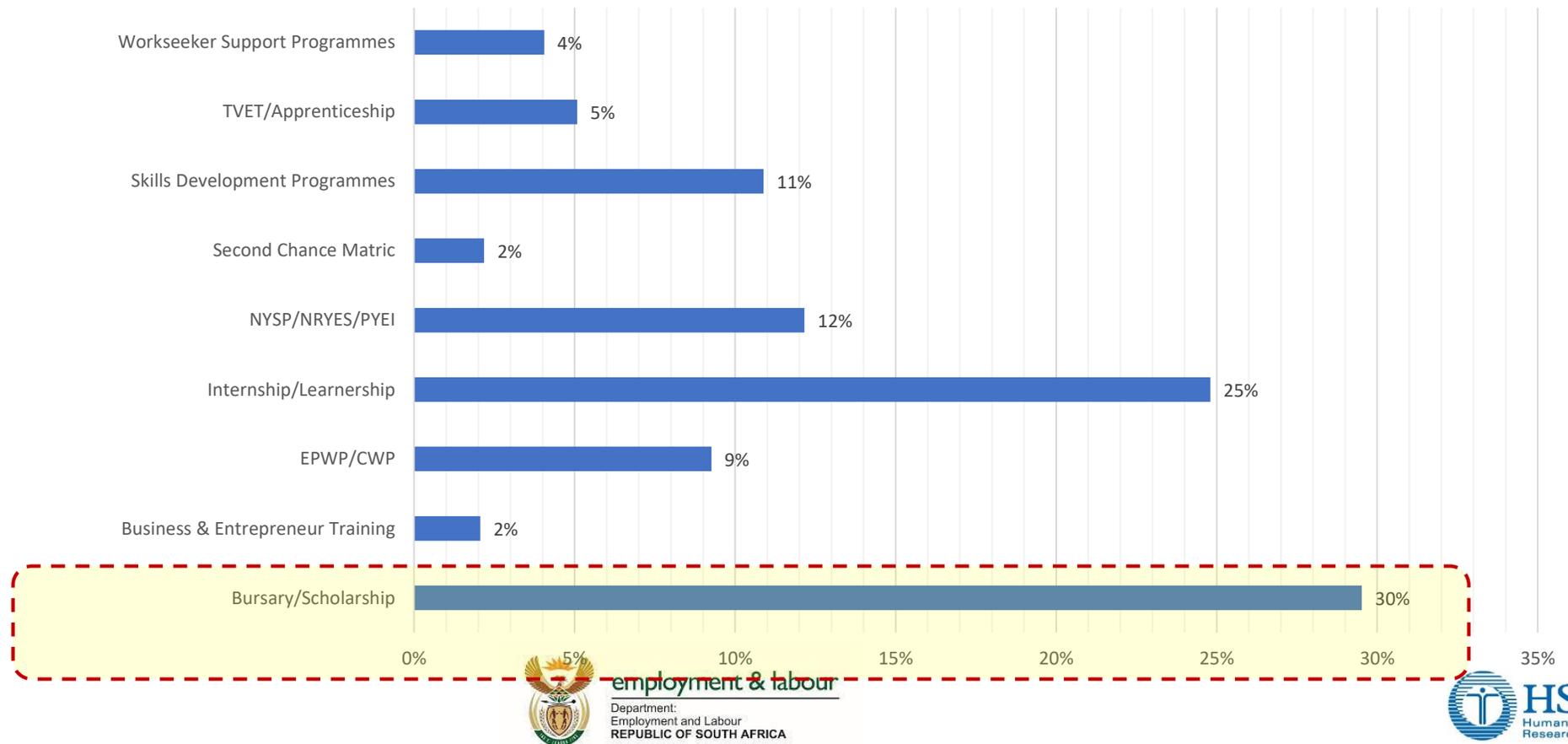
Reasons for limited or no formal education among respondents with primary or secondary schooling (n= 166)



Source: HSRC DoEL Survey 2021/22

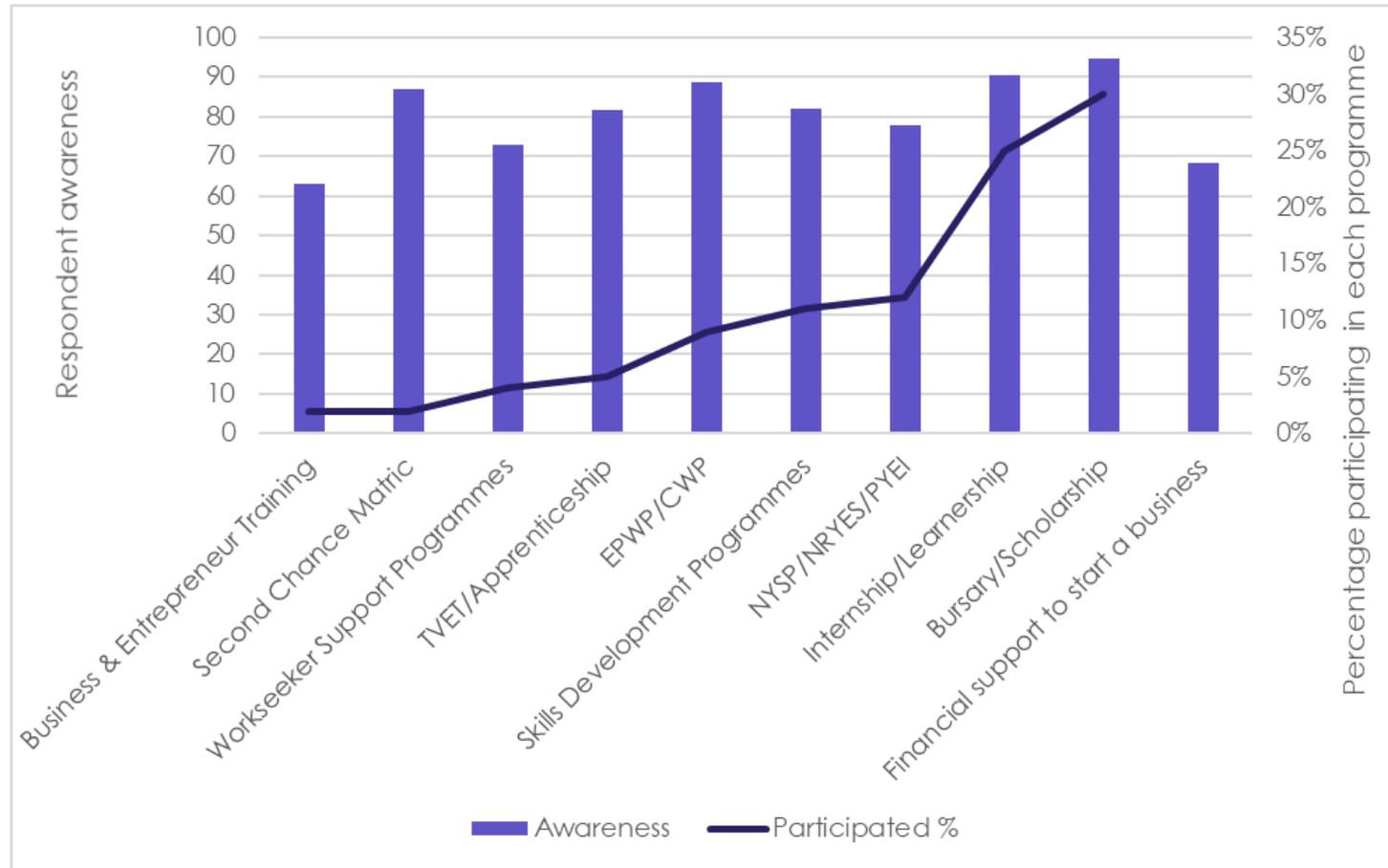
Respondents by Exposure to Type of Intervention

Approximately a third (31%) had received a Bursary or Scholarship.
Fewest received Financial Support to start a business (1%).



Awareness of Policy Interventions to enhance access to the labour market for youth

Comparing awareness of Programme Interventions to participation in the intervention (n = 2386)

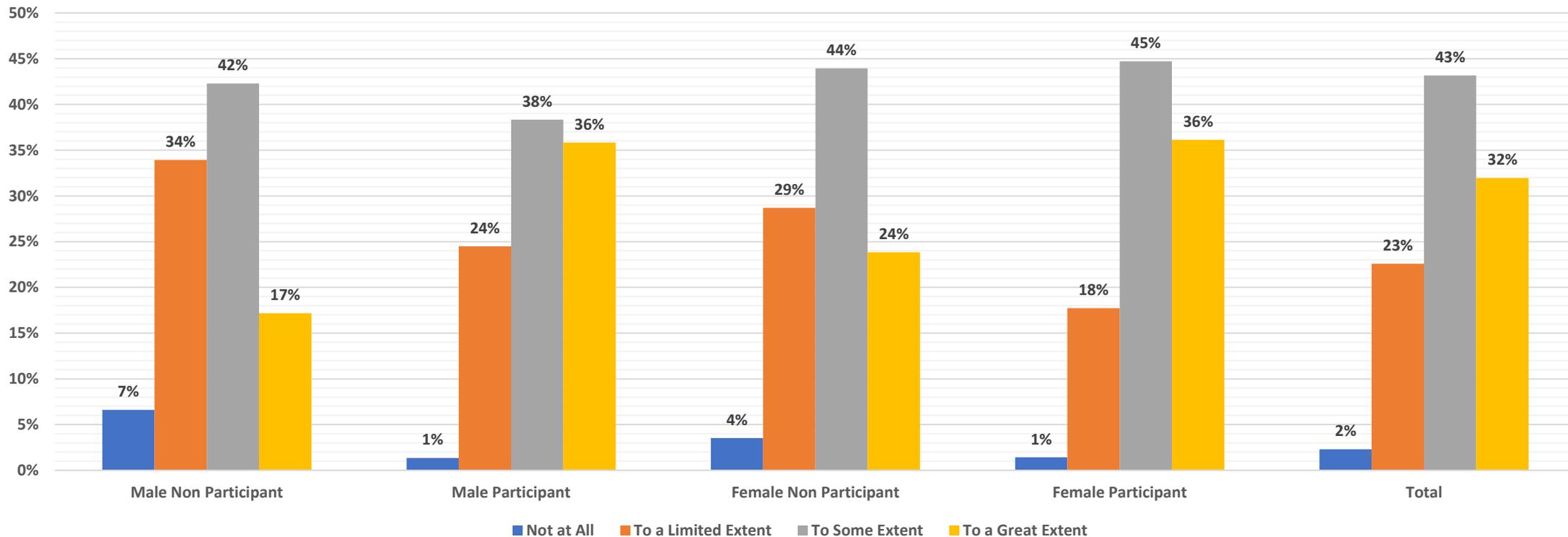


High levels of awareness does not translate to high levels of participate. Other factors serve as barriers to participation

Source: HSRC DoEL Survey 2021/22

Accessibility of information about Interventions

- A negligible proportion felt that the information about interventions is not readily available.
- 75% indicated that the information is to some or great extent easily accessible, 23% said to a limited extent.



Source of information about intervention by type of intervention (n = 1651)

	<i>Education institution</i>	<i>Friends and family</i>	<i>Government Vacancy Listings</i>	<i>Internet (e.g., Career24, Indeed, etc.)</i>	<i>Newspapers</i>	<i>Other, please specify</i>	<i>Place of employment</i>	<i>Radio</i>	<i>Social Media Platforms</i>	<i>Total</i>
Bursary or Scholarship	54%	15%	1%	11%	1%	1%	0%	7%	10%	100.00%
Internship/Learnership	18%	22%	7%	17%	3%	4%	2%	2%	25%	100.00%
Skills Development Programme	10%	34%	1%	13%	5%	3%	1%	5%	28%	100.00%
NYSP/NYRES/PYEI	7%	15%	2%	25%	1%	3%	1%	1%	45%	100.00%
EPWP/CWP	4%	46%	11%	10%	3%	7%	2%	3%	14%	100.00%
TVET	23%	31%	0%	14%	0%	3%	2%	4%	23%	100.00%
Second Chance Matric/ABET	36%	39%	3%	3%	0%	8%	0%	0%	11%	100.00%
Business Mgt & Entrepreneur Training	9%	23%	12%	15%	0%	6%	0%	3%	32%	100.00%
Work Seeker Support	5%	16%	0%	9%	2%	19%	0%	0%	49%	100.00%

Source: HSRC DoEL Survey 2021/22

Respondents Awareness of Interventions by education level

- Percentages ranged between 70% to a 100%, with the exception of those with some secondary education (57%) and some primary education.

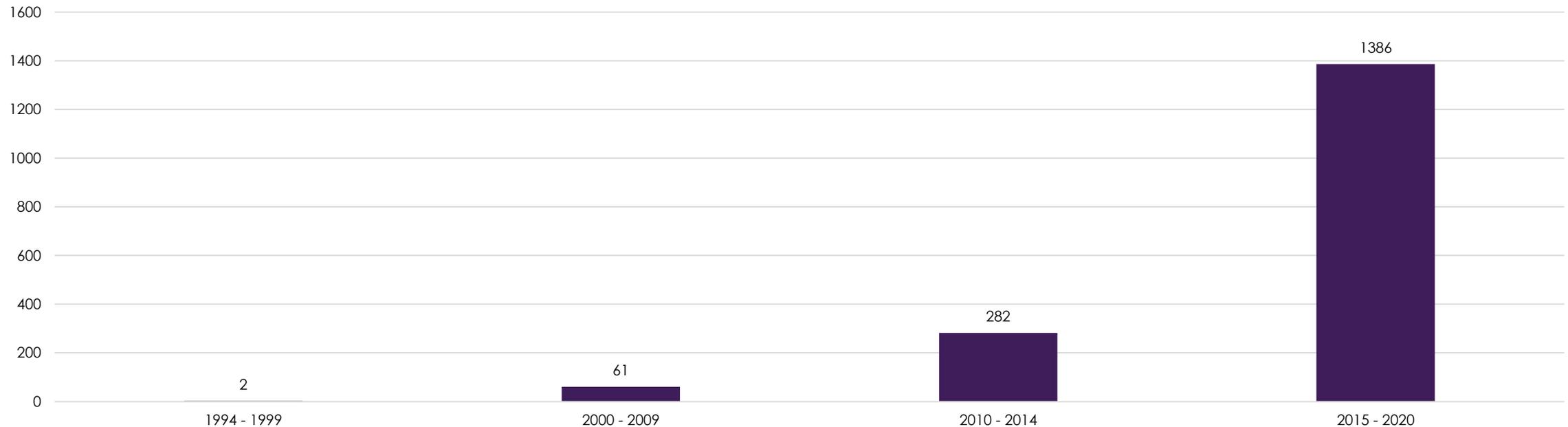
	Some Primary	Some Secondary	Matric/Grade 12	TVET certificate	Univ cert/dip	University degree/MA/P hD	Other	Total
Not at All	0%	9%	3%	1%	2%	1%	0%	2%
To a Limited Extent	0%	35%	21%	20%	22%	26%	0%	23%
To Some Extent	50%	38%	44%	50%	38%	42%	0%	43%
To a Great Extent	50%	18%	33%	29%	38%	31%	100%	32%
Total	100%	100%	100%	100%	100%	100%	100%	100%

Nature and Extent of Exposure to Policy Interventions

Reported intervention exposure, Programme intervention by comparison (EPP % non-EPP beneficiaries/groups)

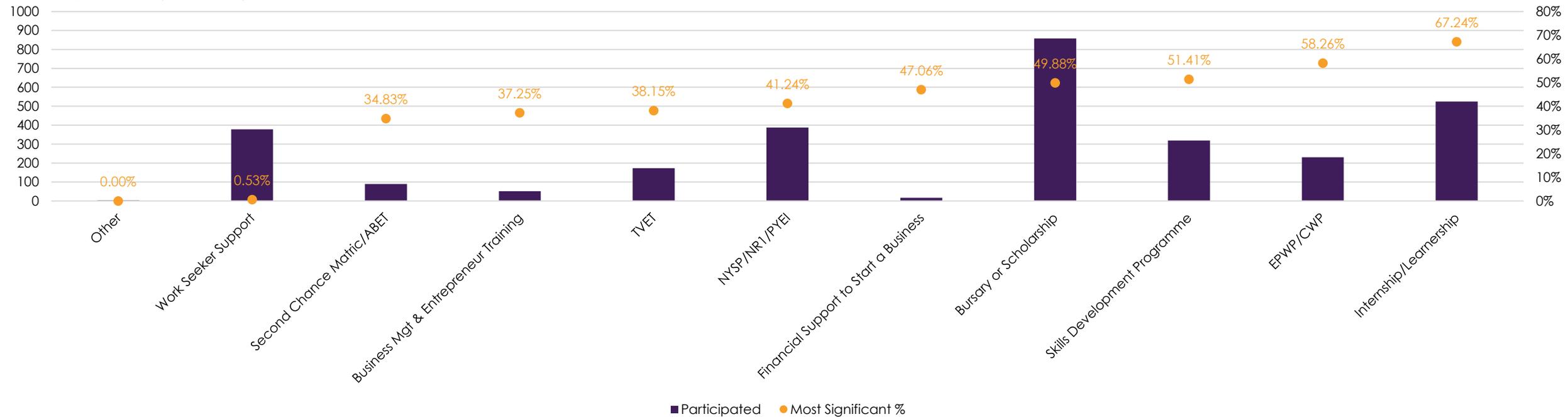
Period of Exposure to Policy Interventions: 1994 and 2020

- Some respondents participated in more than one intervention, therefore the number of responses does not equate total number of survey respondents
- Majority of respondents participated in interventions post 2015



Exposure to Intervention and most Significant Intervention (n = 1707)

The strongest performing “most significant intervention” reported by 67.2% of respondents was Internships/learnerships. This was followed by EPWP/CWP (58.2%), Skills Development Programme (51.4%), bursary or scholarship (49.9%) and Financial Support to start a business (47.1%). The weakest relative interventions are Work Seeker Support (0.5%) and Second Chance Matric/ABET (34.8%).



Reasons for Participating in an Employment Intervention by Most Significant Programme (multiple response)

	Improve Skills	Improve Education	Get a qualification	Earn an income	Gain work experience
Bursary or Scholarship	42%	45%	83%	22%	29%
Internship/ Learnership	72%	36%	53%	53%	81%
Skills Development Programme	79%	27%	37%	32%	57%
NYSP/ NYRES/ PYEI	52%	16%	14%	74%	66%
EPWP/ CWP	44%	7%	13%	75%	56%
TVET	46%	30%	60%	19%	33%
Second Chance Matric/ ABET	28%	42%	14%	16%	17%
Business Mgt & Entrepreneur Training	71%	27%	27%	29%	53%
Work Seeker Support	30%	5%	5%	21%	27%

Source: HSRC DoEL Survey 2021/22

Perceived Relevance of the Most Significant Intervention: Positive Participation Bias

	Not relevant or Limited relevance	Fairly relevant	Relevant or very relevant
Bursary or Scholarship (n=539)	7%	18%	75%
Internship/Learnership (n=425)	5%	14%	81%
Skills Development Programme (n=199)	7%	15%	78%
NYSP/NYRES/PYEI (n=201)	9%	14%	77%
EPWP/CWP (n=153)	9%	24%	68%
TVET* (n=86)	4%	9%	87%
Second Chance Matric/ABET* (n=39)	18%	10%	72%
Business Mgt & Entrepreneur Training* (n=31)	13%	7%	81%
Financial Support to start a business* (n=10)	30%	0%	70%
Work Seeker Support* (n=67)	27%	9%	64%

Note: Sample size of less than a 100 for these programmes given a limited number of participants noted the programme to be significant towards finding employment.

Source: HSRC DoEL Survey 2021/22

Work Seeking Methods and Duration

Job Search Approaches

Job Search Duration

Job Searching Approaches

- Different methods and effort of job searching have different outcomes
- We evaluated the job seeking methods used by respondents by their *most significant intervention* (self-reported)



Job Searching Approaches

Most common

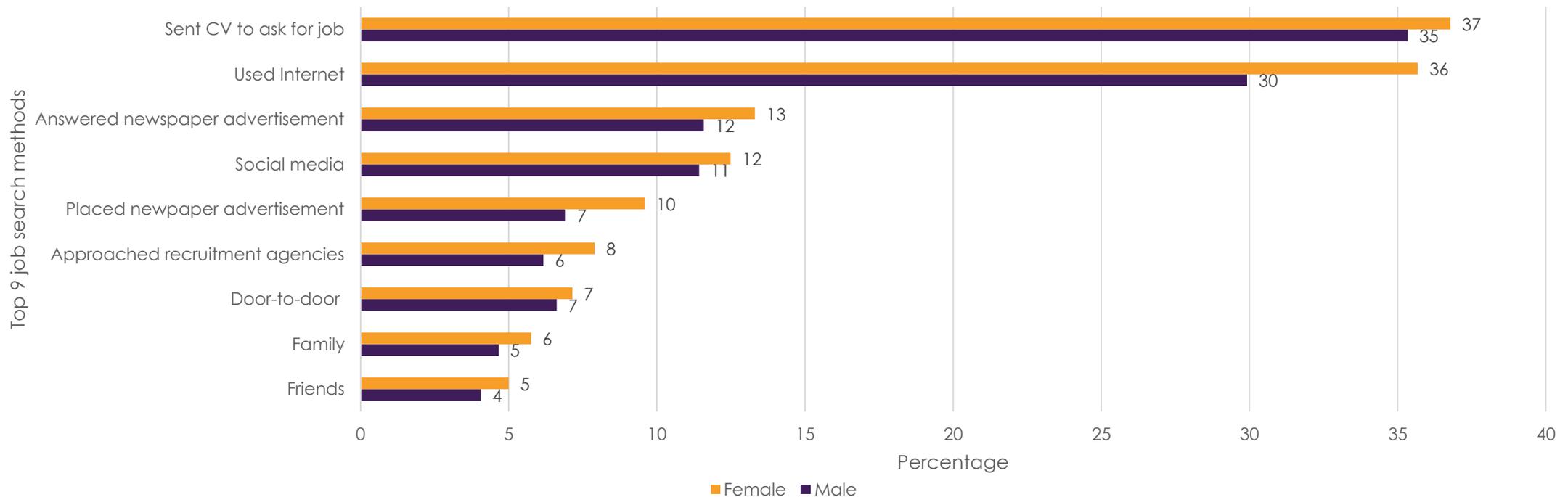
- Responding to a job advert (n = 1084)
- Submitting CV to prospective employer (n = 1064)
- Reliance on social networks (n = 425)
- Walking door-to-door (n = 417)

Least common

- Councillor providing information on job opportunities (n = 122)
- Placing adverts or flyers regarding respondents' services on notice boards or in post-boxes (n = 72)

Job Search Methods by Gender (n = 2386)

- The most popular job search methods remain the same as those mentioned by gender namely sending out a CV, using the internet, responding to a newspaper advertisement, or using social media.

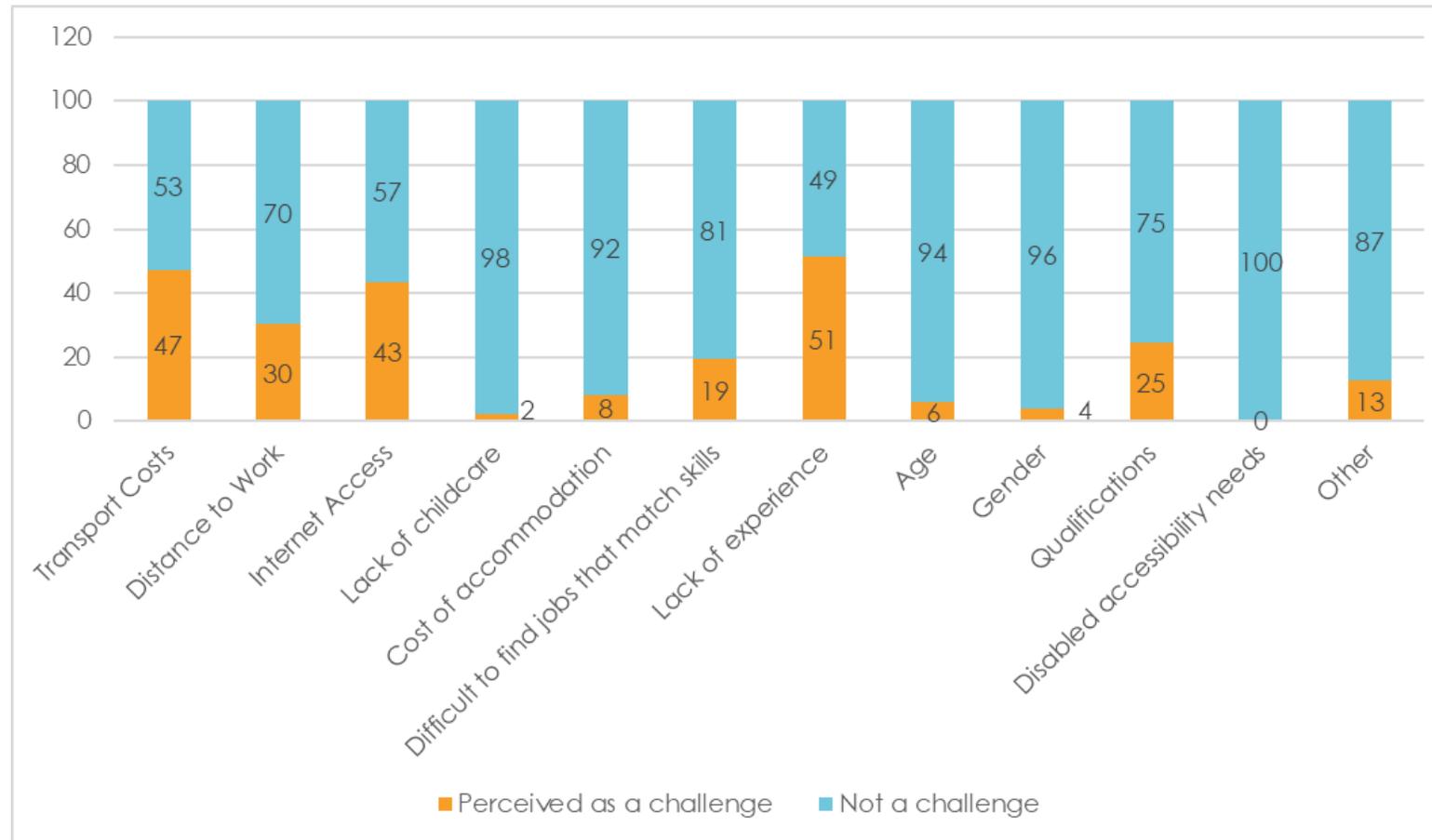


Other Approaches to Job Searching

- Online searching is prominent
 - E.g., Surfing the Internet; platforms such as SA Youth, Harambee, and the Moyo Messenger app; Social media platforms
- Registration on online database reported
- Reducing data costs could be key

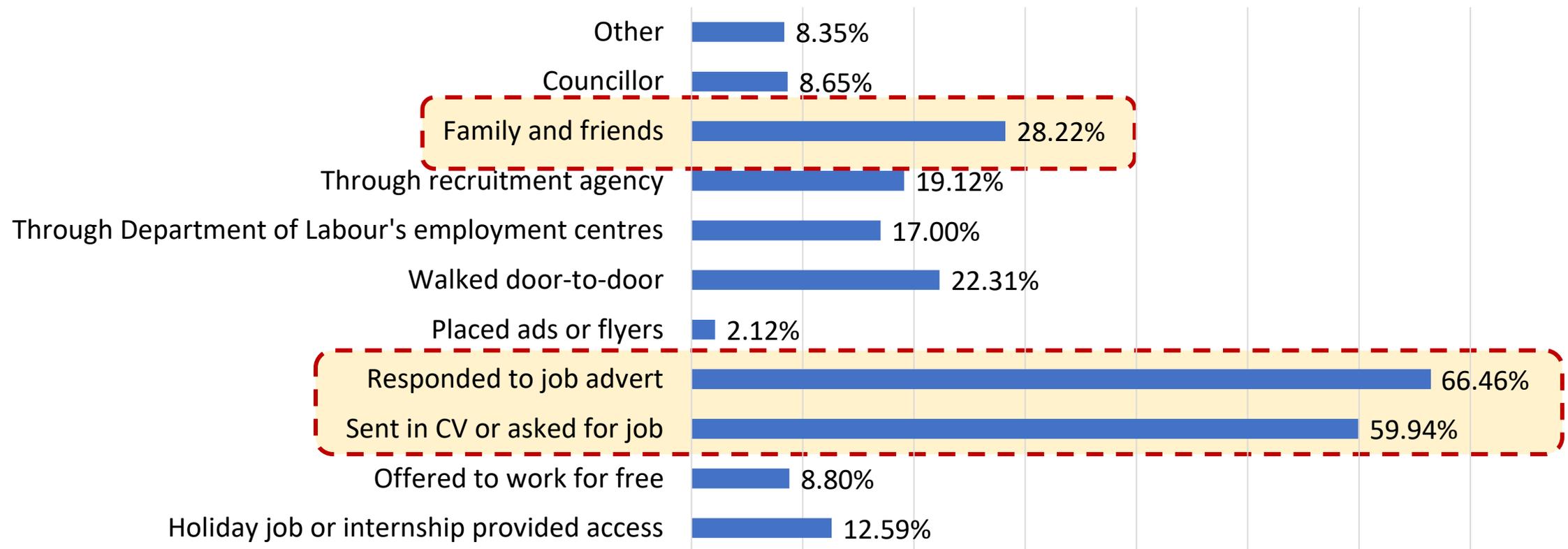


Challenges finding Work (n = 1707)

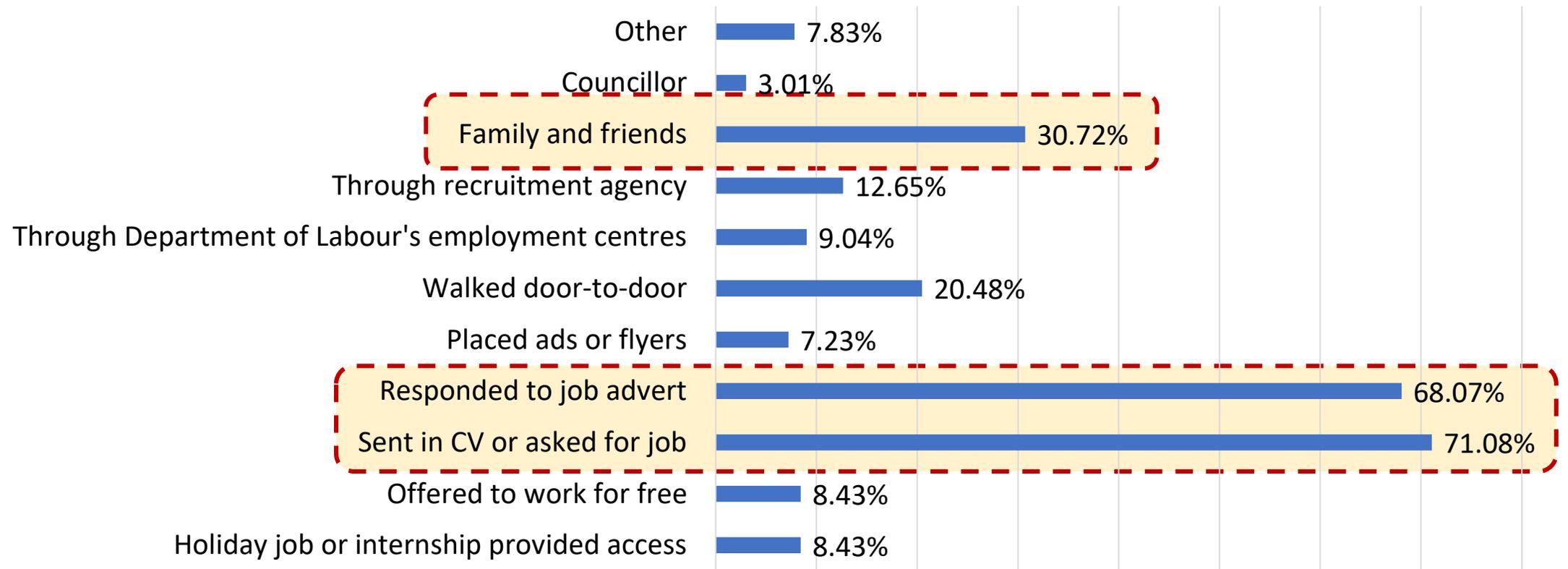


Source: HSRC DoEL Survey 2021/22

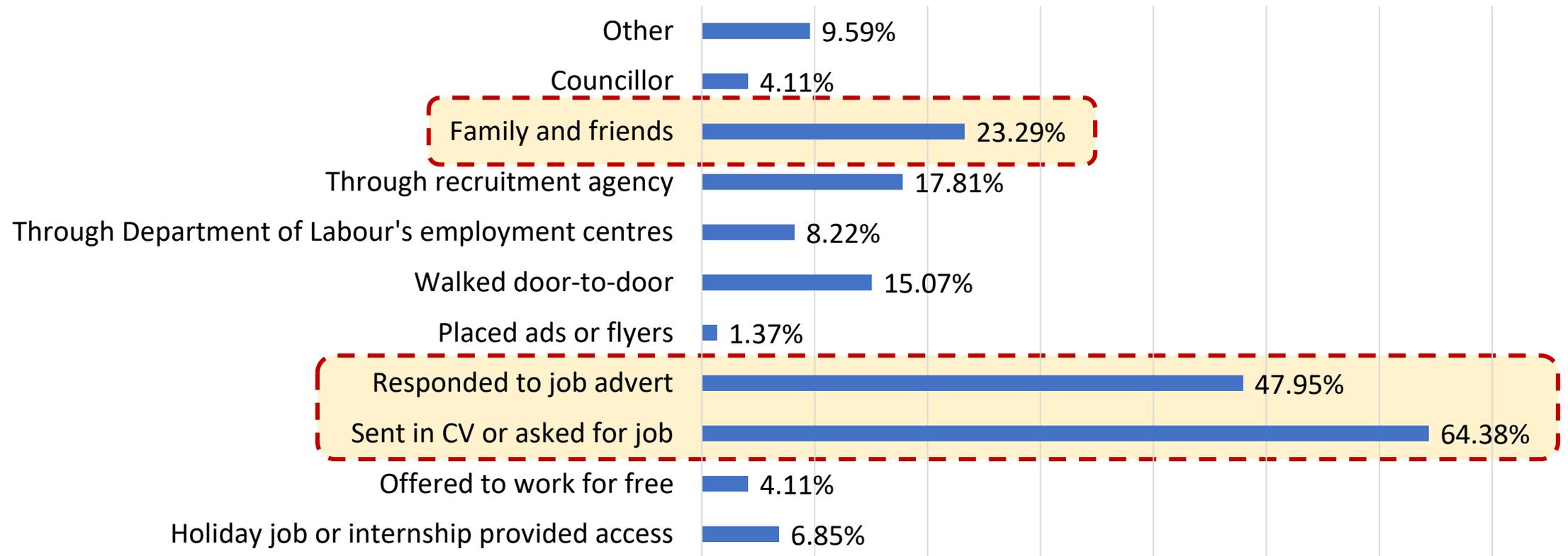
Methods of Seeking Work by Employed Beneficiaries (n = 659)



Methods Seeking Work by Self-Employed Beneficiaries (n = 166)



Methods Seeking Work by Full-Time Studying Beneficiaries (n = 73)

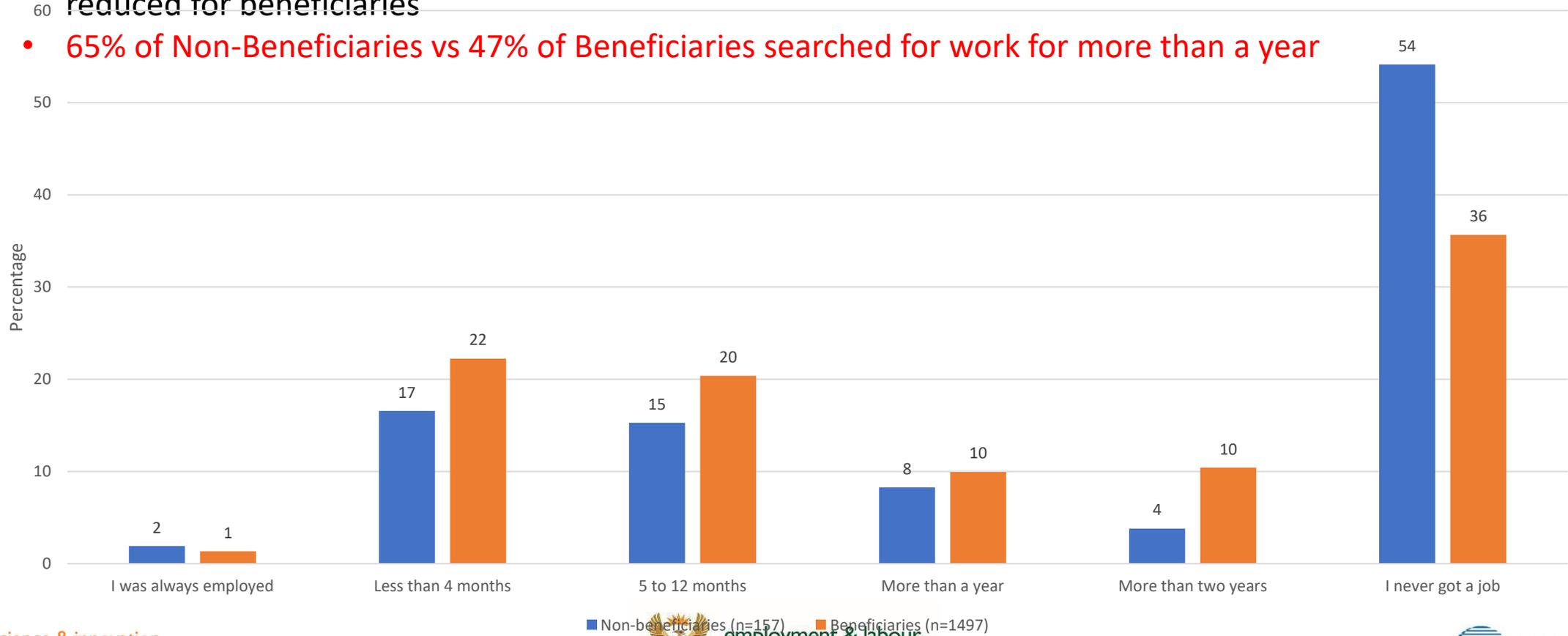


Methods Seeking Work by Unemployed Beneficiaries (n = 809) Non-Beneficiary (n=332)

	n: Beneficiary	n: Non-Beneficiary	n: Total	%: Beneficiary	%: Non-Beneficiary	%: Total
Mailed, Faxed, Email my CV to Companies	608	260	868	75%	78%	76%
Placed Newspaper Advert Looking for a Job	154	57	211	19%	17%	18%
Searched for jobs using the Internet	597	216	813	74%	65%	71%
Made enquiries at workplaces, farms, factories, shops	79	18	97	10%	5%	9%
Registered with a Private Employment Agency	82	26	108	10%	8%	9%
Approached the Department of Labour Employment Office	117	26	143	14%	8%	13%
Approached Recruitment Agencies	128	49	177	16%	15%	16%
Approached Labour Brokers	16	8	24	2%	2%	2%
Offered to work for free	23	7	30	3%	2%	3%
Gone from door-to-door, looking for work	114	53	167	14%	16%	15%
Waited at the side of the road	2	5	7	0%	2%	1%
Asked Family, Relatives for Assistance	95	35	130	12%	11%	11%
Asked Friends for Assistance	82	31	113	10%	9%	10%
Asked NGOs/Govt bodies dealing with Special Needs for Assistance	40	6	46	5%	2%	4%
Used Social Media	218	73	291	27%	22%	26%
Did Nothing		1	1	0%	0%	0%
Other	17	1	18	2%	0%	2%
Answered newspaper advertisement	244	62	306	30%	19%	27%
	809	332	1141	100%	100%	100%

Job Search Duration

- While the majority of respondents were unsuccessful in finding employment, this was substantially reduced for beneficiaries
- **65% of Non-Beneficiaries vs 47% of Beneficiaries searched for work for more than a year**



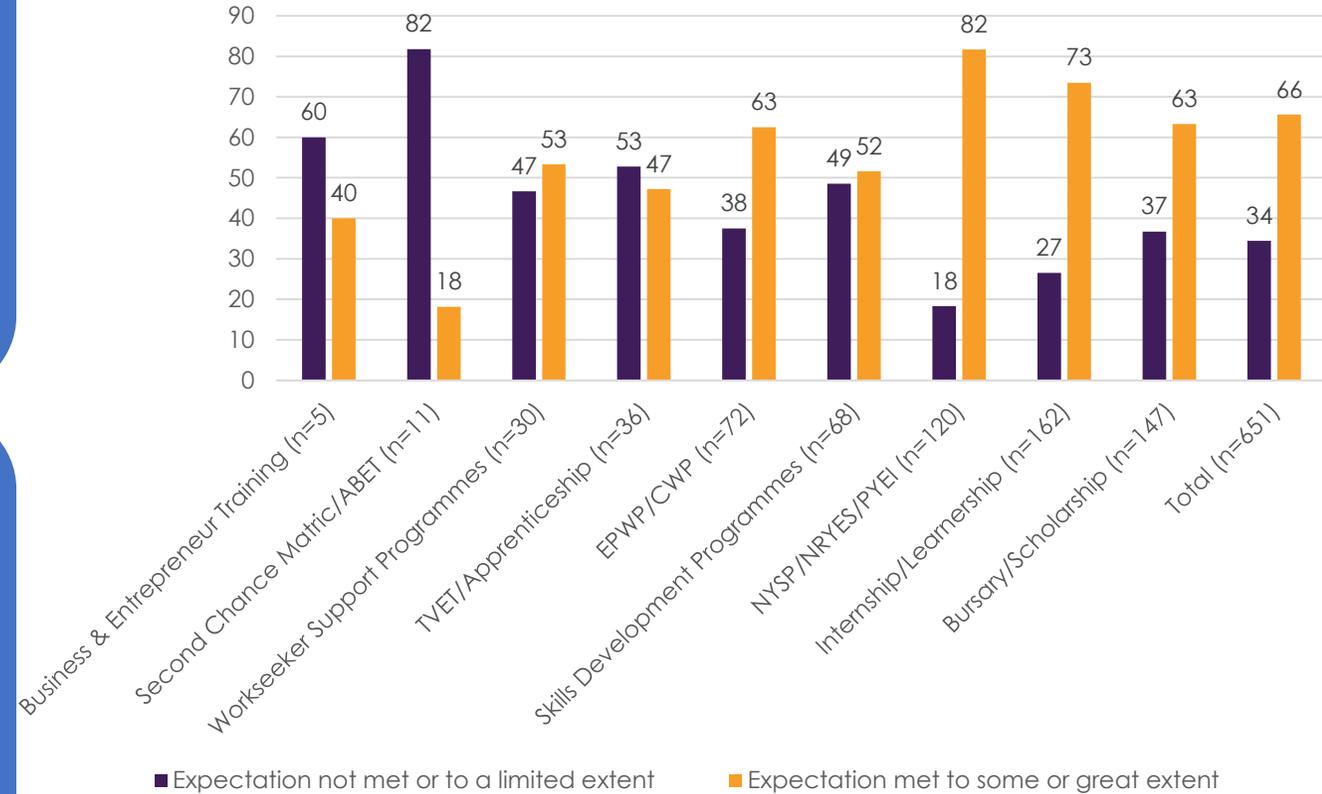
Perceived benefits of intervention

Beneficiary Responses

Career Expectations Met Following Intervention Exposure

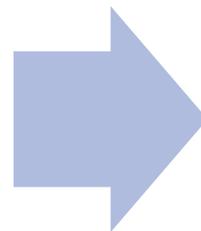
Respondents were asked whether their career expectations were met after completing one or more programme interventions

NYSP/NYRES/PYEI reported the greatest percentage of respondents who believed the interventions had met the career expectations to some or a great extent (82%).



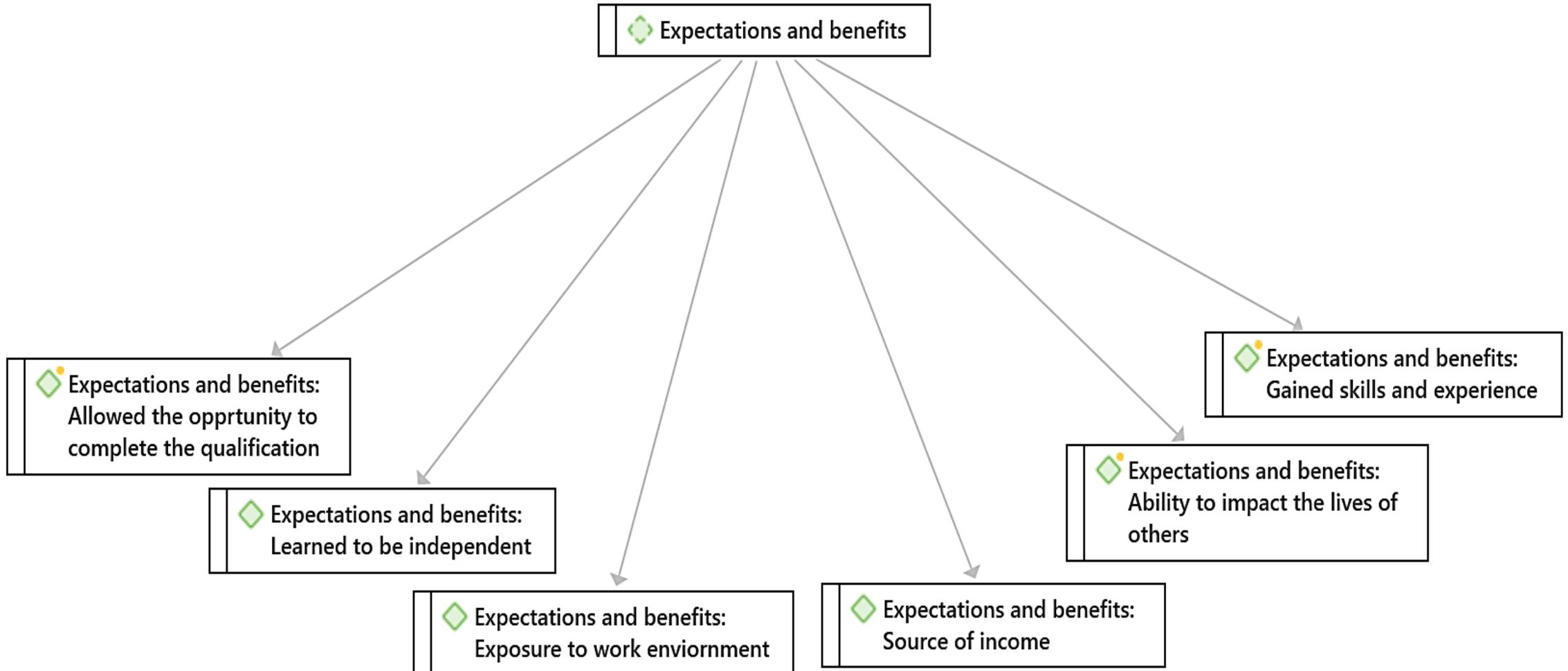
Extent to which Career Expectations met following Intervention Exposure

Bursaries or Scholarships,
Internships/ Learnerships,
Skills Development
Programmes, EPWP/ CWP
and TVET Beneficiaries



More than 50% of
respondents indicated
that the intervention met
their career expectations
to some or a great extent

REALISATION OF EXPECTATIONS ARISING FROM EXPOSURE TO A LABOUR MARKET ENHANCING INTERVENTIONS



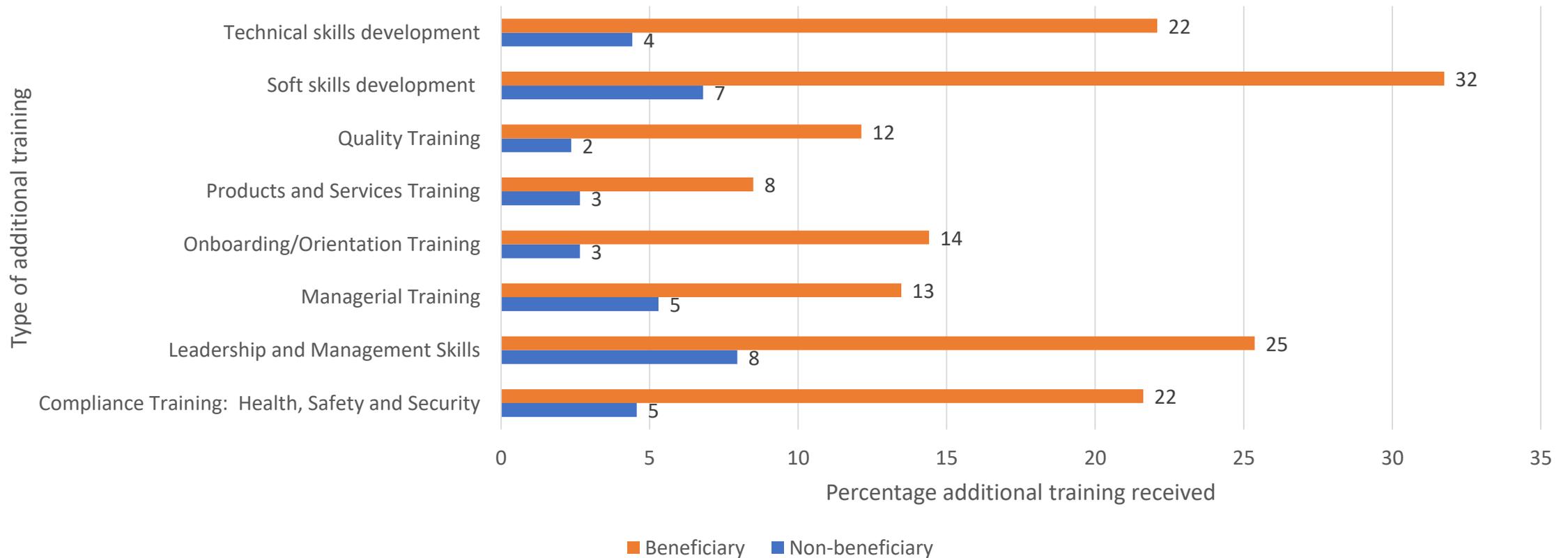
Exposure to Skills Training and Development

Skills for the Future

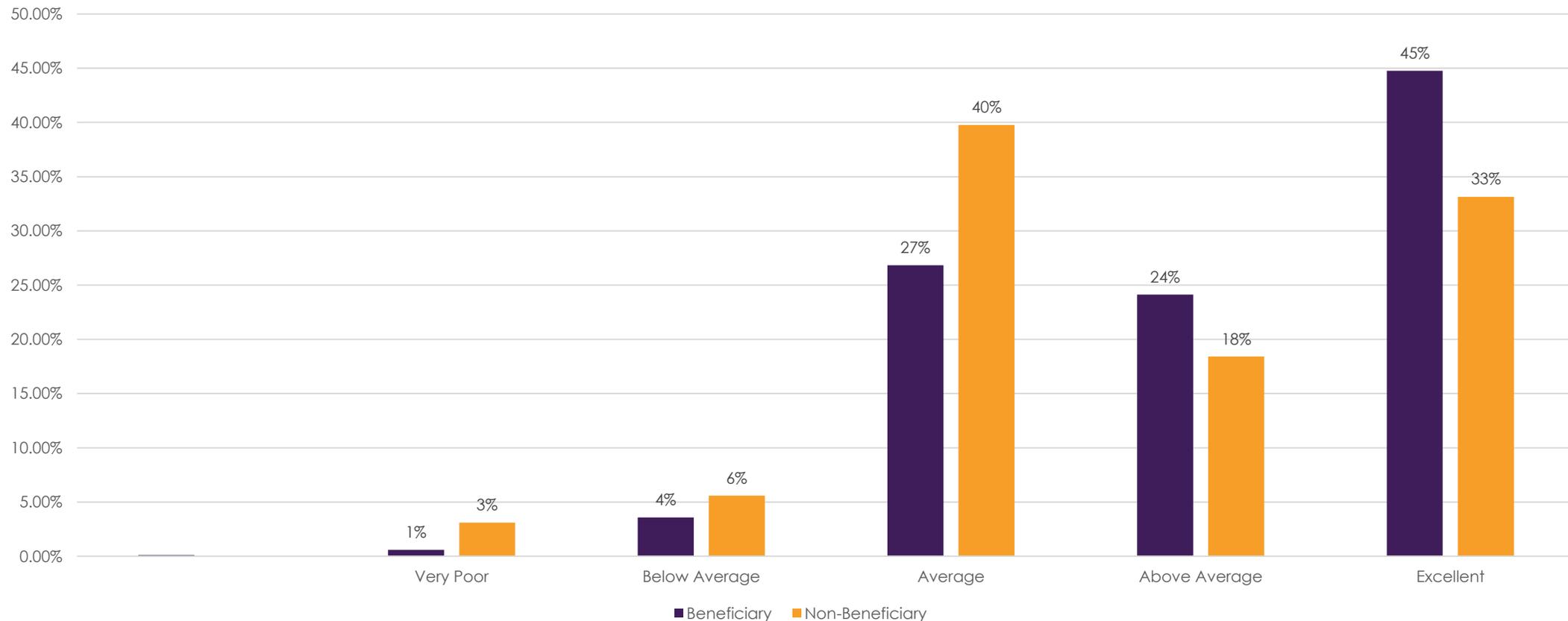
Exposure to Training and Skills Development by Type of Intervention participated in

	Not Applicable	No	Yes	Total	
Bursary/Scholarship	63%		41%	22%	30%
Business & Entrepreneur Training	0%		2%	2%	2%
EPWP/CWP	0%		13%	7%	9%
Internship/Learnership	0%		10%	34%	25%
NYSP/NRYES/PYEI	13%		14%	11%	12%
Second Chance Matric	6%		4%	1%	2%
Skills Development Programmes	0%		5%	14%	11%
TVET/Apprenticeship	0%		4%	6%	5%
Workseeker Support Programmes	19%		7%	2%	4%
Total	100%		100%	100%	100%

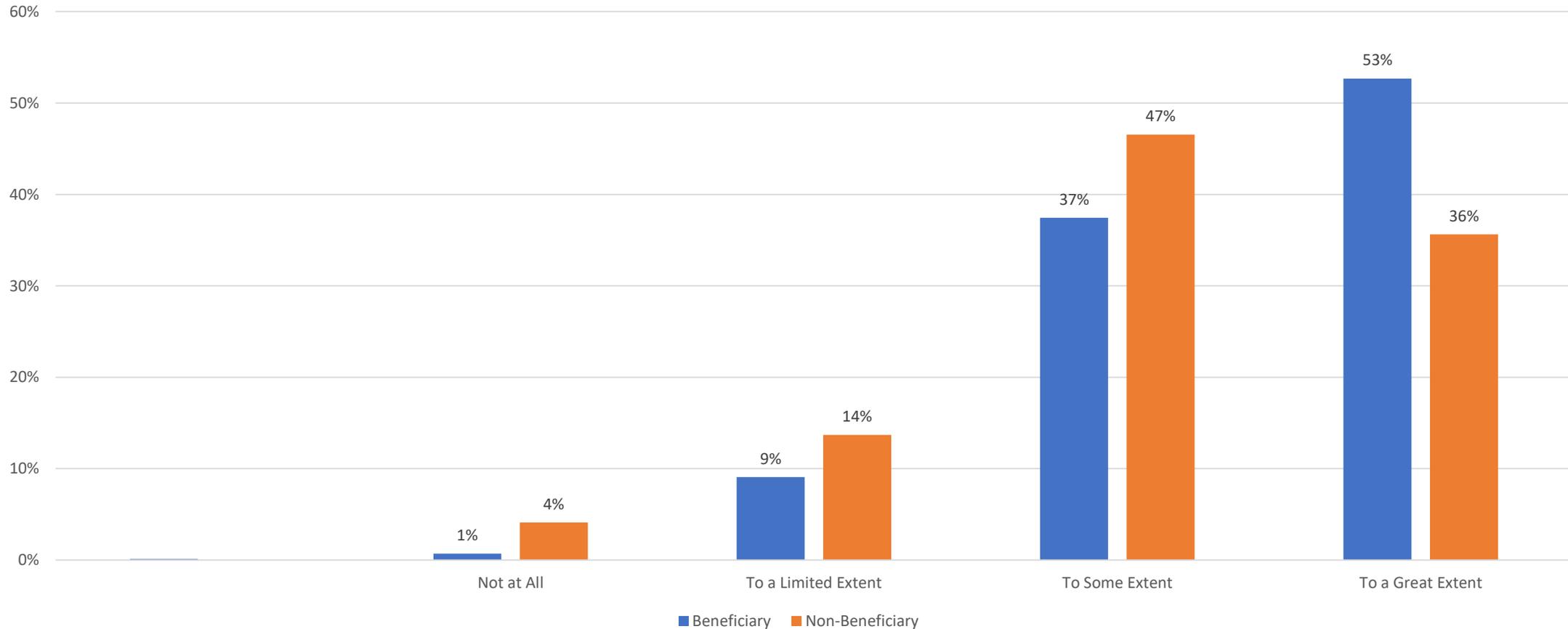
Nature of Training and Skills Development Exposure by Beneficiary Status



Beneficiary Self-Rated Level of Digital Skills Competence by Beneficiary Status (n=2384)



Perceptions of digital skills competence for work in a technology intensive economy



Labour Market Status

At the Time of the Interview (2021/22)

RESPONDENTS LABOUR MARKET DESTINATION

(at the time of interview)

- 47% Unemployed
- 14% in a full-time employment
- 24% have part-time employment
- 10% are self-employed
- 6% full-time studying

	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed
As at the Last Intervention	11.36%	4.94%	35.34%	5.61%	42.75%
Three Years Ago (2018/19) PreCovid	12.30%	29.41%	32.57%	3.16%	22.55%
Current (During Survey, 2021/22)	14.35%	4.28%	24.25%	9.72%	47.39%

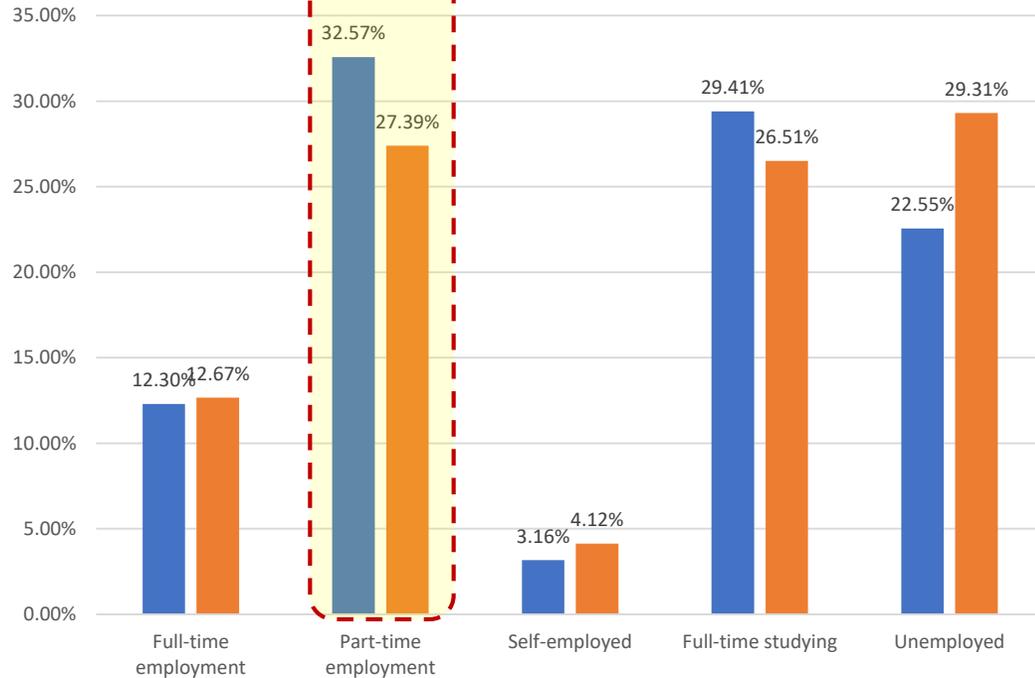
Trends in Youth Labour Market Transitions

Movement into and out of the labour market between 2018 & 2022

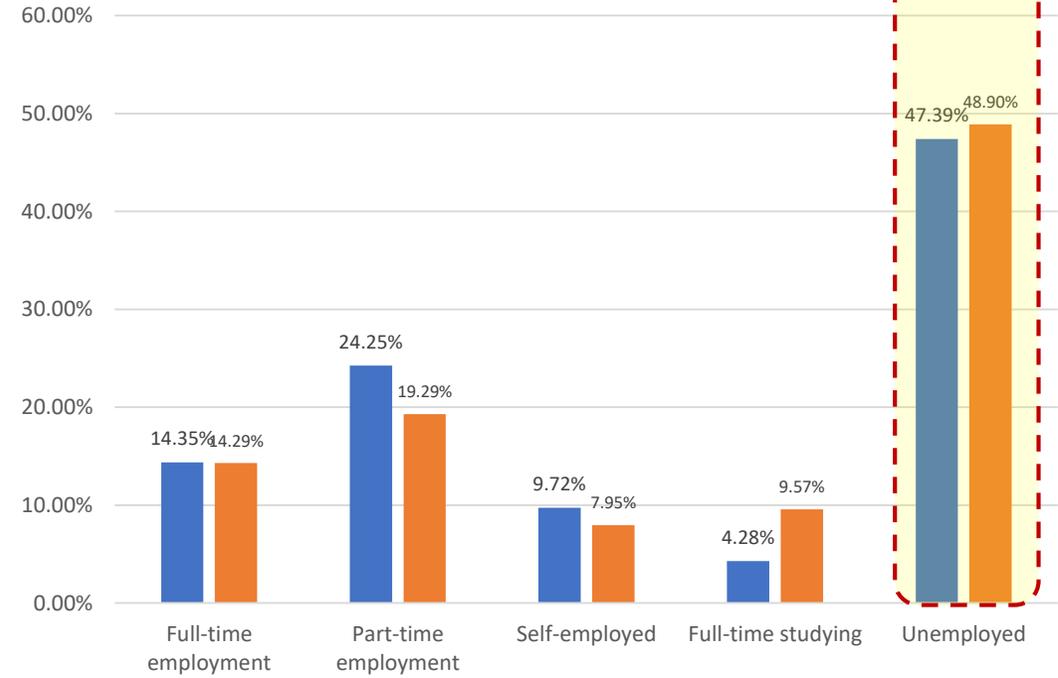
Employment Status

- In 2018/19 – a large proportion were in Part-Time Employment
- Post-Pandemic – Large Shift into Unemployment

2018/19



2021/22



2018/19 Employment Status Per Programme Intervention

	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed
%: Bursary or Scholarship	6.1%	45.6%	24.1%	1.6%	22.7%
%: Internship/ Learnership	22.1%	15.9%	39.1%	3.1%	19.8%
%: None	8.5%	38.5%	25.9%	3.0%	24.1%
%: Skills Development Programme	10.4%	19.5%	33.5%	6.1%	30.5%
%: NYSP/NYRES/PYEI	8.8%	32.5%	36.9%	3.1%	18.8%
%: EPWP/CWP	20.9%	11.2%	49.3%	1.5%	17.2%
%: Multiple	18.1%	20.8%	40.3%	4.2%	16.7%
%: TVET	7.6%	34.8%	22.7%	1.5%	33.3%
%: Second Chance Matric/ABET	9.7%	25.8%	32.3%	0.0%	32.3%
%: Business Mgt & Entrepreneur Training	5.3%	5.3%	42.1%	26.3%	21.1%
%: Financial Support to start a business	25.0%	12.5%	25.0%	25.0%	12.5%
%: Work Seeker Support	0.0%	0.0%	50.0%	0.0%	50.0%

- High prevalence of Part-time Employment
 - Precarious Work
- Fairly high Full-Time Studying and Unemployment

2021/22 Employment Status Per Programme Intervention

	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed
%: Bursary or Scholarship	11.68%	4.44%	20.56%	4.91%	58.41%
%: Internship/ Learnership	20.11%	4.53%	20.40%	13.88%	41.08%
%: None	6.30%	5.93%	25.93%	7.04%	54.81%
%: Skills Development Programme	14.63%	3.05%	24.39%	17.68%	40.24%
%: NYSP/NYRES/PYEI	21.25%	1.25%	35.00%	5.63%	36.88%
%: EPWP/CWP	18.66%	4.48%	26.12%	6.72%	44.03%
%: Multiple	9.72%	2.78%	34.72%	6.94%	45.83%
%: TVET	22.73%	4.55%	25.76%	7.58%	39.39%
%: Second Chance Matric/ABET	3.23%	12.90%	22.58%	12.90%	48.39%
%: Business Mgt & Entrepreneur Training	5.26%	0.00%	10.53%	47.37%	36.84%
%: Financial Support to start a business	0.00%	0.00%	12.50%	87.50%	0.00%
%: Work Seeker Support	0.00%	0.00%	50.00%	0.00%	50.00%

- Very high prevalence of unemployment across Programme Interventions
- High Self-Employment among those who received Financial support to start a Business

Employment Status Transition 2018/19 to 2021/22

	2021/22				
	Full-time employment	Part-time employment	Full-time studying	Self-employed	Unemployed
2018/19					
Full-time employment	43.33%	8.10%	3.33%	11.43%	33.81%
Part-time employment	8.45%	38.67%	0.90%	9.17%	42.81%
Full-time studying	11.75%	23.31%	8.76%	4.78%	51.39%
Self-employed	11.11%	5.56%	0.00%	74.07%	9.26%
Unemployed	10.91%	16.10%	4.42%	7.01%	61.56%

- Majority apart from those in Self-Employment have changed Employment Status
- Large swings to Unemployment from 2018/19 to 2021/22 – (Covid 19)
- Positive shift of 23% from Full-Time Study to Part-Time Employment

Employment Status Transition Post-Intervention to 2021/22

	2021/22				
	Full-time employment	Part-time employment	Full-time studying	Self-employed	Unemployed
Post-Intervention					
Full-time employment	68%	5%	1%	9%	16%
Part-time employment	7%	47%	1%	7%	38%
Full-time studying	9%	5%	47%	5%	32%
Self-employed	5%	6%	1%	83%	5%
Unemployed	11%	15%	2%	5%	67%

- Smaller swing to Unemployment from 2018/19 to 2021/22
- Positive shift of 26% from Unemployment to Employment (Part + Full Time)

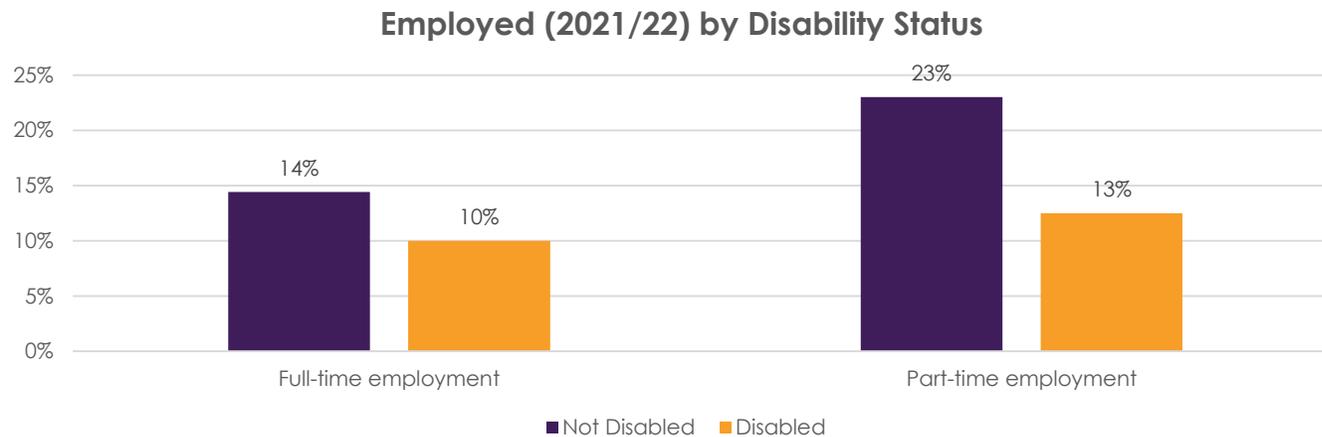
Pathways into various labour market statuses

Employment, Self-employment, Full-time study & Unemployment

The Employed

Socio-economic characteristics; type of employer & sector, nature of work, job search methods used, perceived intervention outcomes

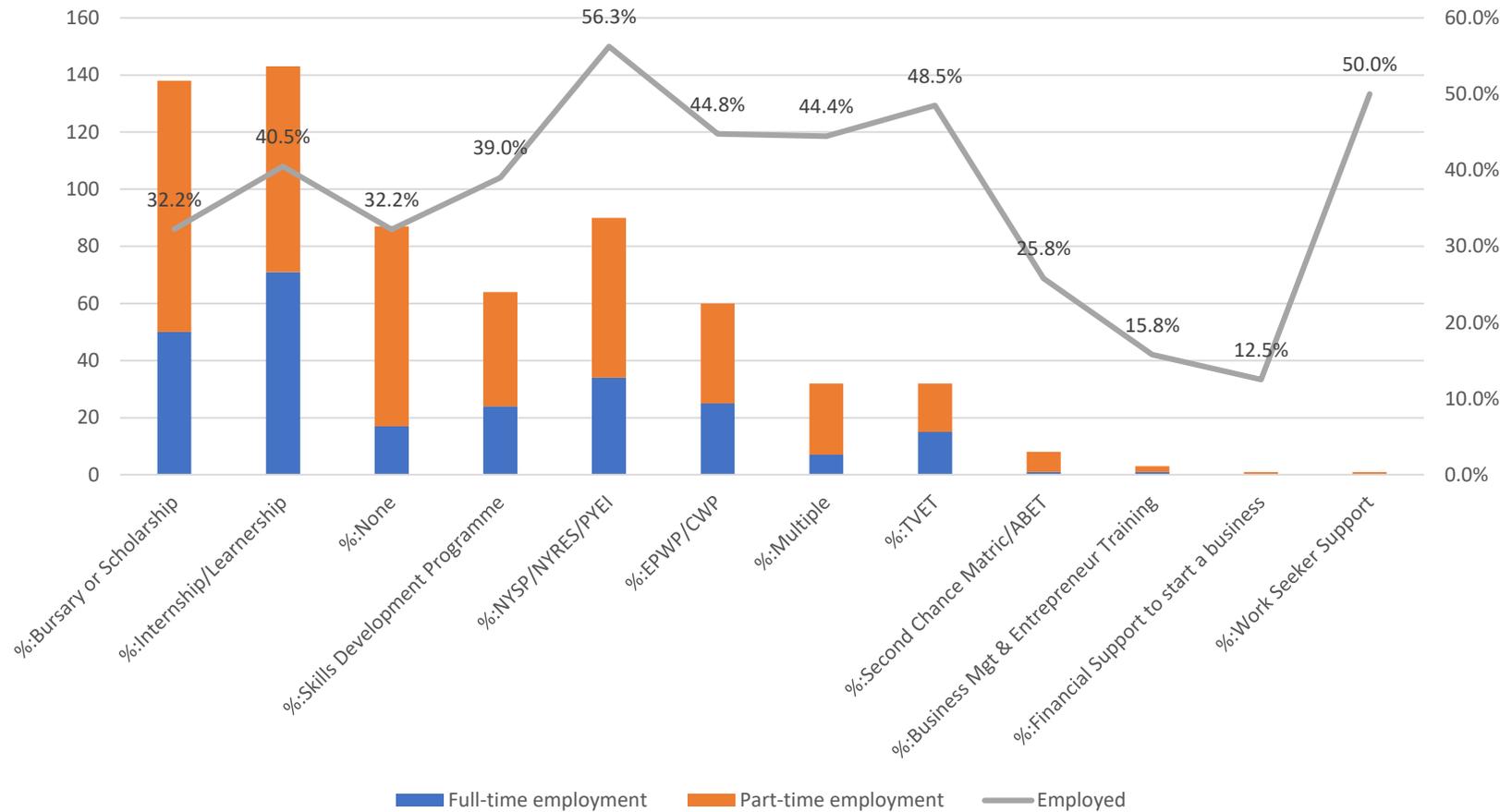
Gender & Disability of the Employed



- Slightly higher proportion of males are employed
- Majority of persons with disabilities were unemployed

	n: Female	n: Male	#: Female	#: Male
Full-time employment	236	106	14%	16%
Part-time employment	387	158	22%	24%
Full-time studying	99	39	6%	6%
Self-employed	156	64	9%	10%
Unemployed	843	298	49%	45%

Employed Beneficiaries (2021/22) arising from Most Significant Programme Intervention



- Highest Proportion of Employed Beneficiaries by most significant intervention they participated in e.g.
 - NYSP/NYRES/PYEI
 - Work Seeker Support
 - TVET
- Higher prevalence of part-time employment

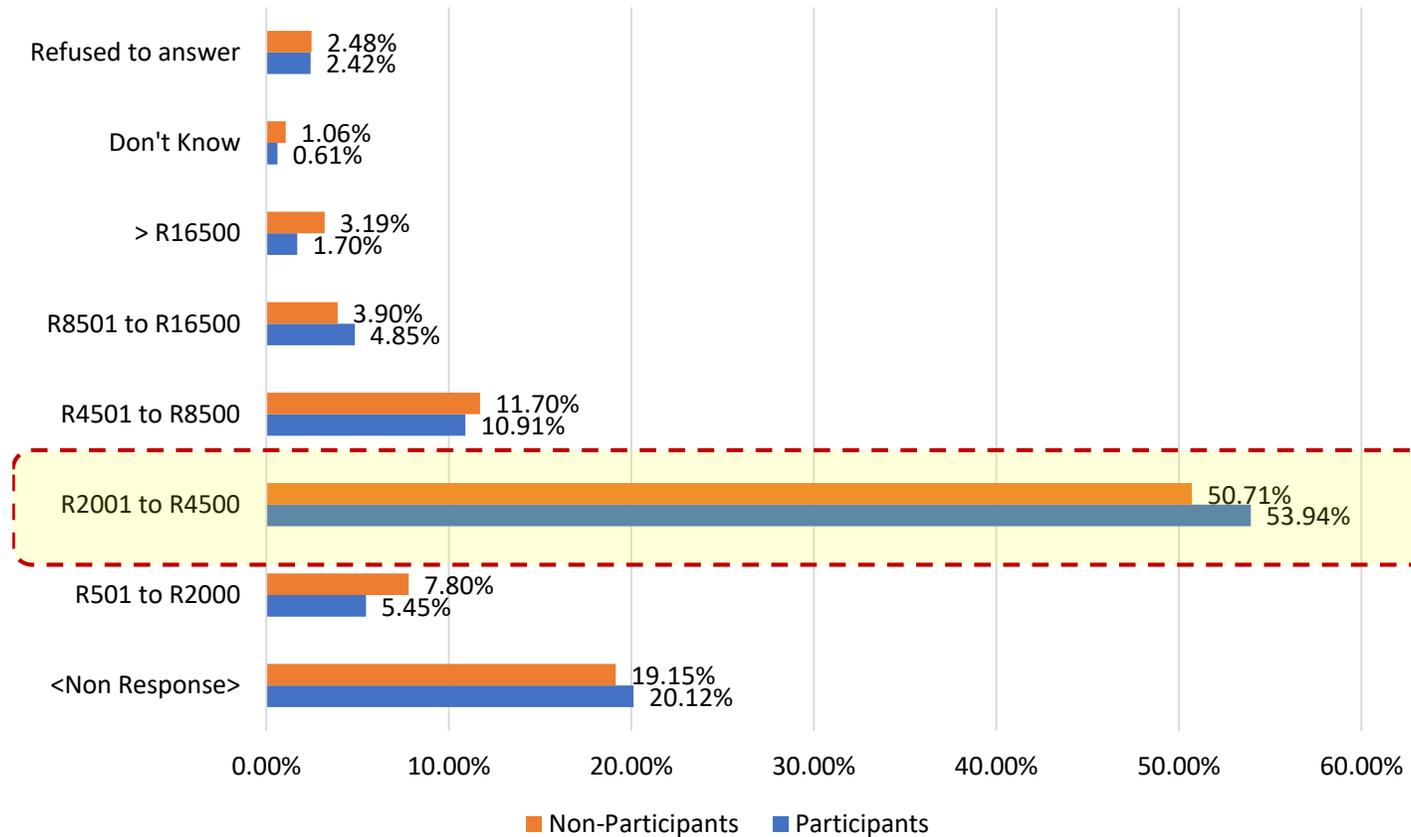
Nature of Employment Contract by type of intervention

	<No Answer>	A verbal agreement (indefinite duration)	Casual (day to day/on and off)	No Contract	Written Contract (with fixed end date)	Written Contract Permanent (no end date)
%: Internship/Learnership	25.52%	0.52%	5.73%	1.56%	52.60%	14.06%
%: Bursary or Scholarship	13.21%	1.26%	4.40%	1.26%	71.07%	8.81%
%: None	17.92%	0.94%	4.72%	2.83%	66.98%	6.60%
%: NYSP/NYRES/PYEI	9.09%	3.03%	1.01%	1.01%	83.84%	2.02%
%: Skills Development Programme	31.18%	2.15%	7.53%	2.15%	48.39%	8.60%
%: EPWP/CWP	13.04%	1.45%	2.90%	2.90%	72.46%	7.25%
%: TVET	13.51%	2.70%	2.70%	5.41%	72.97%	2.70%
%: Multiple	13.51%	0.00%	2.70%	2.70%	78.38%	2.70%
%: Second Chance Matric/ABET	33.33%	0.00%	8.33%	8.33%	50.00%	0.00%

- Obtaining employment is not an adequate indicator of a successful transition- **job quality matters**.
- Majority have a Contract with a Fixed End Date across Programme Interventions
- Large Proportion didn't answer the question

"...nowadays they offer contractual employment rather than permanent positions. At least through these contracts we do gain work experience and build our CVs so it is better than nothing".

Exposure to Intervention: Income Levels



- Most earn between R2001 and R4500 regardless of type of intervention participated in
- Approximately 20% didn't answer the question

Are you employed by the organisation where you did your LAST intervention by type of intervention?

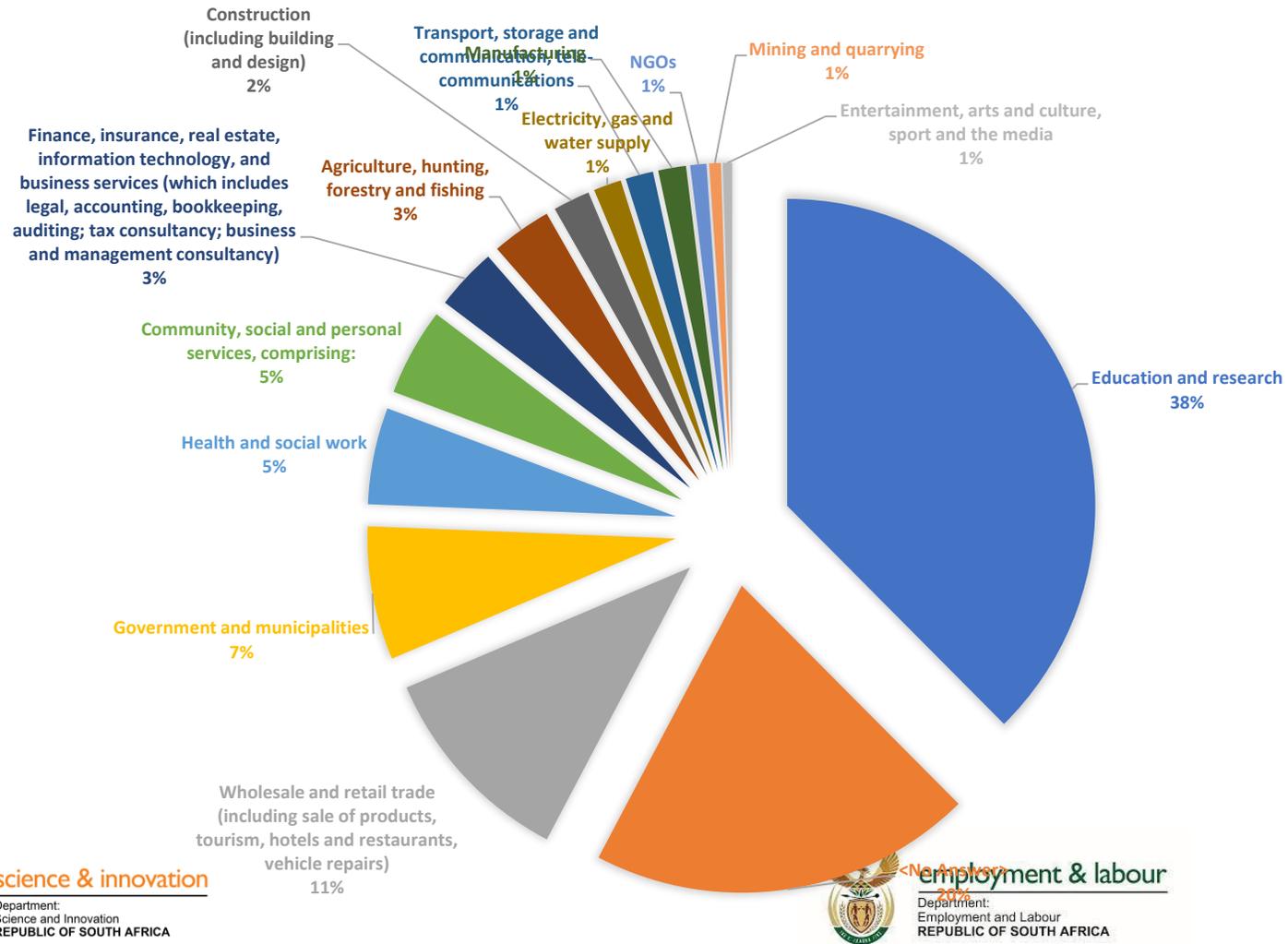
	#: No	#: Yes	#: Not Applicable
Internship/Learnership	83%	16%	1%
Bursary or Scholarship	87%	7%	6%
NYSP/NYRES/PYEI	57%	42%	1%
Skills Development Programme	87%	6%	6%
EPWP/CWP	72%	28%	0%
TVET	92%	5%	3%
Multiple Significant Programmes	92%	8%	0%
Second Chance Matric/ABET	100%	0%	0%
Business Mgt & Entrepreneur Training	100%	0%	0%
Financial Support to start a business	75%	13%	13%
Work Seeker Support	0%	100%	0%

- Most Programme Providers don't hire
- Highest Proportion of hires in NYSP/NYRES/PYEI or EPWP/CWP

"I was hoping to get an internship, therefore secure employment so I can provide for my family but unfortunately that did not happen (FG 2)"

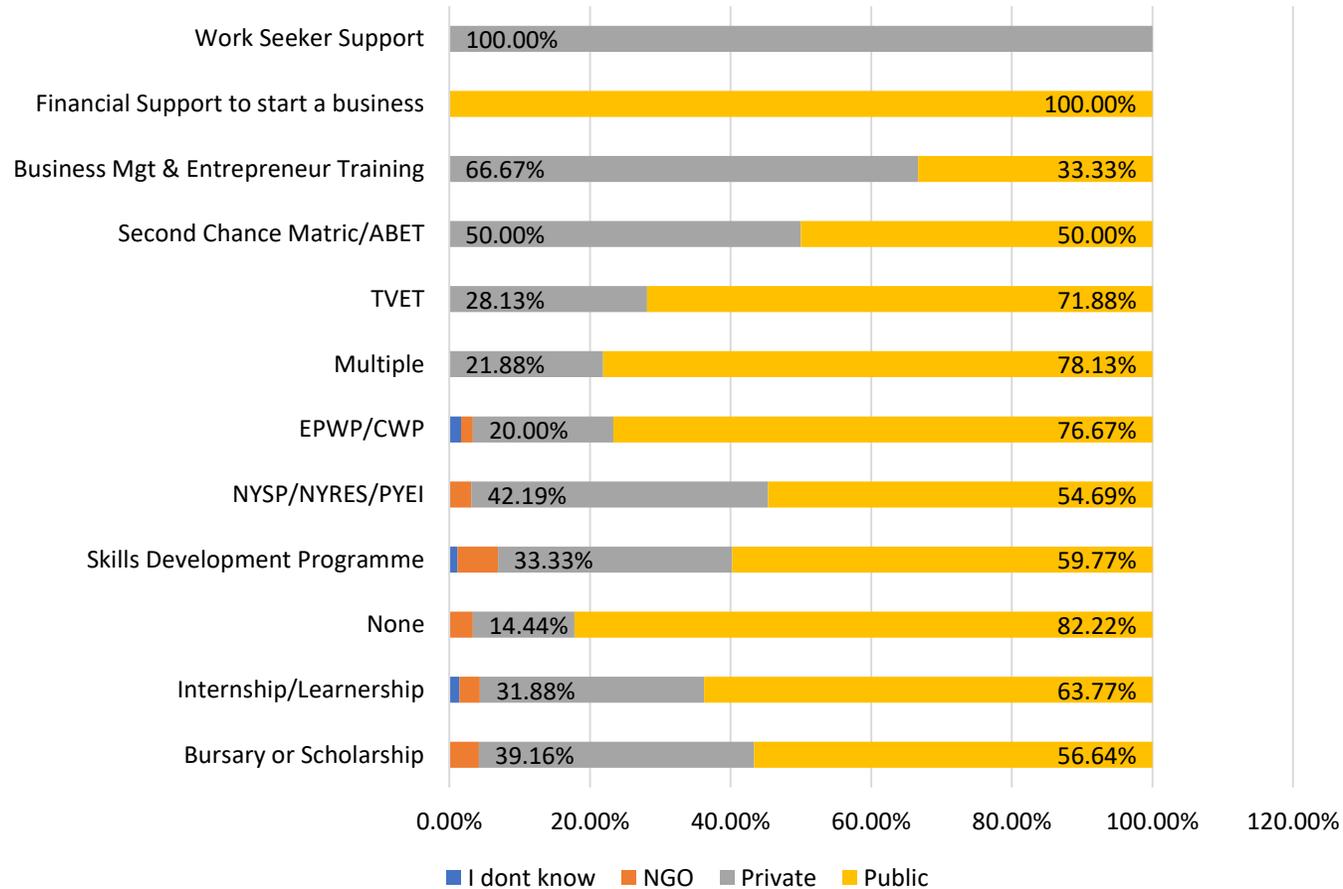
"I got employed by a health insurance company through their internship. I was able to secure permanent employment through this internship, but I got retrenched due to COVID-19" (FG 3)"

Economic Sector of employment



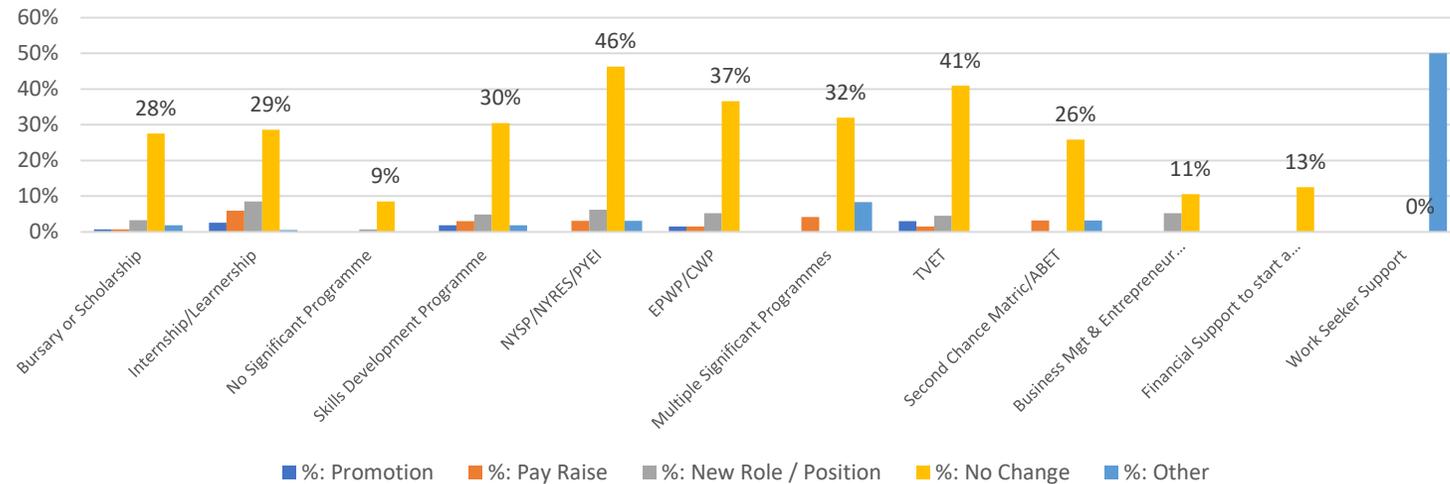
- Education & Research = 38%
- Wholesale and Retail Trade = 11%
- Govt and Municipalities = 7%

Type of employer



- Public Sector is the largest employer across most programmes
- Great prevalence of Private Sector in those receiving Business Management and Entrepreneur Training

Perceived Intervention Outcome



- Most reported no change after participating in a programme intervention
- Low prevalence of New Jobs/ Promotions

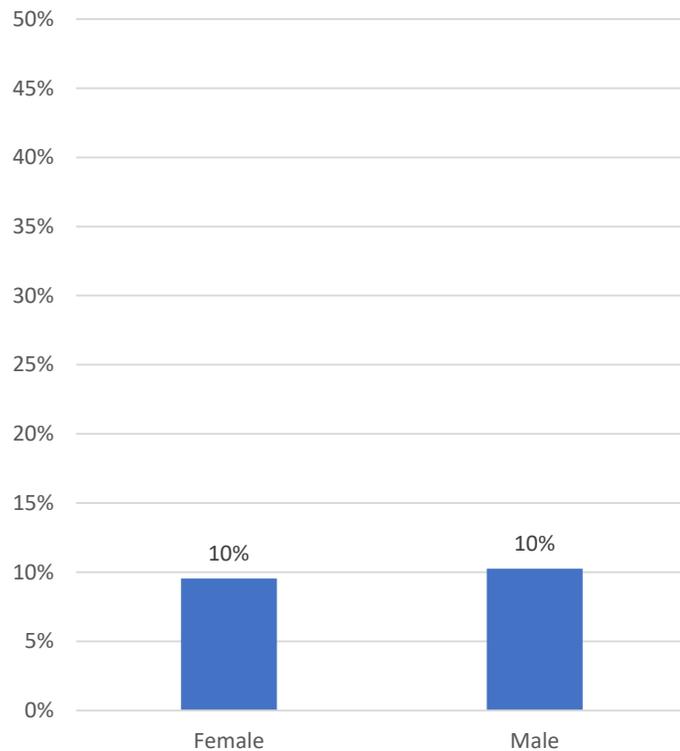
	%: Promotion	%: Pay Raise	%: New Role / Position	%: No Change	%: Other
Bursary or Scholarship	1%	1%	3%	28%	2%
Internship/Learnership	3%	6%	8%	29%	1%
No Significant Programme	0%	0%	1%	9%	0%
Skills Development Programme	2%	3%	5%	30%	2%
NYSP/NYRES/PYEI	0%	3%	6%	46%	3%
EPWP/CWP	1%	1%	5%	37%	0%
Multiple Significant Programmes	0%	4%	0%	32%	8%
TVET	3%	2%	5%	41%	0%
Second Chance Matric/ABET	0%	3%	0%	26%	3%
Business Mgt & Entrepreneur Training	0%	0%	5%	11%	0%
Financial Support to start a business	0%	0%	0%	13%	0%
Work Seeker Support	0%	0%	0%	0%	50%

The Self-Employed

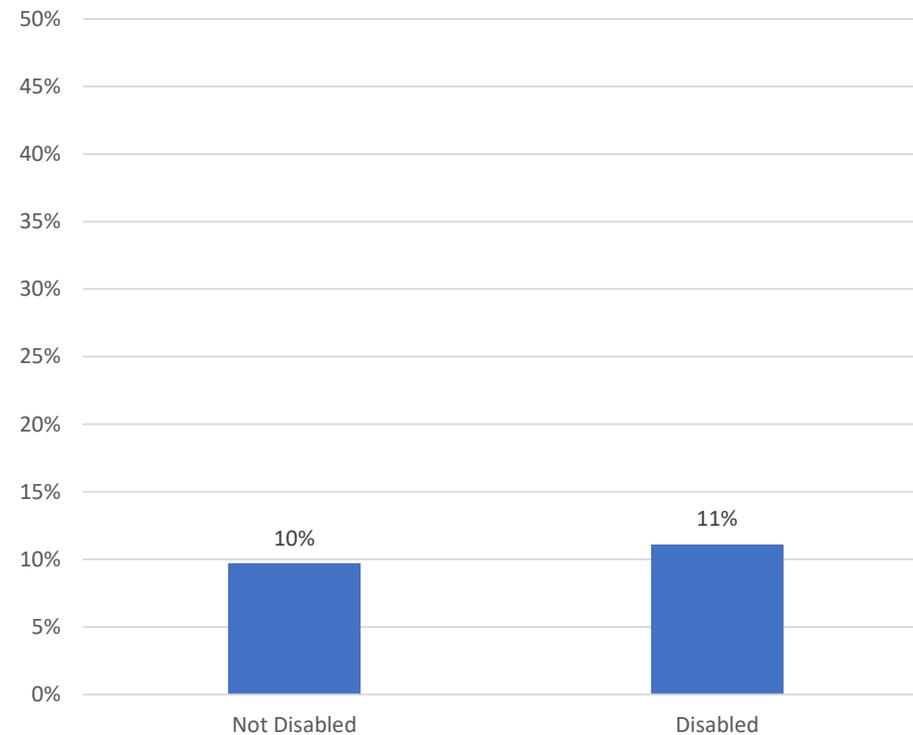
Socio-economic profile, nature of business type, business size, challenges and type of support required

Socio-economic Profile of the Self-Employed

Gender: Self-employed (2021/22)



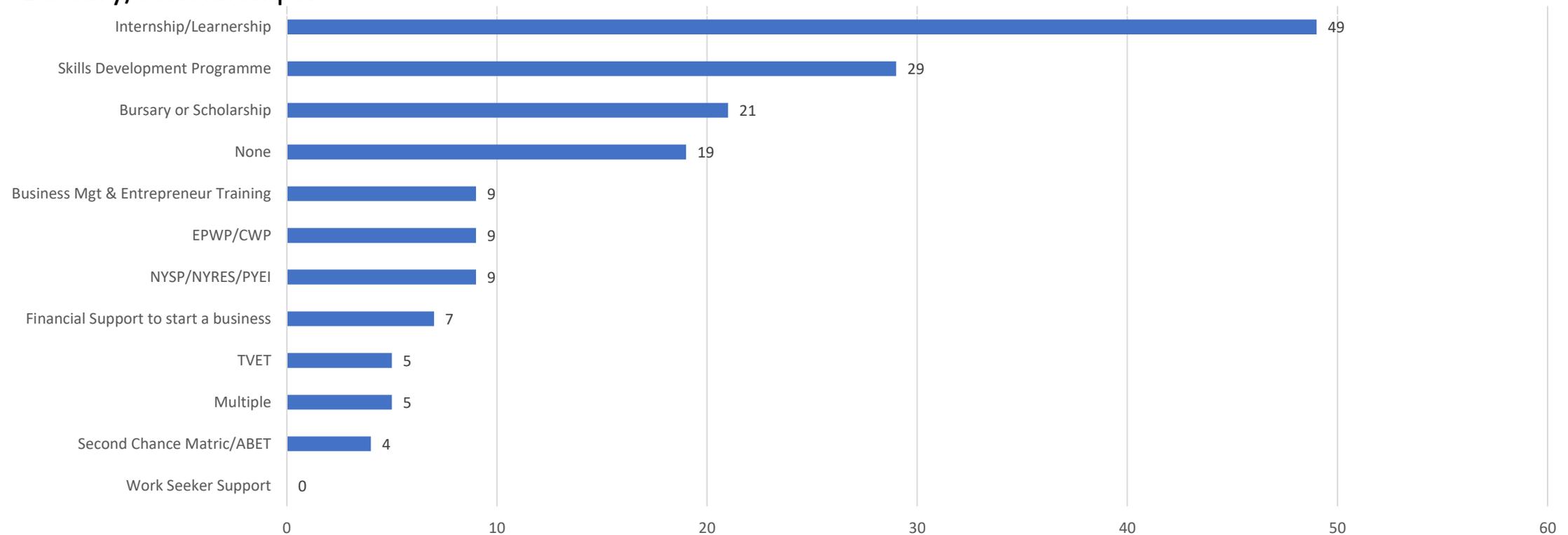
Disability: Self-employed (2021/22)



- **166** of the beneficiaries were in **self-employment** in 2021/22.
- Similar Proportions across Gender (10%) and Disability.

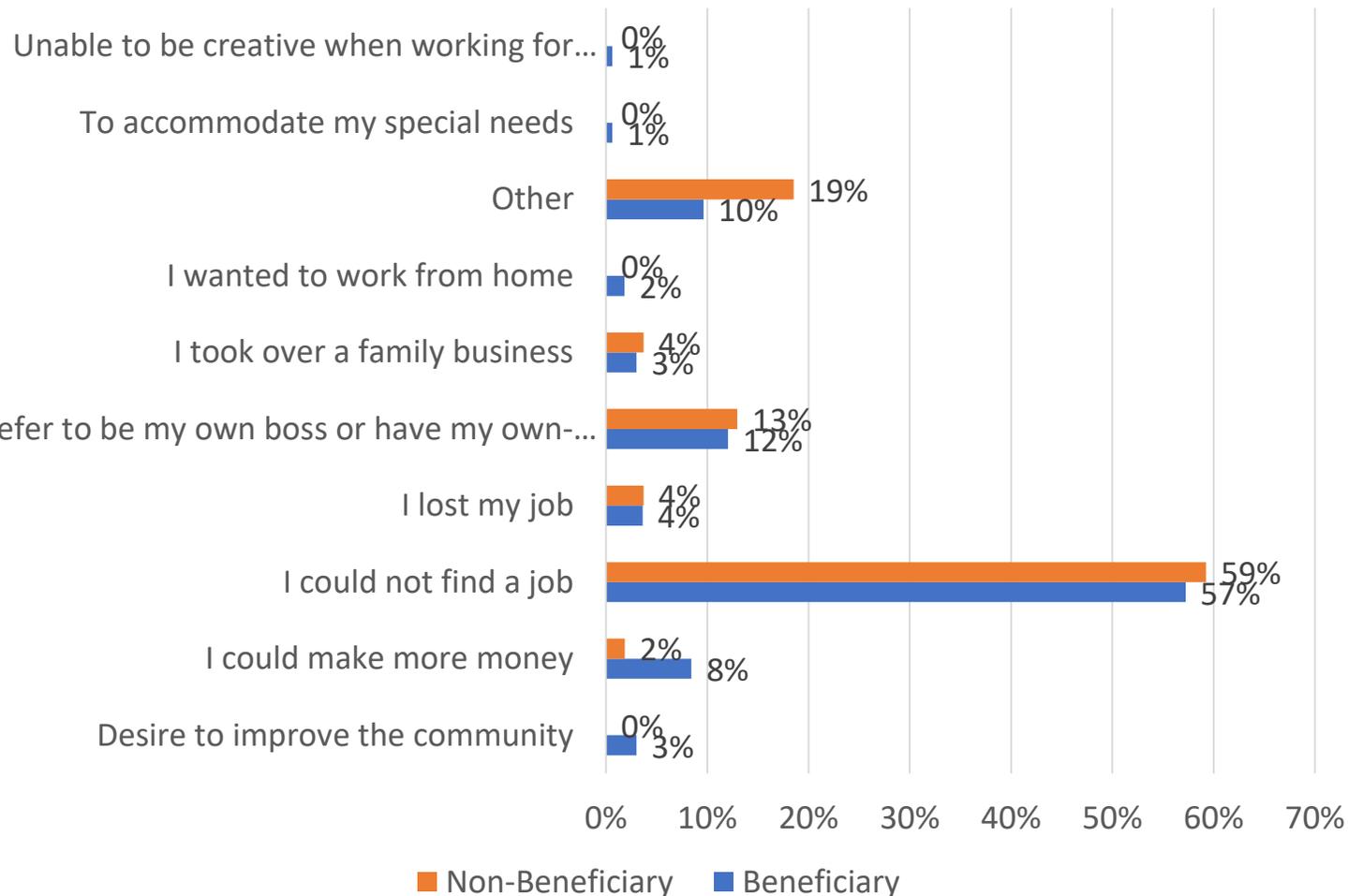
Beneficiaries in self employment by intervention type

Approx a third had undertaken an internship/Learnership followed by skills development interventions and Bursary/Scholarships.



Reasons for Self Employment

- Main cited reason – Not able to find a job (above 50%)
- Need-driven entrepreneurial activity as prevalent
- Key challenge- lack of support
- No significant differences between beneficiaries and non-beneficiaries.

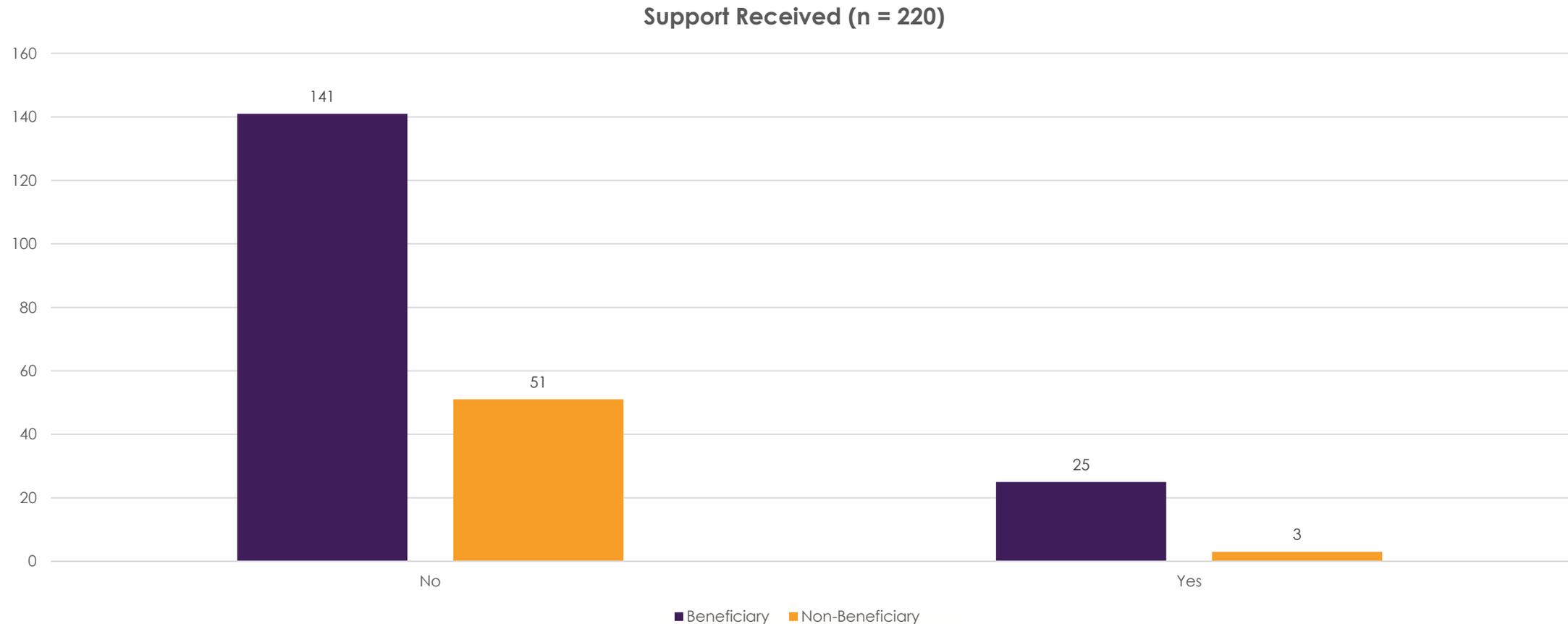


“...I have been trying to establish a business because of high unemployment. During my Inservice training I was earning R 2 500, but now I am doing nothing now”.

“The youth is also struggling to find business opportunities in terms of applying for funding and tenders”.

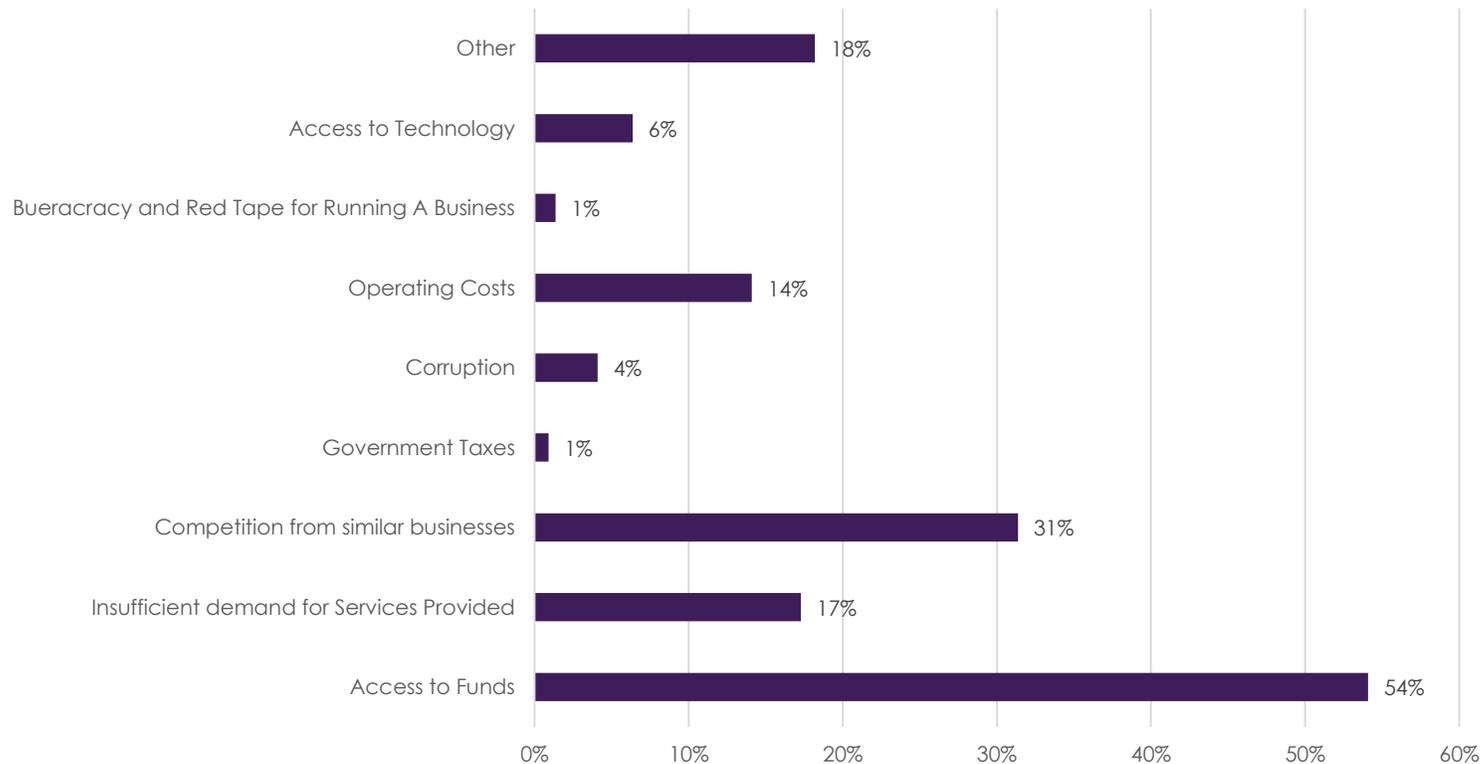
“There is no support mechanism to start up such initiatives, we are demoralized as youth” (FG8)

Self Employment: Access to Support



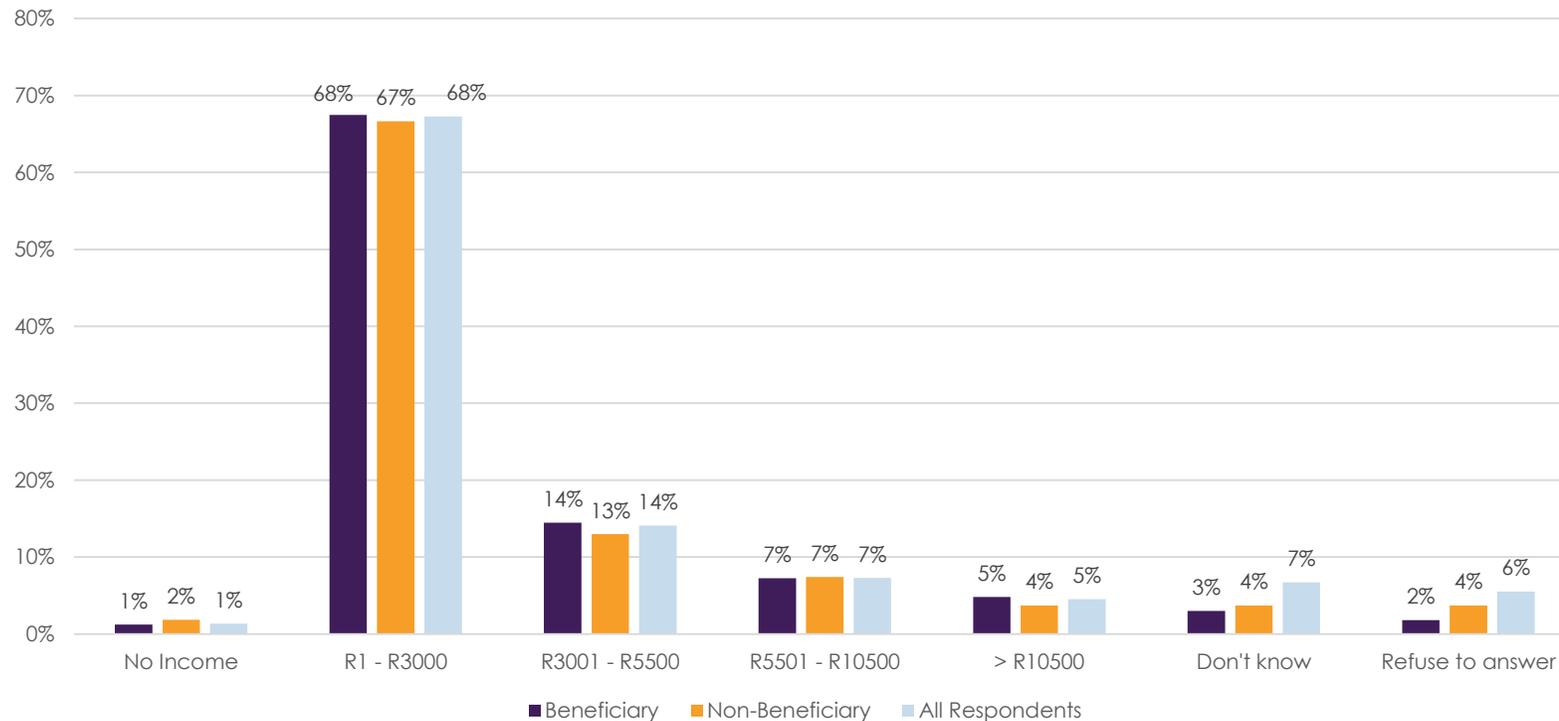
Self-Employment Challenges

Self Employment Challenge



- Biggest challenge
 - Accessing funds (54%)
 - Competition from similar businesses (31%)
 - Operating costs (14%)
 - Insufficient demand for services (17%)

Income Range for SMME's

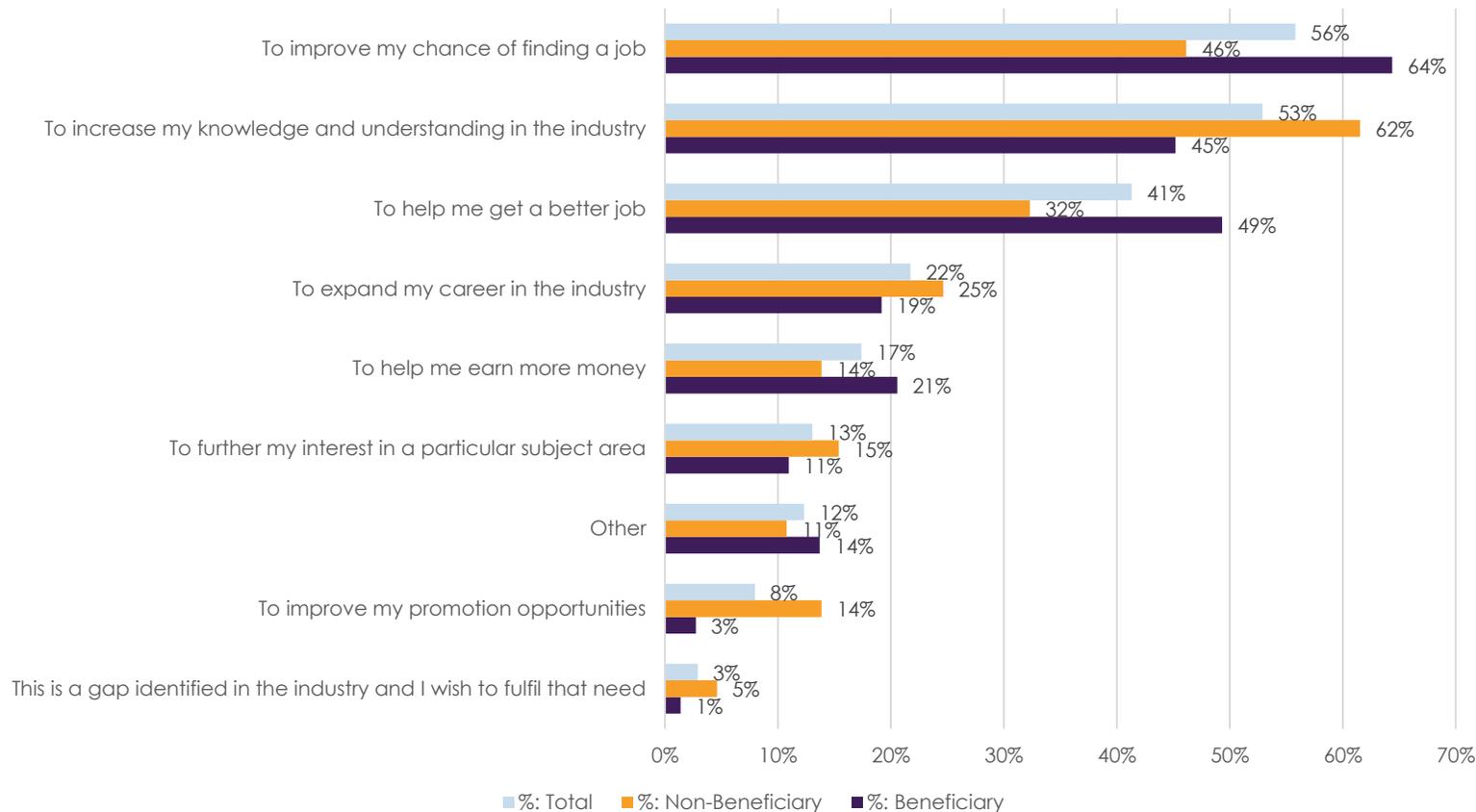


- Appear to be predominantly informal survivalists;
- Majority (67%) earn between R1 and R3000
- Reflects precarity of business

In Full-time study

Demographic Characteristics, reasons for studying further

Reasons for Full-Time Studying

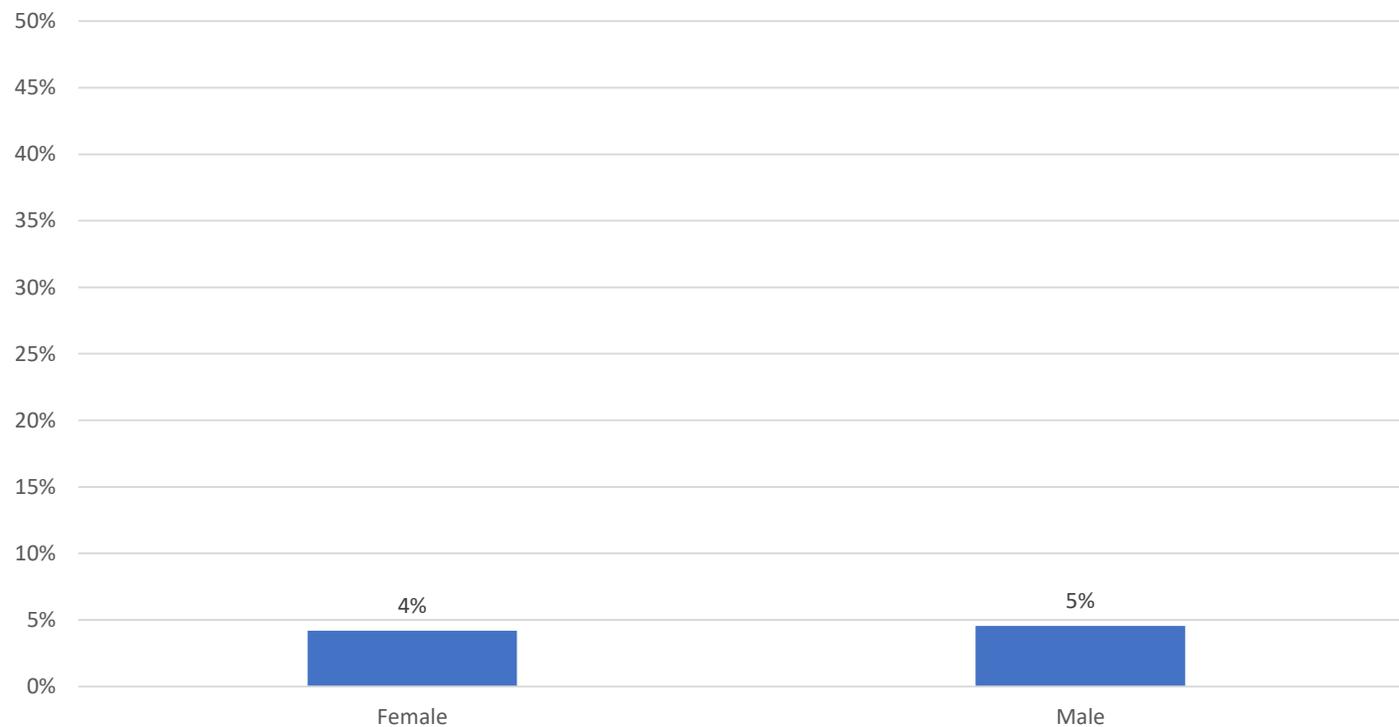


Main reasons:

- Improve chance of Finding a Job (64%)
- Get a Higher Qualification (62%)
- Get a better job (49%)
- Increase Knowledge and understand the industry (45%)

Socio-economic profile of the self-employed

Gender by Full-time studying (2021/22)

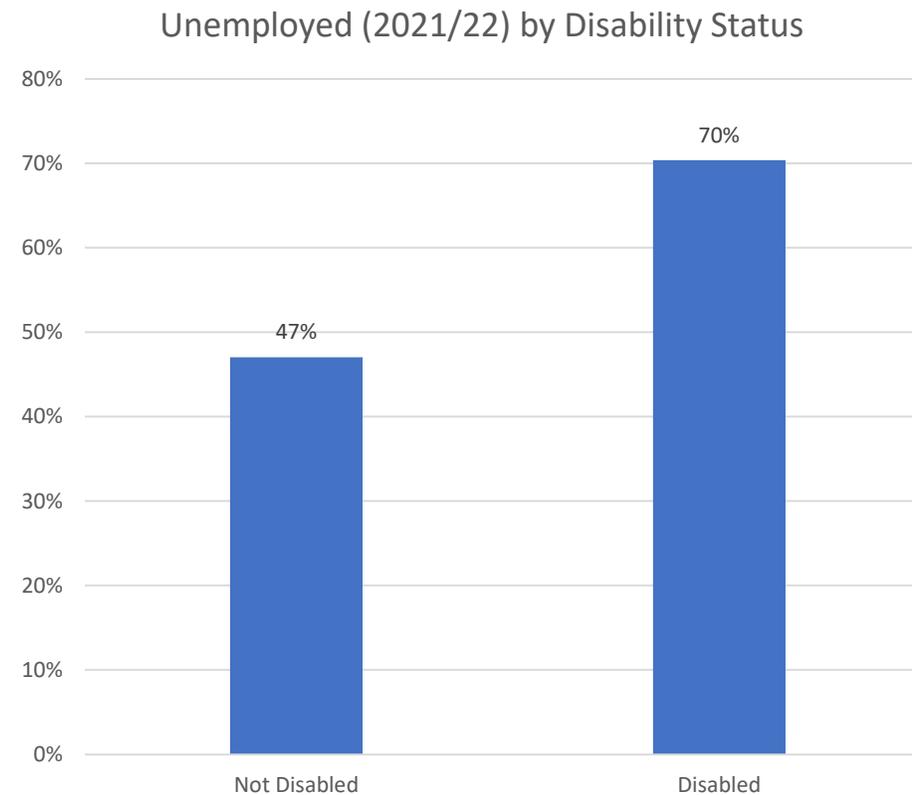
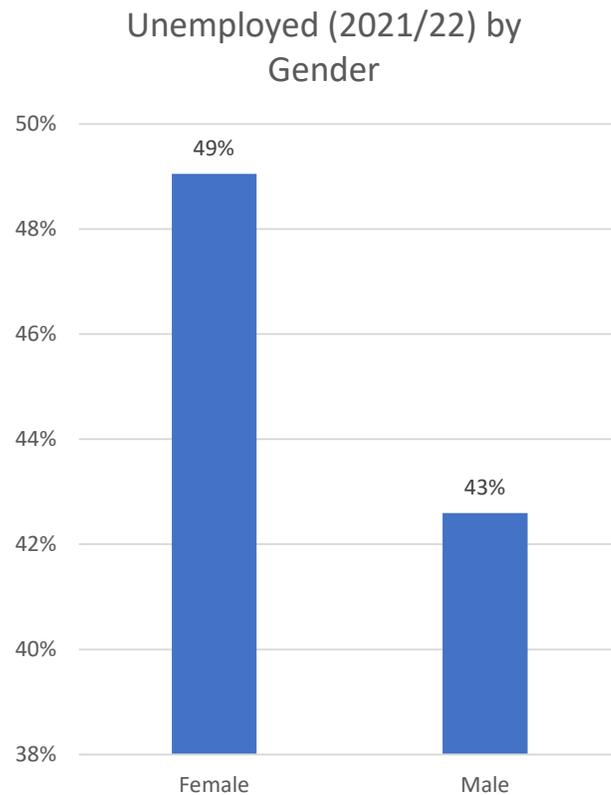


- 72 of the beneficiaries were in full-time Study in 2021/22.
- Similar Proportions of Full-time Study across Gender

The Unemployed

Socio-economic profile, job search methods, job search duration, source of socio-economic support, general experience of unemployment

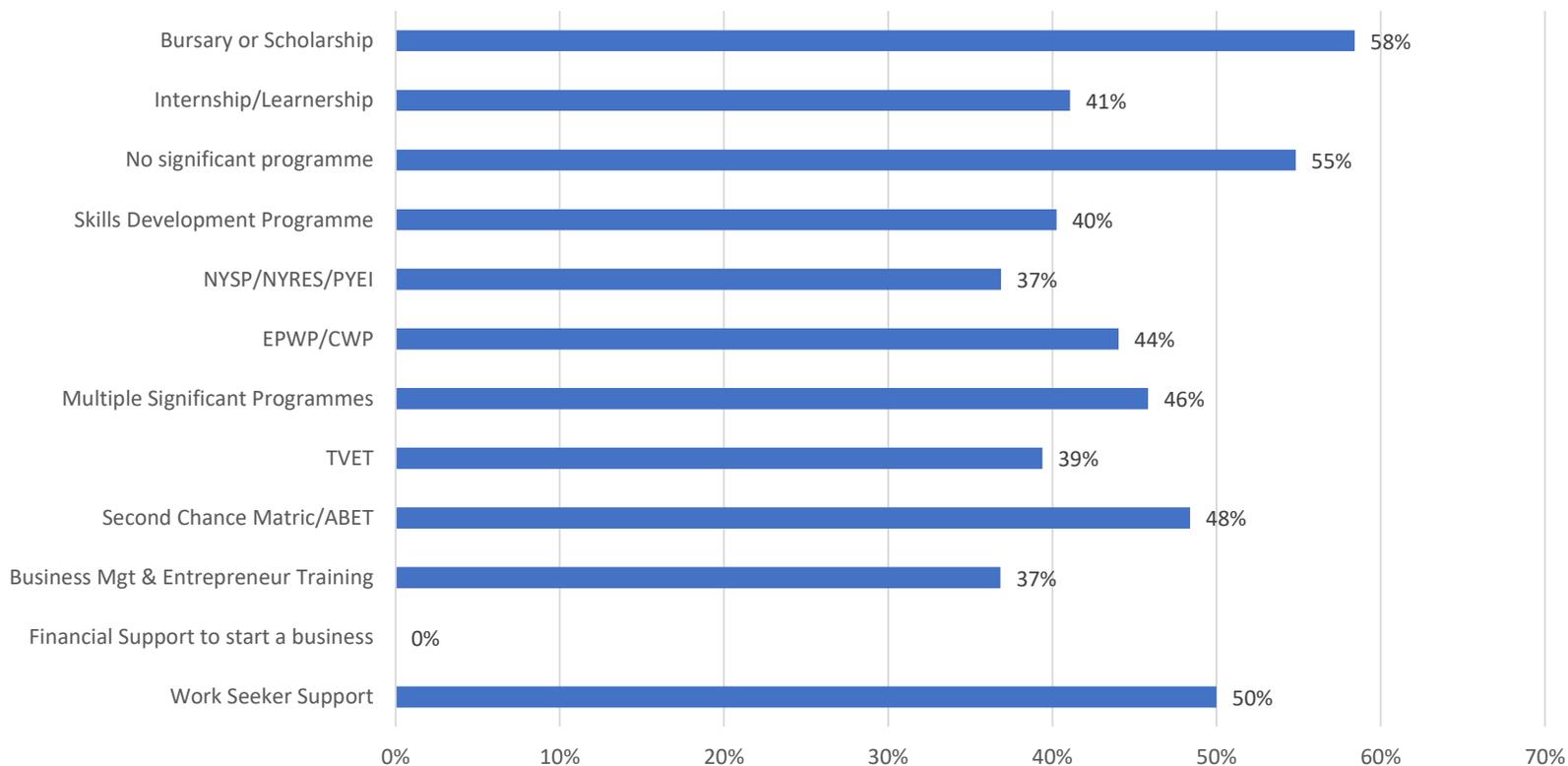
Gender & Disability of the Unemployed



- 70% of persons with disabilities unemployed
- Higher proportion of females compared to men were unemployed (49% vs 43%)

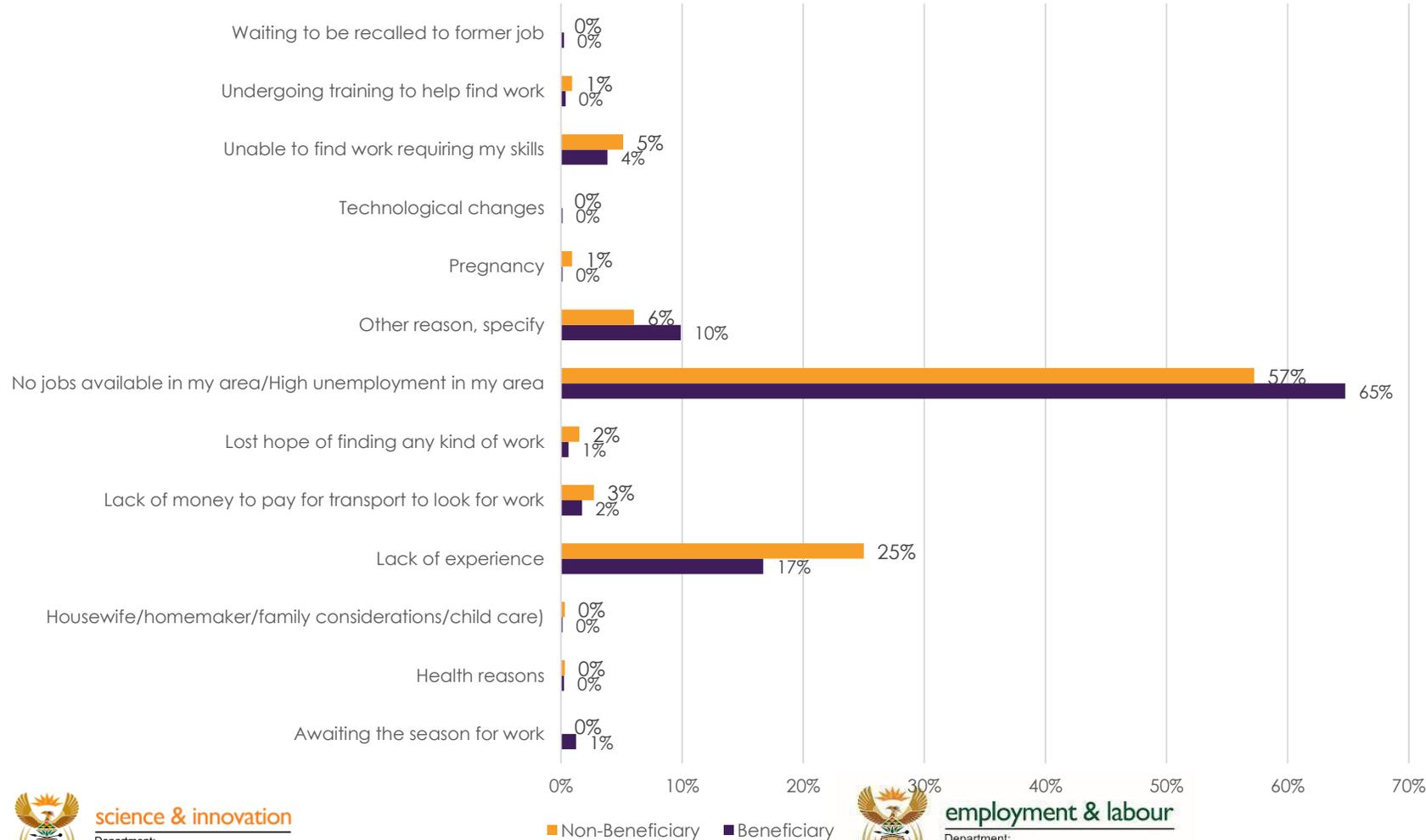
Unemployment status by intervention type

Unemployed (2021/22) by Most Significant Intervention



- High Proportion of unemployment across all intervention types
- Highest level of unemployed reported by
 - Bursary holders (58%)
 - Work Seeker Support prog (50%)
 - Second chance matric (48%)
- Lower levels of unemployment reported by
 - TVET beneficiaries (39%)
 - Financial Support to start a Business & NYSP/PYEI (37%)

The perceived main reason for being unemployed



- Scarcity of jobs
- Lack of experience, lack of appropriate skills

“...I think its experience, a lot of companies require job experience and most of the youth do not have that required experience”. (FG 1)

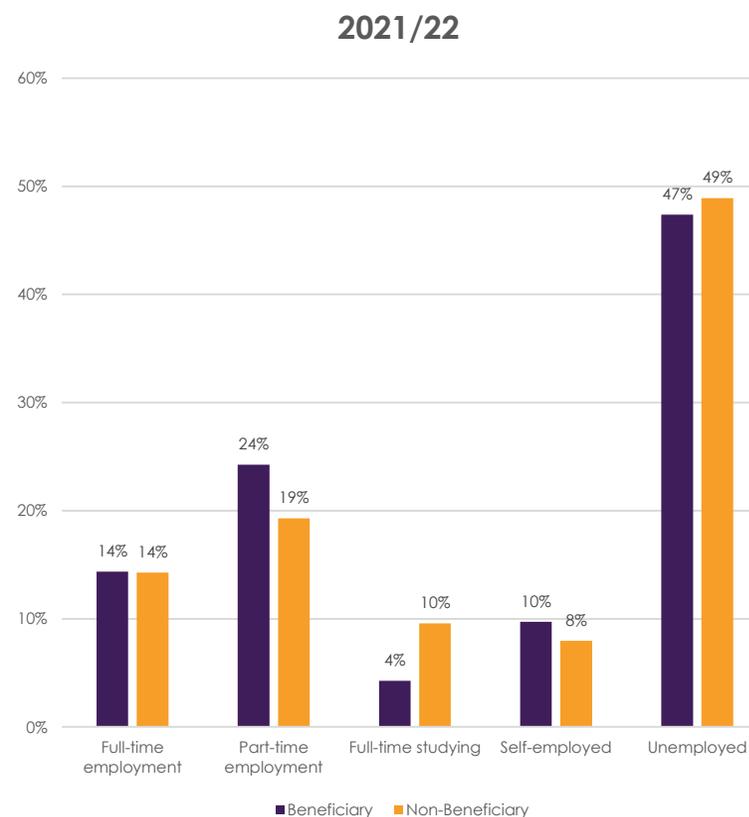
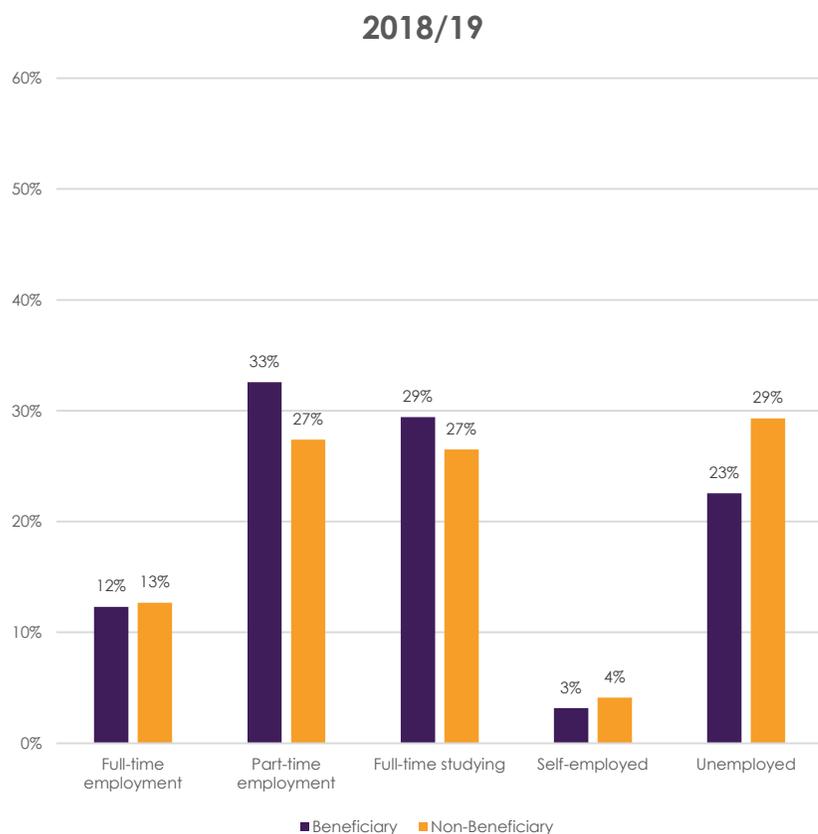
“The challenge I face in securing a job is lack of work experience (FG 1)

Source of Socio-economic support for unemployed

	n: Beneficiary	n: Non-Beneficiary	n: Total	%: Beneficiary	%: Non-Beneficiary	%: Total
Persons IN the household	525	208	733	65%	63%	64%
Persons NOT in the household	62	26	88	8%	8%	8%
Charity, church, welfare, etc.	5	4	9	1%	1%	1%
Receive Unemployment Insurance Fund (UIF)	9	3	12	1%	1%	1%
From savings or money previously earned	14	4	18	2%	1%	2%
Old age or disability pension	51	33	84	6%	10%	7%
Child support/foster care grants	216	88	304	27%	27%	27%
Other welfare grants	42	12	54	5%	4%	5%
Other sources of support	84	37	121	10%	11%	11%
	809	332	1141	100%	100%	100%

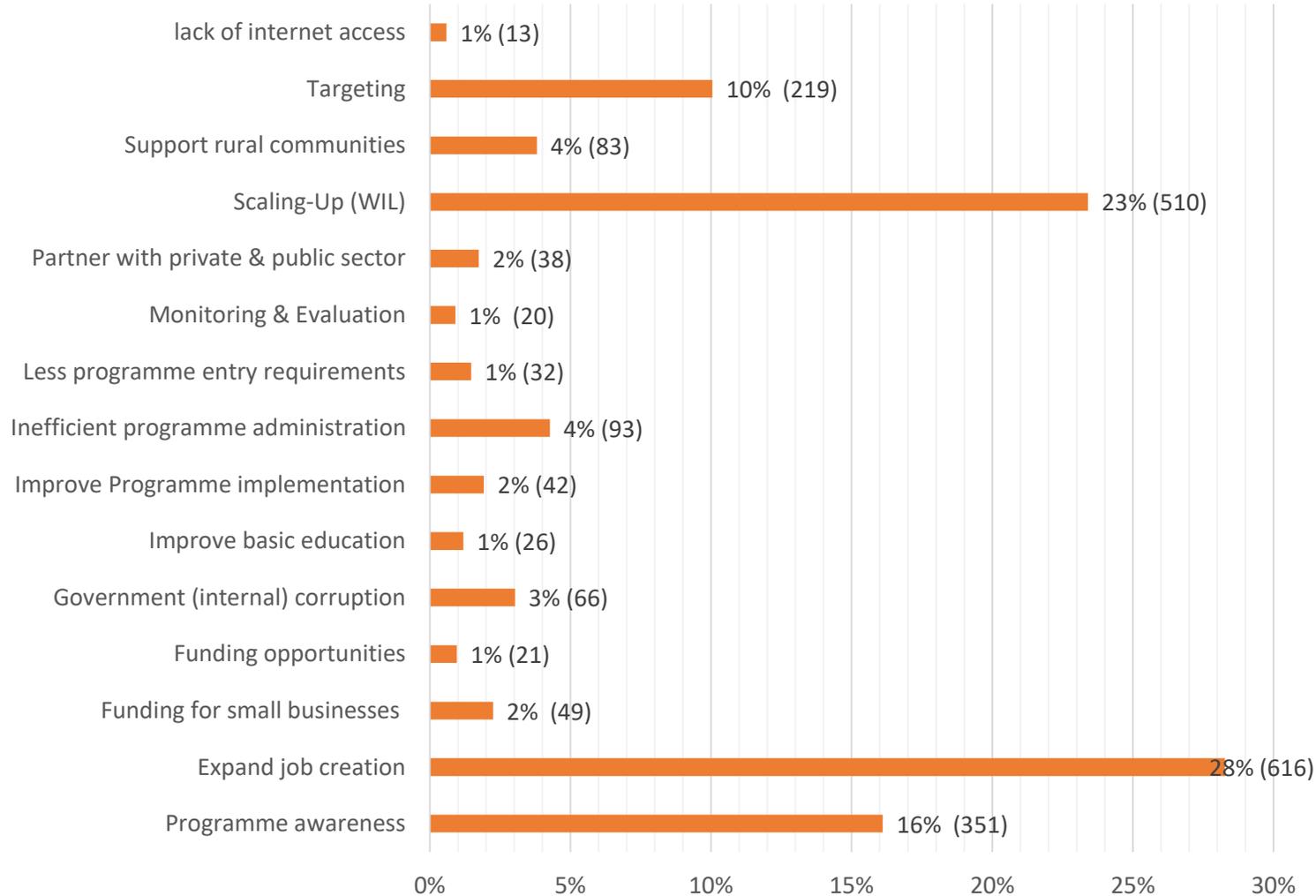
- Majority of unemployed (65%) are supported by household members
- 27% supported by Child Support, Foster Care Grant or old age pension
- 11% received support from person outside of household

Labour Market Status of Beneficiaries and Non-Beneficiaries in Pre-Covid (2018/19) and during Covid (2021/22) (n = 2386)



- Sharp Increase in Unemployment in 2021/22 compared to pre Covid period (24% increase)
- Impact similar for both beneficiaries and non-beneficiaries
- Massive decrease in full time studies 25%
- 7% increase in self-employment in 2021 compared to pre-Covid

Recommendations to DoEL to enhance interventions



- Expand Job Creation opportunities (28%)
- Scale up Work Integrated Learning interventions (23%)
- Increase Awareness of interventions (16%)
- Improve Targeting (10%)

Labour market outcomes by type of intervention in 2021/22

	Full-time employment	Part-time employment	Full-time studying	Self-employed	Unemployed
%: Bursary or Scholarship	11.7%	20.6%	4.4%	4.9%	58.4%
%: Internship/Learnership	20.1%	20.4%	4.5%	13.9%	41.1%
%: None	6.3%	25.9%	5.9%	7.0%	54.8%
%: Skills Development Programme	14.6%	24.4%	3.0%	17.7%	40.2%
%: NYSP/NYRES/PYEI	21.3%	35.0%	1.3%	5.6%	36.9%
%: EPWP/CWP	18.7%	26.1%	4.5%	6.7%	44.0%
%: Multiple	9.7%	34.7%	2.8%	6.9%	45.8%
%: TVET	22.7%	25.8%	4.5%	7.6%	39.4%
%: Second Chance Matric/ABET	3.2%	22.6%	12.9%	12.9%	48.4%
%: Business Mgt & Entrepreneur Training	5.3%	10.5%	0.0%	47.4%	36.8%
%: Financial Support to start a business	0.0%	12.5%	0.0%	87.5%	0.0%
%: Work Seeker Support	0.0%	50.0%	0.0%	0.0%	50.0%

- Highest level of unemployed
 - bursary beneficiaries (58%)
 - 48% are second chance matric beneficiaries
 - 45% participated in multiple interventions
 - 44% are EPWP/CWP beneficiaries
- Highest level of employed
 - TVET beneficiaries (23%)
 - NYSP/PYEI (21%)
 - Internships/Learnerships (20%)
- Highest level of self employed
 - Received financial support for business (87%)
 - Receiving business training (47%)

Summary Conclusions

Summary Conclusion (1) Attribution and Generalisation

- Important to recognise the challenge of attribution of findings given that the study did not have a randomly sampled population;
- Difficult to generalize from this sample due to challenges of representivity
- Small sample sizes for specific interventions
- Generalisations informed by extent to which findings align with empirical evidence from literature.
- Key insights from Focus group discussions, key informant interviews and Validation Workshop to support generalisations.

Summary Conclusion (2) Policy Review

- Extensive **policy making** since 1994 addressing supply and demand side issues;
- In general ***Policies appear to be responsive to needs*** – however structural nature of economy mitigates positive outcomes
- Poor levels and quality of implementation remains a significant barrier
- Lack of standardization in implementation across stakeholders
- Design of specific policies need to be revisited to:
 - Improve and nuance targeting
 - Address design blind spots e.g. one size fits all does not cater well for needs of special needs
 - Enhance labour market outcomes

Summary Conclusion (3) (Exposure to Interventions- Awareness and Access)

- ***Awareness of Policy Interventions - Satisfactory; Highest for Bursaries/Scholarships – NSFAS is widely known;***
- Lower levels of awareness of Business Support Services (Finance and business management training; and Employment Services offered;
- Most respondents ***accessed*** Bursary/Scholarships followed by ***Internships/learnerships;***
- ***Work seeking methods*** predominantly responding to adverts (66%) and social networks (28%) play a critical role in finding employment. Low levels of utilizing of employment services 17%.

Summary Conclusion (4)(Work Seeking)

- 36% of beneficiaries reported access to 1st Work Experience;
- Non-beneficiaries 1st work experience 54%
- High proportion of respondents took over a year to find work.
- 45% of matriculants never had a job
- Discouraged work seekers:
 - 1 - 3 yrs – 33%
 - more than 3 yrs - 14%

Summary Conclusion (5) Benefits of Exposure to Interventions

- Benefits of exposure to intervention reported include:
 - gaining experience, skills;
 - learning to be independent;
 - obtaining qualifications; and
 - receiving income.
- Bursary beneficiaries (95%) benefited the most.
- Highest levels of exposure to training for Learnerships and Internship beneficiaries
- Digital Skills levels are reported as low in general, matric beneficiaries reported highest levels of digital skills

Summary Conclusion (6) Labour Market Status 2021/22

- Labour Market Outcomes of Exposed Respondents
 - **46% Unemployed**
 - 14% fulltime employment
 - 22% part time employment
 - 9% are self-employed
 - 6% study full time
- Lower levels of education associated with employment precarity (holding many jobs/casual work mainly in services sectors)
- PYEI 37% and Internships/learnership 24%– likely to be employed by institution in which they served their intervention.
- Highest levels of unemployment among 20-24 and 25 to 29 years old

Summary Conclusion (7) Completion Rates of Interventions

- Reported completion rates appear to be relatively high for some types of interventions – not comparable with throughput data from DHET e.g. TVET etc.
- Higher level of **education** is also a positive indicator for **employment** access but not strongly associated with **Self Employment**.
- COVID 19 worsened the labour market outcomes across the board with **youth and women** most severely negatively impacted.
- Assessment of labour market outcomes reported at 2018/19 a more accurate indicator of labour market outcomes, compared to findings reported in 2021/22

Summary Conclusion (8)

- Low rate of youth transitioning into formal employment
- Transitions into labour market are not smooth, non-linear, marked by breaks at times
- Covid 19 has disrupted the patterns of employment from pre-pandemic period, some signs of recovery.

Analysis of Findings

**Assessment of the Impact of Policies implemented to
enhance Youth access into the Labour Market against OECD
DAC Evaluation Criteria**

Relevance

Extent to which Youth Employment policies and interventions are suited to the needs and priorities of the target beneficiaries and to the achievement of key national priorities and departmental mandates.

- The supply side policies responded to exclusion of access to education, training and employment - historical legacy.
- The policies enhanced access to programmes for previously disadvantaged groups- women, youth, people with disabilities and low socio-economic status.
- The policies were multifaceted and expansive in nature. Demand and Supply-side policies
- Demand-side policies sought to increase employment opportunities, however macro-economic and structural factors impacting negatively

Effectiveness:

Measures the extent to which the policy met its objectives

- Limited evidence of positive labour market access - employment or entrepreneurship
- Supply side policies contributed to increased access to education, training and employment interventions for previously disadvantaged.
- Demand side policies Public Employment and ETI – limited evidence of increased employment
- PYEI and EPWP work, while not creating jobs played a critical social protection role, income transfer to unemployed youth and providing first work experience.
- Poor outcomes for some interventions e.g. Second Chance Matric – pass rates extremely low;
- Low growth of SMMEs despite vast financial investment;
- Fragmented and uncoordinated systems are negatively impacting employment outcomes – lack of effective intermediary support
- Low levels of awareness and uptake of Employment Services.

Efficiency:

Measures how the inputs to the programme solutions implemented translated to outputs

- Multiple institutions implementing similar interventions, varying levels of quality & duplication;
- Poor reach of some interventions;
- Inability of Implementers to spend budgets allocated.
- Wastefulness of resources – e.g. internship hopping to earn a stipend.
- Lack of national databases of beneficiaries to prevent duplication
- Unreliability of data presented – AGSA concerns about lack of data trail
- Concerns about corruption reported by AGSA in some programmes e.g. Public Employment
- Lack of pathway management which allows youth to transition from one level to the next.

Impact and Sustainability:

Impact: Extent to which the policies have positively or negatively affected change

Sustainability: measuring the extent to which the benefits accrued from exposure to these policy solutions continued beyond when the programme had ceased

- ***Impact:***

Inability to assess comprehensive impact in the absence of theories of change and credible baseline data;

Lack of outcome evidence mapping.

Exclusion in terms racial disparities, gender, PWD persists.

NSFAS has made the greatest impact.

Scale of delivery of most interventions are limited compared to scale of problem.

- ***Sustainability:***

Heavy reliance on state resources for interventions at scale

Recommendations

RECOMMENDATION 1:

Co-ordination System for Youth Development and with a focus on Employment and Social Support interventions.

Youth employment policies often flounder during execution phases without institutional oversight causing loss of public resources and youth disillusionment. It requires National coordination across spheres of government, departments, sectors and industries is urgently required;

- Address lack of role clarification of stakeholders - DoEL, the Project Management Office in the Presidency, NEDLAC; and government economic and social cluster;
- Define clear accountability mechanisms;
- National Management (NPMN) programme should serve as a driver for central coordination which maps out all state and non-state youth employment enabling initiatives specifically aimed at job-readiness and work placements and education and training initiatives;
- Leverage the strengths and capabilities of institutions in the youth Ecosystem in respect of their strengths, financing and convening powers for unified coordination.
- The Dashboard of the NPMN must be adopted as a national and single database for tracking all interventions; mandatory reporting and standardization of data captured;
- Mobilization of stakeholders across the state and private sectors to embrace and actively support NPMN.

RECOMMENDATION 2:

Redefining Success: Promoting Sustainable livelihoods pathways instead of a focus on creating jobs

- Requires greater focus on scaling up of employment and income generating opportunities which are of quality and are sustainable.
- SA Youth Mobi initiative must be mainstreamed with DoEL PES, DHETs Khetha platform and NYDA for providing one-stop shop for information, guidance and support to young people
- Development of a **basic package of support targeted to youth** that every intervention must include which provides access to information about the legal, social and economic supports youth may need as they transition to adulthood. These include information and direct mentorship about accessing identity documents, bank accounts, social welfare, social protection benefits, healthcare, mental wellbeing, PSET and economic opportunities.
- Expand scale of structured career guidance across all basic and higher education institutions that allow youth to consider a wider range of work options. The DHET Khetha Initiative is a step in that direction.
- An enhanced and integrated and effective National Youth Service that builds skills and leadership abilities.
- Strengthening an ethic of service, while delivering critical community service to disadvantaged communities.

RECOMMENDATION 3:

Building disaggregated youth profiles – and designing targeted interventions in line with these profiles

To improve the efficacy of programmes that promote youth labour market transitions, a targeted approach is required to reach youth who need varied interventions based on their age, educational levels, location etc.:

- The development of a model that uses demographic data to define and characterise the youth profiles into the categories by level of priority of need;
- Undertake research towards developing a pathway model of youth archetypes and outline multiple pathways for youth relevant to their demographic characteristics to support their transitions into the labour market.
- This will support stakeholders (state, private sector and non-state) to determine which youth are served, under-serviced or excluded by their interventions, thus leading toward actions to support more inclusive youth, gender and disability responsive economic inclusion.

RECOMMENDATION 4:

Increase the focus on demand side reforms

- While there are challenges on both the supply and demand side, most interventions and initiatives focus on making youth ready for the world of work with few focusing on making the world of work responsive to absorbing South African youth of diverse backgrounds. The role of the private sector in increasing the scale of investment in strengthening youth employment is critical.
- This includes examining the modalities of the Employment Tax Incentive and BEE schemes to increase demand.
- The need for government to create awareness of promote and encourage employers of the benefits and nuances associated with employing youth.

Furthermore, as recommended by the NPC, formal sector employers be cognizant of barriers to the labour market, such as alienating human resource practices and organisational cultures, and provide appropriate to support youth with such challenges.

RECOMMENDATION 5:

Improve access to and integrate Psycho-Social Support and Wellbeing into all programmes

- Many programmes to support employing young people focus on skills but few focus on reducing the psychological and social stressors that many South African youth face in their familial and community contexts.
- Youth bear a disproportionate burden of many of South Africa's social ills. Exposure to drug abuse, domestic violence, racism, crime, chronic poverty and mental health challenges can negatively impact young people's abilities to find and maintain employment. These should be developmental and preventative rather than reactive to problems.
- Development and integration of soft/transversal skills, access of youth to counselling, mentorship, life skills and rehabilitation programmes into all youth interventions – support youth in being emotionally and practically prepared for the world of work and entrepreneurship. This will particularly help those youth who are dangerously disengaged and those who have already become discouraged work seekers.

RECOMMENDATION 6:

Promote growth in high growth multiplier sectors which respond to international and national priorities for inclusive growth

- Climate change mitigation through a focus on the green economy – hydrogen generation, waste management etc.
- Support processes for revitalizing agriculture through mechanization, precision technologies, climate-smart practices and agro-processing could create better quality jobs for youth in food systems (FAO, 2021)
- Renewal energy initiatives including wind farms, solar interventions etc.
- Development of Agri-Incubators for youth agri-entrepreneurs
- Early childhood development programmes and services – expand access and quality
- Sustainable Tourism sector – e.g eco-tourism
- Infrastructure and logistics sector growth – R900billion spend
- **SMME growth youth focussed**

RECOMMENDATION 7:

Develop policies to strengthen support for key structural enablers of youth economic activity

- Getting youth economically active requires young people to be ready to work but also requires an environment that enables their efforts to enter the labour market and thrive within the labour market. The failure to address structural barriers will if not addressed, hamper youth labour market transitions regardless of the model. These enablers include:
 - Affordable and accessible public transport;
 - Spatial transformation that allows for greater economic opportunities to be formed closer to where young people reside; (e.g. enhance District Development Model)
 - Widespread, affordable and reliable technology to enable connectivity and improve digital literacy among young people.

RECOMMENDATION 8: Leverage Technology for Job Creation: Digital Literacy and Connectivity

Technological changes threaten certain jobs, but open up new frontiers of digitally-enabled work. To leverage technology for job creation and SMME development we need to:

- Expand access to affordable and reliable technology and connectivity
- Scale up access to digital literacy – start at schooling level and targeting unemployed youth.
- Support mechanisms for online freelancing, digital entrepreneurship and other non-standard, tech-mediated employment.

RECOMMENDATION 9:

Monitoring and Evaluation System is in place to strengthen Evidence Informed Design, Planning and Implementation.

- A well-designed monitoring and evaluation system that can allow self-reporting of progress by organisations seeking to transition youth into the labour market. This will require:
- Development of robust tracking frameworks with clear targets and metrics for performance accountability across implementing departments and partners. Mandatory reporting into the NPMN Dashboard
- To ensure POPIA compliance, ensure that all beneficiaries of programmes/projects give approval for their data to be used for research purposes;
- Establish a records database, centrally held which keeps contact information for all beneficiaries and implementing agencies;
- Instituting baseline studies for all new programmes and require implementing departments to produce annual internal evaluations using administrative data;
- Institutionalise Independent evaluations by academic institutes and civil society organizations assessing program impacts to inform policy improvements.
- Requiring that all programmes develop Theories of change which define the indicators to be measured and which allows for quarterly and annual tracking of progress against defined targets and indicators of outcomes and

Thank you