

# A Design and Implementation Evaluation of Government's Youth Employment Creation Programmes

Full Report

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Department:  
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women, youth &  
persons with disabilities

Department:  
Women, Youth and Persons with Disabilities  
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## **GLOSSARY**

4IR	Fourth Industrial Revolution
ADP	Artisan Development Programme
AU	African Union
BASA	Business and Arts South Africa
BEEI	Basic Education Employment Initiative
CAGR	Compound Annual Growth Rate
CETA	Construction Education and Training Authority
CIM	Curriculum Implementation and Monitoring
CIP	Critical Infrastructure Programme
CSA	Care and Support Assistants
CWP	Community Works Programme
DAC	Development Assistance Criteria
DALRRD	Department of Agriculture, Land Reform and Rural Development
DBE	Department of basic Education
DDG	Deputy Director General
DG	Director General
DHET	Department of Higher Education and Training
DSAC	Department of Sport, Art and Culture
DUF	Danish Youth Council
DPWI	Department of Public Works and Infrastructure
EA	Economically Active
ECF	Employment Creation Fund
EPWP	Expanded Public Works Programme
ERRP	Economic Reconstruction and Recovery Plan
FET	Further Education and Training
FLIMS	Funza Lushaka Information Management System
GAs	General Assistants
GDP	Gross Domestic Product
GYECP	Government Youth Employment Creation Programme
HCI	Human Capital Index

HDI	Human Development Index
ILO	International Labour Organization
IPRP	Industrial Parks Revitalisation Programme
ISFAP	Ikusasa Student Financial Aid Programme
ITE	Initial Teacher Education
IYDS	Integrated Youth Development Strategy
MTSF	Medium-Term Strategic Framework
NARYSEC	National Rural Youth Service Corps
NDP	National Development Plan
NEA	Not Economically Active
NEET	Not in Education, Employment or Training
NEPF	National Evaluation Policy Framework
NGO	Non-Governmental Organisation
NPMN	National Pathway Management Network
NSC	National Senior Certificate
NSF	National Skills Fund
NSFAS	National Student Financial Aid Scheme
NYDA	National Youth Development Agency
NYP	National Youth Policy
NYS	National Youth Service
NQF	National Qualifications Framework
PAIA	Promotion of Access to Information Act
PED	Provincial Education Department
PEP	Public Employment Programme
PES	Presidential Employment Stimulus
PGCE	Postgraduate Certificate of Education
PMTE	Property Management Trading Entity
PPP	Public-Private Partnership
PWP	Public Works Programme
PYEI	Presidential Youth Employment Intervention
QLFS	Quarterly Labour Force Survey
SADC	Southern African Development Community
SALGA	South Africa Local Government Association
SBA	School Based Assessment
SC	Senior Certificate
SCMP	Second Chance Matric Programme
SDGs	Sustainable Development Goals
SEA	Sport and Enrichment Assistants
SEDA	Small Enterprise Development Agency
SEFA	Small Enterprise Financing Agency
SETA's	Sector Education and Training Authorities
SOP	Standard Operating Procedure
ToC	Theory of Change
TVET	Technical and Vocational Education and Training

UIF	Unemployment Insurance Fund
UN	United Nations
UNDP	United Nations Development Programme
USP	Unique Selling Proposition
VET	Vocational Education and Training
WAP	Working-Age Population
WBL	Workplace-based learning
WCG	Western Cape Government
YeBo	Year Beyond
YECF	Youth Employment Creation Programme
YEDS	Youth Enterprise Development Strategy
YES	Youth Employment Service

## TERMS AND DEFINITIONS

TERM	DEFINITION
<b>Frictional unemployment</b>	Frictional unemployment refers to temporary unemployment that occurs when individuals transition between jobs or enter the labour market for the first time. It results from time lags and search processes involved in finding suitable employment.
<b>Structural unemployment</b>	Structural unemployment arises from a mismatch between the skills and qualifications of job seekers and the requirements of available jobs. It occurs when changes in the structure of an economy, such as technological advancements, shifts in industries, or changes in consumer demand, render specific skills or occupations obsolete.
<b>Cyclical unemployment</b>	Cyclical unemployment is associated with fluctuations in the business cycle and overall economic activity. It occurs during periods of economic downturns or recessions when aggregate demand for goods and services declines.
<b>Seasonal unemployment</b>	Seasonal unemployment refers to temporary and predictable unemployment due to seasonal fluctuations in specific industries or occupations. It typically affects individuals whose work is tied to distinct seasons, such as in agriculture, tourism, or retail.
<b>Narrow/strict unemployment</b>	The narrow/strict definition of unemployment focuses on individuals actively seeking employment but currently without a job. It typically includes unemployed individuals, available for work, and actively seeking employment within a specific reference period.
<b>Broad/expanded unemployment</b>	The broad/expanded definition of unemployment takes an overall view. It includes not only those actively seeking work but also individuals who may not be actively seeking employment but are available and willing to work if suitable job opportunities are available.
<b>Working age population</b>	The working age population is defined as those aged 15 to 64.
<b>Not economically active</b>	The people who are out of the labour market or not economically active are those in the age category 15 to 65 years who are not available for work. This category includes full-time scholars and students, full-time homemakers, those who are retired, and those who are unable or unwilling to work.
<b>Youth</b>	Youth in South Africa refers to persons aged 15 to 34.
<b>Youth Unemployment</b>	The share of the labour force between 15 and 34 who are not employed and are seeking employment but cannot find work.

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<b>Youth Unemployment Creation programme</b>	A youth employment creation programme is taken to be a government programme specifically directed at addressing the youth unemployment issue either through improving the employability of youth or the act of employing youth.
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## EXECUTIVE SUMMARY

### 1. CONTEXT

#### 1.1 Introduction and background

Youth Employment Creation Programmes (YECP) are government's public employment programmes (PEP) specifically aimed at addressing youth unemployment. They do so by primarily providing one of four workstream services: (1) knowledge services, (2) skills development services, (3) employment services, and (4) SMME development services. These YECP are typically focused on the supply side of the youth labour market and concerned with the employability of youths.

#### 1.2. Background to the evaluation

In 2023, the DPME and DWYPD commissioned Urban-Econ Development Economists to undertake a design and implementation evaluation, covering the period 2016 to 2022. The purpose of the evaluation was to assess the design, effectiveness and efficiency of government youth employment creation programmes (YECP) in South Africa.

#### 1.3. Methodology

A theory-based, mixed-method participatory design was employed for the evaluation, with both quantitative and qualitative methods being used to collect and analyse data. A triangulation technique, involving both method triangulation (using various methods of data collection and analysis) and data triangulation (collecting data from multiple sources), was employed to ensure the validity of the results.

### 2. BRIEF SUMMARY OF THEORY OF CHANGE

The Theory of Change (TOC) was developed specifically for this evaluation, as a Master TOC which was used to depict the overall YECP ecosystem in South Africa. The TOC took into account four broad categories of YECP being knowledge empowerment services, provision of employment, SMME development services and skills development services.

### 3. LITERATURE REVIEW & BENCHMARKING STUDY

The following are key emerging issues from the literature review and benchmarking study:

1. **Youth categorisation:** Most countries follow the UN definition of youth which stands as those people aged 15-24-years of age. South Africa, as well as the rest of SADC, regards a youth as an individual between the ages of 15 and 35-years of age.
2. **YECP ecosystem:** There is a YECP ecosystem that is constrained by various elements such as government policy, international agreements, and the needs of an economy. Within this ecosystem various institutions operate to address youth unemployment.
3. **Youth unemployment:** Youth unemployment in South Africa is the highest it has been in the history of the nation. The trend has increased from the inception of the democratic state and appears to have worsened in the intervening period.
4. **YECP inventory:** There are approximately 280 different YECP in South Africa across the various levels of government. They appear to operate largely in siloed conditions and typically have poor communications and limited online presences.

5. **Labour market policies:** Other countries such as Denmark and as attempted in Peru, have more liberal labour markets aimed at creating a more desirable hiring environment for businesses and firms could aid in reducing youth unemployment by lessening the administrative burden on businesses and providing favourable conditions for these businesses to absorb these youth.
6. **Military/Service personnel:** The use of military or service personnel by other countries to utilise youth, meet national labour needs, and inculcate skills and discipline among youth is common as a means to initiate youth employment could be an effective way to develop skills, habits, and other positive outcomes for youth in South Africa.
7. **Basic experimental YECP:** Some developing countries make use of less advanced and more basic technological products in their YECP, such as the Do-Nou project in various regions of the country and yield better results for a lower capital input.
8. **Lower administrative levels:** Other nations drive YECP developments, initiatives, and budget to lower levels of government and administration, a devolution of national central planning seem to potentially aid a reduction in the level of youth unemployment, **and**
9. **Broader macroeconomic issues:** The other nations focus on addressing more general macroeconomic problems in the economy may further the issue of tackling youth unemployment. A few examples from the benchmarked countries are provided below in this context.

#### **4. KEY EVALUATION FINDINGS**

##### **4.1. What youth employment creation programmes are currently offered by the South African government (inventory of youth job creation programmes) at national, provincial and local levels?**

The research identified 280 programmes in South Africa that were targeting youth during the period between 2016 and 2022. These programmes differ in terms of their focus, geographical spread, ownership and service offerings. Of these YECP, 50% were implemented at a local level, 23% at the district level, and between 18% and 27% were at the national or provincial level.

##### **4.2. Are the existing government programmes designed and adequately resourced to contribute towards reducing youth unemployment?**

It can be quantified that in order to have taken the youth unemployment rate for 15–34-year-olds in South Africa to 0% (only considering unemployed and not considering those not in employment, education or training (NEET)) would require an average annual spend of R114.7 billion which equates to 7.1% of government expenditure on average (based on 2015-2023 expend. Values).

To completely resolve the issue of youth unemployment in South Africa to the extent that youths would be employed at the expanded public works pay rate throughout a year, would require R1.032 trillion over the period of 2015-2023. Based on the above, the average annual spend on youths to resolve youth unemployment would equate to: **R27 828.24 per youth**.

This value provides an efficiency spend benchmark against which the other programmes evaluated in this report can be assessed and compared. The current median spend of the

YCEP equates to R21 466,49, below the required efficiency spend and without considering the fact that youth unemployment has continued to climb over the last two decades, in spite of the most advanced YCEP ecosystem, and the net employment effect on employment from the post-YCEP survey conducted by this evaluation was a 4%-point increase in unemployment.

#### **4.3. Is the suite of government programmes contributing to the broader country's objectives of creating employment for the country's youth (sustainable job creation)?**

In total the median number of jobs across the industries/sectors (within which YCEP has been active) amounts of 8 793 199 – this is the median value between the employment value of 2012 and 2022. The number of work opportunities created over this period amounts to 4 633 523 – which when contrasted against the number of employment opportunities in the working economy is a significant proportion of the overall total – at 52.7% of the total annual jobs. However, what is being compared in Table 6.5 is the total cumulative work opportunities created by the YEC programmes over 8 years against a single year of employment. The following is relevant:

$$YEC \text{ Annual work opportunities created} = \frac{4\,633\,523}{8} = 579\,190$$

Thus, from the above, it is evident that the YEC programmes, on an annual basis aggregated across time, have provided work opportunities to the tune of 579 190 a year, which equates to 6.5% per annum. In addition, there is no evidence to suggest that these work opportunities are sustainable or long-term, thus whilst the programmes are contributing toward having youths in the workplace – or working under conditions/using skills appropriate to the workspace – it cannot be said that they are creating or contributing to the creation of sustainable long-term employment.

Whilst YEC programmes do contribute to employment it is not apparent that this is sustainable or long-term employment. This issue may be clarified to some extent with the analysis of YEC participant survey data but presently, the YEC programmes cannot be stated as contributing towards sustainable long-term employment.

#### **4.4. Are these programmes aligned with the overarching legislative framework/plans?**

The South African YCEP ecosystem is characterised by extensive policy instruments with at least eight separate policy items over two decades. It is evident that the YCEP are driven by a litany of different policy items – this is not in itself problematic as a heterogenous array of policy items likely provides sound coverage of various interests – however, it does imply that there are several differing groups of interests driving various programmes. This would generally be considered a good outcome for the YEC ecosystem. However, what is concerning is the level of programmes – 5 of the 12 – that are not clearly linked to some policy instrument. This finding raises concerns, as it is thus indiscernible what the driving force of the respective programmes are, and therefore, difficult to discern the effectiveness of these programmes.

An assessment in Table 6.7 provides an overview of the specificity and measurability of the objectives outlined in the NDP 2030 (youth centric objectives) and NYP 2030. The fact that some of these objectives can be reasonably labelled as non-specific & un-measurable is a concern as these are guiding instruments that much convey concise objectives and goals.

The above is further compounded by the anecdotal evidence of gathered during the research process by the team in so far as the status of the M&E systems and their accessibility by the public is concerned. This is discussed in Table 6.12 above.

Given the above, and in response to the evaluation question, it is evident that to some extent the YEC ecosystem in South Africa does align to various policy and legislation. However, the specificity and measurability of the driving policy objectives were questioned and furthermore the developmental focus on employability over employment flagged as an issue.

#### **4.5. How does South Africa compare with other countries (countries of similar economies) on government youth employment creation?**

South Africa has the highest youth unemployment rate of all the countries considered. It also the most developed YECP ecosystem and is the only country that continues to exhibit a net positive youth unemployment trend. In addition, there are notable differences between how the other nation's address issues of youth unemployment, most notably the use of lower levels of government, extensive national service regimes, and simple low-capital technologies among rural youth.

#### **4.6. How can the government's youth employment creation programmes be strengthened and upscaled to enhance the country's more inclusive economic growth?**

The outcome of this section is a querying of whether the YECP, in their current form, should be strengthened and upscaled. Overall, this section presents recommendations on a workstream basis across the four workstreams of YECP. Generally, the recommendations centre on an increase in the public-private partnerships of YECP, a more integrated market-based approach, a refinement of KPIs towards labour market KPI such as the number of youths employed, or the period of employment for youths that participated in the programme.

## **5. CONCLUSIONS**

### **5.1 Relevance**

The South African YECP ecosystem is characterised by extensive policy instruments. This was further corroborated and confirmed in the benchmarking analysis conducted. Yet, despite this extensively developed policy ecosystem, the youth unemployment rate in South Africa has continued to increase. This is an indication that the policy instruments are either ineffective or targeting the wrong components of the ecosystem.

As mentioned, the continuous rise in youth unemployment is evidence that the underlying issues contributing to the phenomenon are being inadequately addressed. For this reason, there is a serious need to consider the entire approach to the issue altogether – evidently the current ideology is not providing resolution.

Based on Table 6.6 – it is evident that the YECP are driven by a litany of different policy items – this is not in itself problematic as a heterogeneous array of policy items likely provides sound coverage of various interests – however, it does imply that there are several differing groups of interests driving various programmes. This would generally be considered a good outcome for the YECP ecosystem. However, what is concerning is the level of programmes – 5 of the 12 – that are not clearly linked to some policy instrument. This finding raises concerns, as it is thus indiscernible what the driving force of the respective programmes are, and therefore, difficult to discern the effectiveness of these programmes.

The assessment in Table 6.7 provides an overview of the specificity and measurability of the objectives outlined in the NDP to 2030 (youth centric objectives) and NYP to 2030. The fact that some of these objectives can be reasonably labelled as non-specific & un-measurable is a concern as these are guiding instruments that must convey concise objectives and goals.

## **5.2 Effectiveness**

The design of YECP does warrant consideration and assessment. Based on the research done in developing the report the following can be stated:

- 1. Design nature:** This evaluates whether the programmes are focused on the supply side of the labour market or the demand side of the labour market. It is evident from the above that the focus is typically on the supply side with limited demand side interaction or focus.
- 2. Design type:** The design type speaks to the manner in which the programmes effect the changes it wishes to see. In this case, most of the programmes focus on skills development of the youth – effectively enhancing employability through education. There is a marginal focus on the other three aspects – this is something to consider in future.

The final assessment of the level to which YECP are contributing to the creation of sustainable long-term employment in South Africa is as follows:

- 1. Employment contribution:** Whilst YEC programmes do contribute to employment creation, it is not apparent that this is sustainable or long-term employment. This issue has been clarified to some extent with the analysis of YECP participant survey data but presently, the YEC programmes cannot be stated as contributing towards sustainable long-term employment.
- 2. Programme effectiveness:** At a programme level, most of the programmes have not been consistently effective. Several of the programmes are victims of a lack of targets – or provision of said targets – and it should be noted that this is concerning as these programmes – given their public status – are likely dependent on budgeting and budgeted items of which the number of youths is almost certainly an aspect. Every effort was made to collect this data and – if it does exist – then the difficulties faced in obtaining the data are part and parcel of the general lack of M&E – which is only as effective as it is available, **and**
- 3. Programme focus:** The general developmental philosophy and focus of the programmes needs to be reconsidered. From a strategic vantage point, it is possible to discern the general direction of development and the developmental philosophy. In this regard the programmes share similarities that are indicative of a general sense of YECP ecosystem development.
  - a. Design:** Most of the programmes are supply side oriented and focused on the enhancement of employment characteristics of youth, this may not be effective as the issue could likely be that there are few new job openings each year – regardless of the level employability of the youth applicants – there simply are not any new jobs.
  - b. Type:** The type of programme is largely skills development which focuses on employability of the youth and as stated above, is likely not as severe a constrain as the lack of new jobs. In addition, there are two issues here to consider:

- i. **State of South African education:** The need to provide for improved skills amongst youth must, in part, be an indication of a failing schooling system. There is a need to question why youths – assuming they pass through the schooling system – require further training and skills and to what extent the schooling system should be addressing this. Each year of schooling can be viewed as an opportunity cost on production for the nation and as such, efforts should be made to optimise the period in formal education.
- ii. **Work done versus work observed:** Many of the programmes are focused on imparting skills to then provide for an improved employability but the extent to which this is actually the case needs to be ascertained. There is a likelihood the skills and systems being implemented and taught at the YEC programme level differ from industry practices as they may not be linked to industry – given that they are not being affected within an industry related business or entity – this raises the question as to the efficacy of any skills programme that is not driven by a private – industry operating firm – in which market incentives drive the skills development.

There does appear to be a need within the YECP ecosystem to evolve and change in some of the aspects listed above. It is certain that the focus on the supply side must be counterbalanced with a more formidable push on the demand – in this context this means addressing blockages to employment and the and certainly deregulation and expansion of private business interests.

### **5.3 Sustainability**

Lastly, considerations are provided, per workstream, on the cumulative requirement to address youth unemployment through each of the services provided by the different workstreams. These are briefly conveyed by workstream below:

1. **Knowledge services workstream:** Given this efficiency spend, to provide knowledge services programmes services to all the unemployed youth in the most recent period (2023) would require R50 586 547 910<sup>1</sup>. This would require funding 7.4 times greater for a single year than the total funding allocation to knowledge empowerment services for the evaluation period, and 52.5 times more spending than the average annual expenditure of the workstream.
2. **Skills development workstream:** At this efficiency spend, R214 968 274 760.00 would be required to provide training and skills development to the reported youth unemployed in the 2023 period. This is currently 3.7 times more than has been directed at the training and skills development ecosystem over the evaluation period and 29.7 times higher than the average annual spend on the training and skills development workstream<sup>2</sup>.
3. **Employment services workstream:** The efficiency spend of the work opportunities programmes amounts to R21 061.57 per youth, this would require a total budget of

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<sup>1</sup> Calculated by taking the number of unemployed youths in 2023 – 4 747 000 and multiplying by the efficiency spend for knowledge services programmes (R10 565.53).

<sup>2</sup> Annual allocation to training and skills development amounts to R7 233 074 652 an annum (based on R57.864 billion divided by 7 years (2016-2022)).

R99 979 272 790.00 to provide work opportunities for the unemployed youth in the 2023 period. This is 1.6 times greater than the total budget allocated to the workstream over the evaluation period and 11 times greater than the annual average budget allocated to the workstream. In other words, the budget would have to be increased by 11 times to meet the current level of youth unemployment in the country as of 2023, **and**

4. **SMME development workstream:** A total budget of R50.235 billion has been directed at SMME support services workstream over the evaluation period. This equates to an annual average spend of R7 176 433 459.43 and would require a total budget of R417 634 081 910.00 to provide all the unemployed youth in 2023 with the same support services. This is 8.3 times more than has been allocated over the evaluation period and 58.2 times more than is currently allocated on an annual basis. The efficiency spend of the SMME support services amounts to R87 978.53 per youth over the period.

The above resourcing and budgetary considerations have evident implications for the sustainability and likely impact of the YECP ecosystem moving forward. It must be stated that the above points are not an endorsement of increased funding for YECP; They are a hypothetical indication of the magnitude of increase in budget that would be required to “adequately resource” these workstreams to address the YECP issue.

## **6. RECOMMENDATIONS**

### *Institutional arrangement*

#### **R1.**

The failure of local government to play a more relevant role in youth development is evident. There is a need to resolve issues at the local government level and by so doing, create the environment within which **YECP** can be **locally administered**. It is recommended that South Africa Local Government Association (SALGA) be considered in this regard and that an increased proportion of YECP are developed and implemented at the local government level.

#### *YECP Formulation: Demand versus Supply side*

#### **R2.**

The focus on the supply side of the youth labour market is evident. Given the state of youth unemployment and the length of time for which YECP have been operational in South Africa and the YECP ecosystem has existed, a newer approach must be taken. This approach must be **demand-side focused** and must focus on metrics such as number of private jobs created, number of private businesses developed, amount of Foreign Direct Investment secured, and so on. YECP must be **reoriented** from **supply side mechanics to demand side**, if not entirely, then at least partially. An increased incidence of the number of YECP with demand side KPIs as well as increased number of private-public partnerships (PPP). This policy position should be adopted at the national level initially.

#### *YECP Formulation: Development model*

#### **R3.**

The developmental model of YECP should evolve to a smaller public purse, a faster rate of workplace evolution, a realisation of the importance of demand side focus and the absolute need to involve private industry in a realistic manner – i.e., provides the appropriate incentive

for industry to want to play a role in the YECP. In effect, YECP should be pushed to engage in more **public-private partnerships** and **align** more with **industry** and the **market**. There should be an increase in the number of YECP that are registered as PPPs.

*YECP Formulation: Exit Pathways*

**R4.**

**Prioritise** the creation of **exit opportunities** for programme participants, as the majority of programmes provide skills development and training but do not provide a clear pathway for participants to gain permanent employment going forward. There should be an increase in the number of exit pathways in YECPs as well as the number of youths that acquire jobs through these exist pathways. Potential rebates and incentives for private sector firms that onboard YECP participants can be considered.

*Financial resource planning*

**R5.**

YECP are typically underfunded. In the current context of South African public finances, an expansion of funding cannot be made as part of a set of serious recommendations. However, an **aggregation of funding** through the closure of certain YECP and **reallocation** of said funding can certainly put forward. This can be done on the basis of the level of M&E available from those YECP and thus effective incentives enforced. A reduction in the number of YECP operating at the various levels of national government with a consolidation of funding.

*Legislative framework: Policy Environment*

**R6.**

The policy environment in South Africa is relatively convoluted and the documentation tends to span too broad a period. It is recommended that the level of **national policy** making be **reduced, distilled** to the **provinces** and **districts** to a greater degree and that the period over which these documents focus be no more than **five (5) years** and **preferably four (4)** – aligning with the Treasury MTSF periods.

*Legislative framework: SMARTness of Objectives within policy*

**R7.**

YECP and policy within the ecosystem must present objectives. In addition, these objectives must exhibit:

- a. Specificity.
- b. Measurability.
- c. Achievability.
- d. Relevant, and
- e. Time-Bound.

Whilst the above are sometimes exhibited in the various YECP and policy documentation there is certainly a need to reiterate the need for this and focus on it. YECP objectives should be specific and measurable when assessed at random.



### *Partnerships*

#### **R8.**

Encourage networking between various government departments, as in some cases different departments are running very similar programmes with the same goals/objectives, target groups, and so on. Increased discussions and collaborations could avoid these intersectional programmes. The focus should be on reducing the siloed nature of YECPs within the ecosystem. There should be an increased number of joint funded YECP.

*Dissemination of knowledge: Online systems and data availability*

#### **R9.**

Regular updates to information **available online**, as programmes which no longer exist or are no longer being implemented present as though they are still running. New programmes are not easily found, or no adequate information is available. All YECP should have a **strong and active online presence**. There should be an increase in the accessibility of YECP online.

*Dissemination of knowledge: Programme documentation*

#### **R10.**

Encourage **programme documentation** (programme aims/mandate/SOP should be created and approved prior to implementation). All YECP should have a clear and available set of strategic documentation outlining the objectives, TOC, and intended outcomes as well as activities and processes to achieve these outcomes. All YECP should have strategic documentation available.

### *Skills development*

#### **R11.**

The evident focus on skills development needs to be addressed. It is apparent that this is a large component of the Theory of Change for most YECP. Whilst this research has not assessed the extent to which this skills development has been successful, from a macroeconomic perspective it is evident: Youth unemployment has worsened despite increased provision of skills and funding for skills. Addressing this issue requires an intimate knowledge of the fact that the modern workspace evolves quickly and a skills development programme that is not integrated into a market-oriented entity is not likely to be as effective as one that is. This undermines the Unique Selling Proposition (USP) of many of the YECP – if the youth graduating from the skills development programme do not have the skills (or are not as skilled) as others in the market their employability has not improved. A **review** of the focus on **skills development needs** to be **undertaken** and ties into the need to focus on the demand side and not supply side of the youth labour market. A review of the effectiveness of skills development programmes in reducing youth unemployment should be undertaken and issued.

### *Monitoring and evaluation*

#### **R12.**

It is certainly apparent that there is insufficient M&E occurring within the YECP ecosystem. This is concerning both in terms of evaluating the effectiveness of these programmes – which is not possible without M&E data – and in terms of the level of transparency and accountability of said programmes. In short, it is **advised** that **disincentives** are put in place for those YECP

that **do not keep appropriate** M&E data and incentives for those that do. An increase in the number of YECP that keep appropriate M&E data should be noted.

## 1. INTRODUCTION

### 1.1. Background to the intervention

Youth unemployment, a culmination of sociological, economic, and political issues, is a significant crisis in South Africa as jobless rates among this group have reached levels not previously seen. The high unemployment rates among youth have resulted in many individuals not participating in the labour market or withdrawing entirely to become inactive. Furthermore, the COVID-19 pandemic has inflicted a profound economic toll, posing a further threat to the employment and livelihoods of numerous individuals residing in South Africa. Moreover, the pandemic has further aggravated the prevailing predicaments of poverty, inequality and unemployment within the nation.

High unemployment levels negatively affect both youth and the national economy. The impacts on youth include but are not limited to effects on physical and mental well-being, sense of self, dignity, and other psychological effects such as increased anxiety, alcoholism, or suicide (Cloete, 2015). The impact of youth unemployment on the economy and society includes losses related to economic and community growth, output/productivity potential, human relations, freedom of decision-making, and opportunities. Other adverse effects include increased crime rates, poor economic performance, extreme joblessness and poverty, and increased potential for political instability (Mlatsheni & Leibbrandt, 2011; De Lannoy A. , Graham, Patel, & Leibbrandt, 2018; NYDA, 2015). Due to these issues, there is an urgent need to address youth unemployment through strategies and interventions which increase youth participation in the workforce and society.

Although fewer policies specifically address youth unemployment, many contribute to youth employment creation or employment access as part of their mandate. The National Development Plan (NDP) 2030 and National Youth Policy (NYP) 2020 specifically aim to raise employment through stakeholder mobilisation and enhance public sector capabilities to improve job creation (National Planning Commission, 2022; NYDA, 2015). The youth employment objectives of the government not only focus on creating employment but also on capacitating youth to create or obtain employment independently (PMG, 2021).

Multiple interventions, such as the Expanded Public Works Programme (EPWP), the Mzansi Golden Economy Strategy, and the National Rural Youth Service Corps (NARYSEC), have been established to address youth unemployment through government departments. Other than direct employment in public sector projects, youth employment interventions also offer training (e.g., Sector Education Training Authorities (SETAs) training programmes), job search assistance, subsidies aimed at reducing job creation and allocation, and entrepreneurship schemes aimed at the youth to create sustainable employment opportunities (National Treasury, 2011). These programmes focus on equipping inexperienced youth with in-demand skills and improving their employability through work exposure/experience (Mpani, 2022).

Though youth employment programmes have created numerous employment opportunities, it is uncertain whether these programmes have achieved their goals in terms of their mandates. Furthermore, as a collective it is evident that the overarching objective of addressing youth unemployment is not presently being achieved, this is clear when considering the rate of youth unemployment across South Africa and recent trends. Overall, it is clear there is a need to evaluate whether government youth employment programmes are achieving their objectives,

whether they are designed to realise their impacts, and what issues/limitations they are experiencing to develop recommendations to enhance such programmes in the future.

## **1.2. Background to the evaluation**

The purpose of the evaluation is to assess the design, effectiveness and efficiency of youth employment creation programmes (YECP) between 2016 and 2022. The study aims to determine whether YECP are achieving their objectives, whether they are designed to realise their impacts, and what issues/limitations they are experiencing to develop recommendations to enhance such programmes in the future. The evaluation further seeks to assess youth employment access from various government youth employment programmes to ensure maximum benefit and value for money.

The results/outcomes of the evaluation will primarily serve to inform various government departments to:

1. Improve current policy and implementation where there are gaps.
2. Improve accountability, decision-making and performance.
3. Ensure maximum impact and value for money of support programmes.
4. Ensure strategic alignment and improve coordination.
5. Ensure proper alignment of government youth employment creation initiatives.
6. Develop customised indicators to enhance reporting on the relevant outcomes; **and**
7. Contribute to the achievement of the National Development Plan (NDP).

## **1.3. Purpose of the evaluation**

### **1.3.1. The Terms of Reference (TOR) define the purpose of the evaluation as follows:**

The purpose of this evaluation is to assess the design, effectiveness and efficiency of government youth employment creation programmes between 2016 to 2022<sup>3</sup>.

### **1.3.2. Inception report**

In order to evaluate governments YECP per the key specifications in the Scope of the TOR in relation to the key focus priorities, the following approach was used:

1. An analysis of the current status of youth unemployment in South Africa.
2. A review of fundamental policy objectives and legislation relating to employment creation in the country.
3. A review of existing YECP at local, provincial and national level of government.
4. A benchmarking analysis, used to compare South Africa's youth employment creation ecosystem to that of three other countries (one developed, one developing, and one with a similar socio-economic environment).
5. Primary data collection from various government departments in order to validate YECP discovered through desktop analysis.

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<sup>3</sup> Note: the period of the evaluation was extended from 2016 to 2021 to 2016 to 2022 during the inception phase of the study. Thus, the period of evaluation differs from the original TOR.

6. Primary data collection from programme participants to ascertain lived experiences and current employment status of those who have successfully taken part in a YECP.
7. Creation of a YECP inventory considering programmes implemented within the period of the study, which aided the programme selection for further sampling and evaluation;  
**and**
8. Formulation of a Master Theory of Change (TOC) and evaluation framework to be used in conducting the evaluation, generating conclusion and formulating recommendations.

## 2. METHODOLOGY

### 2.1. Evaluation Framework, including Evaluation Criteria and how they were applied in context of the evaluation

A theory-based, mixed-method participatory design was employed for the evaluation, with both quantitative and qualitative methods being used to collect and analyse data. A triangulation technique, involving both method triangulation (using various methods of data collection and analysis) and data triangulation (collecting data from multiple sources), was employed to ensure the validity of the results. Using the mixed-methods approach, quantitative and qualitative data were collected, analysed, and combined to develop responses to key evaluation questions.

In pursuit of the study objectives, the TOR set out the following **key evaluation questions**:

1. What youth employment creation programmes are currently offered by the South African government (inventory of youth job creation programmes) at national, provincial and local levels?
2. Are the existing government programmes designed and adequately resourced to contribute towards reducing youth unemployment?
3. Is the suite of government programmes contributing to the broader country's objectives of creating employment for the country's youth (sustainable job creation)?
4. Are these programmes aligned with the overarching legislative frameworks/plans?
5. How does South Africa compare with other countries (countries of similar economies) on government youth employment creation?
6. How can government's youth employment creation programmes be strengthened and upscaled to enhance a more inclusive economic growth in the country?

### 2.2. Evaluation criteria

In line with the National Evaluation Policy Framework (NEPF) (and Development Assistance Criteria – DAC), the following evaluation criteria were applied in the present evaluation:

1. **Relevance:** the extent to which the YECP ecosystem objectives are pertinent in relation to the evolving needs and priorities set out in overarching national policy and legislation. (The extent to which YECP are on track to meet the needs of the youth in South Africa.)
2. **Effectiveness:** the extent to which the outputs of YECP have contributed to achieving the planned outcome of reducing unemployment amongst South African youth.
3. **Efficiency:** whether various resource inputs have been converted economically into improving the youth employment outlook, providing employment opportunities and increasing the employability of the youth, **and**
4. **Sustainability:** to what extent the positive changes can be expected to last within changing contexts and the current macroeconomic environment.

### 2.3. Scope of work

The focus of the evaluation was the assessment of youth employment creation programmes implemented between 2016 and 2022, as per the TOR. The coverage/boundary of assessment was National, Provincial and Local. Additionally, only programmes which were youth centric or had a youth focused element were considered as part of the evaluation.

Furthermore, programmes which have undergone any type of evaluation during the period under consideration, were excluded from the research as per the TOR.

## **2.4. Evaluation methods**

### **2.4.1. Literature review and benchmarking**

The literature review covered various types of documents relating to youth employment in South Africa, the following sources were consulted in the review:

1. **Strategic plans** made by either the champion institutions or their donor/parent institution.
2. **Annual reports** of the champion institutions.
3. **Monitoring reports** released on an annual or quarterly basis.
4. **Internal databases** maintained by the various programmes to capture the resources, activities, participant's data, and achievement of targets.
5. **Media statements** made by the champion institutions or donor/parent institutions.
6. **General media**, including articles, press releases, and other institutional publications have some bearing on the selected programme.

### **2.4.2. Primary data collection**

The following sources were consulted for primary data during the evaluation:

1. **Programme owners** represented by the Director General (DG) or Deputy Director General (DDG) level individuals (or of an equivalent high ranking/informed position).
2. **Programme managers** in charge of the management of the YECP.
3. **Implementing partners** involved in the implementation and execution of the YECP, and
4. **Programme participants** who were involved in the programme during the period of analysis.

#### **2.4.2.1. Evaluation instruments**

Three sets of evaluation instruments were developed in order to collect the necessary information required to undertake the evaluation:

1. **Email questionnaire to government departments:** this method was used to derive general information from departments on an initial set of programmes identified, and collection begun in June 2023. The method utilised an excel-based approach with closed-ended input questions and open-ended comment sections. A detailed outline of the questionnaire can be found in Annexure A.
2. **Key informant interviews:** interviews using semi-structured questionnaires were undertaken (mainly via virtual platforms) to gain understanding and gather information on various government employment creation programmes. Points of focus included the design and validity as well as programme performance, achievements, process, difficulties, challenges, and best practices. The interviews subsequently informed the assessment of selected programmes where assessment on effectiveness and efficiency was undertaken. The outcomes and efforts of these engagements can be found in Annexure B.
3. **An online participant survey:** an online survey was deployed to participants of YECP from two separate databases provided by programme managers. The survey aimed to ascertain the current employment status of past participants of YECP as well

the lived experiences of participants whilst taking part in the programme. Areas of interest included, *inter alia*, quality of skills development/training, duration of training, duration of programme attendance, interest in partaking in YECP in future and compensation. The full participant survey and survey sample information can be found in Annexure C.

## **2.5. Limitations of the evaluation**

### **2.5.1. General limitations**

1. The programme sample was limited due to the requirements outlined in the TOR, being the exclusion of YECP which have been evaluated over the study period. It was apparent in the research that majority of programmes which have undergone evaluation over the last 6 years have well-developed M&E systems and well-maintained databases. Therefore, the study team was limited to programmes that most likely had limited M&E and programme documentation.
2. There were multiple engagements with different YECP wherein M&E data was promised by the programme and never forthcoming despite repeated attempts to acquire such data. This speaks to the limitation of a third party to access an institutions data, as well as a general theme of lack of available M&E from the YECP ecosystem either in the public domain or via request by an authorised authority.

### **2.5.2. Data-related limitations**

The study faced several challenges related to data collection and data availability.

1. Despite repeated efforts, a significant number of government officials were unreachable, did not want to participate in the survey, could not avail themselves for an interview, or failed to provide contact details for programme participants or managers (either entirely or not in time). This forced the abandonment of programmes that were selected to form part of the study.
2. Documentation in all its variety became available at different stages of the evaluation, and not necessarily in complete form or in historical or logical sequence. As a result, findings in the research had to be continuously updated for correctness and relevance.
3. The level of effort required for primary data gathering was considerable and, for the reasons listed above, took a significant amount of time. Due to the project deadlines/timeframes, further follow-up to increase response rate and generate necessary information was not possible.

The above issues were dealt with at a project level to ensure that the final evaluation report serves as useful and informative to the end user. However, many of the limitations seem to present symptoms of deeper issues that may be present within some of the YECP assessed, and perhaps the general government YECP ecosystem.



## 3. THEORY OF CHANGE

### 3.1. Importance of a Theory of Change

A Theory of Change (TOC) serves as a roadmap towards a programme's outcomes/impacts. It explains how a programme achieves the desired objective or vision. It is an important instrument for outlining the roles and responsibilities of all stakeholders and this in turn provides the basis for agreement between stakeholders as to what must be achieved, by when, with what resources and most importantly by whom. Importantly, it serves to inform the development of an implementation framework as well as the basis upon which the IJS Programme is monitored and evaluated.

The TOC is a representation of how an intervention is expected to lead to desired results. The TOC methodology is essentially a dialectical representation of the sequence of processes expected to follow from the intervention. Based on a logic chain, it begins with a thorough understanding of the inputs, activities, outputs, and their intended outcomes, and ultimate impacts.

### 3.2. Overview of the Theory of Change and logical framework

According to the Department of Planning, Monitoring and Evaluation (DPME, 2014), a TOC explains the processes or pathways of how a programme's activities and outputs are expected to result in the intended outcomes and impacts. A TOC also describes the required inputs – staffing, institutions, mechanisms, and resources – for a programme's results to be realised.

Using the insights from the policy analysis and benchmarking exercise, Figure 3.1 illustrates the Master TOC which was developed for YECP in South Africa.

With the goal of reducing unemployment, poverty, and inequality, the Master TOC for YECPs is articulated as follows:

**IF**

YECP makes use of its resources to provide employment services, skills development and training services, knowledge empowerment services and SMME development services

**SO THAT**

The youth become educated, trained, and knowledgeable in how and where to search for employment

**AND**

acquires employment, builds experience, and receives income support

**AND/OR**

Create and develop SMMEs

**THEN**

The youth become more empowered and confident when searching for jobs, as well as improve their employability and work readiness

**AND IF**

YECP also provides job placement

**SO THAT**

The youth exiting the programme finds sustainable employment

**THEN**

Labour absorption of the youth in the economy increases

**AND**

Income levels of the youth and their households improve

**RESULTING IN**

The decline in the unemployment rate among the youth, increased opportunity for the youth to invest in poverty-reducing strategies, and the improvement in the standard of living of the youth and their households

**WHICH WILL CONTRIBUTE TOWARDS**

Addressing the triple challenge of poverty, inequality, and unemployment in South Africa.

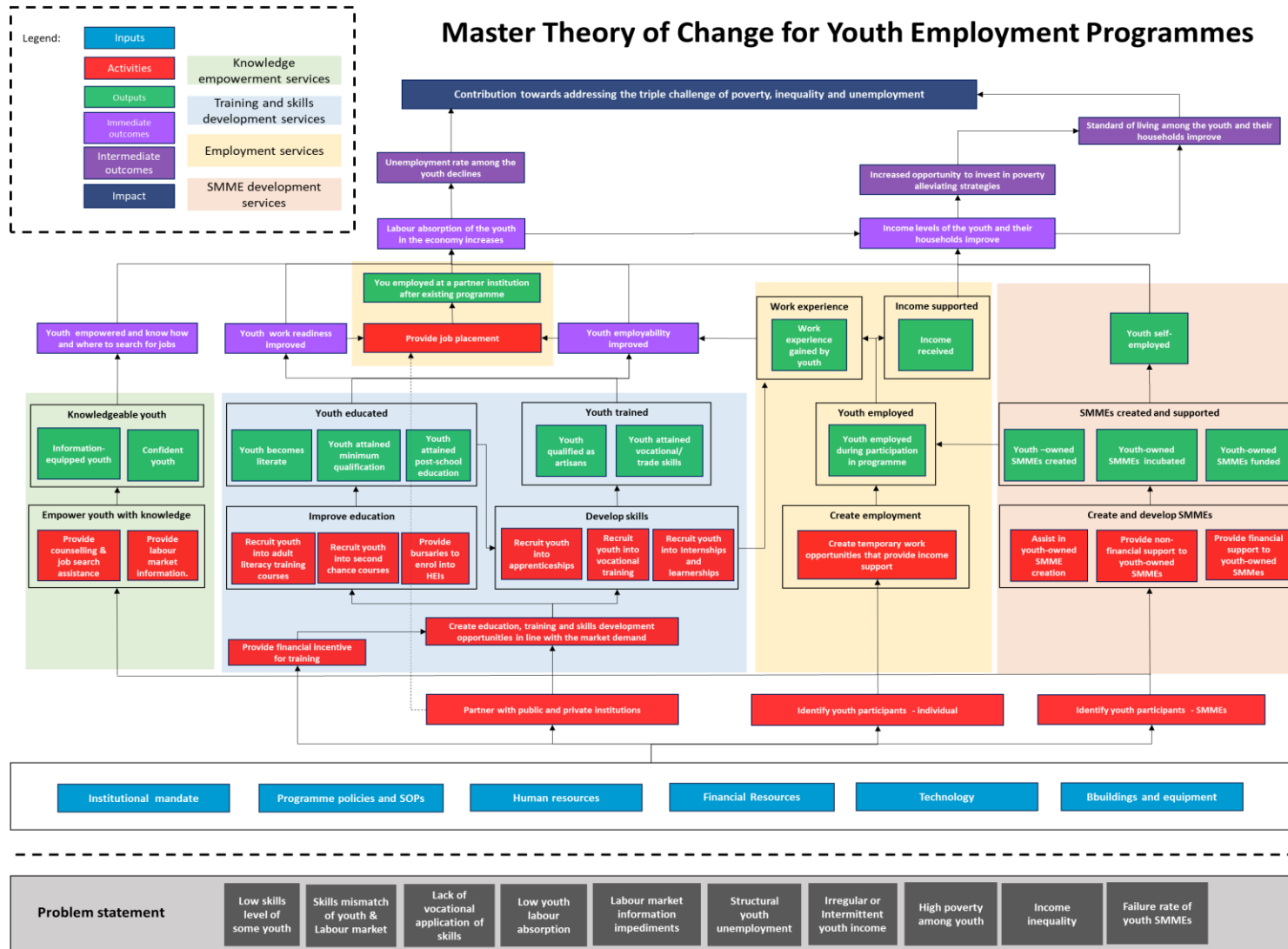


Figure 3. 1: Master YCEP Theory of Change

In developing the above TOC as well as based on the literature review and further analysis in the report, it became evident that there is a “supply side” and “demand side” component to the YECP. The supply side was taken to be concerned with the employability of the youths that took part in the YECP. This was referred to as “supply side” given that the focus of these programmes is to improve the supply side of the youth labour market, i.e., to make youth more attractive to employers. The demand side refers to those YECP that focus on jobs and employment for youths. The condition of “sustainable long term” employment was not strictly applied in this sense, a more refined iteration of this definition would need to seek out the parameters for “demand side”; however, in this context these were programmes that focused on increasing the demand for youths in the youth labour market.

### **3.3. Problem Statement**

When considering employment in the context of YECP, there are three central problems – poverty, unemployment and inequality. More specifically:

1. South Africa has had a **youth unemployment** rate of over 30% since at least 2000. South African youth unemployment was estimated at 50% in 2022 (according to World Bank data on the age group of 15 – 24 years of age (economically active)). This is reported as a 62.1% unemployment rate for 15–24-year-olds, and 40.7% for 24 – 34-year-olds, in the May 2023 Quarterly Labour Force Survey (QLFS) (Stats SA, 2023). Compared with a general labour force unemployment rate of 32.9%, it is evident that there the absorption of young individuals into the economy is particularly low.
2. The Living Conditions Survey (LCS) estimated that approximately a third of South Africans between 15 and 24 years of age were considered poor on a multidimensional scale (Stats SA, 2015). In addition, one out of five individuals between 18-34-years of age were estimated to be in the lower-bound poverty line (Stats SA, 2015). Given the worsening of youth unemployment during and post the Covid-19 pandemic, it is not illogical to assume that these measures of **youth poverty** have worsened over the last 7-8 years; and
3. The above unemployment and poverty indicators lead to the implied problem that youth typically suffer from **income inequality**. Whilst this is expected to some extent in a market economy where the value of competence is usually associated with years of experience, in the case of South Africa, this problem appears to be more extensive.

The root causes of these problems are outlined below:

1. Low level of education among the youth.
2. Lack of labour market information.
3. Skills mismatch between supply and demand.
4. Lack of work experience.
5. Low youth labour absorption.
6. Failure of youth SMMEs; **and**
7. Irregular or intermittent youth income.

These root causes serve to inform the YECP ecosystem which is centered around addressing these root causes or attempting to alleviate their effects.

## 4. LITERATURE REVIEW AND BENCHMARKING

This chapter contains vital definitions and concepts that will be used throughout the study. It provides insight into the status of youth employment in South Africa and the government's response to address the associated challenges. The latter involves the review of policies and strategic documents of the South African government to ascertain the approach set out by the government to address youth unemployment in the country. The chapter concludes with an overview of youth employment creation programmes that have been active in the country during the analysis period, i.e., between 2016 and 2022.

### 4.1. Defining Youth Unemployment

Unemployment occurs when the labour resources are idle in an economy which causes a decline in national production (Fields, 2023). It refers to a situation in which working-age individuals are without paid employment, are available and actively seeking work, and are willing and able to work (Fields, 2023). Stats SA (2022) provides the following Official definition of unemployed persons:


**Official definition of unemployed in South Africa**


Unemployed individual who at the time of a survey:


<ul style="list-style-type: none"><li>a) Were <b>aged 15–64 years</b>; and</li><li>b) Were <b>not employed</b>; and</li><li>c) <b>Actively looked for work</b> or tried to start a business in the four weeks preceding the survey; and</li><li>d) Were <b>available for work</b>, i.e. would have been able to start work or a business in the reference week</li></ul>	OR	<ul style="list-style-type: none"><li>a) Were <b>aged 15–64 years</b>; and</li><li>b) Had <b>not actively looked for work</b>, but</li><li>c) <b>Had a job or business to start</b> at a definite date in the future; and</li><li>d) Were <b>available</b>.</li></ul>
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*(Stats SA, 2022)*

Young individuals entering the labour market are more susceptible to unemployment than their older counterparts, for this reason youth unemployment tends to be considered in its own right aside from general unemployment. From an international and regional perspective, youth unemployment is defined as follows:

	“The situation of young people looking for a job but cannot find a job, with the age range being defined as 15 to 24 years old.”	<i>(ILO, 2023)</i>
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	“The share of the labour force aged 15 to 24 without work but available and seeking employment.”	<i>(World Bank, 2018)</i>
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	“The situation where young people looking for a job cannot find a job, with the age range being defined as 14 to 28 years old. An unemployed person is defined as someone who does not have a job but is actively seeking one.”	<i>(UN, 2020)</i>
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“The share of the labour force aged between 15 and 35 without work who are actively seeking work.”

(African Development Bank, 2015)



“The share of the labour force between 15 and 34 who are not employed and are seeking employment but cannot find work.”

(Stats SA, 2022)

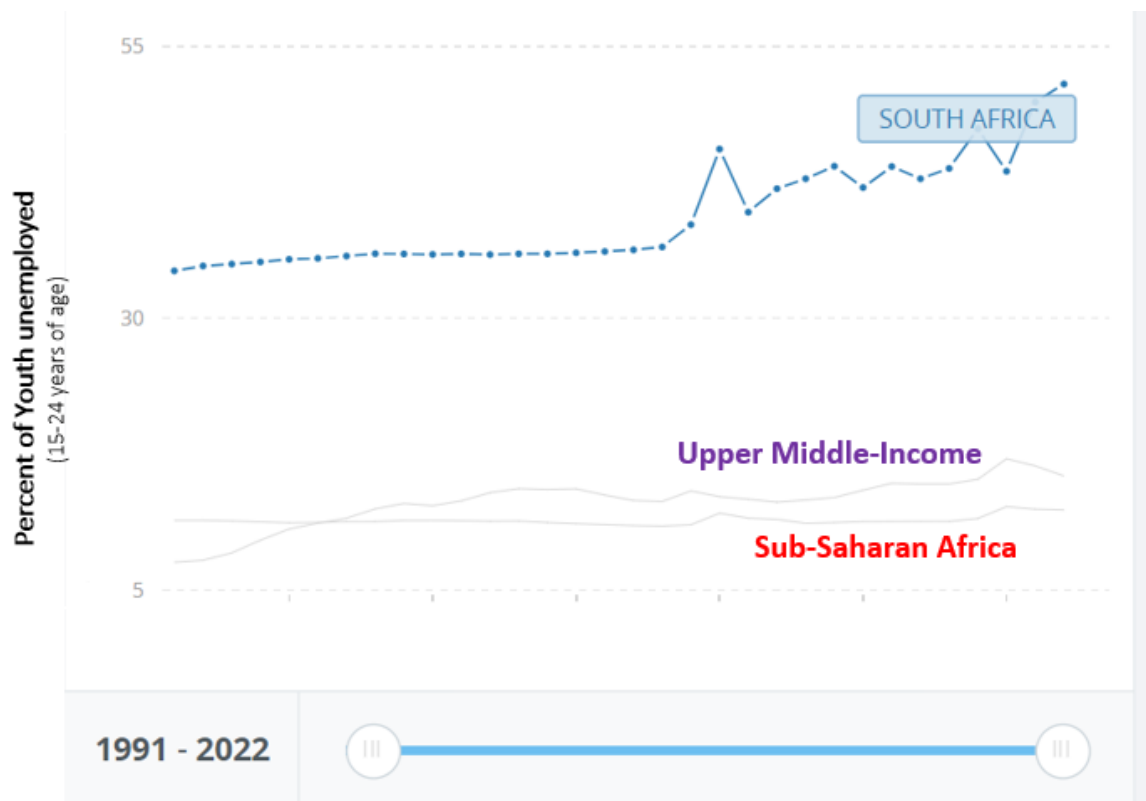
From the above, it is evident that the core definition of youth unemployment is relatively uniform internationally, with slight differences concerning the age group of those considered as a youth. Internationally, the age group considered part of the youth are those aged between 15 and 24 years old. By contrast, South Africa classifies the youth working-age population as persons aged between 15 and 35 years old (Stats SA, 2022). For the purpose of this study, youth will be classified according to the Stats SA definition, **thus youth unemployment is defined as the share of the labour force between 15 and 35 without work who are actively seeking work.**

The definition of youth in South Africa as persons between the ages of 15 and 35 can be traced to the National Youth Commission Act No 9 of 1996 as well as the African Youth Charter of 2006. This definition has been followed in developing national youth policies starting in 2000. The initial rationale for setting 35 years as the upper age limit for the youth was to follow an inclusive approach taking into account unique demographic and economic conditions influenced by historical context and economic factors. Although two decades have passed since the initial decision on the upper age limit the persistence of historical imbalances in the country (The Presidency, 2009) has resulted in the upper age limit not yet being revised lower.

#### **4.2. Youth Unemployment in South Africa**

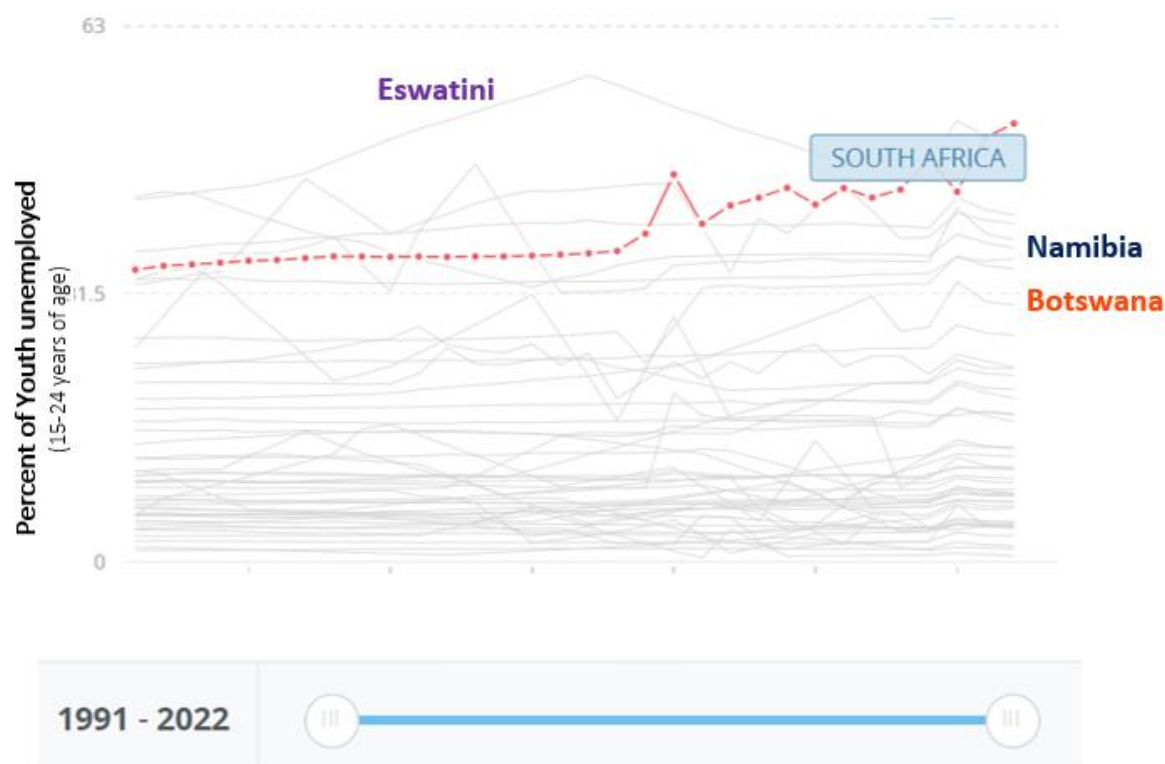
South Africa has one of the worst youth unemployment rates globally; the most recent youth unemployment rate at 51.52% - which is only for those youths between 15 to 24 (recall in South Africa the official youth age bracket is 15-34 – as such this unemployment rate is lower than it will be in actuality) – was recorded in 2023 and represents a peak unemployment rate.

This unemployment rate is higher than all other African nations (although there is room to argue this is due to lack of appropriate national accounting in these African nations). Regardless, the unemployment trend in South Africa is significantly greater than the youth unemployment trend seen in comparable upper middle-income countries as well as countries in sub-Saharan Africa – as evidenced below.



Modified by Urban-Econ based on (World Bank, 2022)

Figure 4. 1: South Africa versus upper-middle income & sub-Saharan Africa (Youth unemployment)



Modified by Urban-Econ based on (World Bank, 2022)

**Figure 4. 2: Youth unemployment within Africa**

When compared to the rest of Africa, South Africa's youth unemployment rate is clearly much higher than the other African nations. There is certainly an aspect of the above comparison that is due to the state of national accounting agencies in other African nations. Regardless, South Africa certainly has a higher youth unemployment rate than most comparative African nations.

When compared to the other upper middle-income countries it is evident that South Africa has a higher youth unemployment rate than its counterparts. This is both a concern and yet expected. This outcome is concerning given the fact when compared to other countries with a similar GDP per capita, South Africa has such an exceedingly high youth unemployment rate. This implies some form of economic deviation between South Africa and other comparable economic countries. However, this outcome is also not unexpected given the basic metric that provides for this grouping – which is that of GDP per capita, which of course does not take into account other nuanced metrics of national development.

South Africa's youth unemployment has been elevated from the inception of democratic South Africa with the rate being as high as 30% from 1994. Some of the possible reasons for this are listed below:

1. **Low level of education among the youth:** In 2021, more than half a million learners left school before finishing matric, and just under 100 000 learners failed matric in the same year. This lack of formal education prevents them from enrolling in programmes that would enable them to obtain higher education or trade skills, limiting their employability.
2. **Lack of labour market information:** There is a communication gap between the labour market and youth, making it difficult for both parties to connect. The labour



market struggles to find the right candidates based on selection criteria, while the youth struggle to find available opportunities.

3. **Skills mismatch between supply and demand:** The skills mismatch issue is raised in the Skills Supply and Demand in South Africa Report, which states "The available data suggest some specific mismatches between demand and supply. One such mismatch involves the considerable increases in unemployment among graduates in particular fields of study. Another is the mismatch between the field of study and labour market destination." (Development Policy Research Unit, pg. 166, 2020). The evident implication here is that there is a continuous output of skilled youth in skills areas already satiated at the labour market level. In turn, there is a lack of skilled youth in other skills areas of the labour market that are in deficit so far as employees are concerned.
4. **Lack of work experience:** The lack of expertise among youths, particularly in comparison to older and certifiably competent competition, results in youth either being under-employed or unemployed due to the opportunity cost of onboarding the youth (Branson, De Lannoy, & Brynde, 2019).
5. **Low youth labour absorption:** The youth (15-24) have the lowest labour absorption rate compared to other age groups in South Africa. This means that the economy struggles to absorb the economically active young population, further exacerbating the youth employment problem (Stats SA, 2021). This is a significant problem and likely the most pressing in the list.
6. **Failure of youth SMMEs:** It is suggested that South Africa has one of the highest SMME failure rates in the world (BusinessTech, 2021). The inexperience and limited capital of young entrepreneurs contribute to this problem. Success in the SMME sector is often associated with age and experience.
7. **Irregular or intermittent youth income:** The high rates of youth unemployment, coupled with the fact that the approximately 46.3% of the youth are not in employment, education or training (NEET) (Stats SA, 2023) suggest that youth spend large segments of time unemployed or in a state of intermittent employment. In addition, evidence is growing that non-standard, casual, and part-time work is rising (Mncayi & Meyer, 2021). This implies that these youth are not earning an income and that when incomes are made, they are intermittent or short-term.

In addition to the above reasons listed above, it is worth noting that the following reasons may be pertinent:

1. **Lack of growing economy:** Economic growth in South Africa has been muted over the new democratic era. The low growth rate has persisted and worsened over the duration of the era with the most recent period showing the high negative growth rates ever experienced by the country (Covid-19 era) (World Bank, 2022). This lack of economic growth translates into a lack of jobs for youth – which is the core of the problem.
2. **Supply side focus of government initiatives:** The host of government programmes directed at youth unemployment are predominantly focused on the “supply side” of the labour market. They seek to improve the employability of the youths to assist in acquiring jobs. The alternative to supply side initiatives is demand side initiatives which

aim to increase the number of jobs in the economy and increase youth employment via this means (De Lannoy A. , Graham, Patel, & Leibbrandt, 2020).

3. **Increased health of older generations & longevity:** Improved health outcomes in South Africa – as a result of technological change and innovation elsewhere – have resulted in an older population that (1) lives longer than previously, and (2) is more robust and capable (i.e., able to be employed for longer) than previous generations (Fry, 2019).
4. **Geographic accessibility:** The legacy of apartheid has resulted in a divergent population pattern often resulting compromised accessibility between youth and the physical sites of different jobs (Strauss, 2019). This is further compounded by the failure of the public transport system, creating additional barriers to access for youth that invariably cannot afford their own transport or private means of access (Gumede, 2022), **and**
5. **Sustained unemployment:** Extended unemployment as a youth can have adverse effects on the individual and contribute to workforce issues in later periods. This extends from mental health issues down to issues in the productivity rate and effectiveness of those individuals previously unemployed for sustained periods as a youth (Commission for Social Development , 2007).

All of the above reasons contribute to the broader issue of youth unemployment in South Africa and provide ample opportunities to address and alter these different situations and circumstances of better youth employment outcomes.

Quality education is one of the critical determinants of whether an individual can find gainful employment. Equally as important to the quality of education, is the ability of the learner to complete the education system. In 2021, more than half a million learners left **school** before finishing matric, while around 95 000 learners failed matric in the same year. As shown in Figure 4.1, the number of individuals finding employment is higher for Higher Education graduates than those with technical qualifications.

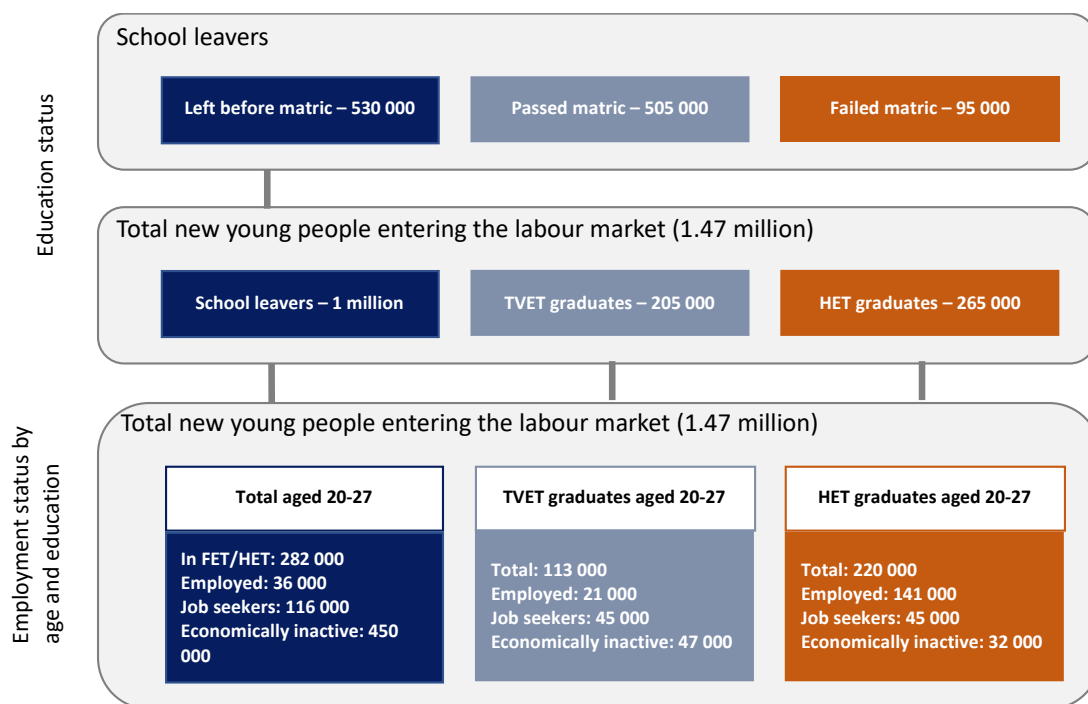


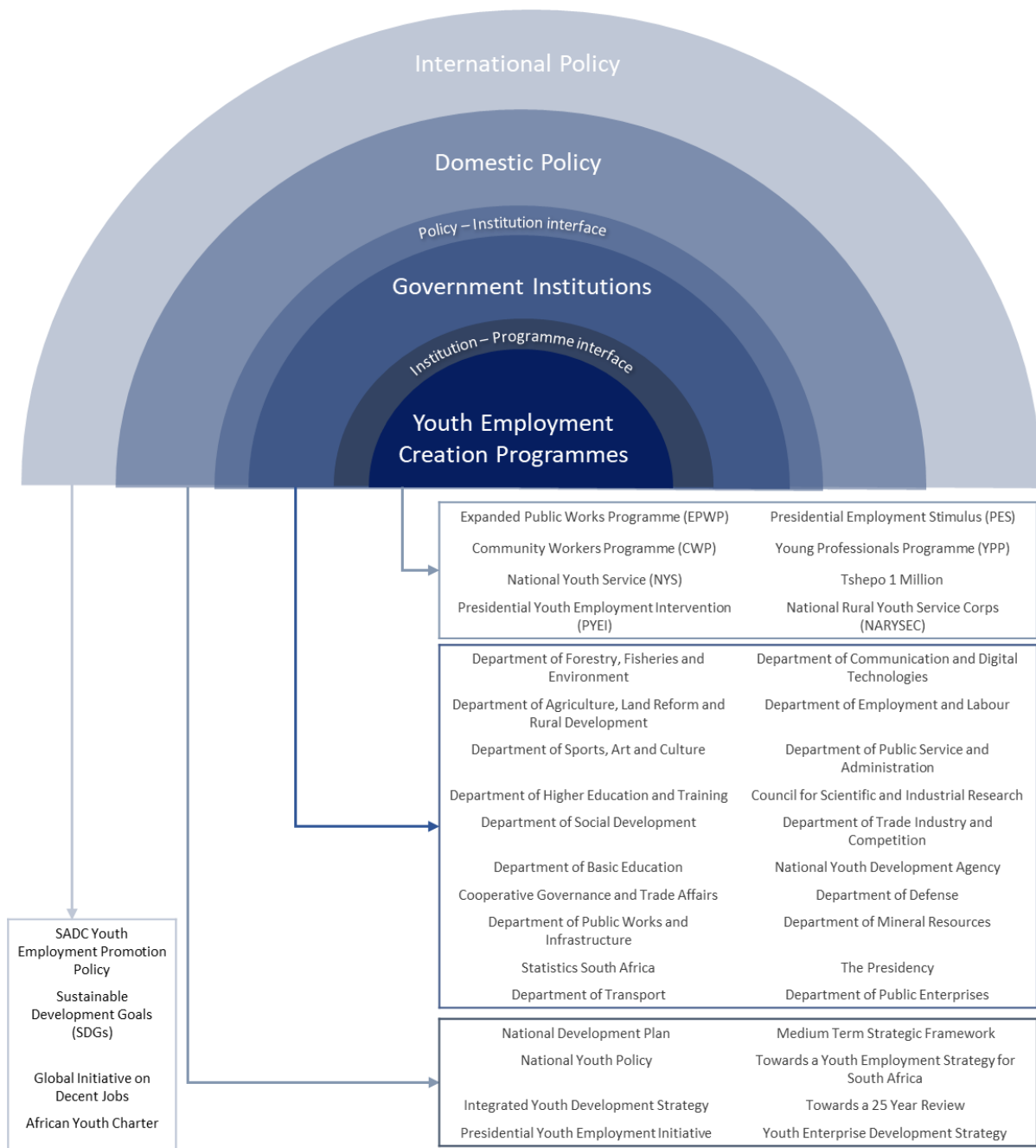
Figure 4. 3: Employment and education status of new entrants into the labour market, 2021 (DHET, 2021)

In summation, youth unemployment in South Africa has not only been a persistent challenge in the past years but has significantly worsened. High unemployment levels negatively affect both the youth and the national economy. Negative economic and societal impacts include losses related to economic and community growth, output/productivity potential, human relations, freedom of decision-making, and opportunities. Other adverse effects include increased crime rates, poor economic performance, extreme joblessness and poverty, and increased potential for political instability (Mlatsheni & Leibbrandt, 2011; De Lannoy A. , Graham, Patel, & Leibbrandt, 2018; NYDA, 2015). Though unemployment is considered one of the triple challenges facing South Africa, stimulating employment and solving the youth unemployment crisis has the potential to mitigate related challenges of poverty and inequality.

To understand the approach from the South African government in addressing the challenges of youth unemployment, the following section discusses the government's position and discusses interventions outlined in various policy and strategic documents. By so doing, this Literature Review attempts to develop a broad understanding of the general dynamics at play in the public sector of South Africa in so far as those interventions and initiatives aimed at youth unemployment.

### 4.3. YECP Ecosystem

The country's approach to addressing youth unemployment can be viewed from an ecosystem perspective. Three key elements shape YECPs in South Africa. These include the international policy environment, which influences the domestic policies environment, which in turn is applied by various government institutions to develop and implement youth development programmes and interventions. It is worth noting that the representation of YECP's in the subsequent sections is not extensive and provides a snapshot only, a full database can be found in Annexure C of the final report.



**Figure 4. 4: YECP Ecosystem in South Africa**

This YECP ecosystem is critical in evaluating the national imperative of addressing youth unemployment. The various components that are active within each of the different segments of the ecosystem interact to produce the overall outcomes desired by the public sector. By understanding the general aspects of the ecosystem (such as domestic policy) as well as the various specific instances at play within each segment (such as the formation of the National Youth Development Agency through the National Youth Development Agency Act) a holistic and informed assessment of the public sector effort to address youth unemployment can be developed. The following sections examine each of the key categories of the YECP ecosystem in more detail.

### 4.3.1. International policy environment

South Africa has been an active participant, contributor, and signatory to several international and continental agreements to address the full spectrum of youth development issues. The figure below illustrates the international policy instruments adopted by the country that shaped the domestic policy and, subsequently, the YECPs.



Figure 4. 5: International policy environment influencing South Africa's YECP

The **African Youth Charter** is a continental framework adopted by the African Union (AU) in 2006. The charter emphasises youth empowerment, participation, and development across various sectors, including employment, education, health, and social integration. The charter outlines key issues affecting youth in employment, sustainable livelihood, education, skills development and national youth policy. More specifically, the Charter calls on member states to develop cross-sectoral policies and programmes that consider the needs of the youth, to use state parties to guarantee the participation of youth in the public sector, to ensure access to education by the youth, and to introduce legislation that eliminates all forms of discrimination against girls and young women (AU, 2006).

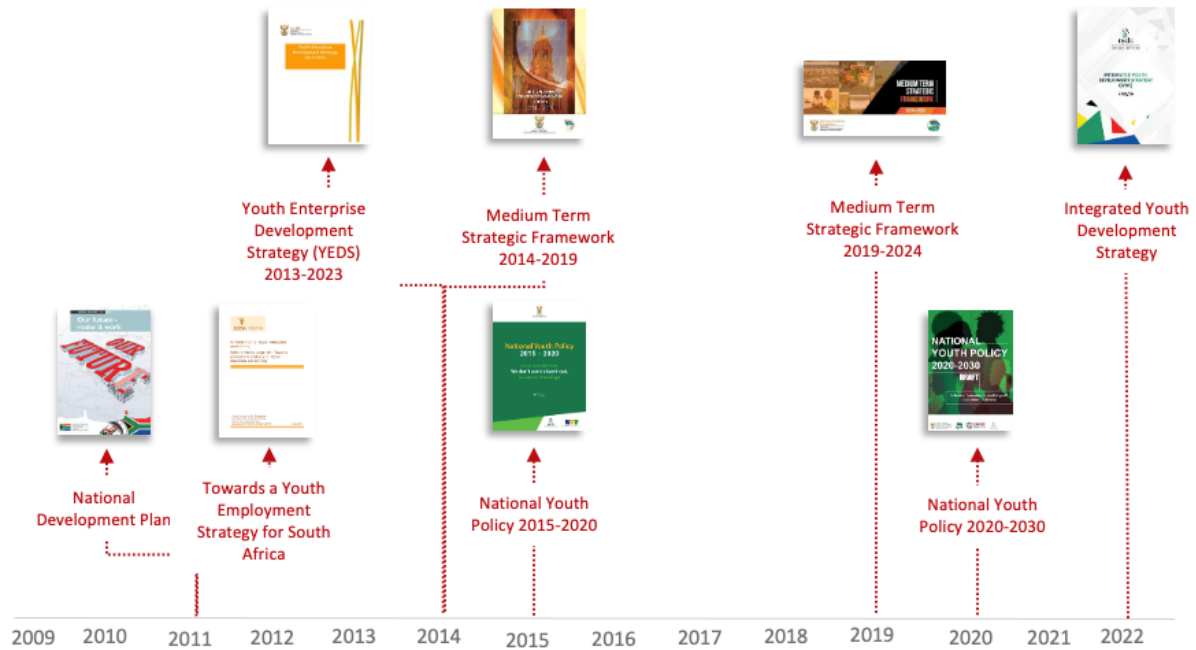
The **Southern African Development Community (SADC) Youth Employment Promotion Policy Framework** is a regional policy framework adopted by the member states in the SADC. The framework aims to promote youth employment by facilitating the creation of decent and sustainable job opportunities, enhancing skills development, and supporting entrepreneurship among young people in the region. The main goal of the SADC Youth Employment Promotion Policy Framework is to increase decent employment levels for young men and women in the SADC. The framework does not have any specific targets relating to youth employment; however, priority areas within the framework include the creation of employment opportunities by the public sector, improved entrepreneurship initiatives, increased youth participation, improved management of labour migration, transitioning from informal to formal economy, and improved labour market information systems (SADC, 2016).

The **Global Initiative on Decent Jobs for Youth** is a partnership launched in 2017 led by the International Labour Organization (ILO) that aims to address the global challenge of youth unemployment by promoting decent work opportunities for young people. This strategy links to the **Sustainable Development Goals (SDGs)** adopted by the United Nations (UN) in 2015. The SDGs include a specific goal (Goal 8) on decent work and economic growth. Target 8.6 is set to promote youth employment, vocational training, and access to financial services for

young entrepreneurs. Key indicators are used to measure progress towards achieving the SDGs, and more specifically, Target 8.6 is to substantially reduce the proportion of youth not in employment, education and training.

### 4.3.2. Domestic policy environment

The figure below illustrates the domestic policy environment comprising policies and strategies relating to employment and youth employment in South Africa, which influenced the creation and implementation of YECPs during the analysis period.



**Figure 4. 6: Domestic policies and strategies shaping YECP in South Africa between 2016 and 2021**

The summary of the above-mentioned strategic objectives and plans that speak to the country's unemployment and youth unemployment are presented in the figure above.

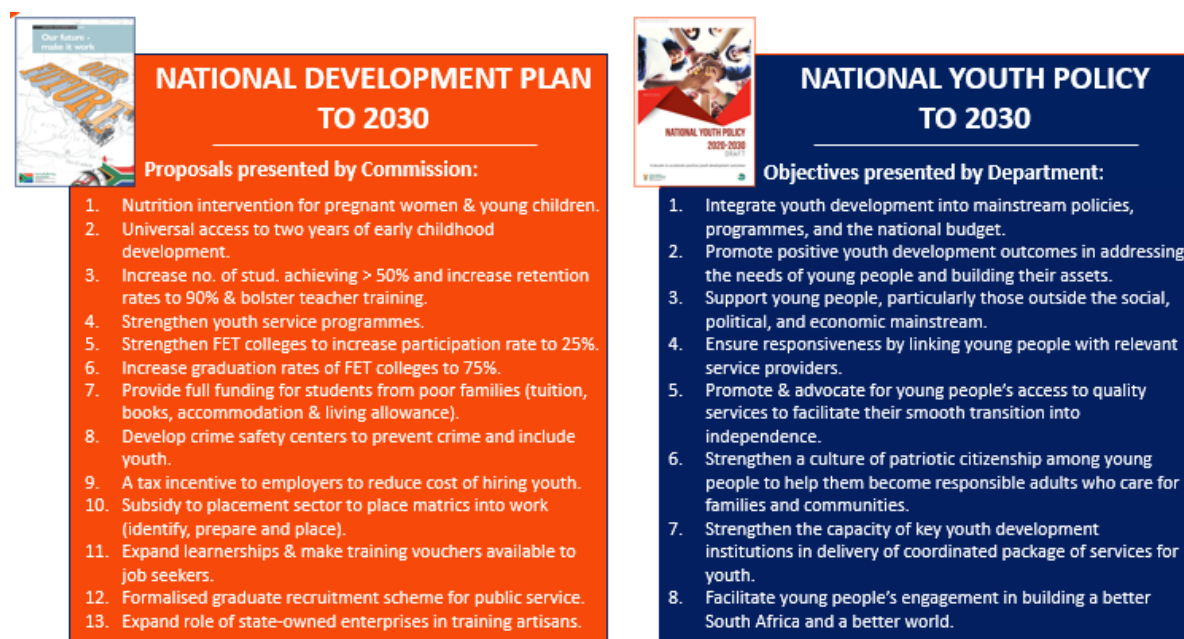


Figure 4. 7: Key proposals from NDP to 2030 & NYP to 2030

The above figure shows that South Africa has a comprehensive landscape of proposals and plans to address youth unemployment and issues that pertain to youth unemployment. It is evident that the primary goal of the various youth employment-related policies is to **reduce the youth unemployment rate** by increasing their participation in the economy through:

1. Increasing the employability of the youth and therefore enabling them to compete in the open labour market to secure sustainable jobs.
2. Increasing the number of self-employed youth or entrepreneurs in the economy, **and**
3. Increasing participation of the youth in Public Employment Programmes.

The above is envisaged to be achieved by prioritising the following (not in order of priority):

1. **Institutional capacity building:** increase efficiency and effectiveness of existing and future youth-focused programmes; strengthen the capacity of key youth development institutions; and integration and coordination in the delivery of youth services by the government.
2. **Improving the education system:** improvements in the school system; encouraging youth to attain their National Senior Certificate (NSC) or equivalent qualification; creating second chances for first qualifications for school leavers.
3. **Youth empowerment:** provide information on how learning pathways can impact prospects for further learning, personal development and employment; familiarising the youth with the expectations and requirements of the world of work by the time they leave the education system.
4. **Skills development and training:** developing more inclusive skills development programmes; increasing prospects for further learning and personal development; providing a broader and more flexible range of learning pathways; expanding the intake of Technical and Vocational Education and Training (TVET) colleges while strengthening the quality and relevance of the TVET system to meet industry needs.

5. **Enabling access to opportunities:** support for job placement schemes; work readiness promotion programmes; counselling and guidance; and private sector work-exposure programmes.
6. **Expanding public employment programmes:** provide work for the unemployed, with a specific focus on young people and women; introduce new community-based programmes to offer young people life-skills training, entrepreneurship training and opportunities and opportunity to participate in community development programmes, **and**
7. **Entrepreneurship development:** scale up the country's focus on youth entrepreneurship; encourage the growth and success of young entrepreneurs; promote cooperatives and entrepreneurship among young people through public agencies; provide support in the form of technical business support, business registration, and access to markets and funding among others.

Execution of the government policies to deliver on the priorities as mentioned above is assigned to various public institutions, which are briefly discussed in the next section.

#### **4.3.3. Government departments**

The domestic policy environment directly influences interventions enacted regarding employment creation. In South Africa, the above-outlined policies and strategies are passed at all spheres of government (local, provincial and national); however, the government cluster responsible for ensuring alignment of government-wide priorities, such as employment creation, is the cluster of Economic Sectors, Investment, Employment and Infrastructure Development. The cluster has approximately 20 separate departments and agencies, as outlined in the YECP ecosystem figure.

The **Department of Employment and Labour (DEL)** acts as the key regulator of the labour market. The DEL regulates the market through legislation and regulations; inspection, compliance monitoring and enforcement; protection of human rights; provision of employment services; promotion of equity; social and income protection; and social dialogue. Aside from the DEL, key departments mandated with broader implementation of YECP include **The Presidency** and **the Department of Public Works and Infrastructure (DPWI)**. However, most government departments in South Africa implement elements of YECs in the form of internships, bursaries, and skill development. Therefore, the responsibility of youth employment creation does not lie with one or two government departments but spans all public sector activities.

An overview of programmes that have been active in the period of analysis is presented in the next section.

#### **4.3.4. Youth Employment Creation Programmes in South Africa**

The South African government has implemented YECs to address the country's high levels of youth unemployment. These programmes aim to equip young individuals with skills, create job opportunities, and foster entrepreneurship. An initial list of YECs was provided by DPME that contained a possible 106 YECs, the list was expanded based on additional secondary research to a total of 280 potential programmes. Information about these programmes in the public domain appears scarce; therefore, the project team initiated a survey to collect details from each responsible department. Due to the lack of data, it is difficult to determine how many of these programmes are still active and what the main components of these programmes are,



i.e., whether they include skills development, work opportunity creation, placement, entrepreneurship development, etc. The current level of information, however, provides with some insight into the distribution of the 51 identified programmes in terms of public institutions, which is presented in the figure below. Further research and analysis reduced the list of 173 potential programmes to 51 programmes that are considered to be YECPs.

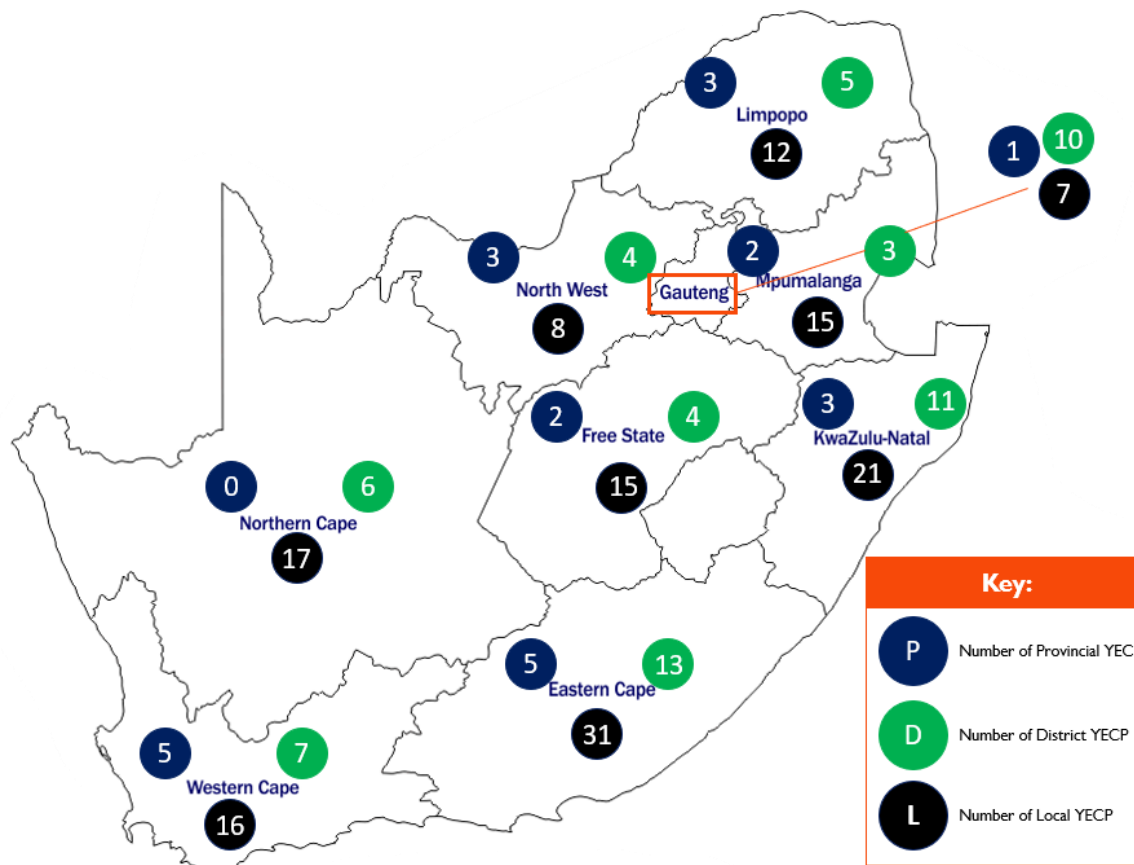


Figure 4. 8: YECPs in South Africa by institution

The figure above illustrates that approximately 280 YECP are identified at each of the different levels of provincial, district and local government. In addition to these 280 there are at least 51 that are implemented at the national level. It is not clear to discern the extent to which these 51 are further affected at the provincial, district and local level, and thus, to avoid double accounting, it has been assumed that this is the case and therefore there are approximately 280 YECP in South Africa. Of this, 10 or 3.5% are implemented between the Department of Trade, Industry and Competition (DTIC) and the Department of Public Works and Infrastructure (DPWI). These include a wide variety of programmes covering, entrepreneurial skills development, facilities management training, internships, and work readiness training. The National Youth Development Agency (NYDA) followed with a total of 4 YECPs which cover mentorships, work readiness training, skills development and employment opportunities for the youth.

The review of the existing information also revealed that among the 280 programmes identified, there are programmes that focus specifically on the youth and then there are public employment programmes (PEPs) that have a broader coverage of the population, of which “the youth” are one of several priority segments. Among the most prominent examples of these types of programmes are:

1. The class of PEPs includes:
  - a. The Expanded Public Works Programme (EPWP), **and**
  - b. The Presidential Employment Stimulus (PES).
2. Alternatively, those that are Youth-specific employment creation programmes includes:
  - a. The Presidential Youth Employment Intervention (PYEI).
  - b. The National Rural Youth Service Corps (NARYSEC), **and**
  - c. The Young Professionals Programme (YPP).

Although not all the programmes mentioned above are solely focused on the youth; most of the programmes have an element which targets the youth. There are noteworthy instances where select young individuals, who have engaged in work within community-based organisations through the initiatives such as the EPWP and the non-state sector, have managed to advance their trajectories and become social entrepreneurs (Slindile & Barnes, 2017).

Certain YECPs are borne out of contextual economic conditions. For instance, the Presidential Employment Stimulus (PES) was launched in response to the negative impacts experienced as a result of the COVID-19 pandemic. It aims to create jobs and maintain livelihoods, support meaningful work while the labour market recovers and augment existing commitments. It also recognises that this is a moment of opportunity for change for new ways of working and of responding to a crisis of unemployment that pre-dates the pandemic - and is set to last beyond it. In Phase One, the Employment Stimulus delivered around 540 000 jobs and opportunities in just five months, with the implementation of many of these programmes continuing to the present (The Presidency, 2022).

While PEPs like the CWP and EPWP effectively provide temporary work and income relief to young people, limited evidence indicates their success in facilitating long-term economic engagement (Slindile & Barnes, 2017). However, specific cases illustrate that coupling these programmes with mechanisms designed to support participants can yield more substantial outcomes, including the advancement towards sustained economic activities and the creation of entrepreneurial opportunities (Slindile & Barnes, 2017).

YECP are focused on either the supply side or demand side of the youth labour market. The concept of demand and supply in the youth labour market is the same as the concept of demand and supply in the broader labour market, merely applied to a restricted age range, in our case 15–34-year-olds (Froyland, Andreassen, & Innvaer, 2018).

Youth labour demand by and large refers to the demand for youth in the labour market (ILO, 2013). This aspect of the labour market focuses on components such as vacancies and number as well as types of jobs. Youth labour demand is often more associated with macroeconomic policies and government positions on various issues such as technology, fiscal policy, incentives to firms and the promotion and provision of funds for self-employment.

Youth labour supply focuses on the unemployment rate, population, characteristics, and educational levels of the youths (ILO, 2013). This space focuses on the development of the youth and the employability of these youths to the broader labour market. Youth labour supply is often focused on intervention projects and programmes that provide skills, knowledge

services or some other array of services directed at improving the skillset and employability of the youths.

It has been noted that these two areas of the youth labour market are often treated in isolation and institutions that address either areas do not typically integrate and provide combined services or approaches to the youth labour market (Froyland, Andreassen, & Innvaer, 2018).

The next section presents excerpts taken from the benchmarking analysis section of deliverable 2 – the literature review and benchmarking analysis.

#### **4.4. Benchmarking Analysis**

It is essential to provide a broad framework that will be followed to assist with the benchmarking exercise. For that purpose, the chapter defines youth employment creation programmes (YECPs).

YECPs are a subset of employment creation programmes or public employment programmes (PEP). Given this, YECPs tend to share the same salient features of the broader PEP with additional characteristics added through their unique focus on youth specifically.

When tackling the concept of YECPs, there are two main aspects to the assessment, namely:

- 1. Nature of YECPs:** This aspect focuses on what YECPs are, why they exist, and the different general approaches to YECP across other regions and areas, as well as contexts and domains. In this sense, the nature of YECP is the more theoretical perspective on YECP and a conceptual understanding of them; and
- 2. Implementation of YECP:** This refers to the practical aspect of YECPs that predominantly focuses on how they are implemented and actioned. This aspect is more concerned with the specific approaches to achieving the desired outcomes framed by the nature of YECP.

Given the above dichotomy, this section will focus first on an overview of the **Nature of YECP** and then, subsequently, an analysis of the **Implementation of YECP**.

##### **4.4.1. Case Study Selection**

The benchmarking exercise begins with selecting the most suitable case studies for the analysis. To assist in identifying the case studies; the exercise began with selecting countries that had some similarity with South Africa across seven (7) different socio-economic variables. These variables, and a description of them, are outlined below:

- 1. Population:** A country's population is an excellent social statistic to compare nations. The size of a country's population typically has implications for other indicators, such as GDP, state of development, environmental degradation, birth rate, etc. It is a valuable metric to find countries of a comparative nature as it allows for the selection of nations that will likely have similar-sized populations to South Africa.
- 2. Human Capital Index (HCI):** This metric indicates the expected productivity of a nation's labour force if a child were born today, based on education and health inputs currently available to the population. This metric enables insight into the expected output of future workers now, and productivity has implications for the wealth of a nation.
- 3. Gross Domestic Product (GDP):** GDP gives a rough indication of the size of the overall market for a country. It is typically the most frequently used metric when assessing a nation's economic capacity and status. The size of the GDP is a good

indication of the wealth and general level of economic activity in a country. In this instance, comparing the GDP of the nation provides a reasonable indication of how economically similar they are and the resources each nation possesses to resolve unemployment issues.

4. **Unemployment:** Unemployment is contrasted against “youth unemployment”. Whilst both are included in the comparative assessment, they play different roles. Unemployment in this context indicates how similar the two nations are in the general level of unemployment present in the economy. This general level of unemployment is important as differences between countries based on unemployment and youth unemployment have evident policy implications.
5. **GDP per capita:** The GDP per capita effectively indicates the average wealth of an individual within the country. Comparing countries on this basis provides insight into the level of wealth that is typically in the hands of the individual. This, in turn, gives some idea as to the level of economic activity that can be generated within the country at any given time.
6. **Human Development Index (HDI):** The HDI is composed of life expectancy, expected years of schooling of children at school-entry age, meaning years of education of the adult population, and gross national income per capita. Combined, these statistics provide the HDI, which provides a sound basis for comparing different nations from a socio-economic perspective; and
7. **Youth unemployment:** The inclusion of youth unemployment as a metric to assess the various countries is a direct result of the nature of this evaluation. Youth unemployment is perhaps a more critical metric than general unemployment as the loss of productivity, skills, and available experience of young people in the labour force is more significant than for more older people as the opportunity cost is typically higher.

Following the variables as mentioned above, a short list of countries was developed. The table below, indicates the countries that could be potentially used in the benchmarking exercise.

Table 4. 1: Potential benchmarking countries

Variable	South Africa	Congo (D.R)	Denmark	Italy	Kenya	Peru	Tanzania	Sierra Leone	Zambia
Population (2021) ('000)	59 392	95 894	5 856	59 109	53 005	33 715	63 588	8 420	19 473
GDP (current US\$, billions) (2021)	\$419,02	\$55,35	\$398,30	\$2107,70	\$110,35	\$223,25	\$67,84	\$4,04	\$22,14
GDP per capita (current US\$) (2021)	\$7 055	\$577	\$68 007	\$35 657	\$2 081	\$6 621	\$1 099	\$480	\$1 137
Unemployment (2022)	29.8%	5.0%	4.2%	8.1%	5.5%	3.7%	2.8%	3,7%	6,1%
Youth unemployment (2022)	51.5%	9.3%	8.8%	23.9%	13.4%	7.5%	4.3%	4,15%	11,03%
HCI (2020)	0.43	0.37	0.76	0.73	0.55	0.61	0.39	0,36	0,39
HDI (2021)	0.71	0.48	0.95	0.90	0.58	0.76	0.55	0,47	0,56

(World Bank, 2023; United Nations Development Programme, 2023)

In addition to South Africa, which is the focus of the benchmark, three out of eight potential countries must be selected for the benchmarking exercise. A second stage informs this selection process of the exercise.

The second stage of the selection exercise focuses on comparing the value of each country's variable against South Africa and then ranking each in terms of how close they are to the South African value of the variable. In this way, a comparative exercise presents a result, which is an average rank of each country across the seven variables to South Africa.

The table below provides an indication of the ranking exercise as well as the final average rank of each country. This table, combined with the already discussed criteria, is used to determine which three countries should be benchmarked against South Africa.

**Table 4. 2: Comparative Analysis (1 = more appropriate/8 = less appropriate)**

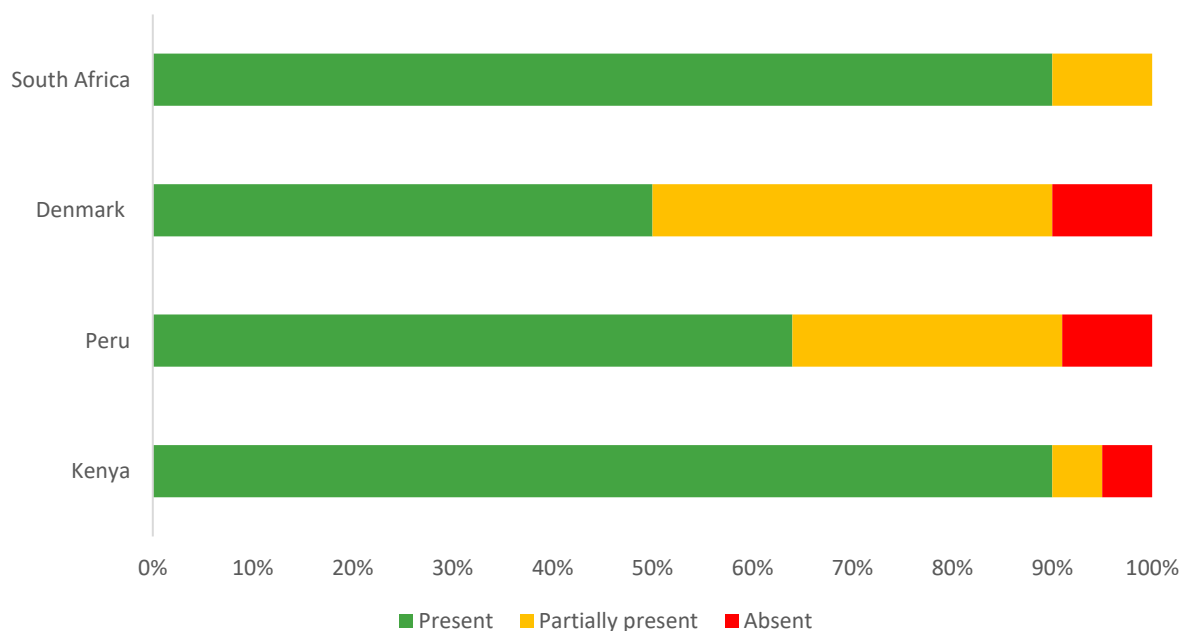
Variable	Congo (D.R)	Denmark	Italy	Kenya	Peru	Tanzania	Sierra Leone	Zambia
Population	5	6	1	3	4	2	8	6
GDP (Billions)	5	1	6	3	2	4	8	6
GDP per capita	4	6	5	2	1	3	6	3
Unemployment	3	4	1	2	5	6	6	2
Youth unemployment	3	4	1	2	5	6	8	3
HCI	5	1	2	4	3	6	5	8
HDI	5	6	4	2	1	3	8	3
Average rank	5.0	5.1	3.6	2.7	3.4	5.1	6.6	4.4
Final Rank	5	6	3	1	2	6	8	4

Based on the comparative analysis, countries with values closer to one (1) were assumed to be more appropriate to benchmark against South Africa. Based on this assessment alone, the most comparable countries are:

- 1. Kenya:** Kenya is the most appropriate nation to benchmark with South Africa. It also happens to be an African nation, meeting one of the key criteria for selection.
- 2. Peru:** As the only South American country on the list, Peru places second based on the comparative analysis. Peru has a smaller population but a similar GDP and GDP per capita to South Africa. This, combined with the low youth unemployment and most similar HDI values, make it a convincing case for comparison, and
- 3. Italy:** With a value of 3.6, Italy is one of two European nations in the potential list of countries. Italy not only has a similar-sized population to South Africa but also has a relatively high youth unemployment rate (23.9%). Italy lacks youth employment initiatives and development policies and, for this reason, is likely not to be a preferred country for benchmarking.

#### 4.4.2. Comparative Analysis

This section aims to briefly discuss some of the more salient differences between the benchmarked countries and provide some takeaways on good practices as observed during the assessment and evaluation exercises detailed in the preceding sections. To this end, the section begins with the figure below.



**Figure 4. 9: YECF Ecosystem Evaluation Ratios by Country**

The above figure provides an overview of the evaluation ratio derived from the benchmarking assessment and evaluation. This figure indicates the proportion of the twenty-two (22) features of YECF ecosystems, as identified at the outset of this chapter, that are present in the country being assessed. For instance, from the above figure, it is evident that South Africa and Kenya have the same number of YECF ecosystem features present, 90%, and that South Africa is the only country that has all twenty-two features present or partially present. Alternatively, Denmark has the least features present, 50%, with the other features being partially present or absent entirely.

The ecosystem evaluation cannot ascribe a “good” or “bad” value to the presence of features as the context does not provide for a binary assessment. However, it is instructive to reflect that those countries, Denmark and Peru, with fewer YECF ecosystem features present, are those that have better youth employment outcomes.

This section must consider the economic growth rates in these four countries over the two (2) decade period. Given the role that economic growth could undoubtedly play in easing youth unemployment. The GDP growth rate and youth unemployment rate are provided in the figure below.



**Figure 4. 10: GDP growth rate & Youth unemployment rate (Developed by Urban-Econ based on World Bank, 2023)**

The above comparison between the annual GDP growth rate and youth unemployment is complex, yet it does reveal that:

1. Even though South African GDP growth rates have typically been positive, the South African youth unemployment rate has shown a persistent upward trend, and
2. There is no direct correlation between the annual GDP growth rate and the youth unemployment rate in South Africa or for any of the other nations.

The comparative analysis can engage in more meaningful analysis with the above context in mind considering the apparent relationship between the youth unemployment rate and the annual GDP growth rate.

It would be misleading to state that the lack of features, or fewer YECP ecosystem features, implies higher youth employment - this would be to commit the correlation implies causation fallacy. However, in the context of YECPs, it is not misleading to observe that the country with the most developed and advanced YECP system of the four (4) countries analysed has significantly higher youth unemployment. This implies one of two things:

1. **YECP are ineffective or improperly affected in South Africa:** If South Africa has the most advanced YECP ecosystem of the four countries and has been persistently engaged in direct and indirect actions to address youth unemployment, as appears to have been the case, then by and large these actions have not yielded the results desired. This implies that either YECPs, in their current form, in South Africa are ineffective, generally and broadly speaking, or that they are improperly applied and/or
2. **Larger macroeconomic cycles dominate the youth issue in South Africa:** If the YECPs in South Africa have indeed been effective in addressing youth unemployment, then the problem of youth unemployment is driven by, more extensive, more general macroeconomic trends in the economy. This is certainly the case to some extent in South Africa, with severe profound structural issues brought about due to state planning during the Apartheid regime. However, as Figure 3-9 reflects, South Africa

has experienced multiple years of economic growth and is now in its 29<sup>th</sup> year of democracy. Three (3) decades of a new government and monetary policy is sufficient time for measures to play a role in the broader society.

Both of the above are likely to play a role in South Africa. In seeking some resolution regarding YECPs in South Africa, the benchmarking analysis has arrived at several comparative outcomes that will be discussed. These outcomes are observations and not recommendations provided to further the discussion on YECPs' good practices in South Africa. They are:

- 1. More liberal labour market policies:** The use of more liberal market approaches, such as has been done in Denmark and was attempted in Peru, to create a more desirable hiring environment for businesses and firms could aid in reducing youth unemployment by lessening the administrative burden on businesses and providing favourable conditions for these businesses to absorb these youth.
- 2. Military/Service personnel:** The use of military or service personnel as a means to initiate youth employment could be an effective way to develop skills, habits, and other positive outcomes for youth in South Africa.
- 3. Basic experimental YECP:** Using less advanced and more basic technological YECP, such as the Do-Nou project in various regions of the country, could yield better results for a lower capital input.
- 4. Lower administrative levels:** Driving YECP developments, initiatives, and budget to lower levels of government and administration, a devolution of national central planning could potentially aid a reduction in the level of youth unemployment.
- 5. Broader macroeconomic issues:** Addressing more general macroeconomic problems in the economy may further the issue of tackling youth unemployment. A few examples from the benchmarked countries are provided below in this context, and
- 6. Direct interventions versus indirect 'interventions':** An outcome that precedes the direct area of focus for this study and is remarked upon as an area of further research and one which will likely yield very different outcomes for the YECP ecosystem of South Africa than the present evaluation, which is focused at the programmatic level.

#### **4.4.3. Conclusion**

The benchmarking analysis has compared the South African YECP ecosystem against other YECP ecosystems in countries of a similar nature. It is evident that South Africa has the most advanced YECP ecosystem when considering the different aspects and elements of YECP ecosystems. It is also evident that South Africa differs in the outcomes of the impact on youth of these YECP ecosystems. Not only does South Africa have the most advanced YECP ecosystem, it also has the most concerning growth in unemployed youth. There are some stark differences in the approach of other countries to the YECP problem, there does appear to be a focus on more local government involvement in other countries, as well as the adoption of simple technologies to aid youth in accessing the labour market as quickly as possible.



## 5. CASE STUDY SITUATION ANALYSIS OF SELECTED PROGRAMMES

This chapter presents the assessment of 11 South African programmes selected as case studies, through available secondary research, and enhanced through primary research involving interviews with programme owners/management. This profiling is conducted to provide insights and data that will then contribute towards responses for the various evaluation questions later in the study.

In selecting these programmes, the following definition of a “youth employment creation” programme is provided.

**“A youth employment creation programme is taken to be a government programme specifically directed at addressing the youth unemployment issue either through improving the employability of youth or the act of employing youth.”**

The following 11 programmes have been selected for the analysis:

**Table 5. 1: List of Programmes for Evaluation**

#	Programme name	Department/champion
1	Second Chance Matric Programme	DBE
2	Basic Education Employment Initiative	DBE
3	Ikusasa Student Financial Aid Programme	DBE
4	Funza Lushaka Bursary Programme	DHET
5	Capacity Building Programme	DPWI
6	Industrial Parks Youth Jobs Created	DTIC
7	Tshepo 1 Million	GP
8	National Youth Service	NYDA
9	First Work Experience Premiers Advancement of Youth (PAY) Programme	WCG
10	Debut Fund	DSAC/BASA
11	Artisan Development Programme	DPWI

The framework used to present each of the case study programmes is provided below, in addition, a detailed breakdown of each of the items that make up the framework can be found [here](#) (Annexure D: Rating System):

- 1. Relevance:** By assessing the alignment of the programme to policy in the broader South African ecosystem. A component referred to as “Policy focus” has been included which specifically seeks to track the way the YEC have been swayed by different policies and the extent to which these policies have influenced the direction of the YEC programmes. A breakdown of the relevance assessment can be found [here](#) (Annexure D: Rating System).
- 2. Design:** Assessing each of the YEC programmes from the perspective of the theory of change and the YEC programme’s design with respect to best practices discussed in the previous chapter.
- 3. Effectiveness:** This component seeks to assess whether a programme has been successful by looking at the human resource metrics or outcomes provided by the programme. These are unpacked into:

**Summative effectiveness:** This aspect focuses on the total number of youths that have taken part in a programme, and the total number of youths that were targeted by the programme.

**Programme effectiveness:** Considering the targets set by the programme and the extent to which these targets were met or exceeded (this is not possible for all programmes).

**Comparative effectiveness:** Considers the different human resources and youth metrics applicable across the different programmes – effectively evaluating the programmes in so far as they compare to each other (this is applied to the extent possible given information limitations).

4. **Efficiency:** The efficiency component speaks directly to the financial aspects of the YEC programmes and discussing these financial considerations in the context of the broader YEC programmes, **and**
5. **Number of youths: Impact:** The above components are combined into an index allowing cross-comparisons and a form of ranking to be established based on information derived as well as other variables introduced and assessed by the project team.

It must be stated that the objective of this section is not to conduct a typical extensive impact evaluation on each of the individual programmes selected. Such an undertaking would be the purview of individual impact assessments for each of the programmes. Rather, the objective of this section is to apply a framework, outlined above, consistently to each of the programmes and thereby generate data and insights to answer the evaluation questions provided to the project team that must be answered through this work. Such an approach speaks to the higher-level assessment that the project is undertaking – whereby the focus is on the YECP ecosystem in South Africa – and not each of the separate programmes. The above framework is applied consistently throughout to all of the YEC programmes in the section below.

### 5.1. Programme 1: Second Chance Matric Programme

The Second Chance Matric Programme (SCMP) was launched on 6 January 2016 as a pilot under the Kha Ri Gude Literacy Campaign. It was aimed at changing the lives of South Africans who could not read and write.

The Second Chance Programme is a sub-programme of the Curriculum Policy, Support and Monitoring Programme of the Department of Basic Education (DBE). The purpose of the SCMP is to give an opportunity to learners to re-write the National Senior Certificate (NSC) examination or extended Senior Certificate (SC) and, therefore minimise the number of learners who drop out of the schooling system without obtaining a Grade 12 matric certificate.

#### 5.1.1. Relevance<sup>4</sup>

The programme is meant to facilitate an improvement in retention rates among the learners, which is one of the objectives outlined in the NDP 2030. Its intention to increase prospects for

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<sup>4</sup> Relevance assessment outline available [here](#).

further learning makes the programme relevant in the context of the government’s policy environment.

**Table 5. 2: Objectives of the SCMP**

No.	Objectives
1.	It was not possible to find clear documentation on the objectives of the SCMP. However, there is sufficient indication that the broad objective of the programme is to reduce the drop-out rate of learners in the education system.

A detailed assessment of the extent to which the programme has achieved the above objective is not within the scope of work for this project. However, a high-level assessment can be provided.

**Table 5. 3: SCMP Relevance assessment**

Policy focus	Principal	Tier 1	Tier 2
Strong	NDP 2030	N/A	NYP 2030 <sup>5</sup>
Assessment outcome			
The programme is specifically aligned to the objective of “Increase (ing) the number of students achieving > 50% and increase retention rates to 90% as well as bolster teacher training.” In this regard, the programme seeks to achieve this exact objective and aligns strongly with the NDP 2030.			

### 5.1.2. Design

The Second Chance Programme targets:

1. Learners who qualify to write the supplementary examinations.
2. Learners sitting for the Modularised Writing option for NSC and the Amended Senior Certificate, which includes candidates wanting to improve their results and those who wrote the NSC but whose School Based Assessment (SBA) expired, **and**
3. Learners who failed to meet the NSC requirements, and part-time NSC candidates including candidates wanting to improve their results.

The design of the Second Chance Programme is conceptually illustrated in the figure below. As shown, the programme is aimed at addressing one of the root causes usually associated with a high rate of youth unemployment – a high rate of school dropout. A focus only on one element of the YECPs makes the programme’s design lean with the main output pursued being the youth attaining minimum qualifications.

The programme assumes that

**IF**

the government makes use of financial resources to advocate for completion of compulsory schooling and the recruitment teachers to provide the necessary training

**AND IF**

partnerships with private and public institutions produce study content and learning platforms

**SO THAT**

<sup>5</sup> Placing NYP 2030 as well as the NDP 2030 in Tier 2 was a result of the relatively broad nature of the some of the objectives covered by the policies. This issue of broadness of objectives is addressed under the aspect Specific and Measurable objectives which is discussed [here](#).

learners have an opportunity to improve their chances of passing subjects such as Mathematics, Mathematical Literacy, Physical Sciences, Life Sciences, Business Studies, Geography, and Economics or Accounting

**THEN**

these learners will be able to attain the minimum qualification

**WHICH WILL**

improve their employability either directly or, indirectly, by enabling them to continue their education and training.

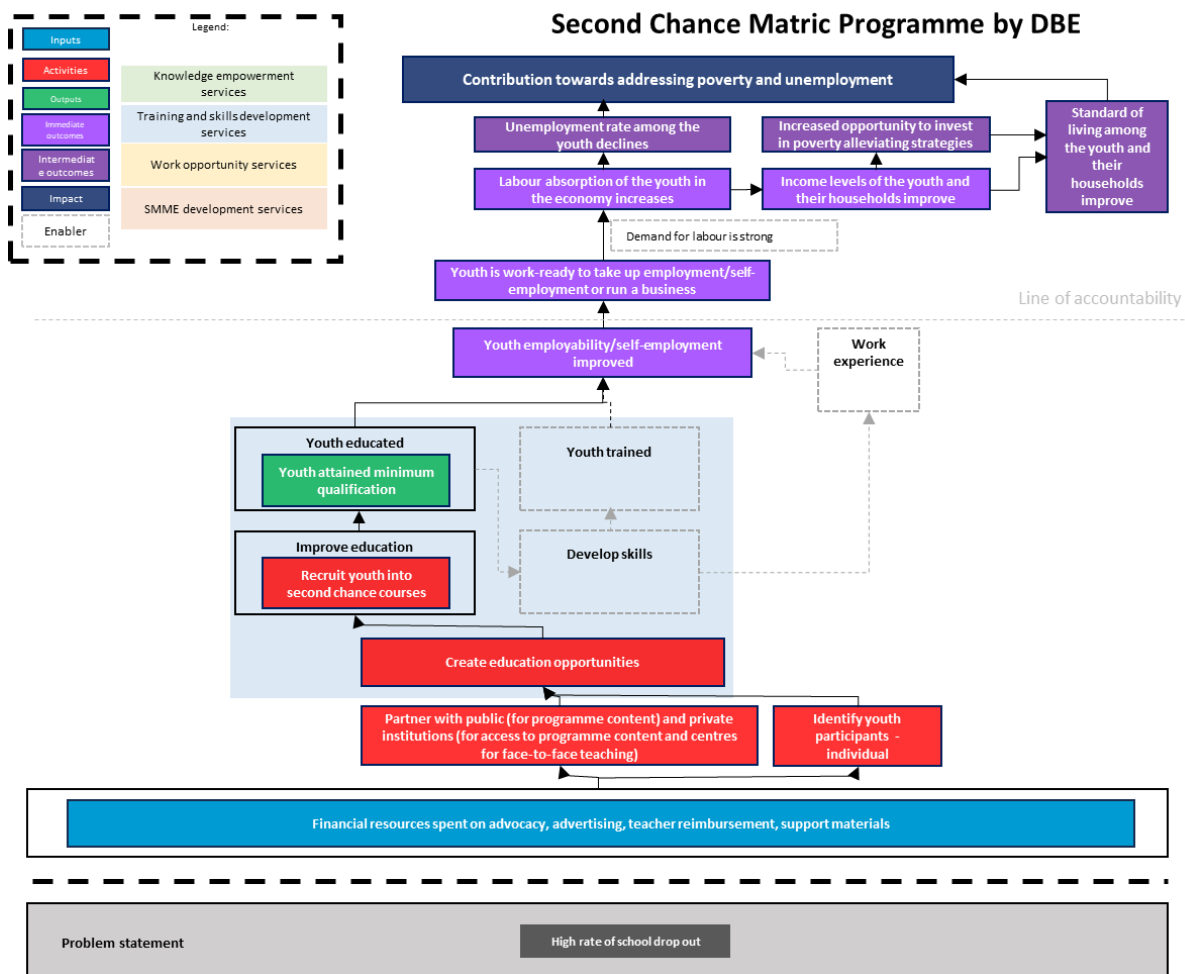


Figure 5. 1: Design of the Second Chance Programme by the DBE

Initially, the programme targeted learners who were upgrading or did not meet the requirements of the NSC examination Amended Senior Certificate. In 2020, the programme started catering for disabled learners (including adults) making use of 23 special schools for the blind and 43 schools for the deaf. From 2021/2022, the programme expanded further to cater for Not in Education, Employment or Training (NEET) individuals to specifically cater for the unemployed youth.

Table 5. 4: SCMP Design Assessment

Design type	Justification
Skills development	The Second Chance programme focuses on assisting failed matric students to get their matric qualification. The implication being that in the process of acquiring their matric certificate these individuals would thereby become more employable. Hence,

	the focus of the programme was on skills – albeit technically the programme focused on acquiring the certification that conveys certain skills.
<b>Design nature</b>	<b>Justification</b>
Supply side	The programme focuses on youth specifically and providing youth with skills to improve their employability. In this sense, the programme is focused on the quality of the supply of youth to the employment market rather than the demand for youth in terms of the provision of jobs to those youths.
<b>Assessment Outcome</b>	
The Second Chance Programme is a skills development supply side programme aimed at assisting the youth through improved employability of the individual youth.	

### 5.1.3. Effectiveness<sup>6</sup>

The success of the programme is measured by the number of learners who achieved subject passes towards a National Senior Certificate (NSC) or extended Senior Certificate, including an upgraded NSC **based on attendance of the Second Chance programme**. As indicated in table below, the programme has been effective since its inception as it was able to exceed its targets in all except for the first pilot year. The quality of support provided by the DHET community colleges and partnerships with NGO support centres were among the main factors that enabled the programme to surpass its desired results.

Table 5. 5: SCMP performance

Year	Learners supported	Learners attaining subject passes			Teachers	Face-to-face centres
		Target	Achievement			
2016/2017	Unknown (Estimated: 16 700)	10 000	5 635	↓	Unknown	~36
2017/2018	Unknown (Estimated: 145 451)	20 000	49 081	↗	206	93
2018/2019	Unknown (Estimated: 217 272)	25 000	73 316	↗	Unknown	Unknown
2019/2020	325 619	30 000	40 531	↗	1 200	90
2020/2021	291 167	35 000	60 711	↗	2 394	133
2021/2022	249 145	45 000	62 925	↗	2 240	224

Further examination of the results points to a positive trend in the programme's throughput. As shown in the table above, in the last three years the percentage of learners attaining subject passes increased from 12.4% of all learners who were supported to 25.3%. This suggests that in two years, the programme managed to double its effectiveness. However, although the number of learners who attained subject passes increased by 150% - from 40 532 to 62 925 – the improvement of the programme's effectiveness was also attributed to a decline in the total number of learners supported, from 325 619 to 249 145. A decline in the total number of learners supported may be an indication of a reduced success of the recruitment and onboarding activities.

Table 5. 6: SCMP throughput trend

Year	Learners supported	Learners attaining subject passes	Throughput
2016/2017	Unknown	5 635	n/a
2017/2018	Unknown	49 081	n/a

<sup>6</sup> The outline of the effectiveness criteria applied in this section can be found [here](#).

Year	Learners supported	Learners attaining subject passes	Throughput
2018/2019	Unknown	73 316	n/a
2019/2020	325 619	40 531	12.4%
2020/2021	291 167	60 711	20.9%
2021/2022	249 145	62 925	25.3%

The programme's coverage measured in the number of learners supported has been sharply declining year-on-year. Such a negative trend raises a concern regarding the effectiveness of the programme's advocacy campaigns and the need to identify exogenous factors that influence the prevalence of the learners to enrol in the programme to develop adequate interventions.

In concluding the effectiveness of the Second Chance Programme, the below outcomes are presented.

**Table 5. 7: SCMP effectiveness assessment**

Metric	Score	Assessment Outcome
Summative effectiveness	177%	The programme targeted 165 000 youths and was able to achieve a total of 292 199 youths by the end of the programme – providing for a summative effectiveness just under double the targeted value.
Annual effectiveness <sup>7</sup>	83%	The programme exceeded its targets on five of the six years under consideration this provides an objective effectiveness score of 83%.
Comparative effectiveness <sup>8</sup>	2 <sup>nd</sup> out of 7	SCMP is 2 <sup>nd</sup> of 7 programmes that were able to be compared in terms of annual effectiveness values. To this end, the programme can be described as one of the more effective <b>so far as this line of effectiveness assessment is concerned.</b>

#### 5.1.4. Efficiency<sup>9</sup>

At the outset of the efficiency assessment, it should be stated that little information is available on the cost of the programme.

The Second Chance Programme is part of the Curriculum Implementation and Monitoring sub-programme of the Curriculum Policy, Support and Monitoring Programme. The Curriculum Implementation and Monitoring (CIM) sub-programme budget varied between R200 million and R440 million in the last five years. However, this budget supported not only the Second Chance Programme but also other initiatives under the CIM sub-programme.

A budget of R50 million was planned for the pilot. The Annual Performance Plan for 2017/2018 indicated that over a three-year period between 2017/2018 and 2019/2020, R285.3 million was planned to be spent on the Second Chance programme to support between 10 000 and 25 000 learners per annum. Given this information, the average cost per supported learner was estimated at R5 706 in 2017 prices. This further translates into R57 million for a target of 10 000 supported learners, R114 million – 20 000 supported learners, and R142.7 million –

<sup>7</sup> Programme effectiveness considers the extent to which a programme was able to achieve its targets over the period of time for which data is available.

<sup>8</sup> Comparative effectiveness is a ranking of the various programmes against one another given the outcomes of the programme effectiveness.

<sup>9</sup> The principles of efficiency as applied in this section are covered [here](#).

25 000 supported learners. since the actual expenditure is not available, it is not possible to determine whether the programme was efficient in its spending.

Although the actual expenditure on the programme is not known, the peruse of the Department’s annual reports revealed that during the earlier years of the programme’s implementation, the programme tended to underspend its budgets. The so-called “savings” were largely incurred due to lower expenditure on educators attending face-to-face classes, which in turn was linked to the lower-than-required number of learners attending classes. Attendance of face-to-face classes was reported to be one of the largest and most persistent challenges throughout the programme.

The below table provides an indication of the efficiency ranking of the Second Chance programme based on the measurements and metrics acquired.

**Table 5. 8: SCMP efficiency assessment**

<b>Total Spend</b>	<b>Number of youths</b>	<b>Efficiency spend (Spend per youth)</b>	<b>Efficiency ranking</b>
R335 300 000.00	996 209	R336.58	8 <sup>th</sup> out of 11 <sup>10</sup>

### 5.1.5. Number of youths: Impact

Below the number of youths affected by the SCMP over the course of evaluation period under assessment. The SCMP has affected the third highest number of youths of any of the programmes and contributed 21.5% of the youths affected by YECF over the evaluation period.

**Table 5. 9: Number of Youths by Programme: SCMP**

<b>Programme</b>	<b>Number youths</b>	<b>Proportion</b>
Artisan Development Programme	1 714 850	37.0%
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
Funza Lushaka Bursary Programme	80 444	1.7%
Industrial Parks Youth Jobs Created	17 880	0.4%
Capacity Building Programme	5 767	0.1%
Ikusasa Student Financial Aid Programme	2 631	0.1%
First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>

<sup>10</sup> Insufficient data available to conduct the assessment of the 12<sup>th</sup> programme hence the total of 11.

## 5.2. Programme 2: PYEI in Basic Education Employment Initiative (BEEI) by the DBE

The PYEI was introduced as part of the PES, where the education sector coordinated the Basic Education Employment Initiative (BEEI), accounting for more than 850 000 employment opportunities over the first three phases (SA Gov, 2023). The BEEI is implemented by DBE in collaboration with Provincial Education Departments (PEDs) and kicked off on the 1<sup>st</sup> of December 2020. The initiative was implemented as part of PYEI with key elements of the BEEI being the creation of employment opportunities and the saving of jobs and livelihoods in schools, as a response to the COVID-19 pandemic.

The BEEI includes opportunities for all skills levels within schools and provide two broad categories of employment including Education Assistants (EAs) and General Assistants (GAs). EAs support teachers in the classroom or are deployed to do admin or IT. They require a matric, with graduates prioritised. GAs do not need a matric, and assist with tasks such as school maintenance, security, food gardens, sports and after-school care.

Young people recruited for the BEEI receive training in the following areas:

1. E-Cadres/ICT Support.
2. Child and Youth Care Workers (CYCW).
3. Reading Champions.
4. Infrastructure maintenances.
5. Learner Support Agents, **and**
6. Sports and Enrichment Agents.

Since the BEEI's implementation, the programme has evolved to expand its objectives from initially aiming to save jobs during the COVID-19 pandemic, to providing comprehensive support to schools, providing training and employment opportunities and facilitating safer learning environments.

### 5.2.1. Relevance

The BEEI is meant to facilitate youth into roles within schools which responds directly to recommendations outlined in the NDP. The NDP advocates for the attraction of new teachers as there are shortages of teachers in certain subjects. Furthermore, the NDP states that shortages of teachers are experienced to a larger degree in township and rural schools, which is a key focus area of the BEEI.

**Table 5. 10: Objectives of the BEEI**

No.	Objectives
1.	Capacitate schools to manage the impact of COVID-19 on schooling, whilst supporting the Basic Education Sector as it repositions and re-imagines the future beyond COVID-19.
2.	To ensure that school infrastructure is maintained through the provision of General School Assistants (GSAs).
3.	Save School Governing Board (SGB)-funded posts at fee-paying schools and posts at government subsidised independent schools.

The BEEI is aligned with the MTSF 2019 – 2024, specifically with reference to Goal 14 of the Action Plan to 2024: Towards the Realisation of Schooling 2030 compels the Basic Education Sector to: “*attract in each year a new group of young, motivated and appropriately trained teachers into the teaching profession*”.



The BEEI is therefore aligned to Government’s efforts to stimulate economic recovery, and contribute to public employment creation, especially for the youth.

**Table 5. 11: BEEI Relevance Assessment**

<b>Policy focus</b>	<b>Principal</b>	<b>Tier 1</b>	<b>Tier 2</b>
Strong	MTSF 2019-2024	NDP 2030	NYP 2030
<b>Assessment outcome</b>			
Goal 14 of MTSF: <i>attract in each year a new group of young, motivated and appropriately trained teachers into the teaching profession</i> - this programme is specifically directed at fulfilling Goal 14 of the MTSF 2019-2024.			

### 5.2.2. Design<sup>11</sup>

The initiative has been implemented in a phased approach, with each phase having its own specific targets and budget, however, the general target participants remain the same:

1. Young people within the 18 – 35 age cohort.
2. Youth not in education, employment or training (NEET), **and**
3. Youth who reside within the community where their schools are located.

The BEEI has a detailed framework for implementation which outlines more specific participant criteria to be used in the process of placement by schools. The design of the BEEI is conceptually illustrated in the figure below. As shown, the programme is aimed at addressing a number of the root causes usually associated with a high rate of youth unemployment – irregular or intermittent income, lack of work experience among the youth, low education levels among the youth and low youth labour absorption.

The programme assumes that

**IF**

the government makes use of financial resources to provide work opportunities at small-, micro- and farm schools in rural and township communities

**SO THAT**

unemployed youth can be placed in schools and have fixed employment opportunities and access to training

**AND**

schools can benefit from additional school assistants

**THEN**

the youth will be able to gain skills, work experience and income

**AND**

schools will be capacitated

**RESULTING IN**

Youth gaining work experience and potentially permanent employment

<sup>11</sup> The method and criteria applied in this design component are provided for [here](#).

### WHICH WILL

provide them with employment either directly for the school or, indirectly, after work experience is gained at the school

### AND WHICH WILL

support households with additional income whilst placed in the programme

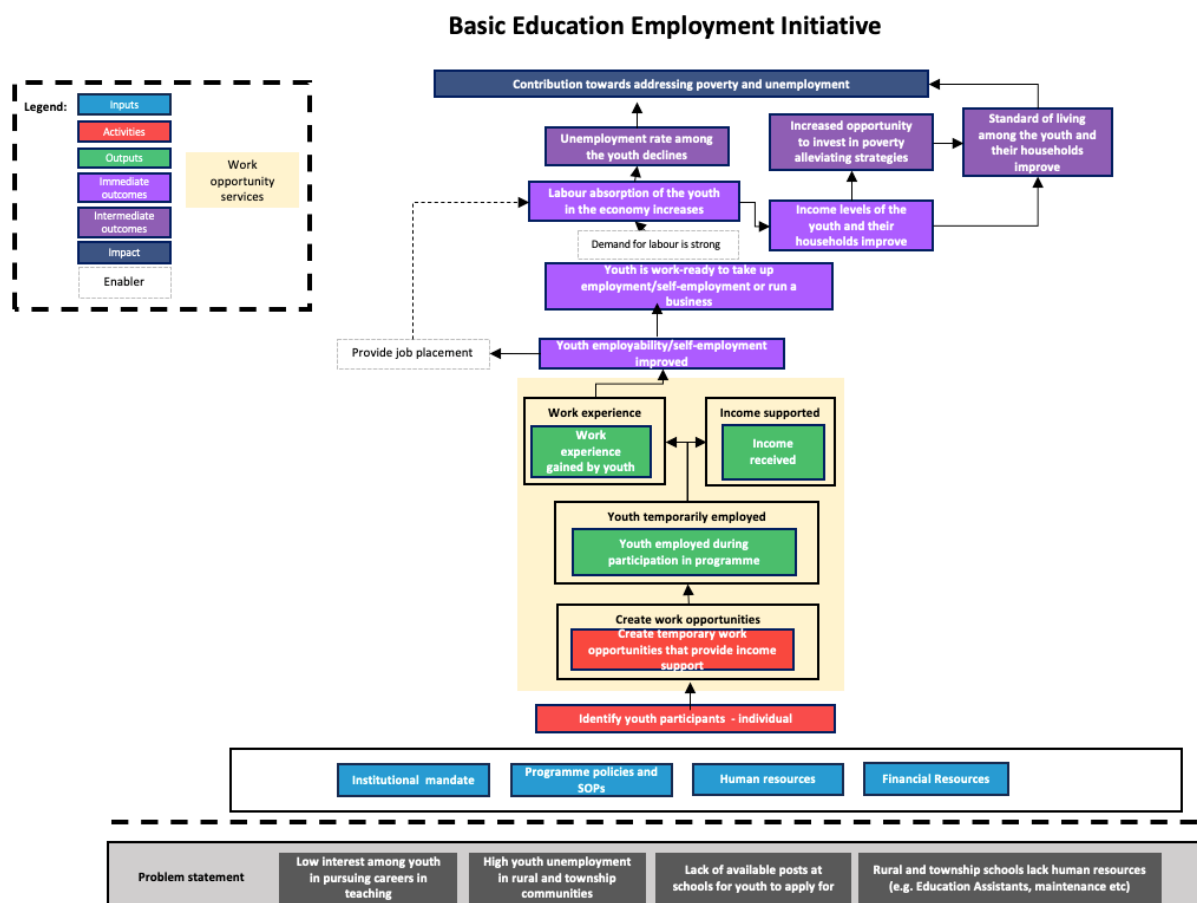


Figure 5. 2: Design of the BEEI

The initiative was initially intended to only be implemented during the COVID-19 pandemic; however, the success and value of the initiative has been recognised by a number of stakeholders. Thus, the programme has continued for four phases since, and has guaranteed funding for the fifth phase (2023/24). The BEEI is designed to provide both employment and skills development training, making it a robust programme with opportunities for both skilled and unskilled youth.

Table 5. 12: BEEI Design Assessment

Design type	Justification
Employment	<b>Employment:</b> BEEI is directed at hiring youths as teaching assistants (and a few other roles) such that they are exposed to the working conditions and environment and, in addition, that they are earning a living and generating an income. In this sense it covers one area of the Theory of Change design framework.
Design nature	Justification
Supply side (limited)	The programme is largely directed at providing workplace exposure and experience

demand side)	<p>to the various youths that take part in the programme and as such, is focused on increasing their employability via characteristics and traits post BEEI.</p> <p>The BEEI can be stated to have a limited demand side effect. The reason for the provision of “limited” is due to the assumption that the PYEI will be temporary in nature and, therefore, whilst it does provide employment – this employment will be short-lived or have a limited time horizon to say the least.</p>
<b>Assessment Outcome</b>	
<p><b>Employment:</b> Participants are paid a stipend of R3 500 per month inclusive of 1% for Unemployment Insurance Fund (UIF), thus providing employment and enabling individuals to support themselves and families.</p> <p><b>Supply side:</b> The BEEI focuses on increasing the skillset of prospective teachers by exposing them to the teaching environment within which they will operate. To this end the programme is directed at improving the employability of the youths and predominantly a supply side intervention.</p> <p><b>Limited demand side:</b> The programme has a limited role on the demand side in that it does provide teaching jobs to youths for a temporary period however, these jobs are arguably short lived or temporary in nature and, therefore, cannot be considered to be having a sustained impact on the demand side.</p>	

### 5.2.3. Effectiveness

The overall objectives of the BEEI, since the most recent iteration of the programme, are to:

1. **To provide Curriculum Assistants:** Providing support to sector priorities such as **Mathematics, Science and Technology (MST)**, high enrolment subjects in the Further Education and Training (FET) Phase, Reading and Literacy, supporting teachers in classrooms and support reading initiatives in schools and communities.
2. **To provide e-Cadres to schools:** To assist teachers with integration of ICT in classrooms, as well as maximise on the use of school administration and information management systems that Government has put in place in schools.
3. **To provide comprehensive support:** To learners, including psychosocial support; and sport, arts, and culture activities, through the provision of Care and Support Assistants (CSA) and Sport and Enrichment Assistants (SEA), **and**
4. **Safe and conducive environment:** To ensure that schools are assisted in meeting with the need to **create a safe and conducive learning environment**, by maintaining infrastructure, cleaning school surroundings through the provision of GSAs.

The success of the programme can be measured by the number of youths who are placed in employment opportunities at rural and township schools per phase of the initiative. Table 5.12 outlines the total number of allocations for employment opportunities and the actual achievement per phase of the BEEI.

Table 5. 13: BEEI performance by allocation per phase

Phase	Opportunity Allocations	Achievement (actual & %)		Deviation
Phase 1 (1 Dec 2020 – 30 Apr 2021)	319 061	318 496	99.8%	565
Phase 2 (1 Nov 2021 - 31 Mar 2022)	287 424	273 571	95.2%	13 853
Phase 3 (1 <sup>st</sup> April 2022 – 31 <sup>st</sup> Aug 2022)	271 009	248 722	91.8%	22 287
Phase 4 (1 <sup>st</sup> Feb 2023 – 30 Sept 2023)	255 100	-	-	-

Source: (DBE, 2023)

Though the allocated targets were not met for any of the phases, the BEEI has still provided a notable number of youths with employment opportunities and training totalling around **800 000 work opportunities** over the first three phases. This has ensured schools have had access to EAs and GAs to improve the support provided to learners and teachers, as well as assistance in maintaining school infrastructure.

**Table 5. 14: BEEI Effectiveness Assessment**

Metric	Score	Assessment Outcome
Summative effectiveness	95%	Of a total target of 877 494 youths, the BEEI was able to address 840 789. This indicates that the programme did underachieve in relation to its targets, this shortfall was approximately 5 % points short.
Annual effectiveness	0.0%	The BEEI failed to meet or exceed its targeted opportunity allocations in any of the years within which it was operating.
Comparative effectiveness	6 <sup>th</sup> out of 7	BEEI tied with one other programme for the 6 <sup>th</sup> position in terms of comparative effectiveness. BEEI failed to meet or exceed the targets set for it and this resulted in a poor annual effectiveness rating and, ultimately, a poor comparative effectiveness score. This does not imply that the BEEI was an ineffective programme in its totality, however the programme did fail to meet or exceed youth target numbers on a recurring annual basis and, when compared with other programmes along the same metric, did not perform as effectively.

#### 5.2.4. Efficiency

The BEEI is part of the PYEI, and therefore receives funding from National Treasury per phase of implementation. Funding is allocated to Provincial Education Departments (PEDs) for distribution to schools. The overall budget allocation per phase of the initiative is outlined below.

**Table 5. 15: Overall budget allocation per phase**

Line Item	Phase 1	Phase 2	Phase 3	Phase 4
Total Funding to DBE	R7 billion	R6 billion	R6.1 billion	R6.45 billion
<b>Allocations to PEDs (R'000)</b>				
Stipends	R 4 511 513	R 5 486 127	R 5 621 425	R 6 247 052
1% UIF contribution	R 45 115	R 54 862	R 56 215	R 62 471
Provincial Project Management	R 10 800	R 45 012	R 54 000	R 54 000
Training	R 44 668	R 414 000	Part of provincial allocation	Part of provincial allocation
Saving of posts	R 2 431 818	R 0,00	R 0,00	R 0,00
Data	-	-	R 26 795	R 45 918
Provincial allocation (incl. training)	-	-	R 701 955	R 48 160
<b>Total allocation to PEDs</b>	<b>R 6 998 800</b>	<b>R 6 000 000</b>	<b>R 6 194 000</b>	<b>R 6 457 602</b>

Line Item	Phase 1	Phase 2	Phase 3	Phase 4
DBE oversight, monitoring and support	R 1 200 000	R 0,00	R 5 000	R 5 000

Source: (DBE, 2023)

**Table 5. 16: Total Financial allocations to BEEI**

Indicator	Phase 1	Phase 2	Phase 3	Phase 4
<b>Financial year</b>	2020/21	2021/22	2022/23	2023/24
<b>Funding allocation</b>	R7 billion	R6 billion	R6.149 billion	R6.4 billion
<b>Monthly stipend</b>	R 3 500	R3 817.44	R4 081.44	R4 081.44
<b>Job opportunities</b>	300 000	287 424	274 000	255 100
<b>Commencement date</b>	1 Dec 2020	1 Nov 2021	1 April 2022	Cohort 1 1 Feb 2023 Cohort 2 1 May 2023
<b>End date</b>	31 Mar 2021 extended to 30 April 2021	31 March 2022	31 Aug 2022	30 Sept 2023
<b>Duration</b>	5 months	5 months	5 months	Cohort 1 8 months Cohort 2 2 months

Source: (DBE, 2023)

The largest portion of the allocated funds was dedicated towards the payment of stipends, as the BEEI seeks to primarily address the challenges of high levels of youth unemployment, while addressing poverty. The second largest allocation was made towards on-the-job training of employees. .

On average across all four phases of the initiative the estimated cost per employment opportunity created is approximately R23 530.00. This cost per work opportunity is not spent entirely on participants, but also on administrative aspects such as project management and data handling.

The efficiency spend is provided below which considers the amount spent per youth by the BEEI. Arguably this is the most meaningful metric as it provides a snapshot of the cost per youth of the BEEI when considering the total funding allocated to the programme and how many youths were actually assisted by the programme.

**Table 5. 17: BEEI Efficiency assessment**

Total Spend	Number of youths	Efficiency spend (Spend per youth)	Efficiency ranking
R25 649 602 000.00	1 085 218	R23 635.43	3/11

Source: Urban-Econ calculations based on assessment framework

### 5.2.5. Number of Youths: Impact

The objective of the above sections is to provide an overview of the BEEI in as much details as was possible given the inputs of the BEEI programme. This overview is not intended as an in-depth evaluation of the BEEI but an evaluation of the BEEI in relation to the YCEP

ecosystem within which it operates. The BEEI has provided the second highest level of youths affected by any of the programmes that fall under the YECP and contributed 23.4% of the youths affected by YECP over the evaluation period.

**Table 5. 18: Number of youths by Programme: BEEI**

Programme	Number youths	Proportion
Artisan Development Programme	1 714 850	37.0%
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
Funza Lushaka Bursary Programme	80 444	1.7%
Industrial Parks Youth Jobs Created	17 880	0.4%
Capacity Building Programme	5 767	0.1%
Ikusasa Student Financial Aid Programme	2 631	0.1%
First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>

### 5.3. Programme 3: Ikusasa Student Financial Aid Programme

The Ikusasa Student Financial Aid Programme (ISFAP) was established in December 2017 as a pilot initiative to provide financial assistance to poor and middle-income youth pursuing higher education at universities and Technical and Vocational Education and Training (TVET) colleges in South Africa. This national effort aimed to address the “missing middle<sup>12</sup>” crisis, which had triggered the *#FeesMustFall* protests in the country's universities. In 2019, ISFAP evolved into a foundation, operating as a Non-Profit Organisation (NPO).

ISFAP represents a collaborative effort between the government and the private sector, including entities like the Department of Higher Education and Training (DHET), ISFAP, and others. Its dual objectives are to promote higher education and address challenges related to sustainable employment and decent work in South Africa post-qualification. ISFAP is a joint initiative involving both the government and the private sector (e.g., Department of Higher Education and Training (DHET), ISFAP, etc) with the dual objectives of advancing higher education and tackling challenges associated with sustainable employment and decent work in South Africa post-qualification.

The funding initiative initially targeted students pursuing careers in critical skills, including medicine, engineering, data science, actuarial science, and accountancy, amongst others that

<sup>12</sup> The ‘missing middle’ is a cohort of students who are too rich for state funding and too poor to be able to afford a university degree (ISFAP, 2023).

are essential for the country's economic development. The programme expanded to offer financial and non-financial support to both critical and non-critical skills students.

### 5.3.1. Relevance

ISFAP actively contributes to the achievement of the nation's overarching development goals, it aligns with the objectives of the NDP 2030 as it aims to address the skills shortage and contribute to reducing unemployment and poverty. It also aligns with the Integrated Youth Development Strategy 2022-2025 in terms of promoting enhancement of education and skills development.

**Table 5. 19: Objectives of ISFAP**

No.	Objectives
1.	Reducing the high dropout rate of poor and working-class students in the high education and training sector.
2.	Improving the employability of funded graduates.
3.	Improving the country's skills profile, especially in occupations of high demand.
4.	Improving the partnership between government, the private sector/business and higher education institutions in supporting poor and "missing middle" students.

**Table 5. 20: ISFAP Relevance assessment**

Policy focus	Principal	Tier 1	Tier 2
Moderate	N/A	Integrated Youth Development Strategy 2022-2025	NDP 2030
Assessment outcome			
The ISFAP is a private entity, whilst it does have connections and relationships with public bodies and entities it is largely independent. As such, it does not have a principle governing public policy (at least not one that is immediately evident) – although it does seek to address different development goals – which are contained within the broader parameters of government policy. For instance – it seeks to achieve some of the objectives outlined in the IYDS 2022-2025 – and as such is moderately aligned to this policy.			

### 5.3.2. Design

ISFAP aims to address skills shortages, reduce unemployment, and alleviate poverty by facilitating higher education access for student's ineligible for state funding (e.g., NSFAS) and unable to cover full university costs, particularly those with annual household incomes ranging from R350 000 to R600 000.

The programme offers comprehensive capacity development and wrap-around support to both critical and non-critical skills learners.

The funding initiative aims to:

1. Increase critical skills professionals in fields such as medicine, engineering, actuarial sciences, and the financial sector, providing full bursaries to cover study costs, accommodation, transport, stipends, books, and allowances to alleviate financial burdens.
2. Provide data support for blended learning situations, such as during COVID-19.

3. Offer wrap-around support, including mentorship, career guidance, tutorials, coaching, work readiness, and financial literacy, aiming to prevent dropouts among all impoverished students.
4. Provide technology support, emphasising the use of technology to assist supported students, **and**
5. Engage in capacity building by collaborating with universities to design courses aligned with future careers and the 4th Industrial Revolution.

The IFSAP programme is designed to eliminate financial barriers for poor and middle-class students, ensuring their retention and success in the education system. It addresses the challenge of inadequate state funding, which leads to increased dropout rates in higher education. The programme's overarching goals encompass improving the employability of funded graduates, enhancing the nation's skills profile, especially in high-demand occupations, and promoting collaboration among the government, private sector, and higher education institutions to support economically disadvantaged students.

The programme assumes that

**IF**

the government promotes access to higher education and success for the poor and middle-income students

**AND IF**

partnerships with private and public institutions provide full-cost funding and wrap-around support to critical skills and non-critical skills students

**SO THAT**

learners have an opportunity to attend higher education and succeed in critical careers such as pursuing medicine, engineering, data science, actuarial science, and accountancy, amongst

others

**THEN**

these learners will be able to attain a higher education qualification

**WHICH WILL**

improve their employability either directly or, indirectly, by enabling them to attain a higher qualification in a critical skills field at university and TVET colleges.



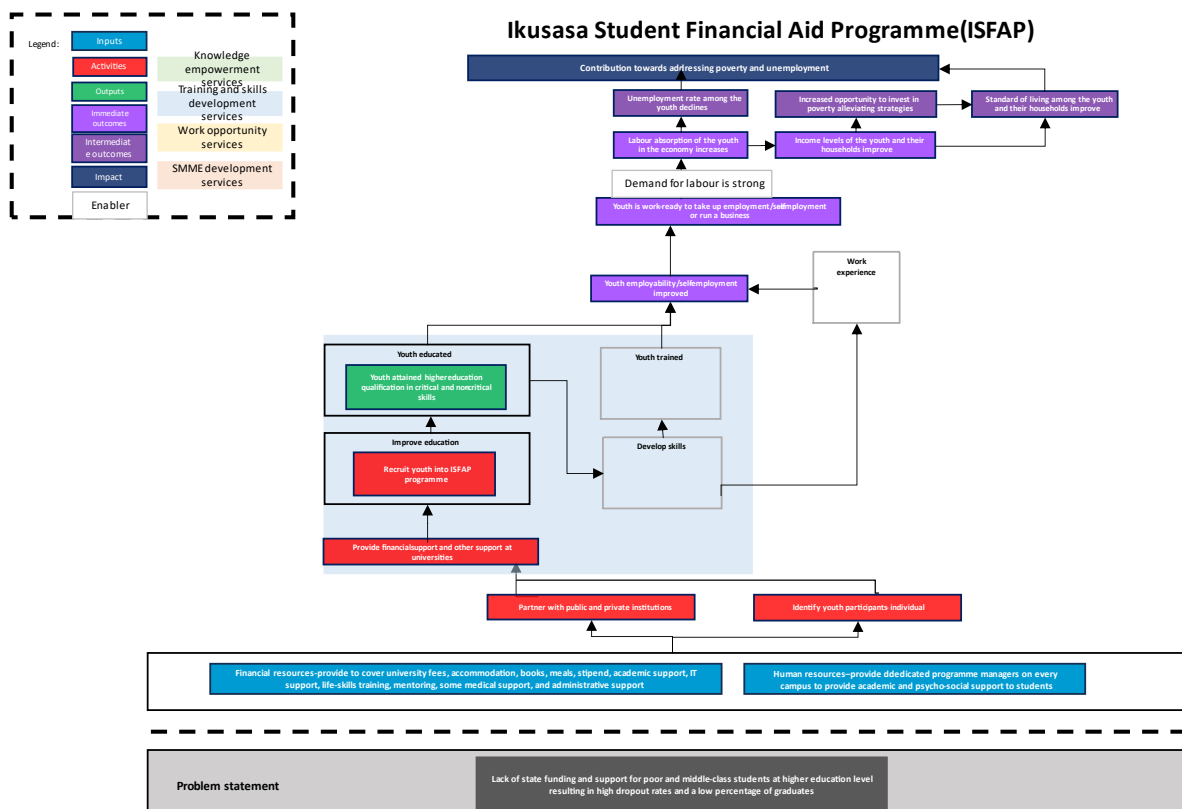


Figure 5. 3: Design of ISFAP

The programme initially targeted high dropout rates among university student with approximately 691 poor and middle-income students pursuing critical skills at five universities. These youths were incapable of affording the fees required to attend university and hence, had ‘dropped out’. In 2019, the programme introduced new degrees aligned with the 4th Industrial Revolution, specifically in data sciences through partnerships with the private sector and universities. It also expanded to include offerings at 11 universities across all provinces in the country. In 2020, the programme adapted to accommodate blended learning during the Covid-19 pandemic. By 2021, the programme expanded to provide additional support, including data and psychological assistance in response to the challenges posed by Covid-19. The blended support model continued in 2022, offering allowances to facilitate blended learning for both critical and non-critical skills learners. Furthermore, the programme launched student loans model backed by the ISFAP in 2022, wrap around support in collaboration with commercial banks to support more learners who would pay back when they start working.

Table 5. 21: ISFAP Design Assessment

Design type	Justification
Skills development & Knowledge services	<p><b>Skills development:</b> The IFSAP mainly focuses on skills development through the provision of loans to students such that they can acquire skills and knowledge to be able to increase employability in the labour market.</p> <p><b>Knowledge services:</b> There are some aspects of the knowledge services provided in the form of career information and other knowledge related services.</p>
Design nature	Justification
Supply side	The IFSAP is largely focused on improving the employability of the youths. This is aimed at employability of the youths as opposed to

	increasing the demand for these youths in the market place.
<b>Assessment Outcome</b>	
The ISFAP is a supply side programme focused on skills development of the youth, however, the programme has an additional service of providing knowledge to participants surrounding career information and development.	

### 5.3.3. Effectiveness

The programme's success can be measured by the number of students who achieved a higher education qualification in a critical skills field at university or TVET college. presents the programme's effectiveness from the time it was launched, highlighting that the programme has been successful in facilitating achievement of higher education qualifications. this was made possible through support provided by the ISFAP, DHET, local universities and colleges and partnerships with the private sector.

The programme's effectiveness from the time it was launched, is heightened below. The programme has been successful in facilitating progression of students to eventually achieve higher education qualifications. this was made possible through support provided by the ISFAP strategic public and private partners and stakeholders including local universities and colleges.

Table 5. 22: ISFAP performance

Year	Learners' intake	Learners attaining high-level passes		Average amount spent	Universities + TVET colleges
		Target	Progression rate		
2017/2018	691	n/a	92%	n/a	5
2018/2019	643	n/a	95%	↑	7
2019/2020	480	n/a	85%	↑	11
2020/2021	517	n/a	-	↓	11
2021/2022	300	n/a	-	↑	11
2022/2023	240+	n/a	-	↑	11

(ISFAP, 2023)

As shown above, the findings of the programmes depict a that the number of learners funded by the programme fluctuated through the years. The number of students is depended upon the funds available. COVID-19 resulted in a decline in students funded by the programme during the 2021/22 and 2022/23 period. However, the number of universities partnering with the programme grew from five in 2017 to 11 in 2022.

Table 5. 23: ISFAP throughput trend

Year	Learners supported	Average progression rate	Throughput
2017 -2022	2 572	85%	686 graduates

Source: (ISFAP, 2023)

For the five-year period ending in September 2022, the programme had supported 2 572 students with a progression rate of 85%. Thus, in a five-year period, the percentage of learners that graduated through the programme equated to 686 graduates. As of May 2023, the programme had funded approximately 2 600 students with 686 graduates. The average progression rate of learners suggests that in the five years under review, the programme has been effective in retaining students in higher education and reducing the number of dropouts. This was higher than the NSFAS average progression rate of 45% and the 62% progression rate of other corporate bursaries.

**Table 5. 24: ISFAP Effectiveness Assessment**

Metric	Score	Assessment Outcome
Summative effectiveness	N/A	It is not possible to discern the summative effectiveness of the ISFAP as no targets or achievements were provided.
Annual effectiveness	N/A	An objective outcome was not discernible for the ISFAP as their no indication of what the programme's initial targets were. <sup>13</sup>
Comparative effectiveness	N/A	No evident targets were set for ISFAP and, as such, the programme exceeded its target – given that it did not appear to have any - and as such was allocated a "N/A" annual effectiveness.

#### 5.3.4. Efficiency

Based on the findings from the research, the ISFAP programme managed to secure over R1.5 billion and funded over 3 000 students across 11 public universities in the country. Thus approximately, R500 000 was spent per student. However, according to ISFAP, the total cost of funding was indicated to be R187 400 per student, thus the estimated amount spent per student is lower/greater than the planned amount thus the programme is efficient.

**Table 5. 25: ISFAP throughput trend**

Year	Funding Deployed for Students Bursaries	Students falling within ISFAP's R350 000 - R600 000 household income bracket	Number of total Students in ISFAP	Budgeted amount funded per learner	Actual amount spent per learner	Academic graduates
2017	R53.8 million	-	691	-	R135 000	
2018	R150.2 million	-	1 282	-	-	
2019	R248.5 million	217 789	1 700	-	-	
2022	-	-	-	-	R187 400	
2023	-	-	-	-	R166 668	

<sup>13</sup> ISFAP have been contacted in regard to this and their respond is pending [28/01/24].

(Bridge, 2019a) (Bridge, 2019b) (DOJ & CD, 2017) (Career Portal, 2023).

Below, a measured estimation of the spend per youth for the ISFAP providing an efficiency outcome based on the total spend and the number of youths that have taken part in the ISFAP.

**Table 5. 26: ISFAP Efficiency Assessment**

Total Spend	Number of youths	Efficiency spend (Spend per youth)	Efficiency ranking
R1 500 000 000.00	2 631	R570 125.43	10 <sup>th</sup> out of 11

### 5.3.5. Number of youths: Impact

The number of youths affected by the ISFAP compared to the other programmes falling under the YECP is provided below. The ISFAP contributed less than a percent of the total youth affected by the YECP over the evaluation period. It was the third smallest programme in terms of youth impact.

**Table 5. 27: Number of youths by Programme: ISFAP**

Programme	Number youths	Proportion
Artisan Development Programme	1 714 850	37.0%
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
Funza Lushaka Bursary Programme	80 444	1.7%
Industrial Parks Youth Jobs Created	17 880	0.4%
Capacity Building Programme	5 767	0.1%
Ikusasa Student Financial Aid Programme	2 631	0.1%
First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>

## 5.4. Programme 4: Funza Lushaka Bursary Programme

The Funza Lushaka Bursary is provided to students that intend to pursue teaching careers. It is provided by the Department of Basic Education (DBE) to two categories of students mainly to fund undergraduate planning to be teachers and one-year postgraduate studies. The programme aims to promote teaching in public school by increasing the supply of newly qualified in mathematics, science and technology teachers based on the available demand. It is geared towards assisting individuals under the age of 30 (youth) who have successfully completed matric/Grade 12 with a Bachelor's pass or meet the university entry requirements.

Thus, the programme beneficiaries are later required to provide teaching services to public schools that are equivalent to their bursary duration.

The initiative was introduced in 2007 with the aim of promoting and enhancing student enrolment in initial teacher education (ITE) programmes at universities in the country. It entails cooperation among diverse stakeholders, such as the DBE, provinces, districts, circuits, schools, and community leaders engaged in youth programmes.

#### 5.4.1. Relevance

The FLBP aligns with national policies such as the NDP to 2030 and the NYD to 2030 as evidenced by a comprehensive literature review conducted in the *Funza Lushaka Bursary Programme Implementation Evaluation* study conducted in 2016, in that they promote the development of education, training, and innovation amongst youth in the country. by increasing the supply of high-performing ITE graduates for the education system (JET Education Services , 2016).

**Table 5. 28: FLBP Relevance assessment**

Policy focus	Principal	Tier 1	Tier 2
Moderate	NDP 2030	Integrated Youth Development Strategy 2022-2025	N/A
Assessment Outcome			
The FLBP appears to have a moderate adherence to the NDP to 2030 policy item.			

Based on the (JET Education Services, 2016) outcomes, it is worth noting that the report cites “The increase in uptake of teacher education, to which the FLBP is making a substantial contribution, is encouraging, and it is predicted that by 2020 ITE enrolment will be sufficient DHET.” This comment underpins an issue of programme longevity and relevance as well as incentives to programme staff to attain desired goals and outcomes given the evident conflict of interest.

#### 5.4.2. Design

The programme targets the following students:

1. Students who are below 30 years of age to be considered for funding.
2. Students accepted to study towards a Bachelor of Education (BEd) and Postgraduate Certificate of Education (PGCE) courses specialising on at least 2 of the priority subject areas at Foundation Phase, Intermediate Phase, Senior Phase or FET Phase.
3. Accepted to study at a public university in South Africa, **and**
4. Willing to teach at any school, as selected by the Provincial Education Department (PED) (DOE, 2023).

The programme boosts the supply of high-performing ITE graduates in the country. It plays a key role in a comprehensive set of initiatives aimed at enhancing access to ITE, success rates, and the supply of qualified teachers in crucial areas. With the imperative to attract high-performing school leavers to teaching and address the financial challenges of university education.

The programme assumes that

**IF**

the government provides a bursary incentive to recruit prospective B.Ed. and PGCE students for initial teacher education

**AND IF**

in partnership with private and public institutions select and fund students based on merit, academic performance, and suitability, which includes a passion for teaching, teaching ability, and a desire to teach in priority subjects, phases, and identified areas.

**SO THAT**

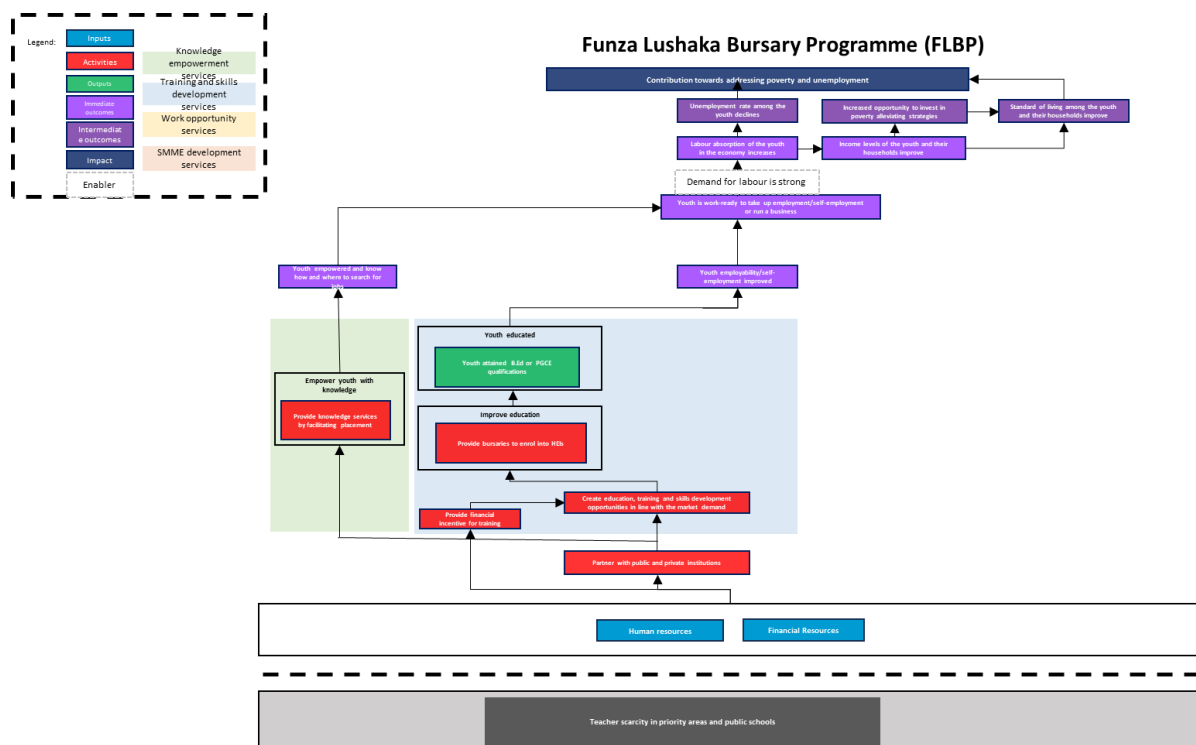
students achieve B.Ed. and PGCE qualifications and are connected to service contracts, deploying FLBP graduates to positions where they will teach priority subjects and phases in specified areas with identified geographical needs.

**THEN**

the supply of qualified teachers is increased to address requirements in priority areas, including subjects, phases, and specified geographical areas of need.

**WHICH WILL**

address teacher scarcity in priority areas and public schools mainly rural schools.



**Figure 5. 4: Design of the Funza Lushaka Bursary Programme (FLBP)**

The FLBP programme was introduced in 2007 to promote the teaching profession and address teacher shortages by increasing enrolment in initial teacher education (ITE) by offering fixed bursaries to high-performing students specialising in priority phases and subjects at Higher Education Institutions. The bursary encompasses student tuition fees, including note and/or lab fees, residence/accommodation fees with meals, expenses for stationery and books or laptops loaded with e-books, teaching practice costs, and a monthly stipend to address basic

living expenses. The programme also aims to place teaching graduates at public schools. The programmes have supported 52 099 teachers between 2007-2023.

**Table 5. 29: FLBP Design Assessment**

Design type	Justification
Skills development & Knowledge services	FLBP focuses on skills development by providing loans to prospective teachers. In addition, FLBP provides knowledge services through the provision of placement services for potential teachers to different public schools.
Design nature	Justification
Supply side (limited demand side)	The FLBP focuses on providing aspiring teachers with the wherewithal to afford their education and thereby increasing their employability in the labour market. For this reason, this programme is focused on the supply side dynamics of the youth labour market. The programme has a limited effect on the demand side by facilitating public employment efforts through placement. However, given the role the programme plays in this regard it cannot be said to have any more than a limited effect.
Assessment Outcome	
The above items are addressed individually above and justification provided for the type and nature allocated.	

### 5.4.3. Effectiveness

The success of the programme can be assessed based on the number of students who were funded by the programme and successfully completed their higher education qualification in priority subjects. The table below presents the breakdown of the students that were recruited under the FLBP and the number that graduated.

**Table 5. 30: FLBP performance**

Year	FLBP bursaries awarded	Target		Graduates	Placements	Throughout
2016/17	14 343	14 000	↗	3 822	2 599	68.0%
2017/18	15 134	13 500	↗	4 726	89%	89.0%
2018/19	13 070	13 500	↘	4 380	3 741	85.4%
2019/20	12 954	13 000	↘	4 418	3 594	81.3%
2020/21	13 085	12 500	↗	4 414	3 613	81.9%
2021/22	11 858	11 500	↗	4 645	3 527	75.9%

Source: (DBE, 2017) (DBE, 2018) (DBE, 2019) (DBE, 2020) (DBE, 2021) (DBE, 2022) (DBE, 2023)

The FLBP has been effective in providing bursaries to initial teacher education students and it has shown effectiveness in meeting its targets. As shown in Table 5-9, the findings of the programmes depict that the programme has contributed to the growth in of the initial teacher education enrolment in the country. The number of students funded by the programme increased from initially awarding 3 669 bursaries in 2007/8 to 14 349 bursaries awarded in the 2014/15 period. During that period, the number of bursaries awarded exceeded the programme's target. Generally, the programme bursary allocations surpassed the planned

targets between 2007/8 and 2021/22. However, the FLBP fell slightly short of its target in the 2015/16 period, with only 20 selections. This was attributed to delays in the selection process caused by student unrest in different institutions. The learner intake declined between 2018/19 and the 2019/20 period owing to the university costs increasing more than the average annual growth of 5.5% over the MTEF.

The findings from the study conducted in 2016 titled the *Funza Lushaka Bursary Programme Implementation Evaluation*, explored the programme's cost benefit and cost effectiveness, considering factors such as per-capita expenditure on successful graduates and time taken for graduation. The study indicated that notably, a high proportion of B.Ed. graduates completed their studies in the minimum time, suggesting relative cost efficiency. However, the study could not conduct a comprehensive cost-benefit analysis due to incomplete data on the programme's costs and benefits.

The programme has been successful in placing the bursary graduates in various schools across the country. The placements rates for the period between 2007/8 – 2021/22 ranged between 41.9% and 93.7%. Despite fluctuations in the number of bursaries awarded and graduates, the consistent high placement rates reflect the success of the programme in integrating graduates into teaching positions. This indicates a significant impact on addressing the need for qualified educators in various schools, showcasing the programme's efficacy in achieving its goal of enhancing teacher education and placement in priority areas.

**Table 5. 31: FLBP Effectiveness assessment**

Metric	Score	Assessment Outcome
Summative effectiveness	103%	FLBP targeted 78 000 youths and was able to address 80 444 thereby exceeding the target level and achieving a resulting 103% summative score.
Annual effectiveness	67%	FLBP scored an objective effectiveness score of 67%. This is based on the differential between the annual target and the actual values hit by the programme. To this end, the programme achieved an outcome equal to or in excess of its target in 4 of 6 years.
Comparative effectiveness	3 <sup>rd</sup> out of 7	FLBP scored a relatively high score with the annual effectiveness score it obtained. The annual effectiveness score placed FLBP in the higher levels of annual effectiveness.

#### 5.4.4. Efficiency

In 2020/21 the National Treasury allocated R1.29 billion for 12 500 bursaries but 13 085 were awarded due to lower tuition fees. Analysis shows 82% of recipients were under 25, over 10 260 (78%) bursaries supported Black African students, and 66% were granted to female recipients.

**Table 5. 32: FLBP throughput trend**

Year	Amount disbursed	FLBP bursaries awarded	Average bursary value	Graduates	Placements
2016/17	R1 043.6 million	14 343	R72 760	3 822	2 599
2017/18	R1 095.8 million	15 134	R72 407	4 726	4 206
2018/19	R1 159.4 million	13 070	R88 707	4 380	3 741



Year	Amount disbursed	FLBP bursaries awarded	Average bursary value	Graduates	Placements
2019/20	R1 224.3 million	12 954	R94 511	4 418	3 594
2020/21	R1 291.6 million	13 085	R98 708	4 414	3 613
2021/22	R308.0 million	11 858	R25 974	4 645	3 527

Source: (DBE, 2017) (DBE, 2018) (DBE, 2019) (DBE, 2020) (DBE, 2021) (DBE, 2022) (DBE, 2023)

FLBP has highlighted difficulties in recruiting, selecting, disbursing, and placing participants, pointing out challenges such as targeting economically disadvantaged students, urban-centric bias, delays, and the need for an upgrade to the outdated Funza Lushaka Information Management System (FLIMS). Despite concerns students find the bursary generous and FLBP graduates have ended up working as teachers. Challenges persist in selection and disbursement delays, these challenges impact students due to placement issues, compounded by FLBP inefficiency and higher B.Ed. degree costs.

**Table 5. 33: FLBP Efficiency assessment**

Total Spend	Number of youths	Spend per youth	Efficiency ranking
R6 122 700 000.00	80 444	R76 111.33	9 <sup>th</sup> out of 11

#### 4.4.5. Number of youths: Impact

The FLBP contributed 1.7% of the youth affected by the YECP in South Africa and accounted for 80 444 youths participating in a YECP.

**Table 5. 34: Number of youth by Programme: FLBP**

Programme	Number youths	Proportion
Artisan Development Programme	1 714 850	37.0%
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
Funza Lushaka Bursary Programme	80 444	1.7%
Industrial Parks Youth Jobs Created	17 880	0.4%
Capacity Building Programme	5 767	0.1%
Ikusasa Student Financial Aid Programme	2 631	0.1%
First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>

The programme's impact is difficult to measure due to limited data on the cost and benefits of the programme per student. However, the programme has demonstrated positive impacts over the years, between 2016/17 and 2021/22 reflected in an increasing number of graduates

(from 3 822 to 4 645 individuals) and placements (from 2 599 to 3 527), indicating success in student outcomes and transitions to the workforce. Although, there was a significant decrease in the amount disbursed and the number of bursaries awarded during the 2021/22 period. The average bursary value has concurrently risen, suggesting an effort to provide higher individual financial assistance. Further analysis and context are essential to fully grasp the reasons behind these trends and to assess the overall effectiveness and sustainability of the programme.

Another report by the DoE termed the *Teacher Supply and Demand by 2030: Securing SA's Future in 2023* (DoE, 2023) highlighted that the FLBP successfully trained 47 340 teachers. Addressing teacher shortages and rejuvenating the profession. The programme's success extends to teacher placement. With impressive rates across various provinces. Contributing to an overall placement rate of 82%. Thus, the programme's investment in human capital extends to teacher placement. With impressive rates across various provinces. Contributing to an overall placement rate of 82%. While the financial commitment has been substantial. Amounting to R13.1 billion between 2007 and 2022. The investment is seen as crucial for the future of South Africa's basic education system. The table below provides a summary of the FLBP provincial progress over the decade between 2013 to 31 August 2023.

**Table 5. 35: FLBP provincial throughput trend 2013-2023**

Province	Trained teachers	Placements	Percentage Placements	Unplaced graduates
Eastern Cape	6 608	4 869	73.7%	1739
Free State	3 092	2 752	89.0%	340
Gauteng	9 423	8 002	84.9%	1421
KwaZulu-Natal	9 012	6 908	76.7%	2104
Limpopo	4 623	4 347	94.0%	276
Mpumalanga	4 006	3 161	78.9%	845
North West	2 543	2 436	95.8%	107
Northern Cape	1 166	1 115	95.6%	51
Western Cape	6 867	5 127	74.7%	1740
<b>South Africa</b>	<b>47 340</b>	<b>38 717</b>	<b>81.8%</b>	<b>8 623</b>

Source: (DBE, 2023)

Since 2013. The Funza Lushaka programme has placed 86.2% of graduates in schools. Averaging 4 300 annually. A substantial financial commitment of R13.1 billion from 2007 to 2022 reflects a significant investment in education. In 2023. R1.2 billion funded 10 864 students. Highlighting a commitment to nurturing educators.

In 2030, there is anticipated increased demand for teachers, driven by a growing number of learners, potentially posing challenges to teacher supply. Thus 428 000 educators are required to maintain a quality 29.8:1 ratio. Despite a 31 000-graduate surplus. Strategic adjustments are needed as only 18 000 to 20 000 are absorbed annually. The evolving curriculum underscores the need for quality training. Potentially leading to bursary scheme modifications.

## 5.5. Programme 5: Capacity Building Programme by DPWI

Capacity building programmes are overseen by the Professional Services Branch of the Department of Public Works and Infrastructure (DPWI). The programmes target high-level human capital development and the creation of critical skills for the built environment, aligning with the National Department of Public Works (NDPW) goals. They emphasise transforming the workforce by promoting representation, increasing size, and enhancing human capital quality. The overarching aim is to produce world-class professionals for a sustainable environment, with a special focus on inspiring and assisting young, talent to pursue careers in the built environment. The programme was launched during the 2007/8 period to contribute to national skills and human resource development by focusing on learnerships, internships, artisan training, and developing young professionals to address built environment profession shortages.

### 5.5.1. Relevance

The capacity building programmes align with national policies such as the NDP by prioritising workforce transformation, representation, and the production of world-class professionals, with a specific emphasis on empowering young and disadvantaged individuals in pursuing careers in the built environment.

**Table 5. 36: Capacity Building Programme relevance assessment**

Policy focus	Principal	Tier 1	Tier 2
Moderate	None	NDP 2030	None
Assessment Outcome			
This 'programme' is not ideally suited to the selection criteria of the impact assessment. The Capacity Building programme from DPWI is more of a litany of internal programmes effected by a particular department within DPWI rather than an explicit programme. For this reason, the programme does not align particularly strongly with any policy items outside of those generally in effects as a result of broader government consensus such as the NDP to 2030.			

### 5.5.2. Design

Capacity building programmes were introduced by the Department of Public Works and Infrastructure (DPWI), they consist of the following interventions (i) Schools Programme, (ii) Bursary Scheme, (iii) Internship Programme, (iv) Facilities Management Training Programme encompassing Artisan Training Programme, and (v) Young Professionals Programme.

#### I. Schools Programme

The Schools Programme strategically enhances Maths and Science in disadvantaged schools over five years, impacting 20 000 learners. It prioritises systemic changes in leadership, classrooms, and extra-curricular activities, aiming to improve university-entrance passes, educator effectiveness, and interest in Maths and Science. Selection criteria emphasises pass rates, demographic representation, and exclusive participation. The programme, identified through education departments and community projects, involves diverse stakeholders and offers an exit strategy with bursaries for learners pursuing Built Environment and Property qualifications.

#### II. Bursary Scheme

It targets participants from the Schools Programme and SETA-funded beneficiaries. The bursary covers student costs, including registration, tuition, accommodation, study materials, meals, and a monthly allowance from January to November. A partnership with CETA secured a R50 million grant for capacity building in the 2013-14 financial year and external bursaries in the built environment. Its exit strategy involves appointing bursary scheme participants to internships after completing their tertiary studies.

### **III. Internship Programme**

Aims to address the Department's staffing needs by providing practical learning for graduates and Work Integrated Learning Students, complementing theoretical education. The selection criteria include graduates from the Bursary Scheme, and a recruitment programme targets students from disadvantaged backgrounds and those with disabilities. Technical internships serve as a feeder into the Young Professional Programme, utilising logbooks and structured training programmes. Mentoring involves internal employees and external firms, and the exit strategy involves appointing interns into the Candidacy/Young Professionals Programme as part of the Skills Pipeline Strategy.

### **IV. Facilities Management Training Programme**

Addresses critical skills shortages in the built environment professions and trades, essential for infrastructure development and management. The programme aims to intervene on the mismatch between declining numbers entering the field compared to those leaving, especially considering large government infrastructure projects. As a key player in the Property and Facilities sector, the DPWI is crucial for national departments' accommodation needs and driving the construction economy. The programme, including the Artisan Development Programme, is a strategic skills intervention to empower employees and resolve customer issues effectively.

### **V. Artisan Training Programme**

Addresses artisan shortages, targeting those with technical experience but lacking qualifications. It includes Bursary Scheme students from TVET Colleges and those with a minimum of an N3 Certificate. The programme, with renewable contracts, adheres to statutory body requirements, focusing on – Electrical, Mechanical, Bricklayers, Plumbers, Painters, Carpenters, Building trades. Mentors and trainers, including internal personnel, contribute. The exit strategy includes a retention plan and a structured growth path within the workshop, leading to appointments in the Public Sector and the DPWI.

### **VI. The Young Professionals Programme**

Targets critical technical skills shortages and mentors historically disadvantaged groups for professional registration. Focused on core skills<sup>14</sup>, the program aims to reduce departmental vacancies, minimize outsourcing, and transform the built environment. Selection criteria include accredited qualifications, registration with relevant statutory councils, and a valid driver's license. Collaboration with the private sector involves seconding trainees for external training. Mentoring comes from internal employees, retired professionals, and external consulting and construction firms (DPWI, 2023) (DPWI).

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<sup>14</sup> Core skills include Engineers i.e., Civil/Structural, Mechanical, Electrical; Architectural, Quantity Surveyors; Town and Regional Planning conducting Property Valuations and Construction Project Management.

The programme assumes that

**IF**

the Department of Public Works and Infrastructure (DPWI) effectively implements its Capacity Building Programme, including interventions like the Schools Programme, Bursary Scheme, Internship Programme, Facilities Management Training Programme (including Artisan Training Programme), and Young Professionals Programme

**AND IF**

these programmes are conducted in partnership with private and public institutions,

**SO THAT**

young and disadvantaged talent is inspired and assisted to pursue careers in the built environment, resulting in high-level human capital development, critical skills creation, and workforce transformation,

**THEN**

the DPWI will produce world-class professionals with the skills needed for a sustainable environment,

**WHICH WILL**

contribute to addressing critical skills shortage thereby increasing representation, expanding the size, and enhancing the quality of the human capital base in the built environment.

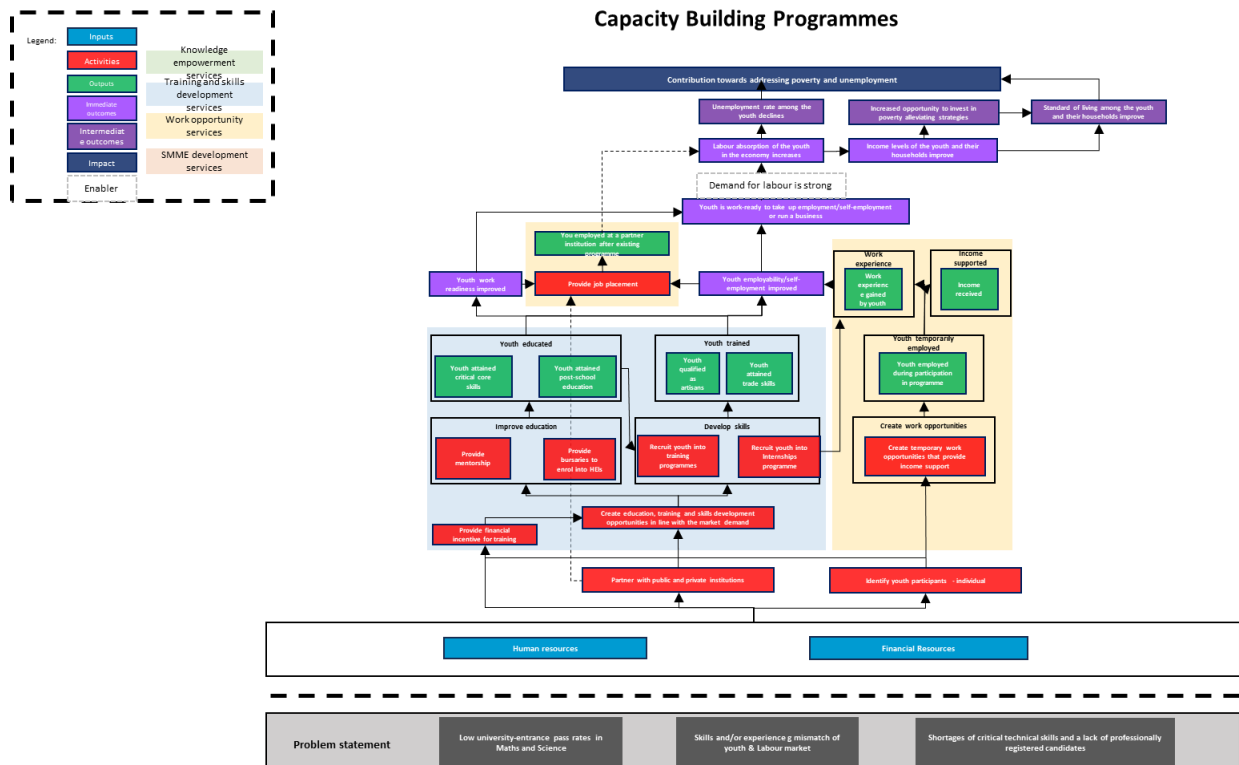


Figure 5. 5: Design of the Capacity Building Programme

**Table 5. 37: Capacity Building Programme design assessment**

Design type	Justification
Skills development & (limited) Employment services	The Capacity Building programme engages in Skills development of youth through various initiatives such as the “Young Professionals” sub-programme. Additionally, employment services are provided through the provision of internships and other semi-temporary work programmes that seek to provide youth with skills development. For this reason, the employment services of the Capacity Building programme are regarded as limited in magnitude.
Design nature	Justification
Supply side (limited demand)	The Capacity Building programme focuses on developing the skills and employability of youth. In this sense, the programme is supply side oriented in nature. The programme has limited demand side effects predominantly driven by the internships and other temporary – skills development oriented – employment opportunities.
Assessment Outcome	
The Capacity Building programme focuses on the supply side and skills development of youths, as many of its counterparts do as well.	

### 5.5.3. Effectiveness

The success of the programme can be assessed based on the number of beneficiaries that received assistance through the various programmes falling under capacity building and the ability of the programmes to meet their planned targets. The table below provides the findings on the planned target of beneficiaries and the actual number of beneficiaries that were supported through the programmes

**Table 5. 38: Capacity Building Programme performance**

Year	Young Professionals		Interns		Learners		Management trainees		Artisans		Bursaries		School Programme	
	T*	A**	T	A	T	A	T	A	T	A	T	A	T	A
2016/17		54		525		690		1		108		164		
2017/18	104	169	199	536	396	181	43	13	100	308	233	136		87
2018/19		170		240		185		13		420		173		
2019/20	165	170	240	208	185	176	13	37	420	424	173	197		40
2020/21						562						175		
2021/22						153				212		173		
<b>Total</b>	<b>269</b>	<b>563</b>	<b>439</b>	<b>1509</b>	<b>581</b>	<b>1947</b>	<b>56</b>	<b>64</b>	<b>520</b>	<b>1472</b>	<b>406</b>	<b>1018</b>	<b>0</b>	<b>127</b>

\*T represents the target and \*\*A the programmes achievements

Source: (DPWI, 2016-2022)

From 2016/17 to 2021/22, the Department undertook extensive skills development initiatives, including learnerships, internships, and young professional programmes. Notable achievements the participation of approximately 6 700 beneficiaries under the capacity building programmes. Funding commitments and partnerships with entities like Property Management Trading Entity (PMTE) and CETA contributed to surpassing targets, resulting in additional appointments and successful placements of programme participants into sustainable jobs.

**Table 5. 39: Capacity Building Programme effectiveness assessment**

Metric	Score	Assessment Outcome
Summative effectiveness	114%	The Capacity Building Programme targeted 5 767 youths and was able to address 6 573 in total thereby exceeding its target and acquiring a summative effectiveness score of 114%.
Annual effectiveness	100%	Sparse official targets were submitted by the Capacity Building programme nor are any available in relation to the programme. Using this information, different target estimations were made in relation to the different years that are provided. In this context, the programme has achieved a 100% objective effectiveness.
Comparative effectiveness	1 <sup>st</sup> out of 7	The Capacity Building programme scored a high annual effectiveness score on the basis of the assumptions and extrapolations levelled at the programme to calculate the various targets not provided for.

#### 5.5.4. Efficiency

The efficiency of the programme is evident in its ability to surpass planned targets across various categories. The significant overachievement in several areas demonstrates the effectiveness of planning and execution, resulting in an increase in the number of skilled professionals, interns, and artisans compared to the initial targets.

In researching the Capacity Building Programme, a systematic review of the annual statements of the DPWI were conducted (in lieu of adequate provision of financial records and statements from the entity itself). The results are presented in the table below.

**Table 5. 40: Presents of the Capacity Building Programme in Annual Reports**

Year	Mention of Capacity Building Programme(s) <sup>15</sup>	Nature of Mention	Narrative
2015/16	No	N/A	No mention is made of the youth Capacity Building Programme in this iteration of the DPWI annual reports.
2016/17	No	N/A	The 2016/17 annual report does mention the term “capacity building programme” however, it is presented in the context of internal capacity building within DPWI and not a reference to the broader youth capacity building programme that is the focus of this section. A lack of financial or human resource data on the Capacity Building Programme is concerning as previous financial reports indicated that the programme was being reported on “quarterly” (2009/10 annual report – pg. 47) as such, there should be more than adequate financial and human resource data to present.
2017/18	Yes	Narrative	Mention is made of the Capacity Building Programme for youth implemented by the DPWI (pg. 17) however it is narrative in nature and provides no meaningful indication of financial or human resource data on the programme.
2018/19	No	N/A	This iteration of the DPWI's annual reports is not available.

<sup>15</sup> Each of the annual reports was searched for the terms “Capacity”, “Building programme” and “Capacity building programme” discretion was used in assessing the reported figures and mentions of the desired programme.

Year	Mention of Capacity Building Programme(s) <sup>15</sup>	Nature of Mention	Narrative
2019/20	Yes	Human resources – limited	This iteration of the DPWI's annual report does record some data on the youth Capacity Building Programme.  In this iteration the youth Capacity Programme is referred to as the "Professional Services programme" and appears to have been expanded to include more than simple youth although there does appear to be a strong youth component with the programme consisting of three sub-strategies – two of which are predominantly youth focused.
2020/21	Yes	Narrative	Mention is made of "capacity building programmes" however it is not apparent if this is directed at the youth capacity building programmes or rather capacity building programmes within the department.
2021/22	Yes	Narrative	Reference is made to "... implementation of Provincial Department of Public Works capacity building programmes". This again seems to be potentially directed at the capacity building programmes that occur in general within the department outside of any youth centric development programmes.
2022/23	N/A	N/A	N/A

**Table 5. 41: Capacity Building Programme efficiency assessment**

Total Spend	Number of youths	Spend per youth	Efficiency ranking
R30 000 000.00	5 767	R4 564.13	5 <sup>th</sup> out of 11

### 5.5.5. Number of youths: Impact

The Capacity Building programme has accounted for less than a percent of the youth that have participated in a YECP in South Africa. The Capacity Building programme accounts for 5 767 youths in total and is the fourth smallest programme in the YECP assessed.

**Table 5. 42: Number of youths by Programme: Capacity Building Programme**

Programme	Number youths	Proportion
Artisan Development Programme	1 714 850	37.0%
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
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First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>



## 5.6. Programme 6: Industrial Parks Youth Jobs Created by DTIC

The revitalisation of industrial parks revitalisation programme (IPRP) revitalises industrial parks established prior to 1994 and was identified by the South African government as having potential to contribute to economic development in the country. The IPRP is a key intervention by the DTIC, promoting industry decentralisation to less developed areas, including rural and township economies. The programme is implemented in collaboration with the relevant provincial government and park-owning agencies. Thus, the industrial parks revitalisation programme was initiated during the 2016/17 period to provide state-of-the-art facilities for local businesses at affordable rates. According to the DTIC Annual Report 2022/23, 12 industrial parks have been revitalised thus far with one currently undergoing reconstruction (DTIC, 2023).

### 5.6.1. Relevance

The programme aligns with the NDP in that they both promote integrating rural areas through successful, infrastructure development, job creation, and poverty alleviation.

**Table 5. 43: Industrial Parks Programme relevance assessment**

Policy focus	Principal	Tier 1	Tier 2
Moderate	N/A	NDP to 2030	NYP to 2030
Assessment Outcome			
The Industrial Parks Youth Jobs does not have a specific policy objective to meet in relation to youth. It does meet certain general policy objectives contained in both policies such as “Expand role of state-owned enterprises in training artisans” (NDP to 2030) and “Facilitate young people’s engagement in building a better South Africa and a better world” (NYP to 2030). However, these general objectives and provisions can be applied to most of the various youth programmes.			

### 5.6.2. Design

The industrial park revitalisation forms part of the Critical Infrastructure Programme (CIP) which encourages investment by supporting vital infrastructure to reduce business costs, emphasising the importance of CIP funding for essential and optimal investment operations.

The DTIC, through the CIP, supports infrastructure development in state-owned industrial parks under the Industrial Parks Revitalisation Programme (IPRP). The programme is being undertaken using a phased approach and has supported twelve (12) industrial parks across different provinces since its inception. Thus, the activities conducted at the industrial parks have facilitated the creation of employment opportunities including youth in the provinces especially for SMMEs. The existing workforce predominantly engage in sectors such as agro-processing and light to medium manufacturing.

The programme assumes that:

**IF**

industrial parks along with related industrial spaces, are developed and thriving,

**AND IF**

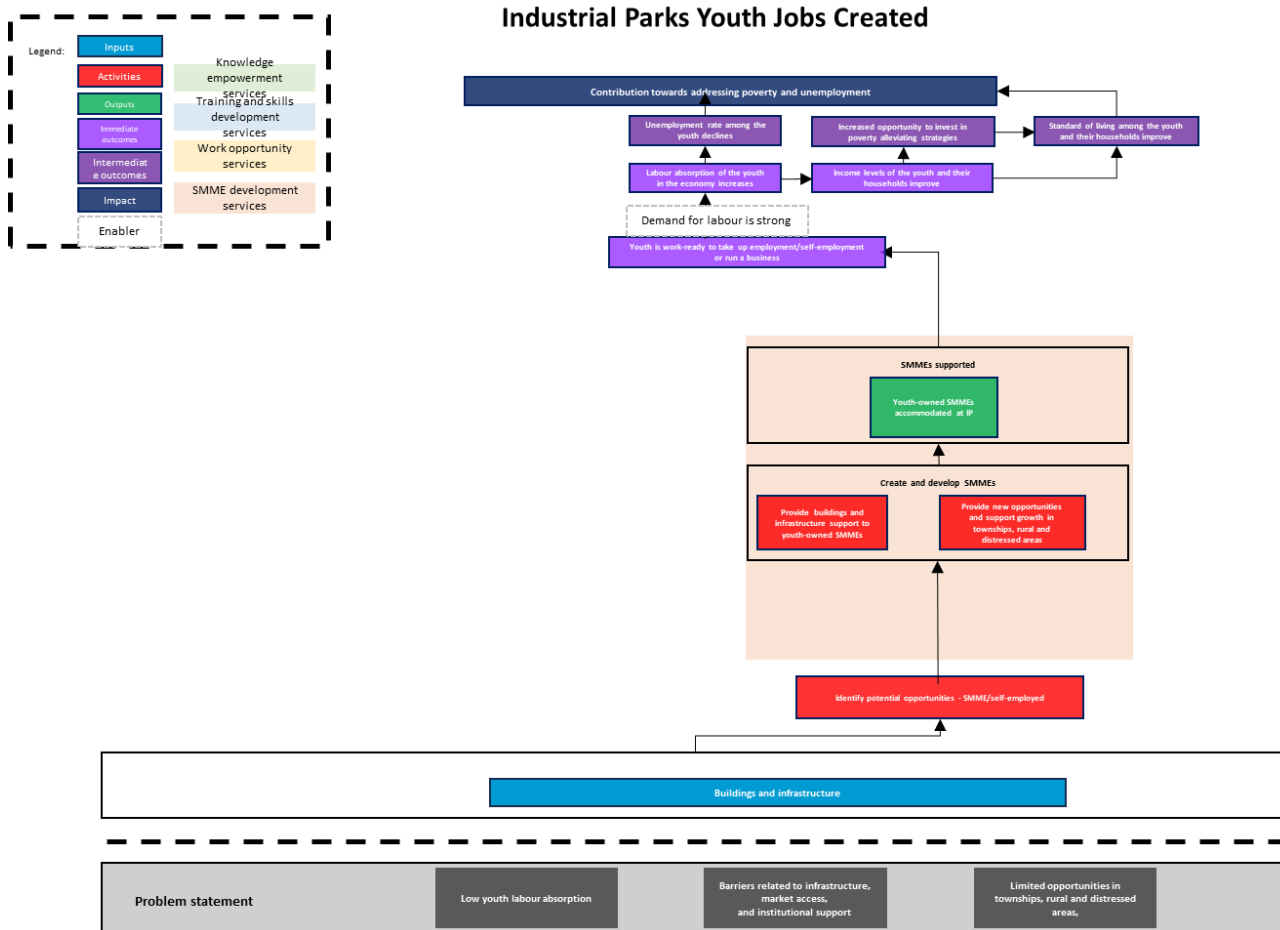
opportunities for employment, new businesses, and value chains are effectively harnessed, especially targeting youth employment,

**THEN**

this has the potential to significantly address youth unemployment, fostering economic growth and stability

**WHICH WILL**

contribute to the development of a skilled and empowered workforce, positively impacting the overall economy.



**Figure 5. 6: Design of the Industrial Parks Programme**

The industrial parks aim to spur economic growth, contributing to the tax base and local activity, vital for social development. Interventions in these spaces align with smart cities, a green economy, and the 4th Industrial Revolution, fostering stakeholder engagement for successful outcomes. Thus, proactive planning is essential to enhance the value of industrial parks. This in turn creates jobs for youth providing them with a source of income and ultimately reducing poverty levels.

**Table 5. 44: Industrial Parks Programme Design assessment**

Design type	Justification
SMMEs supported	Focusing on providing the conditions – bulk infrastructure, roads, utilities and the like – so as to promote conditions within which SMMEs and businesses can develop and grow. The intention in relation to youth is to further spur SMME develop in relation to youth by providing additional incentives and support for youth SMMEs.
Design nature	Justification

Demand side	The programme focuses on putting in place conditions within which private business can develop which will promote employment of youths. This allows for more sustainable and consistent youth employment and development.
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### 5.6.3. Effectiveness

The programme's effectiveness is gauged through key indicators, particularly the number of jobs created, offering a comprehensive overview of its success in terms of both financial investment and job creation across diverse provinces and industrial parks. The table below presents the key effectiveness indicators per province.

**Table 5. 45: Industrial Parks performance as of 31 May 2022**

Province	Project Type	Actual Investment	Construction Jobs Supported	Direct Jobs Supported
Eastern Cape	SEZ and IP	R16.8 billion	796	11 000
Free State	SEZ, CIP, and IP	R1.1 billion	300	900
Gauteng	CIP, IP, and SEZ	R21.5 billion	6 000	11 000
KwaZulu-Natal	CIP, IP, and SEZ	R2.6 billion	300	5 000
Limpopo	CIP and IP	R2.8 billion	1 400	400
Mpumalanga	CIP	R90.1 million	2 800	3 300
North West	CIP and IP	R2 billion	90	700
Northern Cape	IP	R382 million	300	-
Western Cape	CIP and SEZ	R2.3 billion	100	2 000
<b>Total</b>		<b>R49,6 billion</b>	<b>11 290</b>	<b>34 300</b>

Source: (DTIC, 2022)

The above statistics provide an indication of the total impact that the various industrial parks programmes have had in different provinces. These statistics do not speak to the effect that the programme has had explicitly on youth. To this end a calculation was performed to derive the median proportion of the construction industry that can be classified as youth ([find here](#)). The results are repackaged below in a youth centric format.

**Table 5. 46: Industrial Parks youth jobs calculation**

Province	Actual Investment	Construction Jobs Supported	Youth Jobs <sup>16</sup>	Direct Jobs Supported	Youth Jobs <sup>17</sup>
Total	R49,6 billion	11 290	5 532	34 300	12 348

The industrial development programmes in South African provinces demonstrate effectiveness through substantial investments, including nearly R49.6 billion for all provinces.

<sup>16</sup> Based on median youth construction industry representation of 49%.

<sup>17</sup> Based on median youth representation in formal employment of 36%.

Thus, generating a total of 11 290 construction jobs and supporting 34 300 jobs directly indicating a positive influence on local economies. The programme's success is underscored by engaging SMMEs and emphasising skills transfer in agro-processing. Moreover, it aims to attract future investors through infrastructure enhancements, ensuring long-term regional economic growth.

Of these jobs created, an estimated 49% of construction jobs were likely fulfilled by youth and an estimated 36% of all other jobs likewise occupied by youth.

**Table 5. 47: Industrial Parks effectiveness assessment**

Metric	Score	Narrative
Summative effectiveness	N/A	In similar fashion to the ISFAP the summative effectiveness is not discernible given a lack of appropriate information.
Annual effectiveness	N/A	Insufficient data on the targets of the Industrial Parks programme are available. In addition, the programme does not lend itself to easily monitoring data of this nature – given that the programme is not specifically directed at youth but rather directed at addressing economic issues that will then lead to better outcomes for youth. Regardless, the programme was assigned targets of “N/A” given the lack of input on these targets.
Comparative effectiveness	N/A	Allocated given the lack of data to calculate the annual effectiveness value.

#### 5.6.4. Efficiency

In addition, the DTIC 2022/23 Annual Report stated that the IPRP footprint encompasses twelve industrial parks across seven provinces, contributing to an estimated total of 46 490 jobs, with an additional 2 453 construction-related jobs generated during the revitalisation period. Since its initiation in the 2015/16 fiscal year, the programme has seen a total approved funding of R870 million, which includes a R30-million contribution from the Employment Creation Fund (ECF).

**Table 5. 48: Industrial Parks Efficiency assessment**

Total Spend	Number of youths	Efficiency value [Spend per youth]	Efficiency ranking
R49 600 000 000.00	17 880 <sup>18</sup>	R2 774 049.22	11 <sup>th</sup> out of 11

The above efficiency value is based on the total spend of the industrial parks programme which includes a host of line items that cannot be said to directly focus on youth employment. However, given the nature of the programme and the fact that it seeks to provide youth employment through the development of appropriate operating conditions, this efficiency value can be said to be reflective of the costs of generating a youth job via this form of programme. However, it should be noted that these costs would have additional benefits beyond the purview of the single youth job that of which is the focus here. Regardless, a single youth job cost R2 774 049.22 in the context of the Industrial Parks Programme

<sup>18</sup> Derived from a combination of the total youth supported from both jobs provided and construction jobs from the programme.

### 5.6.5. Number of youths: Impact

The Industrial Parks Youth Jobs programme accounts for less than a percent of the youths that have participated in YECP within South Africa. The total number of youths that have participated in the Industrial Parks Youth Jobs programmes amounts to 17 880 and the programme is the 5<sup>th</sup> smallest of the YECP in South Africa in terms of the total youth affected.

**Table 5. 49: Number of youths by Programme: Industrial Parks Youth Jobs**

Programme	Number youths	Proportion
Artisan Development Programme	1 714 850	37.0%
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
Funza Lushaka Bursary Programme	80 444	1.7%
Industrial Parks Youth Jobs Created	17 880	0.4%
Capacity Building Programme	5 767	0.1%
Ikusasa Student Financial Aid Programme	2 631	0.1%
First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>

### 5.7. Programme 7: Tshepo 1 Million

Tshepo 1 Million was launched in 2014 as “Tshepo 500,000” and subsequently expanded into “Tshepo 1 Million” in 2017. The programme is a Gauteng Provincial Government's initiative dedicated to empowering young jobseekers and entrepreneurs by offering resources, support, and opportunities, with a commitment to individuals at all education levels for career development. This is conducted in collaboration with businesses and an employment accelerator.

#### 5.7.1. Relevance

The programme aims to provide training and support, aligning with policies like the NDP, to enhance employment, self-employment, and entrepreneurship opportunities, addressing poverty and improving living standards for youth across all education levels.

**Table 5. 50: Objectives of the Tshepo 1 Million**

No.	Objectives
1.	Place 10 000 young interns coming out of various skills programmes not jobs with smaller firms In advanced manufacturing, education, and services throughout the province.
2.	Through the National Youth Service, we will increase the number of opportunities for young people in the EPWP and community works programme to 300 000.

3.	Train unemployed graduates in ICT skills that are in high demand and support 10 000 school learners in Science, Technology, Economics and Mathematics.
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Source: (Makhura, D, 2017)

**Table 5. 51: Tshepo 1 Million relevance assessment**

Policy focus	Principal	Tier 1	Tier 2
Strong	Gauteng Youth Development Strategy	NYP to 2030	NDP to 2030
Assessment Outcome			
<p>The Tshepo 1 Million is not linked to a specific national policy or directive. Rather it addresses youth unemployment specifically within the context of Gauteng province. In this context, the programme appears nimbler – being that it is owned by the Gauteng Provincial government and therefore directly associated and championed by the entity. Regardless, the programme addresses general issues that are raised in youth policy documentation.</p> <p>Furthermore, the Tshepo 1 Million is focused on the provincial youth development strategy – an additional element lending itself to both provincial ownership as well as potentially contrasting with national policy.</p>			

### 5.7.2. Design

Tshepo 1 Million offers training and support to assist participants in building successful careers, emphasising the enhancement of skills and practical knowledge for increased employability and support for self-employment or entrepreneurship. Guided by trainers, the initiative follows a structured curriculum with theoretical assessments and practical sessions, aiming for significant progress in qualification attainment for participants.

To be considered for the learnership programme, candidates must meet the following minimum criteria:

1. Minimum Grade 10 education or higher.
2. Grade 12/N3/NQF Level 4 Certificate.
3. Diploma/Degree in the relevant learnership field.
4. Exceptional communication skills.
5. Computer literacy is an added advantage, **and**
6. Unemployed residents of Gauteng.

The programme provides candidates with practical skills while offering a monthly stipend, starting at a minimum of R8 375.00, throughout their entire learnership programme.

The programme assumes that:

**IF**

the Gauteng Provincial Government, through the Tshepo 1 Million programme initiative,

**AND IF**

it collaborates with businesses and an employment accelerator to provide training and support for individuals at all education levels,

**SO THAT**

they offer tax payer funded resources, support, and opportunities, guiding participants through a structured curriculum with theoretical assessments and practical sessions, leading to significant progress in qualification attainment,

**WHICH WILL**

enhance employment, self-employment, and entrepreneurship opportunities, addressing poverty and improving living standards for youth.

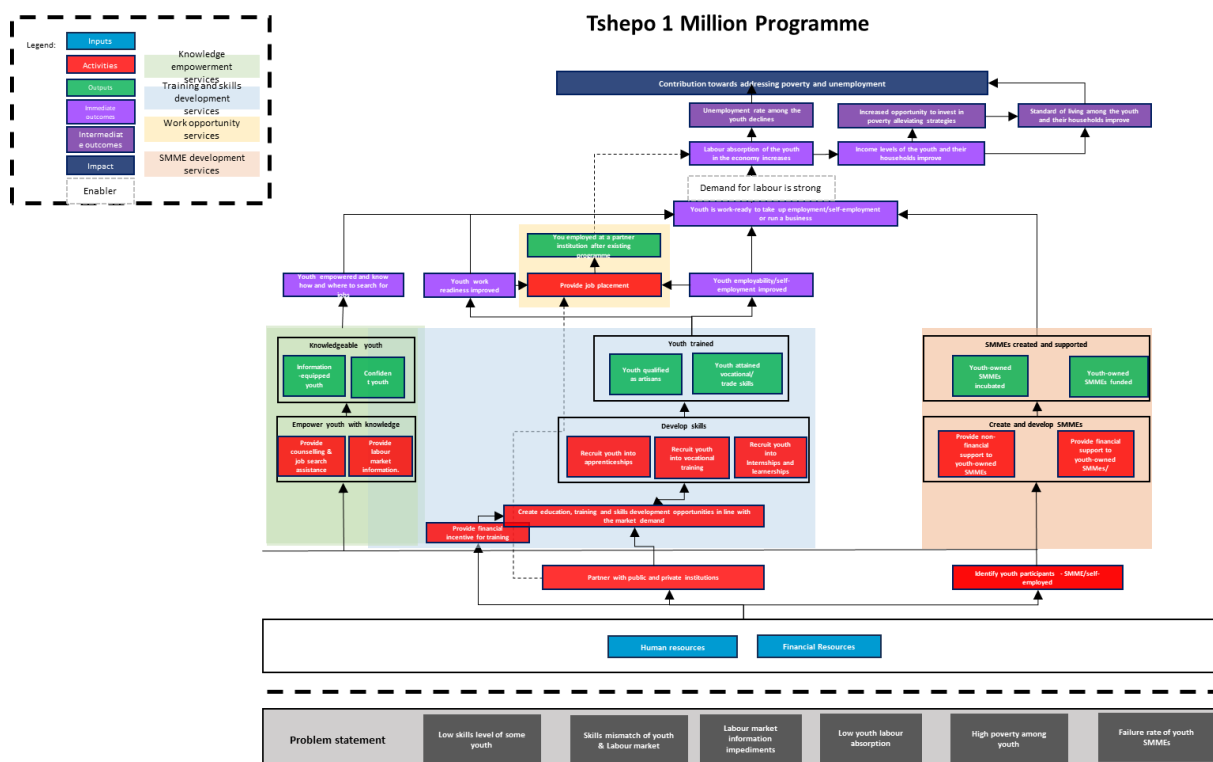


Figure 5. 7: Design of the Tshepo 1 Million Programme

Table 5. 52: Tshepo 1 Million programme design assessment

Design type	Justification
Skills development, Knowledge services, & SMME development.	<p><b>Skills development:</b> The programme provides access to various upskilling platforms and technology – such as Microsoft courses – that enable youths to become more computer literate.</p> <p><b>Knowledge services:</b> Various placement services are provided by the programme through partnerships with different private sector companies that lead to different placements etc of the youths that take part.</p> <p><b>SMME development:</b> The programme provides for some SMME development components through partnerships with various private entities.</p>
Design nature	Justification
Supply side & Demand side	<p><b>Supply side:</b> The programme focuses on development of youth skills and characteristics and by so doing provides them with the opportunity to become more employable and, by so doing, addresses supply side constraints.</p>

### 5.7.3. Effectiveness

The effectiveness of the Tshepo 1 million Programme in growing an inclusive economy through job creation and infrastructure is evident in the initiative's impact on economically excluded young people. The table below presents the programmes performance.

**Table 5. 53: Tshepo 1 Million Programme performance**

Workstream	Achieved
Pathways to Earning	930 278
Income Earning Opportunities	718 636

Source: (GPG, 2022)

The programme provided skills development, employment, and entrepreneurial opportunities to 211 642 young people between 2014 and 2016 under Tshepo 500 00. After expanding to Tshepo 1 Million, as of June 2022, the programme benefitted approximately 1 million youth (930 278) since its inception. Thus, creating nearly 718 636 income earning opportunities for excluded youth enabling them to contribute to the Gauteng's economy whilst earning a living. Through the volunteering programme's participants were able to create a profile as a pathway to refine skills; through other initiatives such as Youth Employment Service (YES) and Harambee Youth Employment Initiative, thus increasing employability for the inexperienced youth (GPG, 2022).

**Table 5. 54: Tshepo 1 Million Effectiveness assessment**

Metric	Score	Narrative
Summative effectiveness	88.96%	The Tshepo 1 Million programme targeted 621 025 youths and reported 552 464 youths as having been part of the programme.
Annual effectiveness	60%	The programme has an objective effectiveness score of 60% based on the fact it surpassed their targets in three of five years. The first year – 2016/17 – is omitted as no data is available over this period.
Comparative effectiveness	4 <sup>th</sup> out of 7	The Tshepo 1 Million programme achieved an annual effectiveness score that provided for a comparative ranking of 4 out of the 7 programmes that of which a annual effectiveness scores could be determined.

#### 5.7.4. Efficiency

To determine the programme's efficiency the programme performance is evaluated using the ability to meet the set target and the amount spent per financial year.

**Table 5. 55: Tshepo 1 Million Programme performance**

Year	Type	Pillar	Target	Achieved	Amount transferred to entity (R'000)	Amount spent by entity (R'000)
2017/18	Pathways to Earning	1	80 000	73 991	110 926	110 926
	Income Earning Opportunities	2	80 000	13 698		
2018/19	Pathways to Earning	1	28 000	78 268	117 410	117 410
	Income Earning Opportunities	2	36 000	19 797		
	Pathways to Earning	1	200 000	127 426	124 273	124 273



Year	Type	Pillar	Target	Achieved	Amount transferred to entity (R'000)	Amount spent by entity (R'000)
2019/20	Income Earning Opportunities	2	15 000	15 108		
2020/21	Pathways to Earning	1	110 000	142 814	131 108	131 108
	Income Earning Opportunities	2	33 000	20 020		
2021/22	Pathways to Earning	1	26 000	40 483	138 188	138 188
	Income Earning Opportunities	2	13 025	20 859		

Source: (GPG, 2018) (GPG, 2019) (GPG, 2020) (GPG, 2021) (GPG, 2022)

The Tshepo 1 Million Programme appears to be generally efficient in achieving its targets, in achieving its targets, especially in Pillar 1 (Pathways to Earning) for the period between 2017/18 and 2021/22. Pillar 2 (Income Earning Opportunities) showed mixed results, with some years surpassing targets and others falling short. The amount spent by the Office of the Premier aligned closely with the allocated funds in most cases, indicating effective financial management.

**Table 5. 56: Tshepo 1 Million Efficiency assessment**

Total Spend	Number of youths	Spend per youth	Efficiency ranking
R621 905 000.00	552 464	R1 125.69	7 <sup>th</sup> out of 11

### 5.7.5. Number of youth: Impact

The Tshepo 1 Million programme accounts for 11.9% of the youths that have been impacted by YECP in South Africa. This places it as the 4<sup>th</sup> largest YECP in South Africa over the evaluation period under consideration.

**Table 5. 57: Number of youths by Programme: Tshepo 1 Million**

Programme	Number youths	Proportion
Artisan Development Programme	1 714 850	37.0%
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
Funza Lushaka Bursary Programme	80 444	1.7%
Industrial Parks Youth Jobs Created	17 880	0.4%
Capacity Building Programme	5 767	0.1%
Ikusasa Student Financial Aid Programme	2 631	0.1%

Programme	Number youths	Proportion
First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>

An independent review of the programme by the Mapungubwe Institute of Strategic Reflection (Mistra) revealed that the value-added through the programme comprised of 500 employers under the social compacting Public-Private Partnership (PPP) rendering it the greatest partnership targeting youth economic development in the country. However, the study identified the need to institutionalise the programme to facilitate partnership gains as well as ensure improvement of the programme management.

An additional Masters research study titled *Outcomes Evaluation of the Tshepo Programme In Promoting Socio-Economic Development Among Unemployed Youth In Tshwane, Gauteng Province* (Maimela, 2021) indicated that the programme empowered youth through training providing them with skills that enable them to pursue future business ventures. The participants interpersonal and personal skills also improved. Whilst the stipend enables participants to meet their basic needs. In addition, experienced coaches and facilitators provided entrepreneurship support to the participants. It concluded that the programme achieved its outcomes of empowering the youth, alleviating poverty, and reducing the unemployment rate amongst youth in the Tshwane area. Thus, the programme promotes socio-economic development of the unemployed youth in Gauteng. furthermore, around 60% of the beneficiaries of the Tshepo 1Million programme are young women.

### 5.8. Programme 8: National Youth Service (NYS) Programme by NYDA

The NYS Programme is a government initiative aimed at engaging South African youth in community service activities to strengthen service delivery, build patriotism, promote nation-building, foster social cohesion and to assist the youth to acquire occupational skills necessary to access sustainable livelihood opportunities.

The programme launched in 2003, involves young people aged 18 to 35 and encourages their participation in community service, volunteer work, skills development, and leadership training. Through the NYS, participants have the opportunity to contribute to community development while gaining valuable experience, skills, and exposure. The NYDA collaborates with various stakeholders, government entities, non-profit organisations, and communities to implement this programme across different regions in South Africa. It seeks to empower young people to become agents of positive change in their communities and contribute to nation-building efforts.

The NYS programme has been implemented in all provinces in the country and managed to create opportunities for approximately 18 202 individuals under category 1 and nearly 156 004 opportunities under the expanded volunteer projects between 2017/18-2022/23. In addition, approximately, 300 projects were implemented during this period. Hence, the programme resulted in the creation of various partnerships with the public sector, private sector, and the civil society. Despite the negative impacts of Covid-19, the NYS has managed to impact youth

development through effective partnerships, alignment with strategic goals, and coordinated efforts to maximise resource benefits.

The NYS programme was revitalised during the 2021/22 period as a collaboration of the Presidency, NYDA and the Jobs Fund under the Presidential Youth Employment Intervention (PYEI). The revitalised NYS complements existing public programmes such as the CWP. The impact of the revitalised NYS can be presented in four categories namely CWP programmes, Paid services, Database transitioning, and Completed services:

**Table 5. 58: NYS Programme impact, 2022/23**

Category	Annual target	Achievement
Number of young people participating in CWP programmes	7 000	7 333
Number of young people securing paid service opportunities	35 000	46 320
Number of Young people Transitioning out of the National Youth Service(NYS) to other opportunities	7 000	7 546
Number of Young People who have completed service activities	20 000	34 445

Source: (NYDA, 2023)

The programme demonstrated significant impact across the categories over the 2022/23 period. It exceeded the target for young people participating in CWP programmes, reaching 7 333 against the set goal of 7 000. The number of young people securing paid service opportunities surpassed expectations, with an achievement of 46 320 against a target of 35 000. The NYS programme also excelled in transitioning young people out of the NYS, surpassing the 7 000 target with 7 546 transitions. Although the target for the number of young people completing service activities was set at 20 000, the actual achievement is significantly higher at 34 445, showcasing a substantial accomplishment in promoting programme completion rates

The database provided by the (NYDA, 2023a), for the NYS Jobs fund dated June 2023 indicated that Paid Services comprised of 2 399 beneficiaries, whereby females constituted 79.0% and males accounted for 20.8%. The streams which the beneficiaries for paid services fall under include @HomeLearning ( ECD, Academic), Home learning, Academic, 1000 Stories Youth, ECD, EduTech Coach, Libraria, Library Services, Literacy Coach, Planet Youth, Scouting in Schools, Shukuma, Sport & Arts Coach, Wellness Champions, Yeboneer, and other not listed. The programmes were implemented in the WC and EC provinces. Approximately, 401 (16.7%) beneficiaries dropped out of the programme because 32 did not start the programme while the remainder either found work, family responsibilities, dismissal, losing interest, health, personal reasons, termination, study etc. On average, a stipend of R4 229 was provided to the beneficiary.

As of 30 June 2023, the database for completed services consisted of 333 participants all based in the WC under the Early Learning Resource Unit (ELRU NGO that focuses on promoting early childhood development. Nearly 271 of the participants were females and 62 were males (NYDA, 2023b). About 1 249 individuals transitioned into other avenues as of 30 June 2023, such as Community Service Opportunity including volunteer work (44.8%), Starting a small business (includes cooperatives, social entrepreneurship ventures, etc( 29.9%), Employment/job (16.7%), Education Opportunity (includes all types of training programmes etc.) (7.4%), and Public Employment Opportunity (1.1%) (NYDA, 2023c).

Overall, between 1 April 2020 to 30 September 2023, the revitalised NYS provided earning opportunities to 47 568 young people that secured earning opportunities, where 68% were female beneficiaries and 32% were males. During the 2022/23 period, the programme involved 47 568 young South Africans in diverse community service activities, including Sports and Recreation, Arts, Culture, Entertainment, Early Childhood Development, Learner Support, Social Support, Care, Food Security, and Community Works. Nearly, 10 431 transitioned into other opportunities. Out of the 10 431 people that transitioned into other opportunities, 4 219 job opportunities (40%) were created, about 2 435 participants (23%) received education and training, community services were provided by 1 735 people (17%). Nearly 1 637 individuals (16%) started a small business, with 405 people (4%) finding public employment. The programmes impact is difficult to determine as it has other socio-economic and environmental benefits which have not been measured to indicate the full extent of the programme (The Presidency, 2023a) (The Presidency, 2023b).

### 5.8.1. Relevance

The programme is highly relevant within the South African policy landscape, aligning with various policies and legislation aimed at addressing challenges faced by the youth. The programme's significance is underscored by its alignment with key national policies, including the NDP, the Constitution of the Republic of South Africa, the NYS Policy Framework, the National Youth Development Agency Act, the National Youth Policy 2030, the Integrated Youth Development Strategy (IYDS) 2020-2025, and various policies.

**Table 5. 59: Objectives of the NYS**

No.	Objectives
1.	Engage youth in community service activities so as to: <ol style="list-style-type: none"> <li>a. Strengthen service delivery.</li> <li>b. Build patriotism.</li> <li>c. Promote nation-building.</li> <li>d. Foster social cohesion, <b>and</b></li> <li>e. Assist the youth to acquire occupational skills necessary to access sustainable livelihood opportunities.</li> </ol>

(NYDA, N/A).

**Table 5. 60: NYS relevance assessment**

Policy focus	Principal	Tier 1	Tier 2
Moderate	N/A	NYP 2030	NDP 2030
Assessment Outcome			
The National Youth Service (NYS) is a difficult programme to understand as there are other elements of society, such as the police force, army, public works, and medical services, that of which contain youth that perform similar tasks and exercises however not in the context of doing so as part of a youth endeavour. Regardless of these overlaps, the NYS is not influenced directly by any policy. Instead, it is a derivative of the broader Public Works Programme. As such, it is departmental in nature.			

### 5.8.2. Design

The South African NYS model encompasses three key elements: character building and development that offers training encompassing accredited technical skills, life skills, personal, and leadership development; service providing community involvement or work placements;

and exit opportunities offering access to sustainable economic paths such as formal employment, self-employment, and further education and training.

The NYS focuses on young people in three categories, namely:

1. **Category 1:** Unemployed youth who are not in education and training who are engaged in service programme for a minimum period of one year. Participants acquire skills, occupational experience, and career guidance.
2. **Category 2:** Students at tertiary or higher learning institutions, who are provided a platform to perform community service. Participants gain occupational or practical work experience to improve their chances of being employed, **and**
3. **Category 3:** Youth who have just completed matric and wish to take their gap year undertaking community service in their own communities. This category also aimed at absorbing youth who have not gained admission to institutions of post school training; have not decided on their career choice; or those who do not have funding to pursue further study.

Priority is given to more vulnerable groups, including education students, further education and training students, unemployed youth, and youth in conflict with the law, due to limited resources available to the programme.

The programme assumes that

**IF**

The NYSP effectively supports youth in participating constructively in nation building, fosters civic awareness, and develops their skills and abilities,

**SO THAT**

young people can transition to adulthood with enhanced employability prospects,

**AND**

the programme capacitates schools by promoting a common sense of nationhood, inclusiveness, and an integrated approach to youth development

**THEN**

individual programmes within the NYSP will independently contribute to the overarching mission by empowering young people through skills, work experience, and civic education,

**AND**

Schools will be capacitated, and communities will benefit from volunteer community work,

**RESULTING IN**

Youth gaining work experience and potentially permanent employment, contributing to the reconstruction of South African society.

**WHICH WILL**

Provide them with employment either directly from the school or, indirectly, after work experience is gained at the school. As well as support households with additional income whilst placed in the programme.

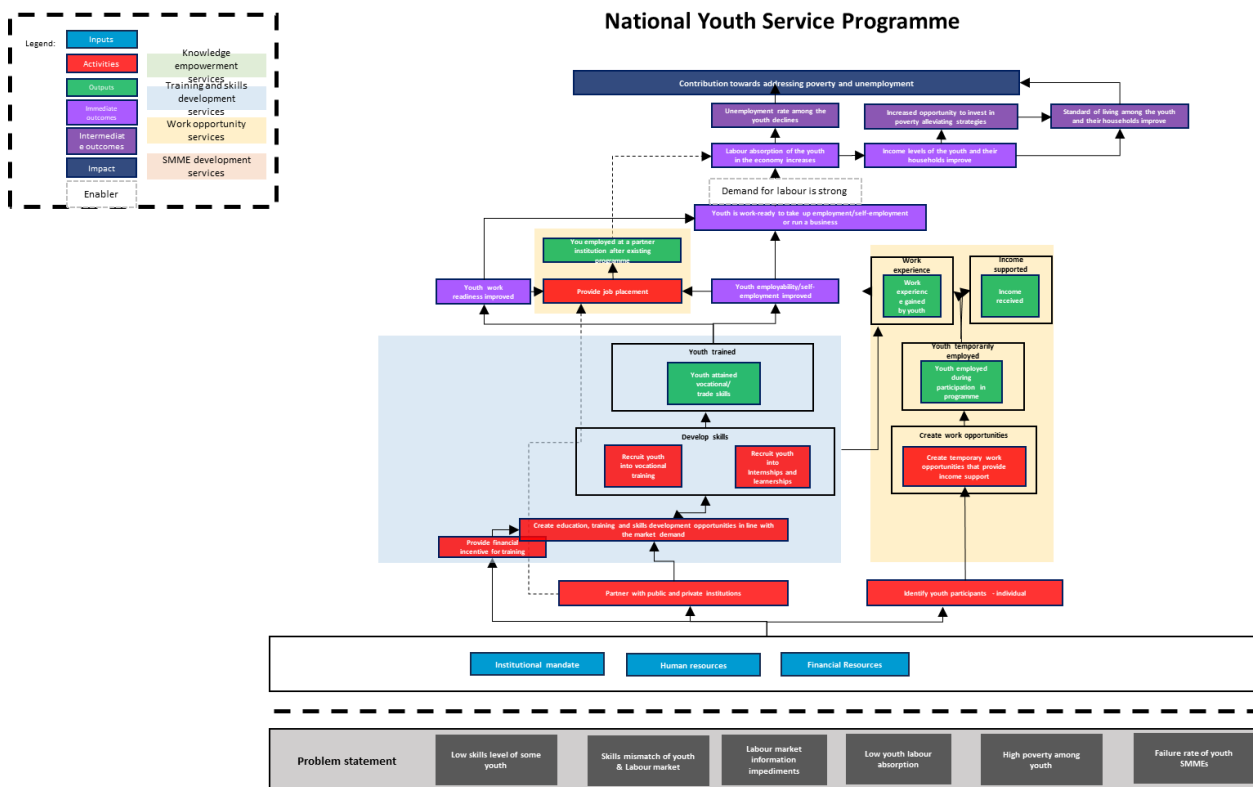


Figure 5. 8: Design of the National Youth Service Programme (NYSP)

Table 5. 61: NYS programme design assessment

Design type	Justification
Skills development & (limited) Employment	<p><b>Skills development:</b> The programme is primarily aimed at enhancing the employability of the youth that take part in the initiative. The main focus is on developing skills and skillsets such that the youth are able to compete more effectively in the job market. Much of the work and participation is done as volunteer work.</p> <p><b>(limited) Employment:</b> The programme provides limited employment in the form of a stipend paid at R1 838.98 per month. This stipend is a limited form of employment due to the short-term nature and relatively low value (implying that the employment is not sufficient to live an adequate life).</p>
Design nature	Justification
Supply side	The programme focuses on increasing the employability of the youth and by so doing, providing them with the skills to compete in the job market more effectively.
<b>Narrative</b>	
The NYS is a skills development and employment type programmes, where youth is a key focus. It is considered a supply side programme since it focuses on upskilling participants to compete in the job market.	

### 5.8.3. Effectiveness

The programmes within the NYS demonstrate significant effectiveness in addressing youth needs and promoting social and economic development. The effectiveness and impact of the NYS for the 2021/22 financial year can be evaluated through the achievements of various

programmes under its umbrella that include the Young Patriots' Programme (YPP) led by the Department of Sports, Arts & Culture (DSAC), that reported that 279 young people participated, with a notable 56.8% female recruitment, indicating a successful outreach. Whilst the Collins Chabane School of Artisans - uMgungundlovu TVET College enrolled 50 youths in the first pilot phase for boiler making and plumbing. Negotiations are underway to expand the project, showcasing positive initial outcomes.

The North West: Department of Social Development targeted skills training for 300 out-of-school and unemployed youth in four districts of the North West province. Although targets were not met, due to delays in the appointment of a service provider and the impact of COVID-19. Independent Police Investigative Directorate (IPID) Learnership Programme targeted 66 youths in the financial year. It provided workplace experiential learning within the Safety and Security sector successfully recruited 59 unemployed youth, contributing to both skills development and crime prevention efforts. Whereas, the City Year South Africa engaged a total of 260 young people in a 6-month programme and 60 in a 10-month programme, demonstrating success in providing alternative income-generating avenues beyond formal employment. Furthermore, the National Youth Camps: Community Service – DSAC, implemented in six provinces, the National Youth Camps and involved learners in Grade 9, 10, and 11 in community service activities.

The NYS also comprises flagship programmes such as the Presidential Youth Service Programme (PYSP), funded for the 2021/22 financial year, 35 700 participants were engaged across various sectors, including sports, arts, culture, and social services. The strategic interventions of PYSP, such as the National Pathway Management Network and support for self-employment and enterprise, indicate a comprehensive approach. Approved organisations, targeting specific provinces, further emphasise a targeted and impactful implementation. The National Youth Service Challenge Project (NYSC) involved 13 organisations aiming to address socioeconomic challenges faced by young people, with a set target of 50 000 participants.

The EPWP under the DPWI creates 820 673 work opportunities, contributing significantly to youth engagement and skill development. The CWP, focusing on poverty, unemployment, and inequality, engaged 27 626 participants, showcasing its impact on societal challenges. The NARYSEC aims to reduce rural youth unemployment and increase literacy and skills, the programme aligns with crucial youth development goals in rural areas. The Teachers' Assistant Programme, part of the Presidential Youth Employment Initiative, engaged 323 422 education and school assistants, effectively addressing youth unemployment and providing learning opportunities. The Jobs Fund, launched in 2011, plays a vital role in supporting job initiatives and community service endeavours aimed at addressing unemployment.

**Table 5. 62: NYS programme effectiveness**

<b>Metric</b>	<b>Score</b>	<b>Narrative</b>
Summative effectiveness	N/A	Insufficient information is available to conduct the appropriate assessment.
Annual effectiveness	N/A	There are no publicly available records indicating the target number of youths to be included in the NYS and, as such, an objective effectiveness evaluation is not feasible.
Comparative effectiveness	N/A	This comparative effectiveness outcome is a result of the lack of data on the programme's targets as well as youth impacted over time. Whilst this is not an accurate reflection of the programme's

Metric	Score	Narrative
		effectiveness it is not unwarranted given the lack of publicly available data on a project of this nature.

#### 5.8.4. Efficiency

The programme's efficiency is showcased by the notable increase in youth participation and registered projects over the years.

Table 5. 63: NYS Programme progress

Financial year	Number of young people participating in NYS		Projects registered	Expenses (R'000)
	Category 1 (Skills Development)	Category 2 + 3 (Expanded Volunteer Projects)		
2017/18	11 445	44 962	68	R47 593
2018/19	765	13 778	63	R63 129
2019/20	5 992	51 906	0	R66 285
2020/21	n/a	n/a	37	R23 264
2021/22	n/a	33 186	57	R38 852
2022/23	n/a	12 172	73	R24 345

(NYDA, 2018) (NYDA, 2019) (NYDA, 2020) (NYDA, 2021) (NYDA, 2022); (NYDA, 2023)

In 2017/18, the programme, engaged 11 445 participants in Category 1 (Skills Development) and 44 962 in Categories 2 + 3 (Expanded Volunteer Projects), underlining robust youth involvement. The registration of 68 projects and expenses amounting to R47 593 million further emphasised the programme's effectiveness. Despite a decrease in participants in 2018/19, the NYS remained impactful, with 63 registered projects and expenses amounting to R63 129 million, indicating sustained contributions to youth development.

The financial year 2019/20 saw a notable increase in youth participation, reaching 5 992 in Category 1 and 51 906 in Categories 2 + 3, highlighting a positive impact. In 2020/21, the registration of 37 projects indicated continued impact and relevance, however most projects could not be implemented due to Covid-19. The subsequent years, 2021/22 and 2022/23, demonstrated increased participation, with 33 186 and 12 172 young people engaged, respectively. The registration of 57 and 73 projects, along with expenses totalling R38 852 million and R24 345 million, underscored the sustained positive impact of the NYS programme, emphasising its success in fostering youth involvement, skills development, and community engagement.

Table 5. 64: NYS programme efficiency assessment

Total Spend	Number of youths	Spend per youth	Efficiency ranking
R263 468 000.00	174 206	R1 512.39	5 <sup>th</sup> out of 11



### 5.8.5. Number of youths: Impact

The National Youth Service programme has accounted for 3.8% of the youth impacted by the YECP in South Africa. In total, 174 206 youth have participated in the NYS, and this places it as the 5<sup>th</sup> largest YECP in South Africa, approximately halfway in the order of YECP according to number of youths impacted.

**Table 5. 65: Number of youths by Programme: NYS**

Programme	Number youths	Proportion
Artisan Development Programme	1 714 850	37.0%
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
Funza Lushaka Bursary Programme	80 444	1.7%
Industrial Parks Youth Jobs Created	17 880	0.4%
Capacity Building Programme	5 767	0.1%
Ikusasa Student Financial Aid Programme	2 631	0.1%
First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>

### 5.9. Programme 9: First Work Experience Premiers Advancement of Youth (PAY) Programme by the Western Cape Provincial Government

The First Work Experience Premiers Advancement of Youth (PAY) Programme was launched in May 2012, and is an initiative by the Western Cape Government (WCG), designed to provide matriculants in South Africa with workplace experience. The main objective of the programme is to offer matriculants, aged 17 to 24, the opportunity to gain practical work experience within the WCG.

#### 5.9.1. Relevance

The aim of the programme is to create the opportunity for matriculants to gain workplace experience in the Western Cape Government. The programme actively contributes to the achievement of the nation's overarching development goals, it aligns with the objectives of the NDP 2030 as it aims to address the skills shortage and contribute to reducing unemployment and poverty.

Programme documents make reference to the National Skills Development Strategy Vision 2015, it also aligns with the Integrated Youth Development Strategy 2022-2025 in terms of promoting enhancement of education and skills development.

**Table 5. 66: Objectives of the PAY**

No.	Objectives
1.	Create the opportunity for matriculants to gain workplace experience in the Western Cape Government.

(Western Cape Government , N/A).

**Table 5. 67: PAY Relevance assessment**

Policy focus	Principal	Tier 1	Tier 2
Strong	Western Cape Youth Development Strategy 2013	Integrated Youth Development Strategy 2022-2025	NDP 2030
Assessment outcome			
<p>Another provincial programme developed, driven and owned by the provincial government beyond the confines of the national government. This programme is strongly aligned to its own provincial strategy and seeks to achieve provincial outcomes for provincial motives.</p> <p>Regardless, it does still have ties to several other national level policies.</p>			

### 5.9.2. Design

The programme targets youth aged 17 to 24, and is designed to provide work experience, through internships, across 13 Western Cape government departments. The programme focuses only on those who have written and completed a matric and do not plan to study further or are unsure about next steps after school (Western Cape Government, 2023).

The design of the First Work Experience PAY Programme is conceptually illustrated in the figure below. As shown, the programme is aimed to address three of the root causes usually associated with a high rate of youth unemployment – lack of work experience , poor employability of the youth and intermittent income among the youth.

The programme assumes that

**IF**

Youth are placed in internship or apprenticeship roles in various government departments

**AND**

Youth are trained to perform tasks within the department and undergo additional skills development training

**AND**

Are able to earn some income

**THEN**

these participants will be able to attain work experience

**WHICH WILL**

improve their employability either directly or, indirectly, by enabling them to continue working in the department or in the private sector

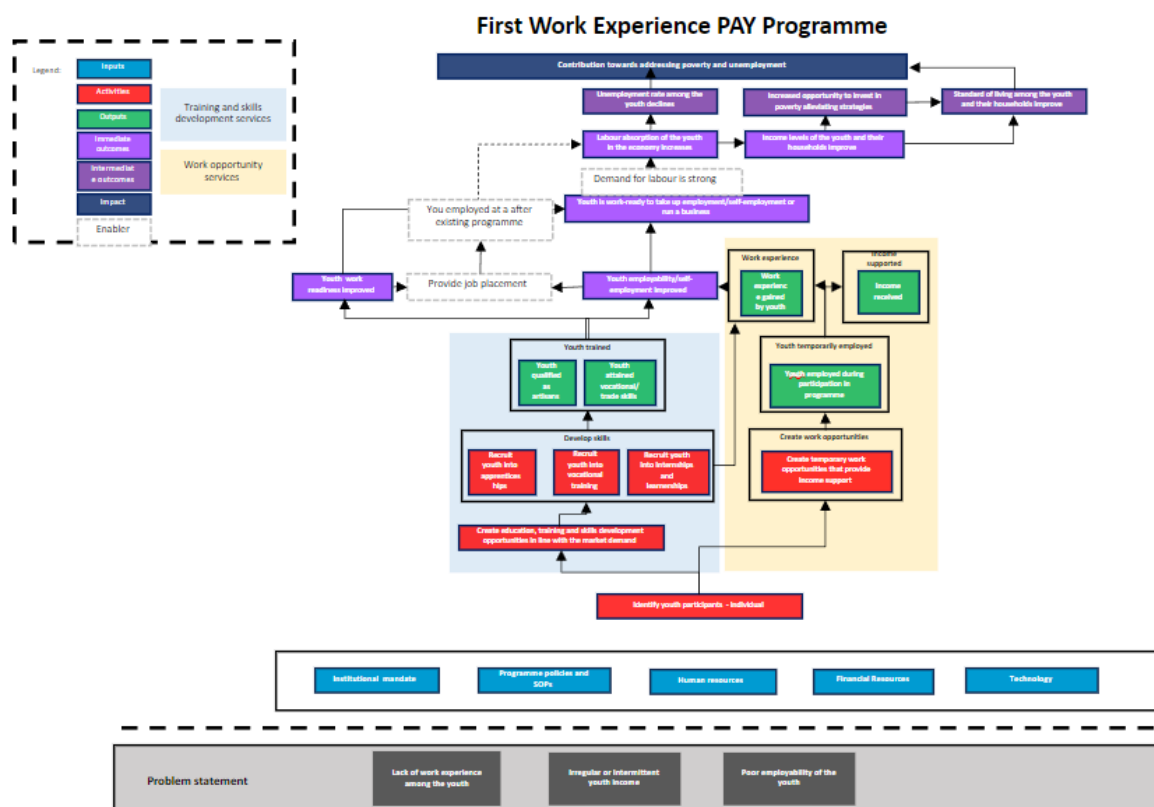


Figure 5. 9: Design of First Work Experience PAY Programme

Table 5. 68: PAY programme design assessment

Design type	Justification
Skills development and (limited) Employment	<p><b>Skills development:</b> The programme seeks to provide the youths with workplace exposure within the provincial government and, by so doing, provide them with the ability to upskill and improve their employability and prospects in the future.</p> <p><b>(Limited) Employability:</b> The programme provides limited employment in the form of relatively low paying internships and other workplace opportunities at a relatively cheap value.</p>
Design nature	Justification
Supply side	The programme is predominantly focused on the supply side given its inherent focus on improving the employability of the youths in the programme.

### 5.9.3. Effectiveness

In order for the programme to be considered effective, the number of interns placed in roles where valuable work experience can be gained, may be used as an indicator. The table below outlines the total number of interns placed in the First Work Experience programme from 2020 to 2022.

**Table 5. 69: First Work Experience interns**

Department	Interns appointed/placed		
	2020	2021	2022
Agriculture	0	8	10
Community Safety	4	12	32
Cultural Affairs (DCAS)	30	2	28
Environmental Affairs (DEADP)	0	0	2
Economic Development	5	15	5
Health	510	38	299
Human Settlements	0	0	0
Local Government	0	5	5
Premier	0	79	72
Provincial Treasury	0	0	0
Social Development	0	23	0
Transport & Public Works	0	0	0
WCED	0	10	43
<b>Total</b>	<b>549</b>	<b>192</b>	<b>496</b>

(Western Cape Government, 2023)

Considering intern appointments over the three-year period under review, an average of 412 interns were placed across the various WCG departments per year, where the number of placements dropped significantly in 2021 (likely linked to the COVID-19 pandemic).

**Table 5. 70: PAY programme effectiveness assessment**

Metric	Score	Narrative
Summative effectiveness	28.44%	The programme targeted 4 500 youths and yet was only able to provide for 1 280. This may be due to a number of assumptions made in relation to the targets and programme, regardless, the PAY would appear to have a cumulative ineffectiveness.
Annual effectiveness	0%	The PAY programme is ascribed an effectiveness value of 0% based on the assessment that the programme has failed to meet or exceed its target <sup>19</sup> participants in any of the years on which there is data.
Comparative effectiveness	6 <sup>th</sup> out of 7	The PAY achieved a worse annual effectiveness score than most of its peers. For this reason, it ranked low in terms of comparative effectiveness.

#### 5.9.4. Efficiency

Very little information is available on the cost of the programme. However, there is some indication that general costs associated with the programme amounted to R25 000.00 for each of the youths that passed through the programme (based on (Western Cape Department of Economic Development & Tourism, 2022)). In the same documentation there is evidence to

<sup>19</sup> The target is assumed to be 750 youths per annum on the basis that the 2014/15 year aimed for a total of 750 youths to take part in the programme. This value has been assumed to be consistent over the period under assessment. The Western Cape provincial government was not forthcoming with additional data.

suggest that in the region of 2 400 youth had been assisted by the PAY programme, however, it is not entirely clear that these are all youths (assumed so given the context) and what the appropriate timeline of these data are – assumed to be over the course of the last few years given that in reported figures of youths assisted in 2017/18, 2019/20, 2020/21 and 2021/22 were 43, 549, 192 and 496.

Little information is available on the cost of the programme. However, there is some indication that general costs associated with the programme amounted to R25 000.00 for each of the youths that passed through the programme (based on (Western Cape Department of Economic Development & Tourism, 2022)). In the same documentation there is evidence to suggest that in the region of 2 400 youth had been assisted by the PAY programme, however, it is not entirely clear that these are all youths (assumed so given the context) and what the appropriate timeline of these data are – assumed to be over the course of the last few years given that in reported figures of youths assisted in 2017/18, 2019/20, 2020/21 and 2021/22 were 43, 549, 192 and 496.

**Table 5. 71: PAY programme efficiency assessment**

Total Spend	Number of youths	Spend per youth	Efficiency ranking
60 000 000.00	2 400	R25 000.00	4/11

#### 5.9.5. Number of youths: Impact

The PAY programme accounts for less than a percent of the youths impacted by YECP in South Africa. With a total of 2 400 youths impacted over the course of the evaluation period, the programme is the 2<sup>nd</sup> smallest in terms of youth affected across the programmes considered.

**Table 5. 72: Number of youths by Programme: PAY**

Programme	Number youths	Proportion
Artisan Development Programme	1 714 850	37.0%
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
Funza Lushaka Bursary Programme	80 444	1.7%
Industrial Parks Youth Jobs Created	17 880	0.4%
Capacity Building Programme	5 767	0.1%
Ikusasa Student Financial Aid Programme	2 631	0.1%
First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>

## 5.10. Programme 10: BASA Debut Programme funded by DSAC

The Department of Sports, Art and Culture (DSAC) has had a strategic partnership with Business and Arts South Africa (BASA) since 1997. Since 2017, the DSAC has funded the BASA Supporting Grant Programme and Debut Programme (Urmila, 2019). The Debut Programme is intended to support emerging artists in South Africa with knowledge and skills development to enable them to shift from amateur to professional.

Thus, the Programme aims to equip young and emerging creatives with knowledge, skills, tools and resources, funding, and networking opportunities to turn their art into a profitable business. The programme is implemented by BASA and partnered by the DSAC and is supported by YOCO.

### 5.10.1. Relevance

The programme is aimed at equipping young emerging creatives with:

1. Knowledge,
2. Skills,
3. Tools and resources,
4. Funding, **and**
5. Networking opportunities.

All of which contribute to aiding participants in using their art to create profitable businesses. The programme, therefore, has a broad focus on the support and creation of youth-owned SMMEs, which aligns with a number of South Africa's developmental objectives. Given the types of YECPs listed in preceding sections, the programme falls under a SMME Development type of programme.

**Table 5. 73: Objectives of the Debut program**

No.	Objectives
1.	Develop emerging artists keen to launch their artistic talents as viable creative ventures.
2.	Transfer enterprise development skills to a carefully selected cohort of artists.
3.	Develop artists to become more resourceful, opportunistic, agile, and sustainable 'artpreneurs' who can make a profitable livelihood from their artistic talent.

(Business & Arts , 2021).

**Table 5. 74: Debut Programme Relevance assessment**

Policy focus	Principal	Tier 1	Tier 2
Weak	N/A	NYP 2030	NDP 2030
Assessment Outcome			
The Debut Programme has a weak link to policy. Whilst it is aimed at addressing the lack of youth in SMMEs (whether the lack of youth owned business is an actual problem is still to be determined) this is not an objective of the NYP to 2030 or the NDP to 2030. The NYP to 2030 does cite an objective to "Support young people, particularly those outside the social, political, and economic mainstream." and to some extent the Debut Programme can address this. The objective of increasing youth owned business is not derived from either of the main policy items and appears driven at the departmental level.			

### **5.10.2. Design**

The programme targets young emerging creatives and was launched and open for application in July 2020. The programme is divided into three phases being, phase 1: Kickstarter, phase 2: Hlangisa and phase 3: Catalyst.

The design of the Debut Programme is conceptually illustrated in the figure below . The programme is aimed to address two of the root causes usually associated with a high rate of youth unemployment – failure of youth SMMEs and lack of business development skills. The programme focuses on two key root causes, relating specifically to entrepreneurship making it a valuable programme in the context of South Africa.

The programme assumes that

**IF**

the government makes use of financial resources to address knowledge, skills, and tools gaps among young artists and creatives through immersion workshops, networking opportunities, mentoring support and grant funding

**SO THAT**

Participants gain knowledge, skills and tools to develop market ready products

**AND**

Master basic enterprise skills

**AND**

Have access to leaders in the creative space

**AND**

Received funding

**THEN**

Participants have expanded access to market and networks

**WHICH WILL**

improve their self- employability either directly or, indirectly, by enabling them to make profitable SMMEs through sale and development of products

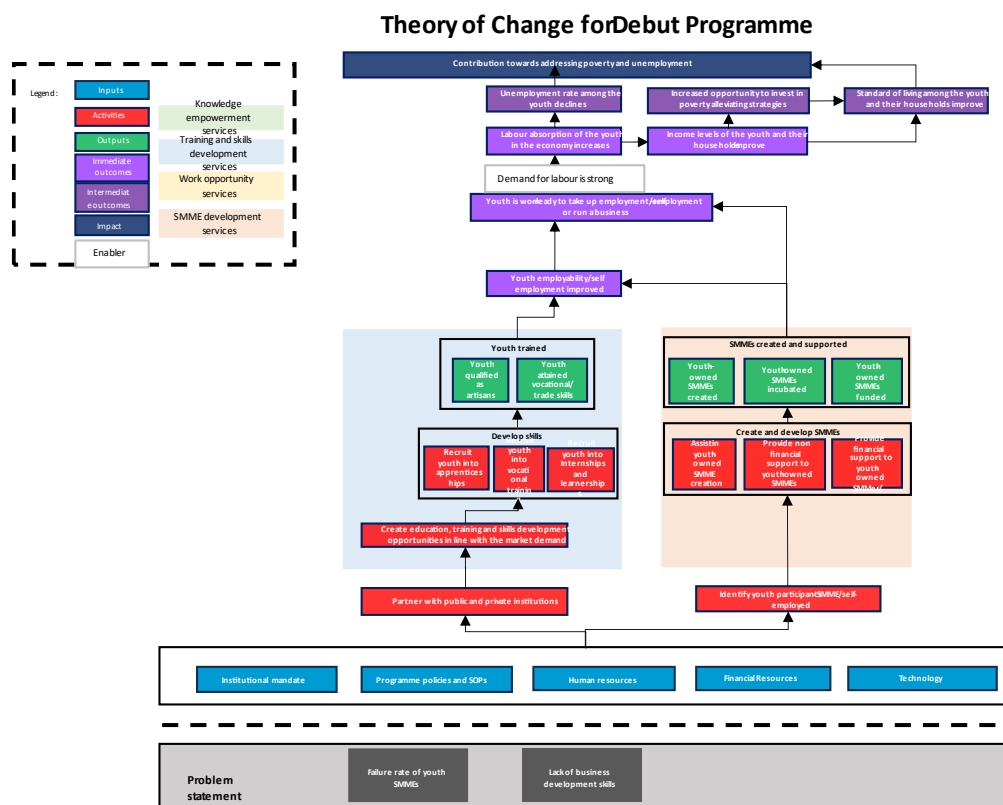


Figure 5. 10: Design of the Debut Programme

Table 5. 75: Debut programme design assessment

Design type	Justification
Skills development & SMME Development	<p><b>Skills development:</b> The programme is specifically directed at improving the skillset of the youths such that they become more employable and exhibit better employment characteristics.</p> <p><b>SMME development:</b> Funding is made available to certain youths to permit them to acquire certain skills and skillsets aimed at developing an SMME.</p>
Design nature	Justification
Supply side	The programme aims to provide youths with improved employability characteristics and business skills. In this sense it is supply side driven. Although there is a demand side component in the sense that the programme seeks to create businesses that would provide employment to other individuals.
Assessment Outcome	
The Debut programme focuses predominantly on skills development on the supply side of the youth labour market and is principally concerned with improving the employability of the youths.	

### 5.10.3. Effectiveness

Since the programmes launch in 2017 it has empowered more than 648 emerging creatives with business skills and development opportunities across the country (Ogar, 2023). The success of the programme can be measured by determining the number of self-employed participants/SMMEs developed following participation in the programme. Though information



is available on the number of supported participants, no accurate information on the number of self-employed participants/SMMEs created is available.

Since the programmes launch in 2017 it has empowered more than 648 emerging creatives with business skills and development opportunities across the country (Ogar, 2023). The success of the programme can be measured by determining the number of self-employed participants/SMMEs developed following participation in the programme. Though information is available on the number of supported participants, no accurate information on the number of self-employed participants/SMMEs created is available.

**Table 5. 76: Debut programme effectiveness assessment**

Metric	Score	Narrative
Summative effectiveness	N/A	Insufficient data are available for the calculation of the summative effectiveness.
Annual effectiveness	N/A	The Debut fund was assigned a value of "N/A" given the lack of credible information on the targets and number of youth participants in the programme. For this reason, the programme was assigned a value of zero. This speaks to the level of available data and the issues of failing to provide for accessible M&E data.
Comparative effectiveness	N/A	There was not enough relevant and reliable data to determine the Debut programme's "annual effectiveness" score and, as such, it is not possible to rank the Debut programme according to annual effectiveness.

#### 5.10.4. Efficiency

As previously stated, no accurate information is available on the number of SMMEs or self-employed participants following taking part in the programme. How indicates the amount of funding received from the DSAC to support the Debut Programme.

**Table 5. 77: DSAC Funding towards Debut Programme (2017-2022)**

2017	2018	2019	2020	2021	2022
R2 968 000	R2 161 216	R1 000 000	R3 000 000	-	R4 000 000

(BASA, 2017 – 2022)

As can be seen from the above, DSAC funding has increased steadily besides for 2019 and 2021 (likely due to COVID-19).

**Table 5. 78: Debut Programme efficiency assessment**

Total Spend	Number of youths	Spend per youth	Efficiency ranking
R13 129 216.00	648	R20 261.14	2 <sup>nd</sup> out of 11

#### 5.10.5. Number of youths: Impact

The Debut programme accounts for only 648 youths in the YECF ecosystem of South Africa over the evaluation window. It is the smallest programme in terms of total youth affected.

**Table 5. 79: Number of youths by Programme: Debut Programme**

Programme	Number youths	Proportion
Artisan Development Programme	1 714 850	37.0%

Programme	Number youths	Proportion
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
Funza Lushaka Bursary Programme	80 444	1.7%
Industrial Parks Youth Jobs Created	17 880	0.4%
Capacity Building Programme	5 767	0.1%
Ikusasa Student Financial Aid Programme	2 631	0.1%
First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>

An independent impact study on the programme conducted by the Nelson Mandela University in 2019 revealed that the main benefits outlined by participants were financial/ grant support, sharing information and experiences, networking with the private/ business and the arts sectors, business and marketing exposure, and skills development (Bob, 2019). The networking and exposure benefits were clearly evident. Almost all respondents stated they would recommend BASA funding/ support programmes to a colleague or another artist (Urmila, 2019). In total the programme has impacted more than 450 participants who were collectively awarded grants to the value of R2.7 million to kickstart creative businesses and ideas (BASA, 2023).

### **5.11. Programme 11: Artisan Development Programme by DPWI/TVET Placement Programme by DHET**

The Artisan Development Programme (ADP) was launched in 2020/21, by DPWI in partnership with the Construction Sector Education Training Authority (CETA), AgriSETA and managed by DHET. The programme is meant to facilitate youth into training and becoming certified artisans. The programme aims to attract youth into pursuing a career as an artisan, as well as to meet the demand for artisan related skills in the country.

#### **5.11.1. Relevance**

The programme is meant to facilitate an increase in the number of trained artisans in the country, as currently a shortage of trained artisans exists (Opperman, 2023). The programme is a direct response to the NDP 2030 and the National Apprenticeship and Artisan Development Strategy of 2030. The NDP has set a target of turning 30 000 artisans per year by 2030, since artisans are categorised as a priority skill in South Africa (NDP, 2012). Thus, the programmes intention is to increase the number of skilled artisans. Given the types of YECPs listed in preceding sections, the programme falls under a Skills Development type of programme with moderate employment services through provision of workplace experience and placement.

**Table 5. 80: ADP Relevance assessment**

Policy focus	Principal	Tier 1	Tier 2
Strong	National Apprenticeship and Artisan Development Strategy 2030	White Paper for Post School Education and Training Skills Development Act	NDP 2030
Assessment Outcome			
The Artisan Development programme has a strong link to two national policies, which both advocate for the increase and support of trained artisans in the country.			

### 5.11.2. Design

The ADP targets individuals who meet the following criteria:

1. Have been declared medically fit before engaging into an apprenticeship contract.
2. Are a South African citizen and in possession of a valid national identity document.
3. Grade 12 with mathematics and science.
4. Technical grade 11 with mathematics, science and trade-related theory.
5. National Technical Diploma - T, S or N stream, which relates to the stream on qualifications offered by technical colleges, universities and Technikons.
6. Grade 9 and a minimum of four years' relevant trade work experience, including a signed, stamped service letter, issued by the previous employer on the company letter head.
7. A National Certificate Vocational National Qualifications Framework (NQF) Level 3 or 4 engineering-related qualification.
8. National certificate issued under the N stream qualification offered at technical colleges.
9. A course certificate, with passed engineering trade related subjects, **and**
10. NQF Level 3 sector education and training authority quality assured applicable to a designated trade.

The design of the ADP is conceptually illustrated in the ToC diagram. As shown, the programme is aimed to address two of the root causes usually associated with a high rate of youth unemployment – lack of vocational and trade-related skills and lack of appropriate work experience. Thus, the key output of the programme is to ensure youth attain adequate artisan training as well as valuable workplace experience.

The programme assumes that

**IF**

the government makes use of financial resources to advocate for completion and funding of artisan training

**SO THAT**

participants have an opportunity to become a qualified artisan

**THEN**

these artisans will complete certified training

**AND**

Undergo relevant workplace experience

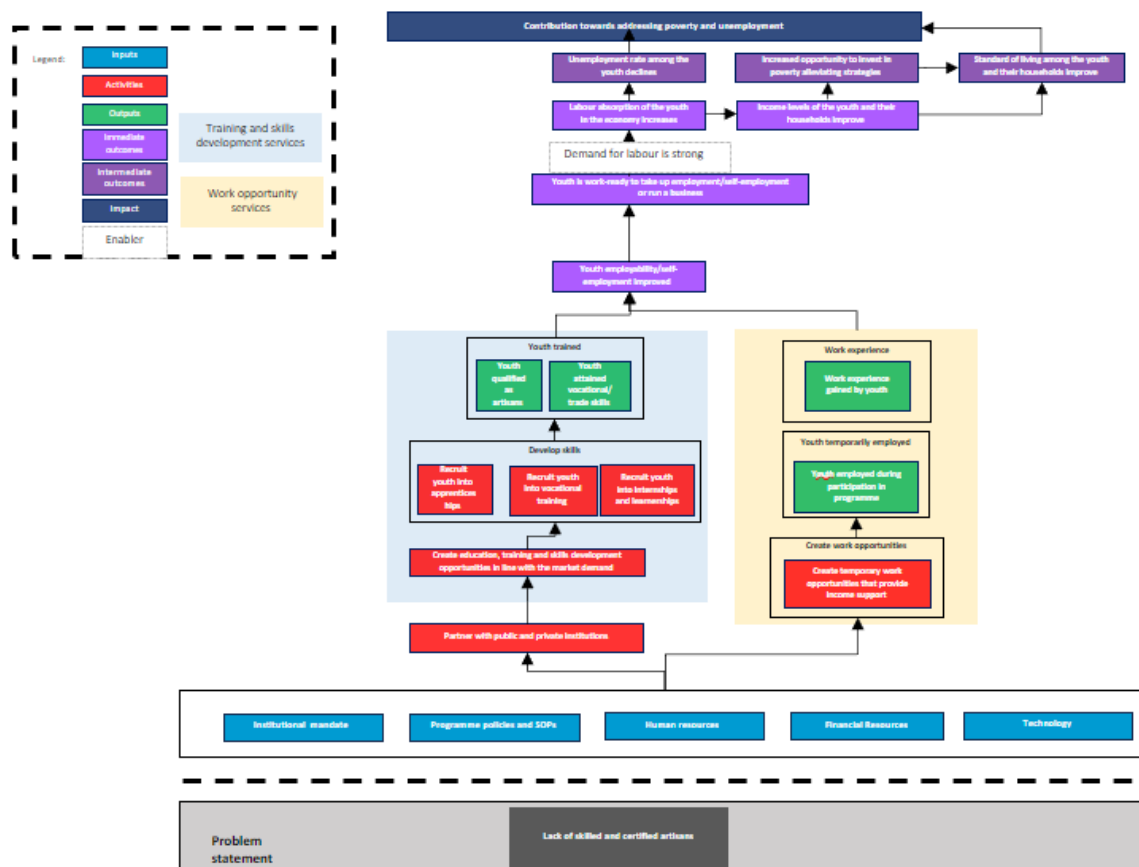
**AND**

improve their employability either directly or, indirectly, by enabling them to continue a career as a qualified artisan

**WHICH WILL**

Contribute to the reduction of the shortage of skilled artisans in South Africa.

### Theory of Change for Artisan Development Programme



**Figure 5. 11: Design of ADP**

Based on stakeholder engagement, the programme does not yet have an official Standard Operating Procedure (SOP) or any other programme related documentation which is currently in development. Therefore, the design of the programme is subject to change.

**Table 5. 81: ADP design assessment**

Design type	Justification
Skills development & Employment services	<p><b>Skills development:</b> The programme facilitates youth into artisan training and allows participants the opportunity to become certified/accredited artisans. Therefore, the programme is considered a skills development type programme, with specific focus on technical and vocational training. Additionally, the programme recognises prior learning of artisans in training.</p> <p><b>Employment:</b> the programme does not provide permanent employment opportunities to youth, however, based on the adopted Theory of Change, given that the programme accommodates</p>

Design type	Justification
	participants through placement into relevant workplaces to gain meaningful experience, the programme does offer an element of employment related services.
Design nature	Justification
Supply side	The programme is directed at addressing the employability of the youth through funding of skills development and training, while mitigating the country's shortage of artisans.
Narrative	
The ADP is a supplied side programme aimed at upskilling and training youth into careers as competent artisans, while providing placement into workplaces for valuable work experience opportunities.	

### 5.11.3. Effectiveness

The DHET manages the ADP, and therefore tracks the progress of the programme within Annual Reports. The structure of the programme was changed in 2020/21 whereby new outputs and indicators were used to track progress. As can be seen below, key metrics used to measure the success of the programme include the number of students enrolling at TVET colleges, the number of learners who are placed in workplace-based learning and the number of qualified/competent artisans.

Table 5. 82: ADP impact table

Variable	2020/21		2021/22			2022/23			
	Target	Outcome	Target	Outcome	Target	Outcome	Outcome		
Student enrolments at TVET colleges	680 000	673 490	↓	610 000	452 277	↓	580 849	589 083	↑
Numbers of learners placed in workplace-based learning (WBL) programme	100 000	N/A	-	103 750	78 317	↓	107 000	99 778	↓
Competent artisans	19 000	15 107	↓	19 500	15 107	↓	20 500	19 461	↓

Source: (DHET, 2021) (DHET, 2022) (DHET, 2023)

Table 5. 83: ADP programme effectiveness assessment

Metric	Score	Narrative
Summative effectiveness	91.66%	The targeted number of youths was 1 870 849 with the total youths provided with an opportunity at 1 714 850 to provide a summative effectiveness just below 100%.
Annual effectiveness	16.7%	The programme has an objective effectiveness score of 16.7% based on the fact it only surpassed their targets in one of the three years under review.
Comparative effectiveness	5 <sup>th</sup> out of 7	The ADP is ranked at 5 <sup>th</sup> out of the 7 programmes assessed in terms of annual effectiveness. This implies that compared to its peers the programme did not perform as well in terms of meeting internal targets for the number of youths addressed.

#### 5.11.4. Efficiency

The ADP is funded through DHET through its National Skills Fund (NSF). The table below outlines the cumulative spending on the programme over the period 2019/20 to 2022/23. The programme budget remains relatively consistent around R12 billion over the period, with line items accounted for in the below including programme management, TVET training system planning and support, programme qualifications and national examinations and assessment.

**Table 5. 84: ADP spending**

	2019/20	2020/21	2021/22	2022/23
Cumulative budget spent	R 12 524 560 000	R 12 472 671 000	R12 276 828 000	R12 062 313 000

Source: (DHET, 2021) (DHET, 2022) (DHET, 2023)

**Table 5. 85: ADP programme effectiveness assessment**

Total Spend	Number of youths	Efficiency spend (Spend per youth)	Efficiency ranking
R36 811 812 000.00	1 714 850	R21 466.49	1 <sup>st</sup> out of 11

#### 5.11.5. Number of youth: Impact

The ADP programmes accounts for the most of youths that have participated in a YECP. With 37% of the youth that have taken part in a YECP in South Africa being part of the ADP, it is a significant contributor to the overall YECP ecosystem and the largest in terms of youth impacted.

**Table 5. 86: Number of youths by Programme: ADP**

Programme	Number youths	Proportion
Artisan Development Programme	1 714 850	37.0%
Presidential Youth Initiative (BEEI)	1 085 218	23.4%
Second Chance programme	996 209	21.5%
Tshepo 1 Million	552 464	11.9%
National Youth Service	174 206	3.8%
Funza Lushaka Bursary Programme	80 444	1.7%
Industrial Parks Youth Jobs Created	17 880	0.4%
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Ikusasa Student Financial Aid Programme	2 631	0.1%
First Work Experience Premiers Advancement of Youth (PAY) Programme	2 400	0.1%
Debut Fund	648	0.0%
<b>Total</b>	<b>4 632 717</b>	<b>-</b>

## 5.12. Participant Survey

As part of the primary data collection stage of this project a participant survey was conducted. This participant survey aimed to conduct a ‘post-programme’ assessment of a significant number of youths that had taken part in a YECP.

To this end, the project team was provided with a list of 4 316 youths that had taken part in YECP across selected individual programmes. These youths were contacted via telephone and SMS and voluntarily surveyed according to a standardised research instrument developed by the project team to assist in answering the evaluation questions presented to the team. The research instrument applied in surveying these youths can be found [here \(Annexure A: Participant Survey\)](#).

The project team aimed to generate sufficient responses to deem that any statistics, within reason, applied to the participant responses would fall within a 95% confidence level. Such outcome required 353 responses from the 4 316 dataset. Ultimately 393 verified responses were received implying that the statistics and analysis can be sufficiently relied upon as an indication of the underlying pool of respondents.

Where appropriate and relevant, the results of the participant survey were used to derive insight into the youths that had participated in YECP in the context of the evaluation questions posed to this report. The following section provides the relevant responses and details of the various youth participants in accordance with the relevant evaluation questions.

### 5.12.1. What youth employment creation programmes are currently being offered by the South African government (inventory of youth job creation programmes) at local, provincial, and national levels?

In assessing the above evaluation question in the context of the youth participants, two aspects were considered:

1. What the nature of the living conditions of the participants was/is – whether they reside in urban, peri-urban, or rural settings, **and**
2. Which province of the country the youth participated in the YECP.

The above two aspects speak to the broader requirements of the project to ascertain accessibility aspects of YECP by youth in the country. This is an issue which has confronted many youths in South Africa given the historically planned economies of the apartheid era, which typically resulted in youths being in regions or areas that of which it would be difficult to access mainstream services, such as YECP.

The nature of the living conditions of the participants provides some indication of the extent to which the YECP are accessible amongst different youth groups.

**Table 5. 87: Proportion of youth in different living conditions**

Living conditions	Proportion of youth
Urban	19%
Peri-Urban	40%
Rural	41%

Urban-Econ Participant survey results (2024).

The above table indicates that there is a higher proportion of youth from the peri-urban and rural regions of the country. Furthermore, rurally located youth are the highest proportion of the YECP participant sample. This indicates sound progress in delivering on accessibility of youths that would typically be considered as previously/historically disadvantaged.

Such findings can also be extrapolated to the different provinces of South Africa. The Eastern Cape, Free State, KwaZulu Natal, Limpopo and Mpumalanga can arguably be considered to be those provinces with a higher proportion of rural population than the other provinces. The access by province for youths across the provinces is presented below.

**Table 5. 88: Location of YECP attended by youth participants**

Province	Proportion of youth participants reporting attendance in YECP within province
Eastern Cape	24%
Free State	2%
Gauteng	6%
KwaZulu Natal	2%
Limpopo	3%
Mpumalanga	4%
North West	0%
Northern Cape	0%
Western Cape	59%

Urban-Econ Participant survey results (2024).

Access to YECP is highest in the Western Cape and Eastern Cape. Thereafter the youths surveyed reflected a low attendance of YECP across the other provinces. This is likely influenced by the programmes that availed the databased of youth that were contacted in relation to the survey.

The Eastern Cape is one of the more rural and impoverished of the provinces in South Africa. High access in this province indicates positive results in getting rural and disadvantaged youths into YECP (Hebinck, Smith, & Aliber, 2023). Alternatively, the Northern Cape, which is equally as rural and disadvantaged, reflects little to no access amongst the youths surveyed. This seems to corroborate the findings of the YECP inventory access to some extent

**Table 5. 89: Proportion of youths at different provincial YECP against YECP inventory<sup>20</sup>**

Living conditions	Proportion of youth respondents indicating access	Proportion of YECP counted in provinces (YECP inventory)
Eastern Cape	24%	21%
Free State	2%	9%
Gauteng	6%	8%

<sup>20</sup> Excludes the 51 national YECP that are counted as part of the total YECP in the inventory. Therefore, total YECP are counted at 229 and not 280.



Living conditions	Proportion of youth respondents indicating access	Proportion of YECP counted in provinces (YECP inventory)
KwaZulu Natal	2%	15%
Limpopo	3%	9%
Mpumalanga	4%	9%
North West	0%	7%
Northern Cape	0%	10%
Western Cape	59%	12%

Urban-Econ Participant survey results (2024).

The above comparison certainly indicates that there is an underrepresentation of some of the provinces, such as KwaZulu Natal, which counts for 15% of YECP but yet only 2% of participants reported being a part of a KwaZulu Natal YECP. Others are particularly overrepresented, such as the Western Cape, which accounts for only 12% of the YECP at the provincial level and yet accounts for 59% of the youth participants.

This is not unusual in a random sampling approach and could indicate deeper trends within the statistics such as perhaps the Western Cape youth having better access to technology, i.e., able to respond to the survey, or some other trend.

In the final estimation, there appears to be sufficient indication that youth in the rural and peri-urban areas are well catered to by YECP. Indeed, this would imply that there is good access to YECP amongst these youths.

The following conclusions are reached:

- 1. Rural, peri-urban & urban:** The YECP appear to have good coverage of peri-urban and rural youth. This is a positive finding given the historical context of South Africa so far as state planning and other issues are concerned.
- 2. Deeper provincial trends:** It is possible that deeper provincial trends exist among the youth given the disparity in the youth participant attendance of different YECP. At present, 56%v of the youth indicated attending a YECP in the Western Cape and yet the Western Cape only accounts for 12% of YECP in the YECP inventory. This could indicate some design aspects of these YECP in the Western Cape or otherwise some consideration amongst the youths that attending – perhaps an aspect of the programme predisposed the youths toward remaining engaged with the programme.

#### 5.12.2. Are the existing government programmes designed and adequately resourced to contribute towards reducing unemployment?

Of the 11 programmes assessed, 9 failed to meet their targets every year, where there is data available. This is a concern as funds have been allocated to these programmes such that they can cater to the targeted number of youths. Failure to attain this number of youths implies that these programmes could be ineffective, to some degree, in meeting their mandated goals. Failure to meet the target number of youth is unlikely to be as a result of a lack of appropriate youth candidates, given the high unemployment rate of the youth in South Africa, but may be as a result of communications issues and awareness of the programme amongst youths.

**Table 5. 90: Channels by which youth became aware of YECP**

Access channels	Proportion of youth
Implementing agent/contractor	5%
Municipality/government department	12%
Media e.g. newspaper, internet	36%
Friends/family	29%
Community based organisation	15%
Chief/Headman	0%
Other (Please specify)	2%
No Response	1%

Urban-Econ Participant survey results (2024).

The main source of youth awareness for YECP stems from media, which is a positive indication of efforts to access these youths. Youths are typically more predisposed towards multiple media formats and are largely accessible via various online mechanisms in the modern era. However, what is concerning is the fact that this channel (media) accounted for only a third of participant awareness of YECP. This implies a reliance on non-media related sources for more than half of the participants. These non-media sources cannot be considered to be under the control of the YECP and are therefore **not reliable** as consistent channels by which to access youths. For instance, friends/family accounted for 29% of youth awareness of YECP.

The reliance on **friends/family** could be a useful channel if this channel depends on peer-to-peer (youth-to-youth) sharing. In such an instance, the use of referrals and youth related promotion could be a useful means to generate traction. However, at present the reliance on this channel is likely largely to be as a result of organic inputs from these various friends/family. Whilst this is not a negative outcome, it is not a reliable option unless driven by a form of peer-peer sharing.

A combination the media and friends/family channels, through the promotion of YECP by youths in media, particularly using low barrier to entry social media, could be a cost-effective means to address this shortfall and marry these two poignant channels together.

The YECP are designed to address different groups of the youth population. These groups can be categorised according to education status, in South Africa there are multiple issues at multiple levels of the education system. These stem from issues at the elementary, high school and tertiary level. YECP are typically focused on 15–35-year-olds. The education status of the participants is reflected below.

**Table 5. 91: Education status of the youth**

Education status	Proportion of youth
No formal education	-
Grade 1-6	-
Grade 7	-
Grade 8-11	10%
Matric	66%
Technical College	8%
High Certificate or Diploma	10%
University Degree	4%
Other	2%

Urban-Econ Participant survey results (2024).

There is a clear majority of matric students in the YECP. This is a positive outcome as this implies that the potentially most vulnerable education group of the youth – the matrics who have completed their basic education and do not have any prior work experience – are those predominantly targeted by YECP. The YECP participants also reflect several other educational groups, this coupled with the bulk of the participants holding matric certificates would indicate that the targeting efforts of the YECP are yielding the appropriate age groups in a sufficiently distributed number.

Most YECP are designed to provide skills development and improve employability of the youth. The YECP participants were asked to rate the training that they received as part of the YECP.

**Table 5. 92: Training ranking by participants**

Quality of training	Proportion of youth
Very Poor	1%
Poor	1%
Neither poor nor good	5%
Good	32%
Very Good	46%
No Response	16%

Urban-Econ Participant survey results (2024).

The training was predominantly rated as “Very Good” or “Good” by participants. This is a positive indication of the sentiment of the youths in relation to the training. However, the true efficacy of the training should ideally be reflected in improved employability of the youth. This in turn should be reflected in a generally improved level of employment amongst the YECP participants. Below is pre-YECP employment status of the YECP participants.

**Table 5. 93: Assumed pre-YECP employment status**

Assumed employment status before YECP <sup>21</sup>	Proportion of youth
Employed	8%
Unemployed	76%

Urban-Econ Participant survey results (2024).

Three quarters of the youth were unemployed prior to the YECP. The table below provides an indication of the post-YECP employment status of the YECP participants.

**Table 5. 94: Post-YECP employment status**

Employment status after YECP	Proportion of youth
Employed	12%
Unemployed	88%

Urban-Econ Participant survey results (2024).

Based on the above it is evident that the unemployment rate before and after the programme has changed for the worse. This cannot be stated to correlate directly with the outcomes of

<sup>21</sup> This categorises the designations of “Discouraged work seeker” and “Unemployed & actively looking” into a single category of “Unemployed”. All other designations are categorised as “Employed”.

the YECP however the fact persists that employment status of the participants has worsened regardless of an YECP participation.

Furthermore, there are consideration as to the employment intentions of participants following the YECP.

**Table 5. 95: Post-YECP intention**

Post-YECP intention	Proportion of youth
Find another YECP project	28%
Find public sector employment	28%
Find private sector employment	3%
Start your own business	15%
Unsure	13%
Other (Please specify)	9%
No response	4%

Urban-Econ Participant survey results (2024).

From the above it is evident that most participants are disposed towards either another YECP or are seeking employment in the public sector. This could be a fostering of state-dependence amongst younger people as they begin to view the state as the primary source of employment and wealth. This has implications for the level of social unrest in these communities given the inability of the state to match these expectations. In addition, it raises concerns regarding the fiscus of the nation as state dependency among the youth can lead to political pressure to continue funding inefficient programmes given their perceived impact on a community or voter cohort. An example of such an outcome is the “Fees Must Fall” campaign of 2016 and the outcomes of this social unrest.

**Table 5. 96: Categorisation of post-YECP intention**

Categorisation of post-YECP intention	Proportion of youth
Public sector orientation	56%
Private sector/Entrepreneurial orientation	18%

Urban-Econ Participant survey results (2024).

The design considerations of YECP based on the above inputs can be summarised as follows:

- 1. Access channels:** The extent to which media played a role in the youth awareness of YECP appears to be less than reasonable given the target population and the inability of most programmes to meet their targets. Reliance on other channels was questioned and it was recommended that the promotion of peer-peer media sharing be considered as a means of combining the two major access channels and actively expanding awareness of YECP.
- 2. Target age groups:** The current distribution of age groups in the YECP are in favour of matric students (66%) given the goal of YECP and the fact that matrics may be among the more vulnerable youth, this was deemed appropriate. The distribution and presence of the other age groups across the different educational categories indicates a sound outcome so far as providing for non-matric participants.
- 3. Employment outcomes:** The unemployment status before and after the YECP for the various participants has changed for the worse (from 76% to 88%). This may be due to several different factors, many of which fall outside of the purview of the YECP, but regardless, this does indicate that the youth are certainly not finding employment

immediately after YECP. This raises questions on the design of the YECP as their intention is to improve employment outcomes for youth and this is clearly not demonstrated in the employment outcomes evidence above, **and**

- 4. Post-YECP intentions:** The youth appear predisposed towards public sector programmes or jobs post YECP. This inclination is potentially concerning as the issue with state dependency is a worry when considering the limitation of the state budget.

The design aspects considered above do indicate some areas that can be improved in terms of YECP operating in the South African YECP ecosystem. The failure of YECP to meet targets is an indication of an issue in design so far as accessing participants is concerned, particularly given the scale of youth unemployment in South Africa. Other aspects of the ecosystem appear fine, such as the distribution of age groups.

Several components as they relate to adequacy of resourcing of YECP are covered below. Participants were asked what the daily payment rate of the YECP that they took part in was.

**Table 5. 97: Daily payment rate of YECP**

Rating category	Rate	Proportion of participants
Low	R0 – R119.96	36%
Medium	>R199.96 – R785.42	48%
High	>R785.41 – R6 000.00	16%%
Aggregate Statistics		
Median	R119.96	N/A
Mode	R150	N/A
Mean	R785.42	N/A

Urban-Econ Participant survey results (2024).

From the above it can be stated that most YECP participants are in the medium bracket (>R199.96 – R785.42) when it comes to daily rate. The median value of the inputs received was R119.96 per day and the most frequently reported value was R150 per day. A small fraction of the participants reported receiving a maximum value of R6 000 or minimum value of R1.40, confirming these as outlier daily rates.

The daily rate received by YECP participants can be contrasted with the daily wage rate seen in other sectors of the economy or against other set wages.

**Table 5. 98: Wage rate comparison**

Rate category	Rate
Government Programme Manager <sup>22</sup>	R2 692.30
High School Teacher <sup>23</sup>	R915.38
Mean YECP value <sup>24</sup>	R785.42
Minimum wage rate 2024	R203.36
Construction Worker <sup>25</sup>	R196.28
Mode YECP value	R150.00
Median YECP value	R119.96
Expanded Public Works Programme	R111.76

<sup>22</sup> Calculated on the basis of mean income of R700 000/260 working days a year.

<sup>23</sup> Calculated on the basis of mean income R238 000/260 working days a year.

<sup>24</sup> This value is affected by the large range of the inputs and the maximum and minimum values.

<sup>25</sup> Calculated on the basis of mean income of R51 033.60/260 working days a year.

Rate category	Rate
Upper-bound Poverty Line South Africa	R70.85

Urban-Econ Participant survey results (2024).

The current mode and median daily rates of the YECP participants places the programmes above the upper-bound of the poverty line of South Africa, which is a positive outcome. Additionally, these programmes are above what could be expected at the EPWP although below the minimum wage. This is likely positive as it could encourage youths to get jobs beyond the YECP. This is noteworthy given the evident inclination among YECP participants to join additional YECP after graduating from a YECP . This is not a positive outcome for YECP and the fact that a large number of youths state this as their post-programme intention is concerning. As such, having other options in the labour market that have a daily rate higher than what is on offer via YECP provides for the appropriate incentive structure so as to avoid inculcating youth dependency on YECP.

Although the daily rate is likely acceptable so far as what youth receive comparative to other industries and jobs, the length of time that these youths are part of the YECP is also of concern.

**Table 5. 99: Length of tenure at YECP**

Length of tenure	Proportion
<1 week	4%
1 week – 1 month	3%
1 month – 3 months	15%
3 months – 1 year	57%
1 year +	22%

Urban-Econ Participant survey results (2024).

Seventy-nine percent (79%) of the participants were part of a YECP programme for 12 months or less. This implies that the YECP programmes are predominantly short-lived, or at the least not long-term in relation to employment. In this sense, the programmes are unlikely to be contributing to the youth for what could be considered an entire year of paid working opportunity/positions. From the evidence, most youths are being paid the mode or median daily rate for less than a full working year.

This implies that whilst YECP in South Africa are resourced adequately to provide reasonable levels of income to youths given what they are, effectively supply-side skills programmes, they are not adequately resourced to address the underlying issue which is sustained youth unemployment.

The cost incurred by youth in attending, or accessing the YECP does also need to be considered. Given the mode and median daily rate received by the youths there is a need to consider some of the hidden costs that are borne by youth in attending the YECP. The most obvious would be that of transportation and likely incurred by all participants.

**Table 5. 100: Youth hidden costs: Transport**

Cost of Transport (per day)	Proportion	Distance Travelled	Proportion
None	42%	Less than 1km	33%
Less than R10	3%	1 – 10km	51%
R10 – R20	25%	Greater than 10km	16%

Cost of Transport (per day)	Proportion	Distance Travelled	Proportion
R21+	30%		

Urban-Econ Participant survey results (2024).

The majority of youths (58%) involved in YECP pay for transportation, most pay over R21 per day but there is some variability in this payment. Most live more than 1km from the location of the YECP and hence, some form of transportation is required.

Taking into consideration these hidden costs will alter the perspective on the daily rate being paid to youths. If a youth incurs a cost of R21 per day to get to and from the YECP site, then the median rate of R119.96 is suddenly only an income of R98.96. A daily rate of R150 is only R129.00 – this is a reasonable assumption given that the fixed cost of transport is a factor for most youth. Whilst the exact cost incurred may vary, the fact that costs are incurred by the youths, that these costs are fixed, and that when taking into consideration these costs, the actual income earned by the youths is reduced to a notably lower rate, results in additional evidence that the YECP resourcing is subject to hidden costs that may reduce the effectiveness of the programme spend in alleviating unemployment.

The following conclusions are reached in relation to the extent to which South African YECP are resourced:

- 1. Level of resourcing:** Depending on the context in which the level of resourcing is considered YECP can be said to be sufficiently resourced that youths are paid a daily rate in excess of the EPWP rate and the upper-bound of poverty rate. However, it is also evident that there are hidden costs borne by the youths in attending the YECP programmes that do erode at this daily rate and alter this perspective.
- 2. Incentives:** The daily rate that is paid to youths by YECP should be considered in the broader context of the labour market rates (i.e., incentives). A daily rate that is far in excess of other comparative market rates should be avoided such that youths are encouraged to seek opportunities beyond the YECP. This is the case for several positions and roles in the market which is a positive finding. However, the finding that almost 1/3<sup>rd</sup> of youth are seeking a second YECP programme is concerning as it could imply a proclivity towards state dependency, **and**
- 3. Sustainable employment:** Sustainable employment, in the context of this report, requires that a youth generate sufficient return to continue being employed, and that the position be for at least three years. Few of the YECP appear to be generate from the youths that participate, and thus the first condition is likely not met except of in the case of loan programmes such as ISFAP – which would require more intensive data from the programme. The question of returns cannot be adequately addressed given the data available. However, it is apparent that most youths (79%) attend a YECP programme for 1 year or less – which is at least 2 years short of the required level. Given both conditions must be met, it is apparent that YECP cannot be said to generate sustainable employment.

### 5.12.3. Is the suite of government programmes contributing to the broader country objectives of creating employment for the country’s youth (sustainable job creation)?

Participants were asked to indicate when they were last employed prior to taking part in the YECP programme.

**Table 5. 101: Last period of employment before YECP**

Last time employed before YECP	Proportion of youth
More than 5 years	2%
3-5 years	2%
1-3 years	12%
6 months – 1 year	19%
Less than 6 months	20%
Never	44%

Urban-Econ Participant survey results (2024).

Most respondents had either never been employed, likely a result of most participants being at the matric level or had last been employed within six months. Approximately 35% of participants had not been employed in the last 6 months or more. In addition, the employment status prior to the YECP of the youths was determined.

**Table 5. 102: Employment status of youths prior to YECP**

Employment Status before YECP	Proportion of youth
Discouraged work seeker	5%
Unemployed & actively looking	71%
New to job market/Previously studying	7%
Enrolled in another YECP project	3%
Employed by another employer	8%
Other (Please specify)	6%

Urban-Econ Participant survey results (2024).

Most youths described themselves as “Unemployed and actively looking” thereby falling in the narrow definition of unemployment so far as national statistics are concerned. The above was further categorised into employed and unemployed.

**Table 5. 103: Employment status prior to YECP**

Assumed employment status before YECP <sup>26</sup>	Proportion of youth
Employed	8%
Unemployed	76%

Source: Urban-Econ Participant survey results (2024).

Three-quarters of youths were unemployed prior to the YEC programme, and a quarter were employed. The youths current, or post-YECP, employment status was then ascertained.

<sup>26</sup> This categorises the designations of “Discouraged work seeker” and “Unemployed & actively looking” into a single category of “Unemployed”. Only youths that stated they were employed by another employer are regarded as “Employed”.



**Table 5. 104: Employment status post-YECP**

<b>Employment status after YECP</b>	<b>Proportion of youth</b>
Employed	12%
Unemployed	88%

Urban-Econ Participant survey results (2024).

Post-YECP 88% of youths were unemployed and 12% employed. This would imply both an improvement of employment status, post the YECP and a worsening of unemployment. Prior to a YECP 8% of youth were employed, after a YECP 12% of youths were employed. This is a 4%-point improvement in the number of youths employed pre- and post-YECP.

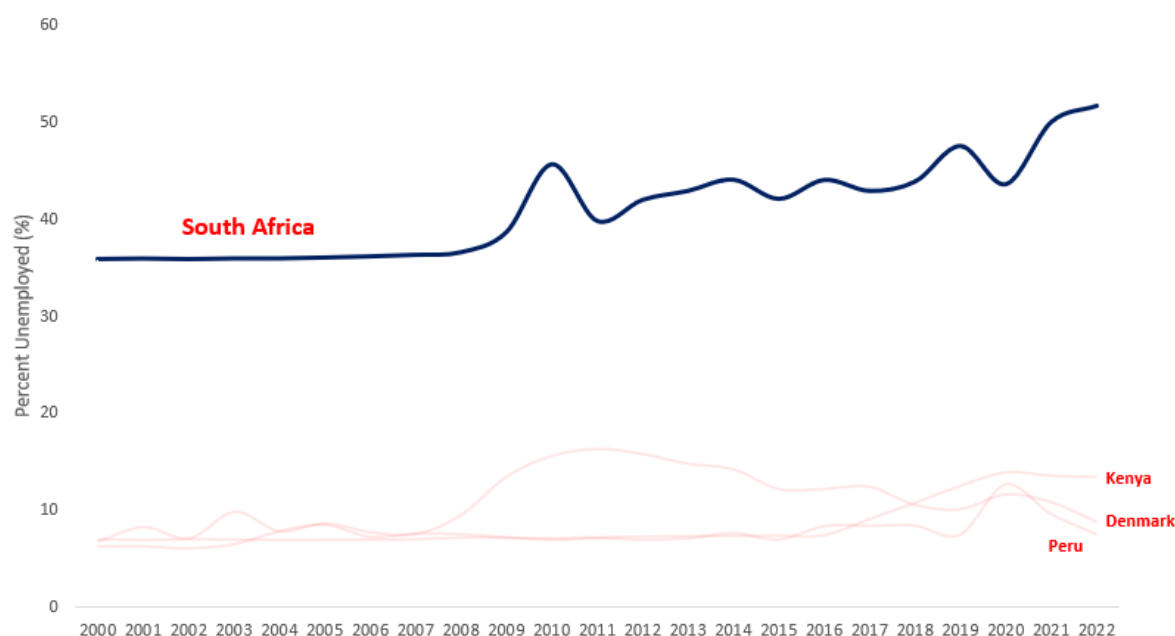
Prior to a YECP, 76% of youths were unemployed, after a YECP 88% were unemployed. This implies a 12%-point worsening of the employment status of youths.

Thus, while there is some evidence of improved employment status, there is also evidence of an increased unemployment rate. This paradox implies that the YECP may have mixed outcomes for different youths. Some see better employment prospects and others see worse outcomes. What it does indicate is that YECP cannot be said to have a wholly and only positive effect on the employment status of youth.

If the net result of the improvement in employment (4% points) and the worsening of unemployment (12% points) is considered the post-YECP outcome for youths is an 8%-point increase in unemployment.

This indicates that either the skills provided or design of YECP are not adequate and thereby do not produce marketable skills for youths to leverage into jobs, or that broader macroeconomic issues persist that make the effect of the YECP negligible in terms of addressing youth unemployment.

The above evidence coupled with the fact that youth unemployment in South Africa at the macroeconomic level indicate that the even with 280 YECP active in the country and at least 4 632 717 youth participants in YECP between 2016 and 2023, there is no discernible reversal of the youth unemployment trend. This is borne out by data at the microeconomic level, as evidenced above and macro-economic level, as evidenced below.



Modified by Urban-Econ based on (World Bank , 2023)

**Figure 5. 12: South African youth unemployment rate (15-24-year-olds)**

Whilst data limitations do make a concluding statement of the contribution of YECP to sustainable long-term employment difficult, the data that has been collated and analysed above indicates the following:

1. **Sustainable:** The sustainability of employment offered by YECP is questionable. Sustainability itself implies a generation of return sufficient to warrant continued operations. It is not apparent from the data collected by this research that many of the YECP are generating a return on their youth participants. There is some argument that perhaps the loan scheme programmes, such as ISFAP, or perhaps the BEEI, through the improved maintenance of schools and perhaps better workload for teachers, do generate some return. These returns would largely be as a result of circular exogenous effects and not accounted for in an accounting sense. As such, they cannot be realistically considered as generating a “return”. There is no evidence of a YECP that is entirely self-sufficient and does not and will not continue to require government funding. Given this fact, the sustainability of YECP jobs or positions is inherently not sustainable.
2. **Long term:** There are two provisions here:
  - a. **Youth tenure:** Most youths attend YECP for less than a 1 year. The requirement set by this report was at least 3 years to be deemed long-term employment. Thus, this condition is not met by most YECP, **and**
  - b. **Long-term trend:** The period of review spans from 2016 to 2023. This 8-year period has seen the presence of operating YECP in the youth labour market and yet, despite this, youth unemployment outcomes have continued to worsen. Eight years is a reasonably sufficient time to see the impact of programmes at the ecosystem level and the lack of positive impact must be noted.
3. **Microeconomic outcomes:** Prior to a YECP 8% of youth were employed, after a YECP 12% of youths were employed. This is a 4%-point improvement in the number

of youths employed. Prior to a YECP, 76%v of youths were unemployed, after a YECP 88% were unemployed. This implies a 12%-point worsening of the employment status of youths. Thus, while there is some evidence of improved employment status, there is also evidence of an increased unemployment rate. This paradox implies that the YECP may have mixed outcomes for different youths. The net effect of YECP in this context is an 8%-point increase in the unemployment rate. Some youth see better employment prospects and other don't. What it does indicate is that YECP cannot be said to have a wholly and only positive effect on the employment status of youth, **and**

- 4. Macroeconomic outcomes:** If the goal of YECP is to improve the unemployment rate of youths in South Africa then YECP have not achieved their mandate. Youth unemployment has only worsened to date and appears to be set to continue to worsen. Of course, YECP are not expected to resolve the issue of youth unemployment entirely, but there is certainly something to be said for the persistent trend and the need to entertain that current efforts are not appropriate designed or resourced to tackle these issues.

#### 5.12.4. Conclusion on Participant survey results

The participant survey was utilised as an additional research instrument through which additional insight into the YECP ecosystem of South Africa could be gained.

The survey focused on a sample of 4 315 youths and was able to achieve 393 responses, surpassing the 353-threshold required for a 95% confidence level in the results.

The survey provides a microeconomic perspective into the operations of the YECP that operate across the South African ecosystem, these are summarised below according to evaluation question.

**Table 5. 105: Summary of responses**

Evaluation question	Conclusions
<p>What youth employment creation programmes are currently being offered by the South African government (inventory of YECP) at local, provincial, and national levels?</p>	<ol style="list-style-type: none"> <li><b>1. Rural, peri-urban &amp; urban:</b> The YECP appear to have good coverage of peri-urban and rural youth. This is a positive finding given the historical context of South Africa so far as state planning and other issues are concerned.</li> <li><b>2. Deeper provincial trends:</b> It is possible that deeper provincial trends exist among the youth given the disparity in the youth participant attendance of different YECP. At present, 56%v of the youth indicated attending a YECP in the Western Cape and yet the Western Cape only accounts for 12% of YECP in the EYCP inventory. This could indicate some design aspects of these YECP in the Western Cape or otherwise some consideration amongst the youths that attending – perhaps an aspect of the programme predisposed the youths toward remaining engaged with the programme.</li> </ol>
<p>Are existing government programmes designed and adequately resourced to contribute towards reducing unemployment?</p>	<p>In respect to design:</p> <ol style="list-style-type: none"> <li><b>1. Access channels:</b> The extent to which media played a role in the youth awareness of YECP appears to be less than reasonable given the target population and the inability of most programmes to meet their targets. Reliance on other channels was questioned and it was recommended that the promotion of peer-peer media sharing be considered as a means of combining the two major access channels and actively expanding awareness of YECP.</li> <li><b>2. Target age groups:</b> The current distribution of age groups in the YECP are in favour of matric students (66%) given the goal of YECP and the fact that matrics may be among the more</li> </ol>

Evaluation question	Conclusions
	<p>vulnerable youth, this was deemed appropriate. The distribution and presence of the other age groups across the different educational categories indicates a sound outcome so far as providing for non-matric participants.</p> <ol style="list-style-type: none"> <li>3. <b>Employment outcomes:</b> The unemployment status before and after the YECP for the various participants has changed for the worse (from 76% to 88%). This may be due to several different factors, many of which fall outside of the purview of the YECP, but regardless, this does indicate that the youth are certainly not finding employment immediately after YECP. This raises questions on the design of the YECP as their intention is to improve employment outcomes for youth and this is clearly not demonstrated in the employment outcomes evidence above, <b>and</b></li> <li>4. <b>Post-YECP intentions:</b> The youth appear predisposed towards public sector programmes or jobs post YECP. This inclination is potentially concerning as the issue with state dependency is a worry when considering the limitation of the state budget.</li> </ol> <p>In respect to resourcing:</p> <ol style="list-style-type: none"> <li>1. <b>Level of resourcing:</b> Depending on the context in which the level of resourcing is considered YECP can be said to be sufficiently resourced that youths are paid a daily rate in excess of the EPWP rate and the upper-bound of poverty rate. However, it is also evident that there are hidden costs borne by the youths in attending the YECP programmes that do erode at this daily rate and alter this perspective.</li> <li>2. <b>Incentives:</b> The daily rate that is paid to youths by YECP should be considered in the broader context of the labour market rates (i.e., incentives). A daily rate that is far in excess of other comparative market rates should be avoided such that youths are encouraged to seek opportunities beyond the YECP. This is the case for several positions and roles in the market which is a positive finding. However, the finding that almost 1/3<sup>rd</sup> of youth are seeking a second YECP programme is concerning as it could imply a proclivity towards state dependency, <b>and</b></li> <li>3. <b>Sustainable employment:</b> Sustainable employment, in the context of this report, requires that a youth generate sufficient return to continue being employed, and that the position be for at least three years. Few of the YECP appear to be generate from the youths that participate, and thus the first condition is likely not met except of in the case of loan programmes such as ISFAP – which would require more intensive data from the programme. The question of returns cannot be adequately addressed given the data available. However, it is apparent that most youths (79%) attend a YECP programme for 1 year or less – which is at least 2 years short of the required level. Given both conditions must be met, it is apparent that YECP cannot be said to generate sustainable employment.</li> </ol>
<p>Is the suite of government programmes contributing to the broader country objectives of creating employment for the country's youth (sustainable job creation)?</p>	<ol style="list-style-type: none"> <li>1. <b>Sustainable:</b> The sustainability of employment offered by YECP is questionable. Sustainability itself implies a generation of return sufficient to warrant continued operations. It is not apparent from the data collected by this research that many of the YECP are generating a return on their youth participants. There is some argument that perhaps the loan scheme programmes, such as ISFAP, or perhaps the BEEI, through the improved maintenance of schools and perhaps better workload for teachers, do generate some return. These returns would largely be as a result of circular exogenous effects and not accounted for in an accounting sense. As such, they cannot be realistically considered as generating a "return". There is no evidence of a YECP that is entirely self-sufficient and does not and will not continue to require government funding. Given this fact, the sustainability of YECP jobs or positions is inherently not sustainable. <b>Long term:</b> There are two provisions here: <b>Youth</b></li> </ol>

Evaluation question	Conclusions
	<p><b>tenure:</b> Most youths attend YECF for less than a 1 year. The requirement set by this report was at least 3 years to be deemed long-term employment. Thus, this condition is not met by most YECF, <b>and TLong-term trend:</b> The period of review spans from 2016 to 2023. This 8-year period has seen the presence of operating YECF in the youth labour market and yet, despite this, youth unemployment outcomes have continued to worsen. Eight years is a reasonably sufficient time to see the impact of programmes at the ecosystem level and the lack of positive impact must be noted.</p> <p>a. <b>Long-term trend:</b> The period of review spans from 2016 to 2023. This 8-year period has seen the presence of operating YECF in the youth labour market and yet, despite this, youth unemployment outcomes have continued to worsen. Eight years is a reasonably sufficient time to see the impact of programmes at the ecosystem level and the lack of positive impact must be noted.</p> <p>2. <b>Microeconomic outcomes:</b> Prior to a YECF 8% of youth were employed, after a YECF 12% of youths were employed. This is a 4%-point improvement in the number of youths employed. Prior to a YECF, 76%v of youths were unemployed, after a YECFO 88% were unemployed. This implies a 12%-point worsening of the employment status of youths. Thus, while there is some evidence of improved employment status, there is also evidence of an increased unemployment rate. This paradox implies that the YECF may have mixed outcomes for different youths. The net effect of YECF in this context is an 8%-point increase in the unemployment rate. Some youth see better employment prospects and other don't. What it does indicate is that YECF cannot be said to have a wholly and only positive effect on the employment status of youth, <b>and</b></p> <p>3. <b>Macroeconomic outcomes:</b> If the goal of YECF is to improve the unemployment rate of youths in South Africa then YECF have not achieved their mandate. Youth unemployment has only worsened to date and appears to be set to continue to worsen. Of course, YCF are not expected to resolve the issue of youth unemployment entirely but there is certainly something to be said for the persistent trend and the need to entertain that current efforts are not appropriate designed or resourced to tackle these issues.</p>

## 6. KEY EVALUATION FINDINGS

The chapter presents the key evaluation findings in line with each evaluation question as outlined in the terms of reference. It is worth noting that each evaluation question was addressed through analysis of both primary and secondary data sources. Sources of information are noted in Chapter 5, and throughout the proceeding Chapter.

### 6.1. What youth employment creation programmes are currently being offered by the South African government (inventory of youth job creation programmes) at local, provincial, and national levels?

One of the key issues confronting any discussion of the YECP ecosystem in South Africa is the lack of sufficient data or information on the system either a whole or on separate and individual YECP level throughout the system. While some YECP are well established and have extensive coverage at various levels, such as the BEEI, there are many more that are not well established and not well covered such as the South African Weather Service programme or the Amahlathi Local Municipality Graduate programme. For this reason, the initial evaluation question posed is: What youth employment creation programmes are currently being offered by the South African government at local, provincial, and national levels?

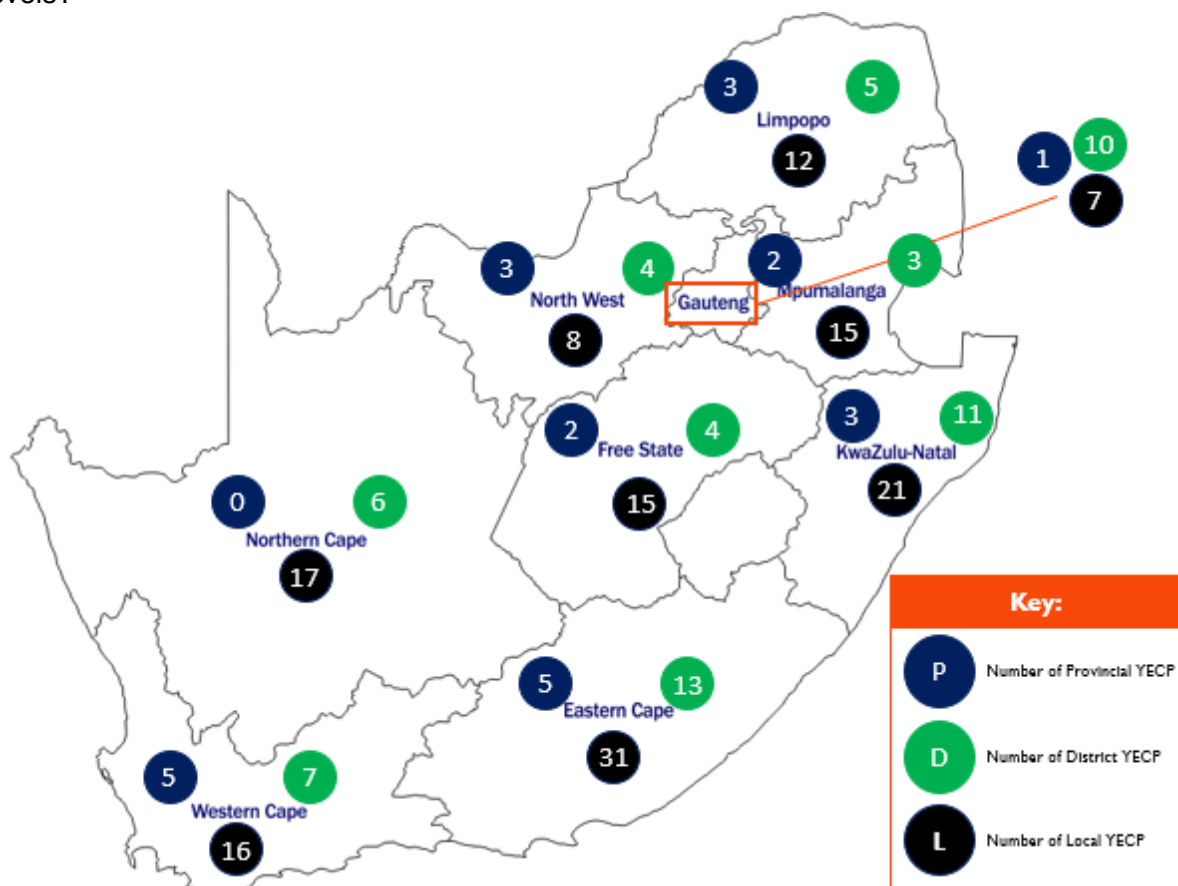


Figure 6. 1: YEC programme inventory map

The research identified 280 programmes in South Africa that were targeting youth during the period between 2016 and 2022. These programmes differ in terms of their focus, geographical spread, ownership and services.

**Table 6. 1: YEC programme inventory: Three tiers of government**

Location	National/Provincial	District	Local	Total
Eastern Cape	5	13	31	49
Free State	2	4	15	21
Gauteng	1	10	7	18
KwaZulu-Natal	3	11	21	35
Limpopo	3	5	12	20
Mpumalanga	2	3	15	20
Northern Cape	0	6	17	23
North-West	3	4	8	15
Western Cape	5	7	16	28
National	51	N/A	N/A	51
<b>Total</b>	<b>51-75<sup>27</sup></b>	<b>63</b>	<b>142</b>	<b>280</b>

Of these YECP, 50% were at the local level, 23% were at the district level, and between 18% and 27% were at the national or provincial level.

The spread of programmes at each of the different tiers of government is a positive finding, however, it was apparent that little data or information was available on programmes at the local level. Furthermore, it was apparent that many of the local level programmes were internships or graduate programmes. The discussion of the definition of “Youth employment creation programme” bears mention here: Whilst such internships and graduate programmes target the youth and seek to enhance employability are they in essence “employability” programmes as opposed to “employment programmes”? This has ramifications for their inclusion depending on the nature of the definition utilised for YECP.

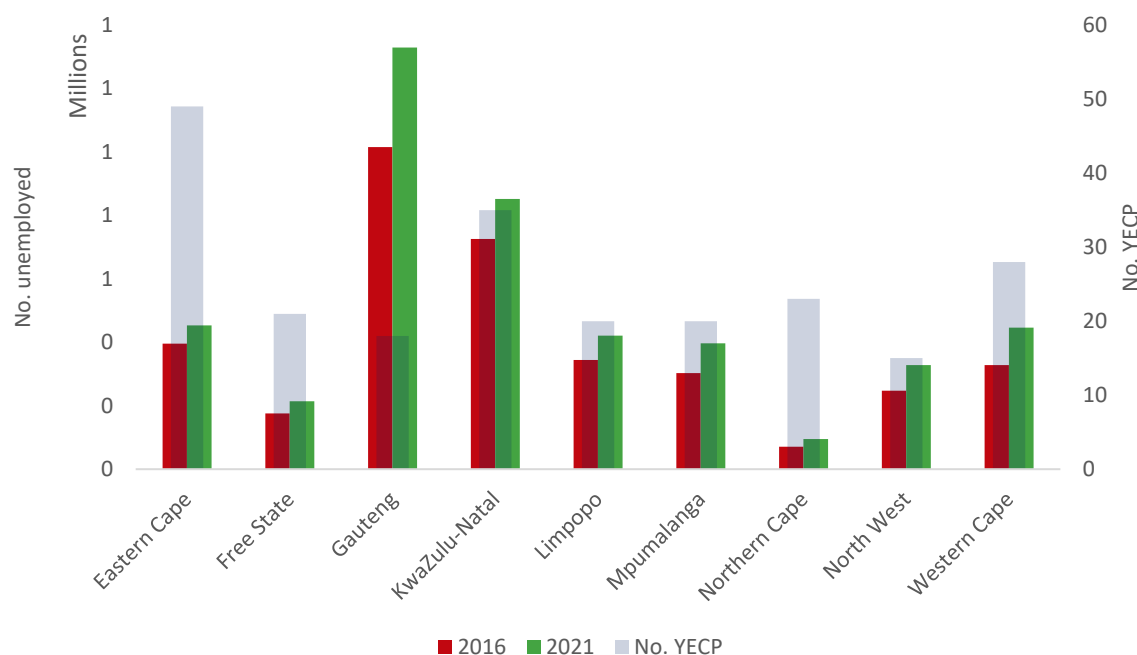
This discussion is poignant as it extends to the most recent national level YECP such as the BEEI and several other prominent YECP such as the PAY programme in the Western Cape, the FLBP and many of the other programmes examined in this research. Depending on how YECP are defined it can have extensive implications for how the YECP ecosystem is viewed and the evaluation of the ecosystem.

These programmes are all oriented at assisting the youth of South Africa in become employed whether that consists of improving their employability or by employing the youth. One of the outcomes of this research has been the identification that most of the YECP are concerned with the employability of YECP rather than the employment.

It is also not apparent nor discernible, given changes in staff, data compilation and data access to discern whether several of the programmes at the provincial and national level were indeed not national level programmes that were merely implemented at the various other tiers of government.

<sup>27</sup> A range is provided here as it not apparent if there some overlap in the programmes identified at this level and whether some of the programmes at the provincial level are national level programmes just branded slightly differently or else the same programme.

All of these programmes are attempting to tackle the rising youth unemployment that is occurring in every province in South Africa.



**Figure 6. 2: Number of YECP versus number of youth unemployed**

The above figure, while a simplistic rendition of a complex environment – does lead to questions over the efficacy of the YECP at the different levels of government. The youth unemployment appears to have worsened in every province regardless of the fact that there are at least 15 programmes in each of the province’s directed at youth unemployment.

The following should be noted:

- 1. Nature of local & district YECP:** A notable number of the projects at the district and local levels were internships. Whilst projects and programmes of this nature have been included in this report’s definition of YECP it is necessary to note that many of these are indeed internships. Additionally, it was not possible to ascertain whether they were paid internships or not and therefore, several of this YECP are likely less employment centric than it would appear.
- 2. Level of information:** There is certainly a paucity of information available on these projects across each level of government. None of the local level programmes were utilised in this assessment as none had enough valid information available to make this possible. The same can be said for the district level programmes. It is a precursor as to the level of monitoring and evaluation data and culture within the YEC ecosystem of South Africa that this assessment was not able to gain enough information for an assessment of 15 programmes and had to settle for 11, several of which have estimations and assumptions due to the scarcity of data.
- 3. Status of YECP:** The status of these YECP was not discernible from the assessment conducted. The value of 280 YECP certainly contains defunct or non-active programmes, however, it was difficult to discern the status of these YECP and therefore, the inventory is a broad indication, **and**
- 4. Source of funding and Prerogative:** The funding provided to programmes and the prerogative of the programmes – particularly at provincial, district, and local levels was



difficult to ascertain. For this reason, there may be several programmes that of which have been classed as provincial but are in fact national. Again, the status of monitoring and evaluation systems as well as general level of transparency within the YECF ecosystem is concerning as these are issues that should be relatively easily to discern.

The above issues and factors were confronted throughout the analysis and raised whilst the inventory gathering exercise was undertaken and will inform the final recommendations of this impact evaluation.

## 6.2. Are the existing government programmes designed and adequately resourced to contribute towards reducing youth unemployment?

In South Africa the youth unemployment rate has continued to climb from the inception of modern democracy. This is reflected in an increasing unemployment rate, but the rate does not convey the true magnitude of the problem. For every percentage point increase in the youth unemployment rate there is an additional swath of young people that are unproductive, there is an additional loss to GDP, an additional loss to income, an additional loss to skills development, and overall, an increasingly worsening situation in which the future generations are effectively not skilled, not experienced and not ready to assume the mantle of leadership within the country.

Discussing the unemployment rate is one way to convey the extent and magnitude of the issue, another is to quantify the extent of the issue in Rand terms. To understand whether the YECFs in South Africa are sufficiently designed and adequately resourced, the extent of the problem should be clearly quantified and stated. This sub-section briefly presents the scope of the problem so far as youth unemployment in South Africa is concerned. The table below provides an overview of the number of youth's classified as unemployed as well as the expense that would be incurred in providing them EPWP roles.

Table 6. 2: Estimating youth unemployment cost<sup>28</sup>

	2015	2016	2017	2018	2019	2020	2021	2022	2023	Cumulative
<b>Number unemployed (thousand):</b>	3 455	3 636	3 951	3 856	4 166	2 515	4 677	6 100	4 747	
<b>Expanded Public Works Programme rate</b>	R13,97									
<b>Work hours per person per year</b>	1 992									
<b>Total Rands required (millions):</b>	R96 146,57	R101 183,48	R109 949,38	R107 305,69	R115 932,45	R69 988,02	R130 152,68	R169 752,26	R132 100,66	R 1 032 511,19

From the above exercise, it can be quantified that in order to have taken the youth unemployment rate for 15–34-year-olds in South Africa to 0% (only considering unemployed and not considering those not in employment, education or training (NEET))) would require an

<sup>28</sup> Assuming: (1) 249 working days a year and (2) eight working hours a day.

average annual spend of R114.7 billion which equates to 7.1% of government expenditure on average (based on 2015-2023 expend. Values).

To completely resolve the issue of youth unemployment in South Africa to the extent that youths would be employed at the expanded public works pay rate throughout a year, would require R1.032 trillion over the period of 2015-2023.

Based on the above, the average annual spend on youths to resolve youth unemployment would equate to: **R27 828.24 per youth**. This value provides an efficiency spend benchmark against which the other programmes evaluated in this report can be assessed and compared.

The efficiency spends of the assessed programmes is provided below in relation to the benchmark efficiency spend derived from the above.

**Table 6. 3: YEC programme efficiency spend breakdown**

Programme	Efficiency spending (Spend per Youth)	Rank
Industrial Parks Youth Jobs Created	R 2 774 049,22	11
Ikusasa Student Financial Aid Programme	R 570 125,43	10
Funza Lushaka Bursary Programme	R 76 111,33	9
Estimated Efficiency spend to resolve youth issue	R 27 828,24	N/A
First Work Experience Premiers Advancement of Youth (PAY) Programme	R 25 000,00	4
Presidential Youth Initiative	R 23 635,43	3
<b>Artisan Development Programme</b>	<b>R 21 466,49</b>	<b>1</b>
Debut Fund	R 20 261,14	2
Capacity Building Programme	R 4 564,13	5
National Youth Service	R 1 512,39	6
Tshepo 1 Million	R 1 125,69	7
Second Chance programme	R 336,58	8

Comparing the programmes to the benchmark has limitations – for instance the Industrial Parks programme does contain spending focused on bulk infrastructure and capital. However, this comparison does provide some comparison and reflection. It is evident that most of the programmes fall below the required actual spend per youth. In addition to the actual spend per youth, the total spend per programme can be provided below as well as the total estimate that was required for the resolution of youth unemployment in South Africa.

Comparing the median efficiency spend of the programmes against the required efficiency spend per youth to resolve youth unemployment give a differential of R6 361.75. In other words, the median spending on youth in the selection of programmes evaluated results indicates that there is **underspending** on youth to the tune of **R6 361.71 per youth**.

**Table 6. 4: YEC programme total spend (2016-2023<sup>29</sup>)**

Programme	Total Spend
Industrial Parks Youth Jobs Created	R 49 600 000 000,00
Artisan Development Programme	R 36 811 812 000,00
Presidential Youth Initiative	R 25 649 602 000,00

<sup>29</sup> Different periods apply to different programmes depending however all spending took place between 2016 and 2023.

Programme	Total Spend
Funza Lushaka Bursary Programme	R 6 122 700 000,00
Ikusasa Student Financial Aid Programme	R 1 500 000 000,00
Tshepo 1 Million	R 621 905 000,00
Second Chance programme	R 335 300 000,00
National Youth Service	R 263 468 000,00
First Work Experience Premiers Advancement of Youth (PAY) Programme	R 60 000 000,00
Capacity Building Programme	R 30 000 000,00
Debut Fund	R 13 129 216,00
<b>Total</b>	<b>R 121 007 916 216,00</b>
<b>Estimated total to resolve youth unemployment</b>	<b>R 1 032 511 190 000,00</b>

Based on the above table, the cumulative spend by the various youth programmes assessed amounts to R121 billion over the period 2016 to 2023. This is **11.7%** of the total estimated required amount of R1.032 trillion see Table 6.2.

From this perspective and within this context, the current host of youth programmes assessed above can be said to be underfunded in relation to the problem that they have been asked to address. However, it should be noted that the list of YECP assessed in the above table is not the entire host of youth programmes underway and by and large financial data was difficult to obtain. Thus, it is likely that the total spend in the above table is less than the actual spending. Regardless, the programmes are likely to still be largely underfunded in relation to the task that has been placed before them.

The Master Theory of Change indicates that YECPs presently seek to address the youth unemployment is by:

1. **Knowledge services:** By providing placement services and information services that allow employers to find appropriate youth and youth to find appropriate employers. This is effectively an information service.
2. **Skills development:** By enhancing the capabilities of the youth such that they are more attractive on the labour market through being better educated and skilled and, therefore, more productive.
3. **SMME development:** By developing youth owned SMMEs through various means from entrepreneurial training up to funding SMMEs and other such mechanisms, **and**
4. **Direct employment:** By directly employing youth on the labour market to deliver on various jobs and tasks.

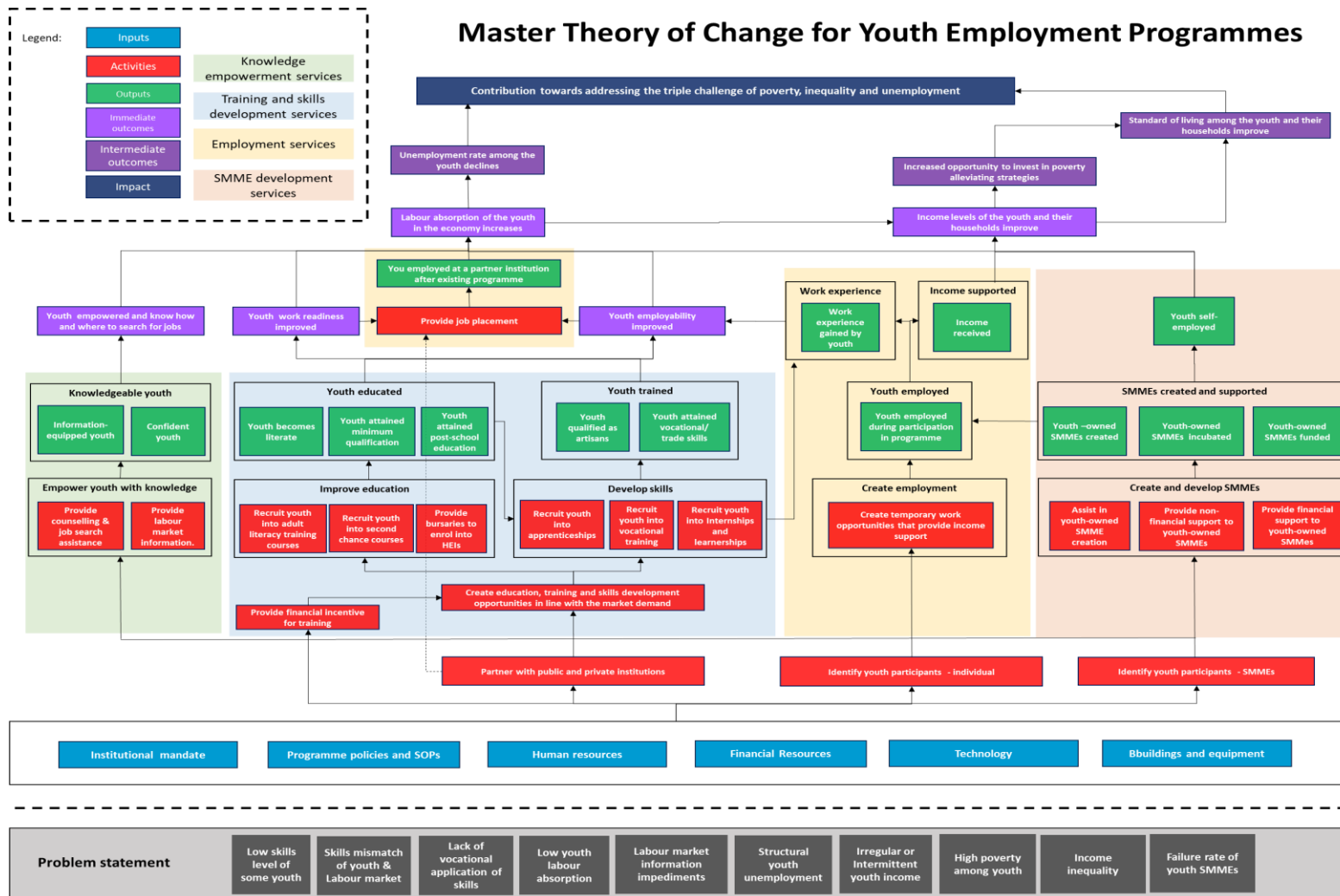


Figure 6. 3: Master Theory of Change

Many of the activities of these workstreams focus on indirect efforts to address youth unemployment. They focus on issues of employability and supply side constraints of youth. They seek to develop and refine youth such that the youth are more attractive hires to those employers seeking labour on the labour market.

Alternatively, some of the YECP focus on direct efforts at addressing youth unemployment. These efforts are not considered with youth employability so much as they are concerned with youth employment. They focus on hiring youth directly off the labour market for work related roles. These efforts are demand side focused.

The other aspect is of course those efforts, not necessarily YECP, that focus on the demand side of the youth labour market. Whilst they are concerned with youth unemployment that do not directly hire youth off the labour market. These efforts are largely indirect and seek to provide the conditions for which youth can be hired in the broader labour market. This area would contain such initiatives as the Youth Employment Tax Incentive which was not assessed by this research. This aspect is not a programmatic focus of a YECP given the nature of the issue and as such, does not have a YECP directed at it. However, it seems likely to have a major bearing on the youth unemployment rate.

### 6.2.1. Design & resourcing of Knowledge empowerment services programmes

The purpose of knowledge empowerment services programme is to facilitate placement of youths into various positions that exist within economy. These are meant to reduce frictional unemployment by enabling unemployed youths to find and fill job opening faster than would be possible without the facilitate of the knowledge services programme.

These types of programmes typically require:

1. Human resources, **and**
2. Financial resources.

In addition, there is to some extent the need for these programmes to have industry insights and contacts. These programmes are designed to empower youth with knowledge of where to search for jobs and who to talk to about getting those jobs. They should be integrated with the broader business community and tied into the various employment ecosystems of these communities to provide an effective service.

The programmes assessed that fall under this workstream include:

1. The Funza Lushaka Programme, **and**
2. Tshepo 1 Million.

The use of knowledge services to assist in the placement of youths into jobs within the economy must be viewed within the context of the modern era. In the modern era there are a myriad of websites, platforms and other services that of which provide for extensive options for individuals to market themselves and companies to advertise the job openings they may have. However, there is some role for these programmes in a South African context where there is an agenda to expand the role of youth in the labour market.

Figure 6. 1: Knowledge empowerment services programmes effectiveness

Metric	Score	Narrative
Funza Lushaka Bursary Programme		

Metric	Score	Narrative
Summative effectiveness	103%	FLBP targeted 78 000 youths and was able to address 80 444 thereby exceeding the target level and achieving a resulting 103% summative score.
<b>Tshepo 1 Million</b>		
Summative effectiveness	88.96%	The Tshepo 1 Million programme targeted 621 025 youths and reported 552 464 youths as having been part of the programme.

The YECP of the knowledge services programme over a dichotomy – in one instance the YECP surpassed targets and in the other fell below the targeted level of youth. Only two programmes fall into this workstream category, and this could indicate that the service is not particularly prolific in the YECP ecosystem, which is somewhat surprising given the drive for subsidies for such services at the national level.

**Table 6. 5: Resourcing of Knowledge services programmes**

Programme	Total Spend	Number of youths	Efficiency spend (Spend per youth)
Funza Lushaka Bursary Programme	R6 122 700 000.00	80 444	R76 111.33
Tshepo 1 Million	R621 905 000.00	552 464	R1 125.69
<b>Cumulative</b>	<b>R6 744 605 000.00</b>	<b>632 908</b>	<b>R10 656.53<sup>30</sup></b>

Cumulatively knowledge service programmes have accounted for R6.74 billion over the evaluation period and affected 632 908 youths with an efficiency spend of approximately R10 656.53. This equates to an average annual expenditure of R963 515 000.00 for the workstream.

Given this efficiency spend, to provide knowledge services programmes services to all the unemployed youth in the most recent period (2023) would require R50 586 547 910<sup>31</sup>.

This would require funding 7.4 times greater for a single year than the total funding allocation to knowledge empowerment services for the evaluation period, and 52.5 times more spending than the average annual expenditure of the workstream.

### 6.2.2. Design and resourcing of Skills development programmes

The purpose of skills development programmes is to produce youth that are trained as artisans or in a skilled area that is in demand on the labour market. Training and skills development is aimed at increasing the employability of the youth such that they become increasingly attractive to employers on the job market.

These programmes typically take financial resources, and utilise them on advocacy, advertising, teacher reimbursement and support material to provide the youths with education opportunities that produce skilled and trained youth that can then enter the job market with a more attractive set of skills.

<sup>30</sup> Calculated by apportioning the total spend (R6 744 605 000) over the total number of youths in the programme (632 908).

<sup>31</sup> Calculated by taking the number of unemployed youths in 2023 – 4 747 000 and multiplying by the efficiency spend for knowledge services programmes (R10 565.53).

The training and skills development programmes do usually have a component of partnership with either other public government programmes or otherwise with private entities to provide different skills and access to skills.

Programmes that fall under this workstream include:

1. Second Chance Matric programme.
2. Ikusasa Student Financial Aid programme.
3. Funza Lushaka Bursary programme.
4. Capacity Building programme by DTIC.
5. Tshepo 1 Million programme.
6. National Youth Services programme.
7. First Work Experience PAY programme.
8. BASA Debut programme, **and**
9. Artisan Development programme.

The training and skills workstream is reflected in many of the YECP. This prominence is likely a function of the policy drive for education-related solutions to address the youth unemployment problem. The extent to which YECP are addressing breakdowns in the broader education system should be considered. In terms of training and skills development YECP are addressing issues that should be addressed in the educational system. This is certainly the case with programmes such as the Second Chance Matric programme, where the YECP provides for high school dropouts to attain their matric certificate by providing support mechanisms. In other instances, such as the Artisan Development programme, where the programme seeks to train artisans, or the BASA Debut programme, where the goal is to support upcoming social entrepreneurs. Questions should be asked as to why these youths are not provided these skills within the broader educational system? Why are these skills that need to be taught by a separate entity and are not addressed within schooling curriculum? This raises a broader theme as to what extent YECP are effectively programmes aimed at treating gaps and flaws in the education system and whether it should not be these issues that are addressed foremost.

**Table 6. 6: Training and skills development programme effectiveness**

<b>Metric</b>	<b>Score</b>	<b>Assessment Outcome</b>
<b>Second Chance Matric programme</b>		
Summative effectiveness	177%	The programme targeted 165 000 youths and was able to achieve a total of 292 199 youths by the end of the programme – providing for a summative effectiveness just under double the targeted value.
<b>Ikusasa Student Financial Aid programme</b>		
Summative effectiveness	N/A	It is not possible to discern the summative effectiveness of the ISFAP as no targets or achievements were provided.
<b>Funza Lushaka Bursary programme</b>		
Summative effectiveness	103%	FLBP targeted 78 000 youths and was able to address 80 444 thereby exceeding the target level and achieving a resulting 103% summative score.
<b>Capacity Building programme</b>		
Summative effectiveness	114%	The Capacity Building Programme targeted 5 767 youths and was able to address 6 573 in total thereby exceeding its target and acquiring a summative effectiveness score of 114%.
<b>Tshepo 1 Million programme</b>		

Metric	Score	Assessment Outcome
Summative effectiveness	88.96%	The Tshepo 1 Million programme targeted 621 025 youths and reported 552 464 youths as having been part of the programme.
<b>National Youth Services programme</b>		
Summative effectiveness	N/A	Insufficient information is available to conduct the appropriate assessment.
<b>First Work Experience programme</b>		
Summative effectiveness	28.44%	The programme targeted 4 500 youths and yet was only able to provide for 1 280. This may be due to a number of assumptions made in relation to the targets and programme, regardless, the PAYE would appear to have a cumulative ineffectiveness.
<b>BASA Debut programme</b>		
Summative effectiveness	N/A	Insufficient data are available for the calculation of the summative effectiveness.
<b>Artisan Development programme</b>		
Summative effectiveness	91.66%	The targeted number of youths was 1 870 849 with the total youths provided with an opportunity at 1 714 850 to provide a summative effectiveness just below 100%.

The training and skills development workstream has the most YECP of all the workstreams. Of the nine YECP that fall under the workstream, three have summative effectiveness<sup>32</sup> greater than 100%, three did not present sufficient information to derive an effectiveness score, and three had summative effectiveness scores below 100%.

This implies that 1/3<sup>rd</sup> of the YECP in the workstream achieve higher youth output than their target, 1/3<sup>rd</sup> do not have easily accessible information on youth throughput and targets, and 1/3<sup>rd</sup> have not achieved their target.

The effectiveness of the training and skills development YECP is debateable given the results above, some are certainly effective at reaching their targets whilst others failed to do so and still an equal number did not have sufficient information to decide regarding their level of effectiveness.

**Table 6. 7: Resourcing of training and skills development programmes**

Programme	Total Spend	Number of youths	Efficiency spend (Spend per youth)
Second Chance Matric programme	R335 300 000.00	996 209	R336.58
Ikusasa Financial Aid programme	R1 500 000 000.00	2 631	R570 125.43
Funza Lushaka Bursary programme	R6 122 700 000.00	80 444	R76 111.33
Capacity Building programme	R30 000 000.00	5 767	R4 564.13
Tshepo 1 Million programme	R49 600 000 000.00	17 880 <sup>33</sup>	R2 774 049.22
National Youth Service programme	R263 468 000.00	174 206	R1 512.39
BASA Debut programme	R13 129 216.00	648	R20 261.14

<sup>32</sup> "Summative effectiveness": The total targeted youths of the programme divided by the total achieved youth outcomes provided as a proportion.

<sup>33</sup> Derived from a combination of the total youth supported from both jobs provided and construction jobs from the programme.



Programme	Total Spend	Number of youths	Efficiency spend (Spend per youth)
Artisan Development programme	R36 811 812 000.00	1 714 850	R21 466.49
<b>Cumulative</b>	<b>R57 864 597 216.00</b>	<b>1 277 785</b>	<b>R45 285.08</b>

A total of R57.864 billion has been directed at the training and skills development workstream of the YECP ecosystem. This has catered to 1 277 785 youths over the evaluation period at a cost of R45 285.08 per youth. The average annual expenditure of the workstream on youth amounts to R8 266 371 030.00.

At this efficiency spend, R214 968 274 760.00 would be required to provide training and skills development to the reported youth unemployed in the 2023 period. This is currently 3.7 times more than has been directed at the training and skills development ecosystem over the evaluation period and 29.7 times higher than the average annual spend on the training and skills development workstream<sup>34</sup>.

In effect, the required expenditure to provide training and skills development to the unemployed youth of South Africa for one year is almost 30 times higher than what is currently spent on the ecosystem from the perspective of the programmes evaluated. Whilst this is likely an underestimate, the magnitude of the increase in expenditure required is likely to be significant.

The participant surveys revealed that 84% of youths received training and skills development during their time with a YECP. This indicates the predominance of training and skills development among the YECP assessed. 63% of these respondents indicated receiving a certificate for their skills training, however, only 28% indicated that this skills certificate was SETA certified.

This raises some concerns regarding the credibility of the skills training being received by the youths. If this skills training is not recognised at the industry level it is unlikely to result in positive employment outcomes post-programme completion.

This could potentially be one of the reasons for a poor employability improvement in YECP participants, where the pre-YECP employment rate is 8% and the post-YECP employment rate is 12%.

### 6.2.3. Design and resourcing of Employment services programmes

The purpose of these programmes is to provide employment to youth. This employment is intended to provide youth with a form of income as well as provide them with on-job experience and expose them to the workspace.

These programmes typically focus on combining an institutional mandate, with programmes, policies, and standard operating procedures, human resources, and financial resources to create work opportunities that provide work experience and income support to the youth. This then results in youth that are work-ready and either more likely to be employed or otherwise establish themselves as SMMEs to then generate a livelihood.

The programmes that fall under this workstream include:

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<sup>34</sup> Annual allocation to training and skills development amounts to R7 233 074 652 an annum (based on R57.864 billion divided by 7 years (2016-2022)).

1. Basic Education Employment Initiative (BEEI) programme.
2. Capacity Building programme by DTIC.
3. National Youth Service by NYDA.
4. First Work Experience PAY programme, **and**
5. Artisan Development programme.

These five programmes do differ in the type of work opportunity provided and the focus of the work opportunity. BEEI is directed specifically at the education sector and provides work opportunity for youth to be exposed to primary education system and play a role in this sector. While, the NYS programme is more focused on the development of patriotic ideals– effectively engaging in national building.

It is worth noting that none of the programmes have been operating for an extended period of time. None of them, barring perhaps the Capacity Building programme (given that it focuses on youth employees within DTIC), will have youth part of the programme for a period equal to three years. This has implications for the extent that these programmes contribute to sustainable employment as the definition of “sustainable”, as provided by this report, is 3 years at least of employment.

**Table 6. 8: Work opportunities programme effectiveness**

<b>Metric</b>	<b>Score</b>	<b>Assessment Outcome</b>
<b>Basic Education Employment Initiative</b>		
Summative effectiveness	95%	Of a total target of 877 494 youths, the BEEI was able to address 840 789. This indicates that the programme did underachieve in relation to its targets, this shortfall was approximately 5 % points short.
<b>Capacity Building Programme</b>		
Summative effectiveness	114%	The Capacity Building Programme targeted 5 767 youths and was able to address 6 573 in total thereby exceeding its target and acquiring a summative effectiveness score of 114%.
<b>National Youth Service</b>		
Summative effectiveness	N/A	Insufficient information is available to conduct the appropriate assessment.
<b>First Work Experience PAY</b>		
Summative effectiveness	28.44%	The programme targeted 4 500 youths and yet was only able to provide for 1 280. This may be due to a number of assumptions made in relation to the targets and programme, regardless, the PAYE would appear to have a cumulative ineffectiveness.
<b>Artisan Development programme</b>		
Summative effectiveness	91.66%	The targeted number of youths was 1 870 849 with the total youths provided with an opportunity at 1 714 850 to provide a summative effectiveness just below 100%.

Of the five programmes identified as falling under the work opportunities services workstream, one has been able to surpass its targets, one does not have sufficient information to decide on effectiveness, and three of the five programmes did not meet their target level of youth.

**Table 6. 9: Resourcing of work opportunity programmes**

<b>Programme</b>	<b>Total Spend</b>	<b>Number of youths</b>	<b>Efficiency spend (Spend per youth)</b>
Basic Education Employment Initiative	R25 649 602 000.00	1 085 218	R23 635.43

Programme	Total Spend	Number of youths	Efficiency spend (Spend per youth)
Capacity Building programme	R30 000 000.00	5 767	R4 564.13
National Youth Service	R263 468 000.00	174 206	R1 512.39
First Work Experience PAY	60 000 000.00	2 400	R25 000.00
Artisan Development programme	R36 811 812 000.00	1 714 850	R21 466.49
<b>Cumulative</b>	<b>R62 814 882 000</b>	<b>2 982 441</b>	<b>R21 061.57</b>

In total, the work opportunities workstream has been allocated a total budget of R62.81 billion over the evaluation period. This amounts to R8 973 554 571.43 on an annual basis over the 7-year evaluation period. This of course does not include other programmes – such as the EPWP – which do have some youth aspects to their programme structure – but likely reflects the bulk of the budget for work opportunity YECP.

These YECP serviced approximately 2 982 441 youths during the evaluation period, several of these youths have already been accounted for as part of other workstreams but such is the nature of some of the programmes that have integrated approaches.

The efficiency spend of the work opportunities programmes amounts to R21 061.57 per youth, this would require a total budget of R99 979 272 790.00 to provide work opportunities for the unemployed youth in the 2023 period. This is 1.6 times greater than the total budget allocated to the workstream over the evaluation period and 11 times greater than the annual average budget allocated to the workstream. In other words, the budget would have to be increased by 11 times to meet the current level of youth unemployment in the country as of 2023.

With most of the youths reporting that the period of time that they spend in a YECP is less than 12 months, the exposure to the workplace is less than what has been stated as the baseline for the sustainability definition of employment in this research. The length of tenure of youths at work opportunities bears mention, as the longer the period of tenure the more productive that youth are likely to become.

#### 6.2.4. Design and resourcing of SMME support services programmes

These programmes are directed at supporting youth SMMEs and promoting the establishment, development, and sustainability of these businesses. The means by which these programmes provide support to SMMEs varies and can consist of financial support, skills development and training and the provision of certain assets, be they buildings, other infrastructure, or operational assets. There is a wide array of options that programmes. In the case of the programmes considered the following fall into the SMME support service workstream:

1. Industrial Parks Youth Jobs.
2. Tshepo 1 Million programme, **and**
3. BASA Debut programme.

Some of the approaches adopted by these programmes can differ significantly, the BASA Debut programme effectively looks to increase the ability of social-entrepreneurs to expand their services and income in the broader social media market. Whereas the Industrial Parks Youth Job programme looks to provide infrastructure for youth SMMEs to be able to set-up and operate in the broader economy.

**Table 6. 10: SMME support services effectiveness**

Metric	Score	Assessment Outcome
<b>Industrial Parks Youth Jobs</b>		
Summative effectiveness	N/A	In similar fashion to the ISFAP the summative effectiveness is not discernible given a lack of appropriate information.
<b>Tshepo 1 Million programme</b>		
Summative effectiveness	88.96%	The Tshepo 1 Million programme targeted 621 025 youths and reported 552 464 youths as having been part of the programme.
<b>BASA Debut programme</b>		
Summative effectiveness	N/A	Insufficient data are available for the calculation of the summative effectiveness.

The effectiveness outcomes for the SMME support services workstream do not provide much indication as the status of the workstream. Only one of the programmes had sufficient information to derive a valid effectiveness assessment and that indication was below the target of the programme.

**Table 6. 11: Resourcing of the SMME support services ecosystem**

Programme	Total Spend	Number of youths	Efficiency spend (Spend per youth)
Industrial Parks Youth Jobs	R49 600 000 000.00	17 880 <sup>35</sup>	R2 774 049.22
Tshepo 1 Million programme	R621 905 000.00	552 464	R1 125.69
BASA Debut programme	R13 129 216.00	648	R20 261.14
<b>Cumulative</b>	<b>R50 235 034 216.00</b>	<b>570 992</b>	<b>R87 978.53</b>

The Industrial Parks Youth Jobs does have a high budget given the nature of the project. This budget was included as the full investment would have been required to be able to generate the youth jobs derived from the programme, as such the full budget can be considered appropriate for the generation of the youth jobs associated with the project.

A total budget of R50.235 billion has been directed at SMME support services workstream over the evaluation period. This equates to an annual average spend of R7 176 433 459.43 and would require a total budget of R417 634 081 910.00 to provide all the unemployed youth in 2023 with the same support services. This is 8.3 times more than has been allocated over the evaluation period and 58.2 times more than is currently allocated on an annual basis. The efficiency spend of the SMME support services amounts to R87 978.53 per youth over the period.

SMME support services are costly as they can require bulk infrastructure and construction which significantly increases the level of spending required to support SMMEs.

<sup>35</sup> Derived from a combination of the total youth supported from both jobs provided and construction jobs from the programme.

### **6.2.5. Workstream comparison**

The four workstreams identified as part of the master ToC have provided insight into the broader workstreams of the YECP ecosystem. The workstreams provide an insight into the categorical actions and activities of the YECP ecosystem.

The most efficient workstream is that of Knowledge empowerment services with a spend per youth of R10 656.53.

The most impactful workstream is that of Work opportunities, with close to 3 million youth affected by the various YECP.

The workstream that would require the smallest allocation in budget to provide all unemployed youth with the services in 2023 would be the knowledge empowerment services – which would require R50.586 billion to achieve this outcome.

The workstream that would require the largest allocation to provide the services to all unemployed youth in 2023 is that of SMME support services, which would require R417.634 billion to render the services to all unemployed youth.

Table 6. 12: Workstream comparison

Workstream	Number of programmes	Total youth affected	Efficiency spend	Total spend	Average Annual Spend	Required spend for 2023 unemployed youth	Comparative magnitude <sup>36</sup>	
							Total spend	Average annual spend
Knowledge empowerment services	2	632 908	R10 656.53	R6 744 605 000.00	R963 515 000.00	R50 586 547 910.00	7.5 times more	52.5 times more
Training & skills development	9	1 277 785	R45 285.08	R57 864 597 216.00	R8 266 371 030.00	R214 968 274 760.00	3.7 times more	26.0 times more
Work opportunities	5	2 982 441	R21 061.57	R62 814 882 000.00	R8 973 554 571.43	R99 979 272 790.00	1.6 times more	11.1 times more
SMME support services	3	570 992	R87 978.53	R50 235 034 216.00	R7 176 433 459.43	R417 634 081 910.00	8.3 times more	58.2 times more

Based on the above presented data it is estimated that in order to provide the above services to all of South Africa's unemployed at least 11.1 times the existing committed YECP budget would need to be allocated on an annual basis. In other scenarios this could cost as much as 58.2 times more than current allocations. This is more than a significant increase in spending and serves to underpin just how extreme the issue of youth unemployment is and the difficulty that any of these YECP will have in achieving meaningful outcomes.

The above hypothetical budgetary increase requirements need to be read in the context of the effectiveness of the YECP presented, that many fail to meet their existing target, and with the insight that based on the participant survey, many of the youth post-YECP are still unemployed and the YECP cannot be said to have a definitive positive outcome for youth.

<sup>36</sup> Based on the number of unemployed youths reported in 2023. This figure is used to calculate the required budget to provide unemployed youth with the service provided by the workstream using the number of unemployed youth (4 747 000 in 2023) and the efficiency spend per youth according to each workstream).

### **6.3. Is the suite of government programmes contributing to the broader country objectives of creating employment for the country's youth (sustainable job creation)?<sup>37</sup>**

The contribution of the YECP to the objective of creating employment in South Africa must be understood in the context of the categorical types of YECP. The master ToC developed four workstreams of YECP, these workstreams are the categorical types of YECP and are:

1. Knowledge services.
2. Skills development.
3. Employment services, **and**
4. SMME development services.

These workstreams influence employment in different ways and contribute through different means to the employment of youths in South Africa. The general effects on employment are detailed according to work stream below.

#### **6.3.1. Knowledge services workstream employment contribution**

Knowledge services programmes aim to provide youth with knowledge through consulting and jobs search assistance, as well as providing the youth with labour market information. In this sense, they facilitate youth with information.

Knowledge services programmes seek to overcome the issue of disaggregated information streams, a youth with certain skills is looking for employment, an employer with certain skills needs is looking for an employee, knowledge services programmes seek to help the youth find the employer and vice versa.

Examples of these knowledge services programmes are discussed below:

1. **Funza Lushaka Programme:** The programme provides limited knowledge services by placing some of the students into public level institutions for a period of time following the completion of their degrees (subsidised by the programme). Generally, it would appear that the programme is concerned with providing the wherewithal for students to acquire their teacher's education and, thereafter, find employment in the education sector. To whatever extent this is possible in the general market for teachers, **and**
2. **Tshepo 1 Million:** The Tshepo 1 Million website provides an online platform for youths to apply for work opportunities "all for mahala" ("mahala" is a common South African expression meaning "for free"). This portal enables youths to find employers and employers to find youths. This service is purely facilitatory in nature, the Tshepo 1 Million programmes merely provides the internet infrastructure for the two groups to find one another. Without knowing the dynamics of the registration of employers on the platform, whether they receive subsidies or incentives from the Tshepo 1 Million programme, it is not possible to discern whether the programme stimulates employment directly. However, it should be noted that there are private sector

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<sup>37</sup> There are aspects of this evaluation question which will be answered upon a more thorough assessment of the participant survey data which as of 31/01/2024 was in the final stage of collection. Elements of the analysis that will be conducted on this data will be included in further iterations.

information services that are equally as free of charge and provide the same level of discernability as the Tshepo 1 Million programme, arguably more functionality, such as LinkedIn, wherein an employer can find an employee according to any manner of filter, from geography, to age, skillset, work experience and countless others.

Referring to the evaluation question, “Is the suite of government programmes contributing to the broader country objectives of **creating employment** for the country’s youth (sustainable job creation)?”, in the case of knowledge services programmes this is difficult to discern given data limitations.

However, what can be acknowledged is that both programmes that fall into this workstream are not primarily concerned with the activities or outcomes of the workstream, they provide this functionality as a secondary feature of their primary focus.

Based on the programme level assessments of these programmes, and the general design considerations, these YECP and this workstream are not directed at employment. They are directed at facilitating employment. However, this knowledge empowerment service is also already performed by private third parties on a more global level and moreover done without the need of public sector funding.

A free search on the platform LinkedIn provides 88 different education posts in the City of Johannesburg alone. Any of these roles can be applied for free of charge and advertised, free of charge, in both the case of the youth and employer. Furthermore, reminders and alerts can be set given youth timeous and relevant notifications on roles and options. Lastly, this resource can be used to discern what skills are being sought on the market and enable youths to upskill accordingly.

Given this private sector alternative, the cost of the knowledge services YECP would need to be very closely considered. This is in line with the purpose of this evaluation to provide for “maximum benefit and value for money”. If these services are being provided by the market and are easily accessible by youth and employer, as well as widely known though the marketing efforts of the private enterprise who has a vested interest in increasing the number of users and engagement of said users, then there needs to be strong case for the provision of such services by government programmes. At present, this case seems to be largely lacking.

### **6.3.2. Skills development workstream employment contribution**

According to the master ToC, the skills development workstream aims to improve the youth work readiness and youth employability. This is achieved through youth education and youth training. According to the master ToC the output of the skills development workstream is “Youth employed at a partner institution after existing programme”. This output is indirect in relation to the outcomes of the skills development workstream, it is a result that is produced as an off-spin of the main activities of the skills development programmes.

This is evidenced in various programmes that fall in this workstream, for instance:

1. **Second Chance Matric Programme:** The SCMP lists the benefits of the programme as:
  - a. “Learners are able to meet the requirements of the NSC or SC and obtain a Grade 12 matric certificate.
  - b. Increase learner retention.



- c. Increased computer skills, job opportunities and career pathing, **and**
- d. Learners are able to access bursary opportunities for further studies.”

(Department of Basic Education , 2016)

In this litany of benefits, the word “employment” or “employed” is not mentioned. This is because the programme is not concerned with employment but employability. The programme is directed at providing the learners with a level of education that **is believed to be** complicit with improved employment, such as computer literacy.

2. **Tshepo 1 Million Programme:** The programme is described as “...a youth skills empowerment initiative designed to demolish the barriers that young people encounter when looking for work opportunities.” (Ebrahim, 2018). This statement aligns with other aspects of the programme, such as the online job listing services and the courses offered on the main programme website (accessible here for review: [Tshepo 1Million | Connecting you to the opportunities around you](#)). Based on the above, it is evident that the Tshepo 1 Million is primarily concerned with employability and not employment. Whilst the ultimate desire is to increase the employment of the youth, the activities of the programme are pointed at the employability of these youth and not their direct employment. They are provided courses via partner institutions such as Microsoft in the **hope** that they will then be employed due to their improved productivity. As opposed to them being employed by these partner institutions, **and**
3. **PAY programme:** The PAY programme provides for the direct employment of youth in a work context. However, as stated on the programme’s website “...exposure to skills training and development to make the intern more **employable**.” (Western Cape Government , N/A). Thus, while the programme does provide for employment of the youth, it is concerned with “employability” of said youth first and foremost. The end outcome is youth who are more attractive to employers and not youth that are employed.

The above are a random selection of the various YECP that fall into the skills and development workstream. From this section, it is evident that the skills and development programmes are not concerned primarily with **employment** but **employability**.

The evaluation question asks, “Is the suite of government programmes contributing to the broader country objectives of **creating employment** for the country’s youth (sustainable job creation)?”

The question is concerned with **employment** and not **employability**. Whilst these programmes certainly appear to facilitate employment, as was exhibited in [Design and resourcing of Skills development programmes](#), they facilitate this employment in an indirect manner.

It should be noted that the **impact** of these programmes on employment may be better phrased as “the **facilitation**” of employment rather than an impact on employment.

These programmes are aimed at harbouring employability which is a characteristic of youths that is only converted into employment when a third party warrants that youth is employable and effects said employment. As such, based on the design, intended aim, and outcomes of the skills development programmes, it should be stated that they appear to **facilitate employment by impacting employability**. As such, their contribution to employment is of a secondary or auxiliary nature and not direct. They are therefore not directly concerned with

the "... broader country objectives of creating employment for the country's youth..." but rather with increasing the employability of said youth **in the hope that this will aid employment.**

### 6.3.3. Employment services workstream employment contribution

The employment services workstream is directly concerned with the provision of employment to youth. According to the master ToC, this workstream aims to create temporary work opportunities that provide income support to youth as well as work experience. Youth are thus provided with skills to improve their employability as well as income to maintain or improve their livelihoods.

A selection of the YECP that fall into this workstream are briefly discussed below in the context of the evaluation question:

1. **Basic Education Employment Initiative:** The BEEI hires youths and places them in schools to provide teaching assistance or perform other roles in the schools. The programmes are by nature temporary; this is evidenced by the fact that positions offered by the programme are between 5 months and 8 months (Department of Basic Education , 2022). In addition, the programme is designed to "... lead youth into pathways out of poverty, by linking participants to other opportunities beyond their involvement in EAs and GSAs." This sentence goes on to mention that it will provide these opportunities by "training and learning", "linkages to other opportunities (earning, funding, or learning)", and "self-sustainability" (Department of Basic Education , 2023-2024). This evidence points directly to the fact that this programme is not concerned with "sustainable job creation" but temporary job creation that will improve the employability (or ability) of youth that will then facilitate employment, **and**
2. **National Youth Service:** This programme is aimed at "strengthening service delivery, build patriotism, promote nation-building, foster social cohesion and to assist the youth to acquire occupational skills necessary to access sustainable livelihood opportunities" (NYDA, N/A). Note, while this programme does employ the youth, this employment is part of a temporary process aimed at employability – phrased as "occupational skills necessary to access sustainable livelihood opportunities" in this particular case. The programme is not designed to contribute to job creation in the sustainable sense.

The above two programmes are chosen as the foremost examples of the employment services programmes offered under the YECP umbrella. Recall that the evaluation question is "Is the suite of government programmes contributing to the broader country objectives of **creating employment** for the country's youth (sustainable job creation)?", what is notable here is the addition of the "sustainable job creation". This term is not defined in the ToR of this project however the following aspects are deemed appropriate:

1. **Sustainable:** Implying self-sustaining and not dependent in external injections of finance not directed at a for profit motive. The inclusion of the "for profit motive" stems from the fact that profit is the driver of sustainability in the business sense. For this reason, there are a limited swath of public employment positions which can be regarded as sustainable as they are largely dependent on taxpayer funded finances and, therefore, cannot be regarded as ideologically sustainable, **and**

Whilst these programmes are the most prominent in the YECP ecosystem in their contribution to employment – as they provide paid work opportunities – once the additional parameter of sustainable job creation is added the extent of this contribution can be questioned.

In the first instance, these programmes cannot be considered sustainable as they require public funding to continue their operations as a going concern. By definition the reliance on public funding for continued operation is unsustainable, more so in the current climate (2024 – fiscally constrained environment) wherein the ability of the public purse to continue to bankroll various government programmes is becoming increasingly untenable.

It should be noted that the YECP in this workstream acknowledge the fact that they are providing temporary service or are transitional in nature. This is evidenced above from the BEEI wherein the outcome is clearly stated as providing “linkages to opportunities” outside of the roles from BEEI or in the case of NYS where the skills necessary for “sustainable livelihood opportunities” – another way of saying sustainable employment – this is evidence that **by design** these YECP will not achieve sustainable job creation.

There is certainly an argument that evaluating these YECP against employment criteria is erroneous given that they must be evaluated against what they set out to achieve, i.e., the objectives of the programmes themselves. However, the task of this section is to evaluate these programmes and their workstreams by proxy, against the evaluation question which is **clearly concerned with employment** over and above whatever objectives the YECP are tasked with.

Recall that the issue confronting youth in South Africa is **unemployment**. What is increasingly evident is the YECP are not aimed at employment or unemployment, they are aimed at employed or unemployable. They are not concerned with achieving employment they are concerned with achieving employability, They are not concerned with reducing unemployment they are concerned with reducing unemployability.

This is a fundamental misunderstanding of labour market supply and demand dynamics and mis-match of policy and programme objectives. The impact evaluation of YECP on a programme is different from the impact evaluation of YECP against the evaluation questions posed in this report. This report is only concerned with the programme level aspects to some degree, this is evidenced in the programme level discussions. Thus, at the programme-level the YECP generally seem to be achieving the outcomes that they set out to achieve. However, these outcomes are not aligned with the issue at hand.

Thus, even the workstream of YECP that is most closely concerned with employment, the employment services workstream, is not truly concerned with the sustainable job creation. Rather, these programmes are concerned with temporary work opportunities that actually look to either provide knowledge services or skills development outcomes that then enable youth to be employed.

In this sense, whilst they have some effect on youth employment, as evidenced in [Design and resourcing of Employment services programmes](#), they are not directed at creating sustainable youth creation but rather facilitating sustainable job creation by lowering the cost of employing youth through increases in productivity of said youth.

#### **6.3.4. SMME development services workstream employment contribution**

The last workstream to be considered in the YECP ecosystem is that of the SMME development services. In line with the master ToC, the SMME development services aim to create self-sufficient youth that have created and are operating SMMEs. This process is underpinned by the provision of both financial and non-financial support for these SMMEs.

The main programmes directed at this workstream are discussed below:

1. **Industrial parks youth SMMEs:** This programme does not specifically focus on youth-SMMEs but youth SMMEs do fall into the broader umbrella of the programme. The programme seeks to provide the bulk infrastructure and facilities for SMMEs to then establish and operate. Again, the main focus of the programme is not SMME creation, it is to provide the conditions for SMMEs to be created. This is evidence in the objectives of the programme underpinning the programme:
  - a. “Support economic development.
  - b. Support job creation.
  - c. Remove barriers related to infrastructure, market access and institutional support.
  - d. Provide new opportunities, and support growth in townships, rural and distressed regions.
  - e. Assist regions to build, strengthen and develop industrial capabilities, and
  - f. Develop sustainable industrial clusters on the back of industrial assets in those regions.”

(DTIC, 2022)

These objectives of facilitatory but nature, they are concerned with the enabling environment, which is appropriate for government. They are, however, not directly aimed at creating youth SMMEs or jobs, they are aimed at providing the conditions under which this would ideally take place, **and**

2. **BASA Debut programme:** The BASA Debut programme is a unique programme specifically focused on a select group of youths in a specific industry of the economy. It focuses on the arts and culture industry and utilises social media as an integral part of the measurement of success. It does appear to be a novel approach to developing SMMEs within a specific industry. However, insufficient information was provided on the general dynamics of the programmes for a fuller understanding of the outputs. Additionally, such a programme is eclipsed by similar initiatives in the private sector, TV shows such as a “Shark Tank” and other business related shows do what the BASA Debut Programme seeks to do on a grander and more impactful – as well as sustainable manner.

A major issue with SMME development is that the going concern nature of SMMEs is a valid concern. The statistics on SMMEs in South Africa are bleak, five out of seven fail within a year (Business Tech , 2021), this implies that any funds directed at such an endeavour in the South African context are destined to fail as a result of the enabling conditions.

Add to this the fact that the same issues that confront youths in the broader labour market, lack of experience, networks, and more, are amplified under the pressure of owning and operating a business.

Regardless, the YECPs are contributing to the creation of youth SMMEs although this appears to follow the same approach as other YECP in being facilitatory rather than direct creation. In the context of SMMEs the approach of the industrial parks programme is likely to be one of the more appropriate means of creating youth SMMEs.

By addressing issues in the environment that are limiting the demand for youth services, the void of youth employment can be addressed by allowing the market to develop and create said demand.

Referring to the statistic provided earlier, a failure rate of 5 out of 7 clearly indicates difficult operating conditions. The objective of government YECP SMME development programmers should be to reduce this failure rate by addressing the barriers and issues contributing to the failure rate, as opposed to increasing the number of youth SMMEs in totality and thereby hoping to increase the absolute number that survive these economic headwinds.

### 6.3.5. General contribution of YECP to sustainable long-term employment

The goal of creating sustainable long-term employment must define what “sustainable” implies and what “long-term” means. This report has defined them as such:

1. **Sustainable:** Implying self-sustaining and not dependent in external injections of finance not directed at a for profit motive. The inclusion of the “for profit motive” stems from the fact that profit is the driver of sustainability in the business sense. For this reason, there are a limited swath of public employment positions which can be regarded as sustainable as they are largely dependent on taxpayer funded finances and, therefore, cannot be regarded as ideologically sustainable, **and**
2. **Long-term:** For the purposes of this report, long-term is taken to mean anything that is not short-term and is at least 3+ years in employment tenure.

From the above, there are several additional variables that can be assessed. First and foremost is the extent to which the programmes generated employment – or work opportunities as several of the postings listed below are work opportunities – such as internships. The table below provides an overview of the programmes assessed and the work opportunities created.

**Table 6. 13: YEC programme contribution to employment**

Programme	Industry/Sector	Work opportunities Created (aggregate 2016-2023)	Total Sectoral Median Annual Jobs <sup>38</sup>	Prop.
Industrial Parks Youth Jobs Created	Manufacturing	17 880	1 447 443	1,2%
Presidential Youth Initiative	Education	1 085 218	1 383 385	78,4%
Funza Lushaka Bursary Programme	Education	80 444		5,8%
Ikusasa Student Financial Aid Programme	Education	2 631		0,2%
Tshepo 1 Million	Education	552 464		39,9%
Second Chance programme	Education	996 209		72,0%
National Youth Service	Construction	174 206	826 699	21,1%
First Work Experience Premiers Advancement of Youth (PAY) Programme	Government Services	2 400	988 265	0,2%
Capacity Building Programme	Government Services	6 573		0,7%
Debut Fund	Professional Services	648	2 632 663	0,0%
Artisan Development programme	Secondary sector	1 714 850	1 514 745	113,2 %
<b>Total</b>		<b>4 633 523</b>	<b>8 793 199</b>	<b>52,7%</b>

<sup>38</sup> Based on Quantec employment data expecting for education sector which was calculated both with Quantec and data from a 2016 report from the Department of Basic Education (Department of Basic Education, 2016).

From the above one of the key takeaways is the sectors of focus for the various programmes. It is clear that the majority of the programmes focus on the education sector. The second most attended to area is that of government services. Outside of this there is some level of focus on broad manufacturing and construction.

In total the median number of jobs across the industries/sectors amounts of 8 793 199 – this is the median value between the employment value of 2012 and 2022. The number of work opportunities created over this period amounts to 4 633 523 – which when contrasted against the number of employment opportunities in the working economy is a significant proportion of the overall total – at 52.7% of the total annual jobs. However, what is being compared in Table 6.5 is the total cumulative work opportunities created by the YEC programmes over 8 years against a single year of employment. The following is relevant:

$$YEC \text{ Annual work opportunities created} = \frac{4\,633\,523}{8} = 579\,190$$

Thus, from the above, it is evident that the YEC programmes, on an annual basis aggregated across time, have provided work opportunities to the tune of 579 190 a year, which equates to 6.5% per annum. In addition, there is no evidence to suggest that these work opportunities are sustainable or long-term, thus whilst the programmes are contributing toward having youths in the workplace – or working under conditions/using skills appropriate to the workspace – it cannot be said that that they are creating or contributing to the creation of sustainable long-term employment.

In addition, it is worth considering the extent to which the programmes have been effective – according to their own metrics – the below table provides an overview of the outcomes of the programmatic effectiveness evaluation conducted.

**Table 6. 14: Programme effectiveness**

Programmes	Programmatic effectiveness
Capacity Building Programme	100,0%
Industrial Parks Youth Jobs Created	100,0%
Second Chance programme	83,3%
Funza Lushaka Bursary Programme	66,7%
Tshepo 1 Million	60,0%
Ikusasa Student Financial Aid Programme	50,0%
Presidential Youth Initiative	0,0%
National Youth Service	0,0%
First Work Experience Premiers Advancement of Youth (PAY) Programme	0,0%
Debut Fund	0,0%
Artisan Development Programme	0,0%

From the above it is clear that 50% of programmes have a 50% programmatic effectiveness or above. This is concerning as it would imply that many of the programmes are not achieving their own targets. In this context they are at least partially ineffective.

In addition, several of the programmes do not have target data available which is concerning as the ability to deem whether the programmes are contributing to the creation of sustainable long-term employment is dependent on the ability to evaluate these programmes. The lack of targeting data is a limitation and concern – particularly in the context of the (1) ascertaining

effectiveness and overall contribution, and (2) accountability & transparency of programmes – all of which are either public or partially public programmes.

Ascertaining the extent to which the programmes have contributed to the development of employment in South Africa is dependent on the design of those programmes. This is unpacked in the table below.

Table 6. 15: YEC programme design breakdown

Programme	Supply side <sup>39</sup>	Demand side <sup>40</sup>	Skills Development	Employment	SMME Development	Knowledge Services
Industrial Parks Youth Jobs Created	1	1			1	
Presidential Youth Initiative	1	0,5	1	1		
Funza Lushaka Bursary Programme	1	0,5	1			1
Ikusasa Student Financial Aid Programme	1		1			1
Tshepo 1 Million	1	1	1		1	1
Second Chance programme	1		1			
National Youth Service	1		1	0,5		
PAY Western Cape	1		1	0,5		
Capacity Building Programme	1	0,5	1	0,5		
Debut Fund	1		1		1	
Artisan Development programme	1		1	1		
<b>Total</b>	100%	32%	91%	32%	27%	27%

From the above the key points to distil are:

- 1. Design nature:** This evaluates whether the programmes are focused on the supply side of the labour market or the demand side of the labour market. It is evident from the above that the focus is typically on the supply side with limited demand side interaction or focus.
- 2. Design type:** The design type speaks to the manner in which the programmes effect the changes it wishes to see. In this case, most of the programmes focus on skills development of the youth – effectively enhancing employability through education. There is a marginal focus on the other three aspects – this is something to consider moving forward.

The final assessment of the level to which YEC programmes are contributing to the creation of sustainable long-term employment in South Africa is as follows:

- 1. Employment contribution:** Whilst YEC programmes do contribute to employment it is not apparent that this is sustainable or long-term employment. This issue may be

<sup>39</sup> Supply side: Where the programme design is focused on improving the employability characteristics of the youths that partake – by so doing improving the “supply of youth labour to the labour market”.

<sup>40</sup> Demand side: Programmes aimed at increasing the “demand for youth labour in the labour market”. These are typically programmes that either provide employment opportunities – or have links to private enterprise and through these links stimulate and drive employment.

clarified to some extent with the analysis of YEC participant survey data but presently, the YEC programmes cannot be stated as contributing towards sustainable long-term employment.

2. **Annual effectiveness:** At a programme level, most of the programmes have not been consistently effective. Several of the programmes are victims of a lack of targets – or provision of said targets – and it should be noted that this is concerning as these programmes – given their public status – are likely dependent on budgeting and budgeted items of which the number of youths is almost certainly an aspect. Every effort was made to collect this data and – if it does exist – then the difficulties faced in obtaining the data are part and parcel of the general lack of M&E – which is only as effective as it is available, **and**
3. **Programme focus:** The general developmental philosophy and focus of the programmes needs to be reconsidered. From a strategic vantage point, it is possible to discern the general direction of development and the developmental philosophy. In this regard the programmes share similarities that are indicative of a general sense of YEC ecosystem development.
  - a. **Design:** Most of the programmes are supply side oriented and focused on the enhancement of employment characteristics of youth, this may not be effective as the issue could likely be that there are few new job openings each year – regardless of the level employability of the youth applicants – there simply are not any new jobs.
  - b. **Type:** The type of programme is largely skills development which focuses on employability of the youth and as stated above, is likely not as severe a constrain as the lack of new jobs. In addition, there are two issues here to consider:
    - i. **State of South African education:** The need to provide for improved skills amongst youth must, in part, be an indication of a failing schooling system. There is a need to question why youths – assuming they pass through the schooling system – require further training and skills and to what extent the schooling system should be addressing this. Each year of schooling can be viewed as an opportunity cost on production for the nation and as such, efforts should be made to optimise the period in formal education.
    - ii. **Work done versus work observed:** Many of the programmes are focused on imparting skills to then provide for an improved employability but the extent to which this is actually the case needs to be ascertained. There is a likelihood the skills and systems being implemented and taught at the YEC programme level differ from industry practices as they may not be linked to industry – given that they are not being affected within an industry related business or entity – this raises the question as to the efficacy of any skills programme that is not driven by a private – industry operating firm – in which market incentives drive the skills development.

There does appear to be a need within the YEC ecosystem to evolve and change in some of the aspects listed above. It is certain that the focus on the supply side must be counterbalanced with a more formidable push on the demand – in this context this means



addressing blockages to employment and the and certainly deregulation and expansion of private business interests.

#### 6.4. Are the government YECPs aligned in relation to the overarching legislative frameworks/plans?

Youth unemployment in South Africa is addressed by eight different policy items in South Africa. These policies provide the guiding framework within which YECP are expected to assist in alleviating the youth unemployment issue. The first policy that was deemed to have relevance to the current YEC ecosystem is that of the “National Youth Service Framework” established in 2002 the most recent policy item is the “Third National Youth Policy 2020-2030”.

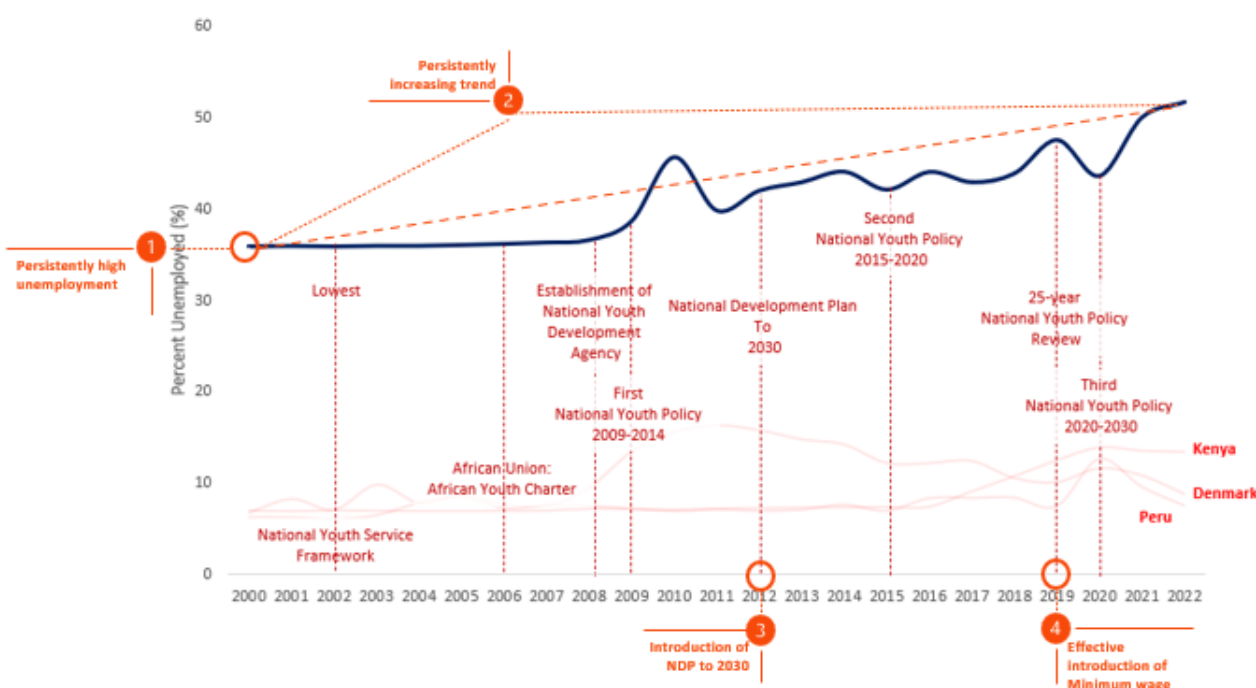


Figure 6. 4: South Africa youth policy breakdown

The introduction of policy into the YECP ecosystem has occurred regularly from at least 2002. The evaluation period has seen the introduction of two additional policies with the most prominent being that of the “Third National Youth Policy 2020-2030” which is referred to here as “NYP 2030”. The NYP 2030 in conjunction with the NDP 2030 are regarded as the most prominent polices influencing YECP given the recency of the NYP 2030 and the relevance of the NDP 2030.

## NATIONAL DEVELOPMENT PLAN TO 2030

### Proposals presented by Commission:

1. Universal access to two years of early childhood development.
2. Increase no. of stud. achieving > 50% and increase retention rates to 90% & bolster teacher training.
3. Strengthen youth service programmes.
4. Strengthen FET colleges to increase participation rate to 25%.
5. Increase graduation rates of FET colleges to 75%.
6. Provide full funding for students from poor families (tuition, books, accommodation & living allowance).
7. Develop crime safety centres to prevent crime and include youth.
8. A tax incentive to employers to reduce cost of hiring youth.
9. Subsidy to placement sector to place matrics into work (identify, prepare and place).
10. Expand learnerships & make training vouchers available to job seekers.
11. Formalised graduate recruitment scheme for public service.
12. Expand role of state-owned enterprises in training artisans.

## NATIONAL YOUTH POLICY TO 2030

### Objectives presented by Department:

1. Integrate youth development into mainstream policies, programmes, and the national budget.
2. Promote positive youth development outcomes in addressing the needs of young people and building their assets.
3. Support young people, particularly those outside the social, political, and economic mainstream.
4. Ensure responsiveness by linking young people with relevant service providers.
5. Promote & advocate for young people's access to quality services to facilitate their smooth transition into independence.
6. Strengthen a culture of patriotic citizenship among young people to help them become responsible adults who care for families and communities.
7. Strengthen the capacity of key youth development institutions in delivery of coordinated package of services for youth.
8. Facilitate young people's engagement in building a better South Africa and a better world.

Figure 6. 5 Youth policy objective breakdowns :

There are nine main thematic goals contained within the objectives of the YECP policies above. These span from education to institutions and are addressed by several different YECP through various objectives in those YECP as well as actions and activities of those YECP.

Table 6. 16: Categorisation of YECP objectives<sup>41</sup>

No.	Thematic goals	Objectives	YECP	Count
1.	Education	<ol style="list-style-type: none"> <li>1. Increase no. of students achieving &gt; 50% &amp; increase retention rates to 90% and bolster teacher training.</li> <li>2. Strengthen FET colleges to increase participation rate to 25%.</li> <li>3. Provide full funding to students from poor families (tuition, books, accommodation &amp; living allowance).</li> <li>4. Formalise graduate recruitment scheme for public service.</li> </ol>	<ol style="list-style-type: none"> <li>1. Second Chance Matric Programme.</li> <li>2. Basic Education Employment Initiative (BEEI).</li> <li>3. Ikusasa Student Financial Aid Programme.</li> <li>4. Funza Lushaka Bursary Programme.</li> </ol>	4
2.	Skills development	<ol style="list-style-type: none"> <li>1. Expand learnerships &amp; make training vouchers available to job seekers.</li> <li>2. Expand role of state-owned enterprises in training artisans.</li> </ol>	<ol style="list-style-type: none"> <li>1. Capacity Building Programme (DPWI).</li> <li>2. Industrial Parks Youth Jobs by DTIC.</li> <li>3. Tshepo 1 Million.</li> <li>4. Artisan Development Programme.</li> </ol>	4

<sup>41</sup> Universal access to two years of early childhood development has been excluded on the basis of it not being directed at 15-35-year-olds.

No.	Thematic goals	Objectives	YECP	Count
3.	Youth Service	<ol style="list-style-type: none"> <li>1. Strengthen youth service programmes.</li> <li>2. Strengthen a culture of patriotic citizenship among young people to help them become responsible adults who care for families and communities.</li> </ol>	<ol style="list-style-type: none"> <li>1. National Youth Service.</li> <li>2. BASA Debut Programme.</li> </ol>	2
4.	Crime & safety	<ol style="list-style-type: none"> <li>1. Develop crime safety centres to prevent crime and include youth.</li> </ol>	N/A	-
5.	Tax incentive	<ol style="list-style-type: none"> <li>1. A tax incentive to employers to reduce cost of hiring youth.</li> </ol>	N/A (The Youth Employment Tax Incentive does exist, it is not a programme that was assessed in this research).	Unique
6.	Subsidise placement centre	<ol style="list-style-type: none"> <li>1. Subsidy to placement sector to place matrics into work (identify, prepare and place).</li> <li>2. Ensure responsiveness by linking young people with relevant service providers.</li> </ol>	<ol style="list-style-type: none"> <li>1. Tshepo 1 Million.</li> </ol>	1
7.	Graduate programmes & learnerships	<ol style="list-style-type: none"> <li>1. Formalise graduate recruitment scheme for public service.</li> </ol>	<ol style="list-style-type: none"> <li>1. First Work Experience Advancement of Youth Programme (PAY).</li> </ol>	1
8.	Policy	<ol style="list-style-type: none"> <li>1. Integrate youth development into mainstream policies, programmes, and the national government.</li> </ol>	N/A	-
9.	Institutions	<ol style="list-style-type: none"> <li>1. Strengthen the capacity of key youth development institutions in delivery of coordinated package of services for youth.</li> </ol>	N/A	-
	Non-Specific	<ol style="list-style-type: none"> <li>1. Promote positive youth development outcomes in addressing the needs of young people and building their assets.</li> <li>2. Support young people, particularly those outside the social, political, and economic mainstream.</li> <li>3. Promote &amp; advocate for young people's access to quality services to facilitate their smooth transition into independence.</li> <li>4. Facilitate young people's engagement in building a better South Africa and a better world.</li> </ol>	N/A	-

Nine separate thematic goals are identified within the main YECP policy ecosystem. Of these five have been deemed to have YECP that are aligned with the policy objectives and three do

not appear to have any programmes that were assessed in this research that align with their ambitions, and one was deemed “unique”. Those thematic goals that do not have any YECP identified and deemed aligned with them include:

1. Crime and safety.
2. Policy, **and**
3. Institutions.

Excepting crime and safety, these are likely thematic goals that are addressed through the operations of the various departments and institutions that of which operate in the YECP space than programmes operated by those departments and institutions.

The issue of crime and safety is one wherein effort can be made to increase the YECP activity in the space and development of appropriate employment programmes to the purposes of improving socio-economic factors associated with crime.

The most prominent of the YECP thematic goals is that of education with four objectives directed at these aspects. This is reflected in YECP count that are aimed at addressing this thematic goal with four separate YECP being recorded as aimed at the attainment of education objectives.

The prominence of the educational thematic goal is an indicator of underlying ideology of addressing youth unemployment in the South African YECP ecosystem. It is largely considered to be a matter of training and skills development, and this is reflected in this educational dominance.

After education, youth service is the most prominent thematic goal, and it should be noted that the issue of “employment” is not overtly stated as an objective in any of the policy. This likely accounts for the lack of demand side YECP within the South African YECP ecosystem.

**Table 6. 17: YEC programme policy assessment**

Programme	Policy focus	Principal Policy	Tier 1	Tier 2
Second Chance programme	Strong	NDP 2030	None	NYP 2030
Presidential Youth Initiative	Strong	MTSF 2019-2024	NDP 2030	NYP 2030
Tshepo 1 Million	Strong	Gauteng Youth Development Strategy	NYP 2030	NDP 2030
First Work Experience Premiers Advancement of Youth (PAY) Programme	Strong	Western Cape Youth Development Strategy 2013	IYDS 2022-205	NDP 2030
Artisan Development Programme	Strong	National Apprenticeship & Artisan Development Strategy 2030	White Paper for Post School Education Training	NDP 2030
Ikusasa Student Financial Aid Programme	Moderate	None	IYDS <sup>42</sup> 2022-205	NDP 2030
Funza Lushaka Bursary Programme	Moderate	NDP 2030	IYDS 2022-205	None
Capacity Building Programme	Moderate	None	NDP 2030	None
Industrial Parks Youth Jobs Created	Moderate	None	NDP 2030	NYP 2030
National Youth Service	Moderate	None	NYP 2030	NDP 2030

<sup>42</sup> IYDS 2022-2025: Integrated Youth Development Strategy 2022-2025.

Programme	Policy focus	Principal Policy	Tier 1	Tier 2
Debut Fund	Weak	None	NYP 2030	NDP 2030

From the table above it is clear that:

- Five programmes** are levelled as having a “**Strong**” policy focus. Two of these are provincial programmes, the others are national level programmes. Of these, two are aligned to long term development documentation – the NDP to 2030 and National Apprenticeship & Artisan Development Strategy to 2030 – whilst there is one policy item that focuses on medium term planning documentation – MTSF 2019-2024.
- Five programmes** are levelled as having a “**Moderate**” policy focus – several of these do not have a direct – apparent – policy item on which the programme is focused. However, there is sufficient evidence that the programmes are moderately aligned to certain items such as the NDP to 2030 and the IYDS 2022-2025, **and**
- One programme** has been declared as having “**Weak**” policy focus and does not have an explicit outlined policy focus, however there is some alignment with broader policy items.

An outcome of the above assessment was a deliberation on the some of the policy objectives outlined in the various policy items. The objectives of the NDP to 2030 and the NYP to 2030 are outlined below.

In assessing the above two sets of objectives it is worth noting how broad these objectives are. Indeed, this is an issue that should be reviewed further, the nature of objectives is that they should be Specific, Measurable, Achievable, Relevant, & Time-Bound (SMART). Both sets of objectives are indeed time-bound, with 2030 as the end date. In addition, the issues of relevance and achievability are variables which would have to be assessed within a separate context – given their nature.

Given the role of policy in formulating institutions and programmes it is critical that the overarching policy and legislation be appropriately constituted to affect the underlying issues. Broad or poorly framed objectives will lead to poor and badly conceived efforts to address these issues. In addition, such objectives are difficult to evaluate as they lack the specificity to ascertain whether they are being addressed and also provide for vague alignment or non-specific focus.

Given this, the extent to which the objectives of national policy are specific and measurable have been determined by the project team and the results provided below.

**Table 6. 18: Youth planning documentation assessment**

Policy	Objectives	Specific	Measurable
National Development Plan to 2030	Universal access to two years of early childhood development.	Yes	Yes
	Increase no. of stud. achieving > 50% & increase retention rates to 90% & bolster teacher training	Yes	Yes
	Strengthen youth service programmes	No	No
	Strengthen FET colleges to increase participation rate to 25%.	Yes	Yes

Policy	Objectives	Specific	Measurable
	Increase graduation rates of FET colleges to 75%.	Yes	Yes
	Provide full funding for students from poor families (tuition, books, accommodation & living allowance).	Yes	Yes
	Develop crime safety centres to prevent crime and include youth.	Yes	Yes
	A tax incentive to employers to reduce cost of hiring youth.	Yes	Yes
	Subsidy to placement sector to place matric graduates into work (identify, prepare and place).	No	Yes
	Expand learnerships & make training vouchers available to job seekers.	No	Yes
	Formalised graduate recruitment scheme for public service.	Yes	Yes
	Expand role of state-owned enterprises in training artisans.	No	No
National Youth Development Plan to 2030	Integrate youth development mainstream policies, programmes, and national budget.	No	No
	Promote positive youth development outcomes in addressing the needs of young people and building their assets.	No	No
	Support young people, particularly those outside the social, political, and economic mainstream.	No	No
	Ensure responsiveness by linking young people with relevant service providers.	No	No
	Promote & advocate for young people's access to quality services to facilitate their smooth transition into independence.	No	No
	Strengthen the capacity of key youth development institutions in delivery of coordinated package of services for youth.	No	No
	Facilitate young people's engagement in building a better South Africa and a better world.	No	No
<b>Outcomes</b>	<b>Total "Yes's"</b>	<b>8</b>	<b>10</b>
	<b>Total "No's"</b>	<b>11</b>	<b>9</b>

The objectives of the two youth centric policies are deemed more measurable than they are specific. Even so, from the research conducted to date, the effectiveness of monitoring and evaluation practices within the YEC programme ecosystem is questionable at the least. Moreover, the failure of objectives to be specific results in ill-defined programmes and difficult to ascertain outcomes.

This is a point that should be laboured as the present fiscal spending situation in South Africa exemplifies the issue of government spending exceeding government budget and the ramifications of this. In addition, the government is required to maintain fiscal austerity as the financial credibility of the country depends upon this. Drawn out government programmes, YEC programmes, in this case, resulting from ill-defined objectives and several iterations of programme can result in an established entity that costs resources and yet, is not vital to

government spending – particularly when other line items require more funding – such as security and utilities.

The lack of specificity and measurability is further compounded by what appears to be a twofold issue:

- 1. Lack of M&E systems in YEC programmes:** Based on the engagements with various department with YEC programmes in effect, the extent to which an effective M&E ecosystem is in place or at least the extent to which the system is implemented, within the YEC ecosystem can be raised. Much of the data that should be readily and easily accessible is not available and this raises concerns as to the verifiability of these programmes and the level of transparency and accountability, **and**
- 2. Lack of appropriate PAIA channels to access information:** In addition, the ease with which this information can be accessed is considered. Given that these programmes are by and large public sector, or at the very least linked tax-payer funds, they should adhere to the Promotion of Access to Information Act (PAIA). The PAIA aims to foster a culture of transparency and accountability in public and private bodies, and advocates for the sharing of information through the appropriate channels.

In developing this section, the project team was required to engage with several different departments and entities within the YECP ecosystem. This enabled a presentation of the extent to which M&E data was deemed available, the ease of accessing this data and various notes as to these outcomes are presented below and provide an insight into some of the dynamics around the M&E system within the YECP.

**Table 6. 19: M&E systems & ease of access: YECP departments**

<b>Department</b>	<b>M&amp;E data availability<sup>43</sup></b>	<b>Ease of Access<sup>44</sup></b>	<b>Notes</b>
<b>DBE</b>	<b>1</b>	<b>Accessible</b> Publicly available & available on request	The DBE was highly responsive to information requests and requests for engagement. Information was provided swiftly and according to the requirements outlined by the team.
<b>DHET</b>	<b>2</b>	<b>Accessible</b> Some information publicly available	Though engagements were held with DHET officials, the team was not able to engage with the relevant programme managers, on programmes that meet the requirements of the study. However, some relevant information was available online.
<b>DSAC</b>	<b>2</b>	<b>Inaccessible</b>	The DSAC was slow to respond, even though an engagement took place, and the official was helpful, only some of the information shared was relevant to the study. While publicly available information seems outdated.
<b>DTIC</b>	<b>3</b>	<b>Inaccessible</b>	The DTIC was slow to respond to requests for engagement. Once the engagement took place none of the requested information was shared and additional contacts provided by the official were unresponsive. Additionally, publicly available information seems to be outdated and not reflective of the status quos.
<b>DPWI</b>	<b>2</b>	<b>Accessible</b> Some information publicly available & some available on request	The DPWI provided some of the information requested, however numerous engagements were held prior to receiving any useful information. Furthermore, information received was limited to a participant database and no programme related documentation was made available.
<b>GP</b>	<b>3</b>	<b>Inaccessible</b>	The team was not able to make contact with the Gauteng Provincial Government, despite numerous attempts and follow-ups for programme information. Furthermore, publicly available information was not available directly from the Department but rather secondary sources such as research dissertations and news articles.
<b>WCG</b>	<b>3</b>	<b>Inaccessible</b>	The WCG were challenging to come into contact with. Once contact was made, the relevant officials contact details were shared with the team where an engagement was held. Despite verbal commitment and numerous follow-ups, the WCG did not provide any of the requested information.
<b>NYDA</b>	<b>1</b>	<b>Accessible</b> Publicly available & available on request	The NYDA was highly responsive and assisted in providing the team with data within one day following initial engagement. Furthermore, publicly available information seems to be complete and up to date.
<b>The Presidency</b>	<b>1</b>	<b>Accessible -publicly available</b>	The Presidency was engaged in order to source additional information from other government departments. Though no primary data was shared, majority of the information is available online.



From the above, the following can be derived:

1. **Extensive policy:** The South African YECP ecosystem is characterised by extensive policy instruments. This was further corroborated and confirmed in the benchmarking analysis which indicated that the South African YECP ecosystem had the most developed policy space. Yet, despite this extensively developed policy ecosystem, the youth unemployment rate has continued to increase. This is an indication that the policy instruments are either ineffective or targeting the wrong components of the ecosystem.
2. **Increasing youth unemployment:** As mentioned, the continuous rise in youth unemployment is evidence that the underlying issues contributing to the phenomenon are not being adequately addressed. For this reason, there is a serious need to consider the entire approach to the issue altogether – evidently the current ideology is not providing resolution, or the impacts of the current approach are insufficient to surmount the issue.
3. **Principal policy for YEC programmes:** It is evident that the YEC programmes are driven by a litany of different policy items – this is not in itself problematic as a heterogeneous array of policy items likely provides sound coverage of various interests – however, it does imply that there are several differing groups of interests driving various programmes. This would generally be considered a good outcome for the YEC ecosystem. However, what is concerning is the level of programmes – 5 of the 12 – that are not clearly linked to some policy instrument. This finding raises concerns, as it is thus indiscernible what the driving force of the respective programmes are, and therefore, difficult to discern the effectiveness of these programmes, **and**
4. **Nature of objectives:** The assessment in Table 6.7 provides an overview of the specificity and measurability of the objectives outlined in the NDP 2030 (youth centric objectives) and NYP 2030. The fact that some of these objectives can be reasonably labelled as non-specific & un-measurable is a concern as these are guiding instruments that much convey concise objectives and goals.
  - a. **Underlying systems:** The above is further compounded by the anecdotal evidence of gathered during the research process by the team in so far as the status of the M&E systems and their accessibility by the public is concerned. This is discussed in Table 6.12 above.

Given the above, and in response to the evaluation question, it is evident that to some extent the YEC ecosystem in South Africa does align to various policy and legislation. In addition, it is evident that to some extent there is a lack of alignment. What is certain is that:

1. There is a diversity of policy in the ecosystem – as evidenced by eight different policy items in relation to youth unemployment.
2. Some of this policy is not specific or measurable and should be reconsidered.

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<sup>43</sup> Defined as “Availability of both targeted number of youths and numbers of youth serviced over the period requested (2016-2023) or otherwise the period applicable to the programme under deliberation” – rated on a three-part scale: (1) “Complete” (meets definition), (2) “Partial” (some of the definition is met), and (3) “Incomplete” (failure to partially meet requirements).

<sup>44</sup> Subjective evaluation by the stakeholder evaluation team comparative to other departments and programmes with regards to the ease of access to M&E data from the champion departments. Rated on a three-part scale: “Accessible – publicly available”, “Accessible – available on request”, and “Inaccessible”.

3. To date, these policy items have failed to yield a completed outcome – youth unemployment has not improved, it has worsened.
4. The approach to youth unemployment within the YECP ecosystem should be reconsidered or reformulated based on this outcome – it seems apparent that the policy and ideology underpinning the solutions to the issue of youth unemployment are not yielding the institutions and programmes needed, **and**
5. The M&E culture and practices of the YECP ecosystem should be considered and whether the programmes adhere to PAIA ascertained given the issue in data availability and accessibility.

### 6.5. How does South Africa compare with other countries (countries of similar economy) on government youth employment creation?

South Africa is not the only nation in the world that confronts youth unemployment as an issue. There are many different nations that have and still do seek to tackle youth unemployment through various YECP.

YECPs are a subset of employment creation programmes or public employment programmes (PEP). Given this, YECPs tend to share the same salient features of the broader PEP with additional characteristics added through their unique focus on youth specifically.

YECPs are a dynamic and changing series of institutions and events that span different temporal scales and have different approaches, objectives, and means of achieving the latter. For this reason, the rest of this section focuses on determining the nature of YECP **ecosystems**, which represent the litany of YECP documents, events, and institutions taking place in a country or region that are directed at resolving youth unemployment. An analysis of these YECP yielded some common features.

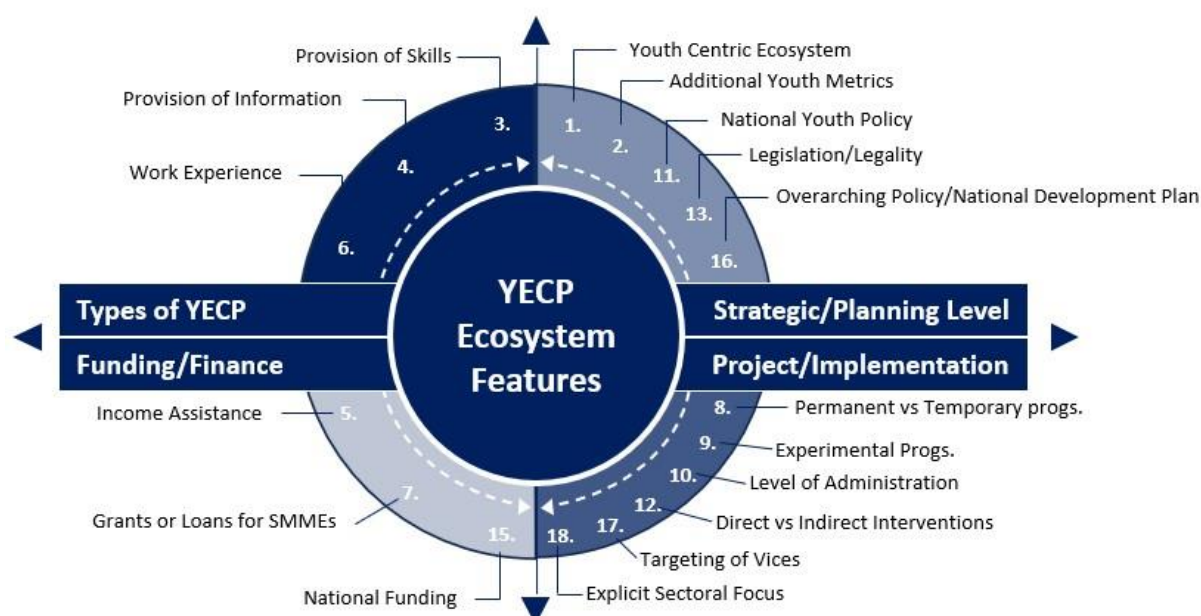


Figure 6. 6: YECP Ecosystem Features

This framework coupled with the Implementation Framework developed (available [here](#); Annexure F: YECP Implementation Framework) was applied to several countries of a

comparative nature to South Africa when considering socio-economic, economic, and development statistics.

**Table 6. 20: Comparative Analysis (1 = more appropriate/8 = less appropriate)**

Variable	Congo (D.R)	Denmark	Italy	Kenya	Peru	Tanzania	Sierra Leone	Zambia
Population	5	6	1	3	4	2	8	6
GDP (Billions)	5	1	6	3	2	4	8	6
GDP per capita	4	6	5	2	1	3	6	3
Unemployment	3	4	1	2	5	6	6	2
Youth unemployment	3	4	1	2	5	6	8	3
HCI	5	1	2	4	3	6	5	8
HDI	5	6	4	2	1	3	8	3
Average rank	5.0	5.1	3.6	2.7	3.4	5.1	6.6	4.4
Final Rank	5	6	3	1	2	6	8	4

Based on several reasons Denmark, Kenya, and Peru were selected as those countries with the most appropriate comparative statistics for comparison with South Africa. Through analysis of these programmes various good practices were identified.

**Table 6. 21: Good practices outcomes**

Country	Practice
Denmark	<ol style="list-style-type: none"> <li>1. <b>Institutional arrangement:</b> The DUF is composed of organisations that are for people under the age of 30. In addition, these organisations are from scouts to political organisations, youth organisations, environmental organisations, organisations for youth with disabilities and so on. In total, there are approximately eighty (80 organisations under the Danish Youth Council umbrella. These organisations are jointly run by a budget and board that are appointed every two years at a delegation which is attended by all members. This being a sharp deviation from the national level or international level focus of the other nations.</li> <li>2. <b>Financial arrangement:</b> The DUF receives a portion of the Danish Lottery Fund and uses this money to advance it's mission. Again, in contrast to being nationally financed or receiving monies from international organisations or foreign countries.</li> <li>3. <b>Social context:</b> The DUF is focused most notably on democracy and the preservation of democratic values. To this end, the main mission statement of DUF is "DUF's core values are participation, dialogue, volunteerism and influence. We promote communities where people are committed towards one another, and we actively engage young people in democracy, society and organizations; locally, nationally and internationally." (Danish Youth Council , 2023). The organisation was originally born out of the extremism and radicalisation of Europe in the 1930's, culminating with the occupation of Demark by the German forces in the 1940's; and</li> <li>4. <b>M&amp;E Framework:</b> Given the nature of the DUF, there is no strict M&amp;E framework. However, the following were noted as areas that the DUF have reported on or seem to observe: <ol style="list-style-type: none"> <li>a. <b>Number of youth engaged:</b> Whether as members, volunteers or otherwise.</li> <li>b. <b>Number of hours volunteered a month:</b> A record of the number of hours volunteered by youth across the country.</li> </ol> </li> </ol>

Country	Practice
	<ul style="list-style-type: none"> <li>c. <b>Allocation of funds:</b> Record keeping on where the funds administered by DUF are distributed to and the amounts that are distributed.</li> <li>d. <b>Youth voter participation:</b> The level of voter participation from the youth, this evidently driven by the DUFs main mission; and</li> <li>e. <b>Number of projects:</b> The number of different project administered by members of the DUF across Denmark and other countries globally.</li> </ul>
Kenya	<ul style="list-style-type: none"> <li>1. <b>Relevance of interventions to target beneficiaries:</b> Developing buy-in from key stakeholders by having their interests served through the programme.</li> <li>2. <b>Potential of technology introduced:</b> The technology applied, taught or introduced should be one that will have significantly positive impacts on the community and hold the greatest potential in terms of opportunity costs, and</li> <li>3. <b>Use of broad-based participatory approaches in project design and implementation:</b> Having a broad input from stakeholders will improve the appropriateness of end programme.</li> </ul>
Peru	<ul style="list-style-type: none"> <li>1. <b>Institutional arrangement:</b> The PROJoven was implemented by a Coordinating Unit within the Labour Ministry and was granted “financial and administrative autonomy”. The various functions of the unit included: <ul style="list-style-type: none"> <li>a. <b>Register of ECAPS (training centres).</b></li> <li>b. <b>Planning and technical evaluation.</b></li> <li>c. <b>Supervision.</b></li> <li>d. <b>Targeting.</b></li> <li>e. <b>Communications.</b></li> <li>f. <b>Legal advice.</b></li> <li>g. <b>Administration;</b> and</li> <li>h. <b>Statistics and informatics.</b></li> </ul> </li> <li>2. <b>Financial arrangement:</b> The programme was financed in part by the Peruvian government (US \$8 000 000.00) and in part by the Inter-American Development Bank (US \$18 000 000.00). The total funding allocated to the programme is equivalent to US \$41 994 886.18 in 2023 values (R 752 338 385.91 as o 31 July 2023). This is similar to the Kenyan experience in so far as the Dou-Nou programme is concerned.</li> <li>3. <b>Social context:</b> The main focus of the PROJoven programme was “to help provide economically disadvantaged youths between the ages of 16 and 24 with access to the formal labour market. This is to be accomplished by means of specific activities designed to provide vocational training and work experience, in conjunction with labour intermediation, orientation and information services, which will meet the business sector’s and labour market’s requirements. The program is also intended to foster competition and efficiency in the training services market by promoting greater interaction between training providers and firms in the private sector. The program’s specific objectives are to help raise the labour participation rate, job quality, and wage levels of young people in the target group.” (Office of Evaluation &amp; Oversight , 2006). The focus here is specifically on integrating youth into the private, formal, labour market through training. A secondary focus is the development of training market of the country.</li> <li>4. <b>M&amp;E Framework:</b> The M&amp;E framework of PROJoven was strongly implemented from the outset of the programme and including focusing on metrics such as: <ul style="list-style-type: none"> <li>a. <b>Employment.</b></li> <li>b. <b>Paid employment.</b></li> <li>c. <b>Formal-sector employment.</b></li> <li>d. <b>Hours worked per week.</b></li> <li>e. <b>Hourly wages;</b> and</li> <li>f. <b>Monthly earnings.</b></li> </ul> <p>In addition to the above metrics measured, the M&amp;E framework was designed to accommodate the following evaluation questions from the outset:</p> <ul style="list-style-type: none"> <li>g. “To provide estimates of program impacts in a consistent format for all the previous cohorts of program beneficiaries on several</li> </ul> </li> </ul>

Country	Practice
	<p>outcomes of interest such as labour market insertion, earnings and occupational segregation. We will explore the heterogeneity of impacts for relevant sub-groups and over time.”</p> <p>h. “To conduct an exploratory analysis on the issue of selection bias. Given the availability of panel and repeated cross-sectional data, we will implement a longitudinal variant of matching to address the potential problem of selection on time invariant unobserved characteristics.”</p> <p>i. “To provide a Cost-Benefit analysis.”</p> <p>j. “To conduct a first analysis of PROjoven’s impacts on the Vocational Training Market.”; and</p> <p>k. “To provide lessons learned from the PROJoven experience.”</p>

These above practices are taken and used in contrast with South Africa to provide the basis for recommendations.



**Figure 6. 7: GDP growth rate & Youth unemployment rate (Developed by Urban-Econ based on World Bank, 2023)**

The above comparison between the annual GDP growth rate and youth unemployment is complex, yet it does reveal that:

1. Even though South African GDP growth rates have typically been positive, the South African youth unemployment rate has shown a persistent upward trend, and
2. There is no direct correlation between the annual GDP growth rate and the youth unemployment rate in South Africa or for any of the other nations.

The comparative analysis can engage in more meaningful analysis with the above context in mind considering the apparent relationship between the youth unemployment rate and the annual GDP growth rate.

It would be misleading to state that the lack of features, or fewer YECP ecosystem features, implies higher youth employment - this would be to commit the correlation implies causation fallacy. However, in the context of YECPs, it is not unjustified to deduce that the country with

the most developed and advanced YEC system of the four (4) countries analysed displays significantly higher youth unemployment. This allows for two observations:

- 1. YECs are in many instances ineffective or improperly affected in South Africa:** If South Africa has the most advanced YEC ecosystem of the four countries and has been persistently engaged in direct and indirect actions to address youth unemployment, as appears to have been the case, then by and large these actions have not yielded the results desired. This implies that either YECs, in their current form, in South Africa are ineffective, generally and broadly speaking, or that they are improperly applied and/or
- 2. Larger macroeconomic cycles dominate the youth issue in South Africa:** If the YECs in South Africa have indeed been effective in addressing youth unemployment, then the problem of youth unemployment is driven by, more extensive, more general macroeconomic trends in the economy. This is certainly the case to some extent in South Africa, with severe profound structural issues brought about due to state planning during the Apartheid regime. However, as Figure 3-9 reflects, South Africa has experienced multiple years of economic growth and is now in its 29<sup>th</sup> year of democracy. Three (3) decades of a new government and monetary policy is sufficient time for measures to play a role in the broader society.

Both of the above is likely to play a role in South Africa. In seeking some resolution regarding YECs in South Africa, the benchmarking analysis has arrived at several comparative outcomes that will be discussed. The following observations are made:

- 1. More liberal labour market policies:** The use of more liberal market approaches, such as has been done in Denmark and was attempted in Peru, to create a more desirable hiring environment for businesses and firms could aid in reducing youth unemployment by lessening the administrative burden on businesses and providing favourable conditions for these businesses to absorb unemployed youth.
- 2. Military/Service personnel:** The use of military or service conscription as a means to initiate youth employment could be an effective way to develop skills, habits, and other positive outcomes for youth in South Africa.
- 3. Basic experimental YEC:** Using less advanced and more basic technological YEC, such as the Do-Nou project<sup>45</sup> in various regions of the country, could yield better results for a lower capital input.
- 4. Lower administrative levels:** Driving YEC developments, initiatives, and budget to lower levels of government and administration, a devolution of national central planning could potentially aid a reduction in the level of youth unemployment given the effectiveness of lower levels of government in other countries. This would require addressing local government issues in South Africa initially.
- 5. Broader macroeconomic issues:** Addressing more general macroeconomic problems in the economy may further the issue of tackling youth unemployment. A few examples from the benchmarked countries are provided below in this context, **and**
- 6. Direct interventions versus indirect “interventions”:** A When addressing youth unemployment there may be a need to change the approach from supply-side, direct interventions, such as YEC programmes. To demand side indirect interventions, in the

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<sup>45</sup> A road building project in Kenya that focused on the use of sandbag road building techniques, called “Do-Nou” in Japanese.

South African context this would require various labour market issues, enabling environment problems, and infrastructural shortfalls.

The above points are expanded further below within the context of the findings presented in section 5:

- 1. Labour market:** A discussion on the liberality of the labour market is likely beyond the scope of this work – however, it is worth considering that most of the YEC programmes considered, and by assumption the broader ecosystem, are supply side dominant and therefore focused on fostering attractive employment. This is problematic if the conditions for said employment are not favourable. If the conditions of the labour market are such that there is not demand for youth, then fostering attractive employment characteristics amongst youth will not achieve the end goal of improving employment – it will merely result in better qualified unemployed youths. As such, a serious consideration as to the provisions of the labour market and extent to which “willingness to hire” among private firms is driven should be considered.
- 2. National youth service:** South Africa has had a history of compulsory public service which has been utilised in various forms to achieve different ends. There is certainly room to consider the integration of said public service back into the border youth ecosystem so long as this integrated has SMART objectives which are well established. Such an endeavour could be used to rebuild ailing infrastructure, upskill youth, and redevelop the standing of the nation among various components of society – which appears to have become increasingly fractured<sup>46</sup>.
- 3. Nature of YEC:** The YEC programmes are all predominantly directed at the supply side of the youth unemployment problem. Whilst this is necessary and plausible to some extent, there is something to be said for a lack of focus and direction as to the demand side of the youth unemployment problem. This fissure in the YEC ecosystem is likely contributing to compounding youth unemployment issues that will not be resolved. In addition, addressing demand side issues requires an entirely different developmental mentality and approach from government – perhaps this could begin from within the YEC ecosystem?
- 4. Implementation level:** The number of YEC at local government levels is evident from the inventory collated as part of this research. However, the quality of these YEC is questionable and they cannot be said to be good or robust based on various omissions or lack of information on their part. The failure of local government in South Africa is established as a matter of public record<sup>47</sup>. This fracture appears to have an upward effect in placing the onus of addressing youth unemployment level on ever higher levels of government. This is an issue that should be addressed – through a strengthening of institutions by increasing the role of private enterprise in current government domains, **and**
- 5. Macroeconomic considerations:** The general economic conditions in South Africa do not lend themselves to an increase youth employment. Youth are typically at a disadvantage in the modern knowledge economy – where skill and networking – play

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<sup>46</sup> The fracturing of South African society is exemplified by the Gini coefficient in the economic context whilst becoming increasingly evident through various societal events such as the Durban-July riots of 2021, the various township based xenophobic events that have arisen and been documented in various pieces of literature (Francis & Webster, 2019) and (Magubane, 2015).

<sup>47</sup> Reference: (Auditor General, 2020/21).

a major role in the success at the workplace and the benefits of youth are no longer as relevant as they were/are in labour dominant industries. This is worth considering – the cohorts of uneducated youth are unlikely to be swept up by the 4<sup>th</sup> industrial revolution (4IR) as they do not have a skillset predisposed to this. On the contrary, they are likely to be disadvantaged by it due to the fact that 4IR will likely make typical labour jobs (which favour youthful and robust labour) more accessible to older – more experienced – labour. Thus, the only solution is to provide as sound a set of operating conditions as is possible and access to resources – such as public libraries etc – such that the youth can empower themselves to operate within the market. The rate of advancement RE technology across all industries does not bode well to rigid skills development courses either and should be considered.

A final analysis on the comparison of South African YEC and other countries is derived through a consideration of the efficiency spend of the South African YEC against foreign counterparts.

**Table 6. 22: Efficiency spend comparison: South Africa versus**

<b>Programme/Research</b>	<b>Efficiency spend<sup>48</sup></b>	
Industrial Parks Youth Jobs Created	R	2 774 049,22
Mohamed, Marouani, & Robalino (2012) <sup>49</sup>	R	936 846.03
Ikusasa Student Financial Aid Programme	R	570 125,43
World Bank Assessment	R	562 107.62 <sup>50</sup>
Funza Lushaka Bursary Programme	R	76 111,33
Wamly website	R	60 000.00
Estimated Efficiency spend to resolve youth issue	R	27 828,24
First Work Experience Premiers Advancement of Youth (PAY) Programme	R	25 000,00
Presidential Youth Initiative (BEEI)	R	23 635,43
Artisan Development Programme	R	21 466,49
Debut Fund	R	20 261,14
Capacity Building Programme	R	4 564,13
National Youth Service	R	1 512,39
Tshepo 1 Million	R	1 125,69
Second Chance programme	R	336,58

From the above it is clear that at the international level the cost of creating a job is far in excess of what the majority of YEC programmes in South Africa are currently spending. This further corroborates the questions around the sustainability and temporal nature of the various work opportunities created by the different YEC programmes in place. All three sources provided from an external stand point indicate that the cost of creating a job is at least R60 000.00 – this does not take into account the cost of then paying for that same job. Regardless, the act of creating employment is expensive – made increasingly so through various employment regulations and provisions which heightened the barrier to employment and often disincentivise the hiring of labour.

<sup>48</sup> Average spend per youth on a programme basis across various YEC as well as the cost of creating a job across different sources.

<sup>49</sup> (Mohamed, Marouani, & Robalino, 2012) – converted from \$50 000.00 at spot rate on 31/01/24.

<sup>50</sup> Based on a study that estimated the cost of creating a job was \$30 000.00 – converted to Rands at the spot rate on 31/01/24.



Whilst the cost of creating a job and the expenditure per youth are not directly comparable, they are within the same logical framework: They are both directed at employment. Comparing statistics on these two provides reference points of a comparative nature and an indication of the required spending versus the actual spending.

Regardless, South Africa's YEC ecosystem is typically underfunded compared to both the required domestic rate to meet youth unemployment as well as compared to international counterparts.

## **6.6. How can government's YECs be strengthened and upscaled to enhance a more inclusive economic growth in the country?**

Thus far the evaluation questions posed above can be summarised:

1. **Inventory:** There are YECs at all levels of government and in all provinces of the country. Assessment of the status of these YECs has been proven to be challenging. Very few display any credible level of internal M&E nor good practices of communication.
2. **Design and Resourcing:** Answered in two parts:
  - a. **Design:** Most of the YECs are supply side focused, skills development initiatives. A few have demand side elements and a minority focus on employment (direct), knowledge services, and/or SMME development.
  - b. **Resourcing:** The YEC programmes appear to typically be under resourced. The estimated spend per youth (efficiency spend) is R27 828.24 whereas the median efficiency spend of the programmes considered is R21 466.49 per youth.
3. **Contribution to broader employment:** In answering this question a pressing observation was made: The YEC ecosystem in South Africa does not have appropriate M&E structures in place and lacks appropriate mechanisms to access this data. For this reason, much of the meaningful M&E – such as post-programme follow-ups – has not been done or is not available. Regardless, the YEC ecosystem does not appear to be contributing in a significant manner to **sustainable long-term employment** in South Africa. In addition, many of the YEC workstreams are designed to contribute to employment by contributing to employability. This focus on employability derives from the policy and objectives informing the YEC however the fact that YECs are not primarily concerned with employment is notable.
4. **Alignment to national policy:** The extent of alignment varies according to programme and programme champion, as well as location, however, some programmes tend to exhibit stronger alignment features than others. In conducting an assessment exercise on the **youth** objectives of the NDP to 2030 and NYP to 2030 it was established that these two policies both contain objectives that lack specificity as well as measurability. This issue feeds into the broader problems in the YEC ecosystems with M&E and a lack of general monitoring effort. Generally speaking the YEC ecosystem is aligned with the relevant policy in the ecosystem.
5. **How South African YECs compare to other YECs:** In general, South African YECs can be said to contrast with their foreign counterparts in the following fashion:
  - a. **Nature of champion:** International counterparts are typically championed at lower levels of government than are the YECs in South Africa (in so far as operational and verifiable YECs are concerned).

- b. **Under-resourced:** South African YECP appear underfunded so far as the funding requirements observed in other YECP globally.
- c. **Operate in more policy dense environment:** YEC programmes operate in an environment which has more policy items and is typically more legislated than other YECP in other countries.

The above is a brief synopsis of a deeper set of problems and issues within the various evaluation questions considered above. It is on the basis of the deeper set of problems and issues that the means of strengthening and resolving YECP issues are provided below.

1. **Local government:** The failure of local government to play a more relevant role in youth development is evident. There is a need to resolve issues at the local government level and by so doing, create the environment within which YECP can be locally administered. It is recommended that South Africa Local Government Association (SALGA) be considered in this regard.
2. **Demand versus supply side:** The focus on the supply side of the youth labour market is evident. Given the state of youth unemployment and the length of time for which YECP have been operational in South Africa and the YECP ecosystem has existed, a newer approach must be taken. This approach must be demand side focused and must focus on metrics such as number of private jobs created, number of private businesses developed, amount of Foreign Direct Investment secured, and so on. YECP must be reoriented from supply side mechanics to demand side, if not entirely, then at least partially.
3. **Skills development focus:** The evident focus on skills development needs to be addressed. It is apparent that this is a large component of the Theory of Change for most YECP. Whilst this research has not assessed the extent to which this skills development has been successful, from a macroeconomic perspective it is evident: Youth unemployment has worsened despite increased provision of skills and funding for skills. Addressing this issue requires an intimate knowledge of the fact that the modern workspace evolves quickly and a skills development programme that is not integrated into a market-oriented entity is not likely to be as effective as one that is. This undermines the Unique Selling Proposition (USP) of many of the YECP – if the youth graduating from the skills development programme do not have the skills (or are not as skilled) as others in the market their employability has not improved. A serious review of the focus on skills development needs to be undertaken and ties into the need to focus on the demand side and not supply side of the youth labour market.
4. **Monitoring & evaluation protocol:** It is certainly apparent that there is not anywhere near enough M&E occurring within the YECP ecosystem. This is concerning both in terms of the evaluating the effectiveness of these programmes – which is not possible without M&E data – and in terms of the level of transparency and accountability of said programmes. In short, it is advised that disincentives are put in place for those YECP that do not keep appropriate M&E data and incentives for those that do.
5. **Incentives:** In assessing YECP policy documentation it became evident that there is a dubious incentive in place so far as the YECP staff are concerned: The eradication or resolution of youth unemployment issues would result in their function no longer being necessary. This places a potential disincentive – or at least conflict of interest – for YECP in so far as youth unemployment is concerned. It is recommended that a form of incentive scheme be developed to address this issue in the future to avoid the prolonged tenure of government programmes.

6. **Funding:** YECP are typically underfunded. In the current context of South African public finances, an expansion of funding cannot be made as part of a set of serious recommendations. However, an aggregation of funding through the closure of certain YECP and reallocation of said funding can certainly be put forward. This can be done on the basis of the level of M&E available from those YECP and thus effective incentives enforced.
7. **Policy environment:** The policy environment in South Africa is relatively convoluted and the documentation tends to span too broad a period. It is recommended that the level of national policy making be reduced, distilled to the provinces and districts to a greater degree and that the period over which these documents focus be no more than 5 years and preferably 4 – aligning with the Treasury MTSF periods.
8. **SMARTness of objectives within policy:** YECP and policy within the ecosystem must present objectives. In addition, these objectives must exhibit:
  - a. Specificity.
  - b. Measurability.
  - c. Achievability.
  - d. Relevant, and
  - e. Time-Bound.

Whilst the above are sometimes exhibited in the various YECP and policy documentation there is certainly a need to reiterate the need for this and focus on it, **and**

9. **Developmental model underpinning YECP:** The developmental model of YECP should evolve to a small public purse, a faster rate of workplace evolution, a realisation as the importance of demand side focus and the absolute need to involve industry in a realistic manner that favours industry – i.e., provides the appropriate incentive for industry to want to play a role in the YECP.

The focus of this evaluation was not primarily on the programmes of the YECP. However, some observations can be made regarding the workstreams of the YECP ecosystem.

#### **6.6.1. Knowledge services YECP**

Generally speaking, the YECP identified as knowledge services YECP were providing said services as a result of secondary workstream focuses, i.e., the knowledge services were not the primary focus of the programme. In addition, these YECP and the knowledge services they provide are arguably better performed by private agents in the market already with potentially fewer barriers to entry for both employers and employees.

In order to provide knowledge services to all unemployed youth in 2023 would have required R50 586 547 910<sup>51</sup>.

This would require funding 7.4 times greater for a single year than the total funding allocation to knowledge empowerment services for the evaluation period, and 52.5 times more spending than the average annual expenditure of the workstream.

There is certainly a need for the provision of knowledge services to youth to facilitate the labour market. However, given that this function is already performed as a secondary process by the

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<sup>51</sup> Calculated by taking the number of unemployed youths in 2023 – 4 747 000 and multiplying by the efficiency spend for knowledge services programmes (R10 565.53 per youth).

YECP, and that there are viable market alternatives, it is recommended that YECP are not encouraged to further develop knowledge services internally but rather outsource these services to private third-party entities that can provide said services as part of their own operations and revenue generation activities.

Thus, it is not recommended that the YECP that perform knowledge services to youth be upscaled but rather enhanced by increasing the use of private partnerships for this functionality and creating better exit pathways by working with third parties that are willing to agree to offtake the upskilled youth once they have completed their training.

### **6.6.2. Skills development YECP**

The main workstream of the YECP ecosystem, the skills development programmes are a large and considerable component of what many YECP aim to do. At present, the evidence gathered in this report indicate that these programmes focus on employability and not employment.

At present, it would require R214 968 274 760.00 to provide training and skills development to the reported youth unemployed in the 2023 period. This is currently 3.7 times more than has been directed at the training and skills development ecosystem over the evaluation period and 29.7 times higher than the average annual spend on the training and skills development workstream<sup>52</sup>.

In addition, it must be noted that the random sampling exercise conducted on post-YECP youths indicated that whilst they underwent skills training and deemed this skills training to be of high quality, the net effect of said training was an increase in the number of youths that were unemployed.

Given the prominence of skills development as a component of YECP it is highly probable many of these youths underwent skills development. This microeconomic observation of a specific audience of youth, coupled with the macroeconomic observations of youth unemployment, clearly imply that the current skills development regime is not adequate to meet the requirements of the market place. Or the market place is simply not demanding youth.

In addition, these programmes, whilst meeting the objectives and targets set to them by policy, are not concerned with employment but employability. This is an issue government in general is concerned with the former more than the latter as is evidenced by the terms used in the evaluation questions posed to this report, which are not concerned with employability, but employment. This has been conveyed repeatedly in preceding sections.

Thus, in their current regimes and *modus operandi* a argument for increasing funding or continuing these YECP would be hard-pressed to be rational. However, this is not to say there is no role for these YECP. The following should be considered:

1. Rather than focusing on training youths according to existing skills systems these programmes, YECP should be accredited and joined to various private skills bodies and certification boards. These YECP must be deeply integrated to the market and effectively provide subsidised training for existing industries in South Africa. In effect,

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<sup>52</sup> Annual allocation to training and skills development amounts to R7 233 074 652 an annum (based on R57.864 billion divided by 7 years (2016-2022)).

YECP skills development programmes must be private-public partnerships with direct and clear links to broader industry, **and**

2. YECP key performance indicators must be based on post-programme surveys that assess the current employment status of the YECP participants. The window of evaluations can be adjusted on the basis of the employment being assessed, but YECP must be held accountable for the employment of the youth that participated in these programmes.

These changes, among others, should be considered. Generally speaking, skills programmes must be more adaptable to the changing pace of the market and the education and training they provide must exhibit this through a robust post-programme employment rate among attendees.

### **6.6.3. Employment services YECP**

The employment services YECP are typically short term and temporary. This is largely by design and the wage received by youths is generally above minimum wage jobs which incentivises youths to get into a YECP over and above a public employment programme.

The employment services programmes evaluated in this report are generally skills development programmes that have a strong work experience component. There is little evidence on the employability post programme, and this should be considered further.

The issue with the employment provided by YECP in the employment services category is that it is both temporary and unsustainable. It cannot be considered “sustainable job creation” as it is not long-term, is not sustainable (in the sense of generating sufficient return to enable a continuation of activities) and is in effect at the mercy of the labour market to provide youths with employment post-programme.

The programmes in this workstream by and large acknowledge that they are of a temporary nature. The temporary and short-term nature of these programmes coupled with the primary data that 79% of YECP participants are in the programme a year or less, lead to the conclusion that these programmes do not generate sustained employment for the youths. In addition, it is questionable whether the youths in these programmes are then employed post programme. If the primary data gathered, which was applied to youths from several YECP are indicative of the general post-programme results of youths then these youths are by and large unemployed after the YECP.

Given the above, an expansion of the employment services of YECP cannot be recommended by this report. Such an expansion is unlikely to result in adequately resourced YECP given that a total budget of R99 979 272 790.00 to provide work opportunities for the unemployed youth in the 2023 period would be required.

This is 1.6 times greater than the total budget allocated to the workstream over the evaluation period and 11 times greater than the annual average budget allocated to the workstream. In other words, the budget would have to be increased by 11 times to meet the current level of youth unemployment in the country as of 2023.

However, the following are put forth:

1. KPIs of employment services YECP must seek to have a length of tenure for youths greater than 3 years. Whether this tenure is under the direct supervision of the YECP

or a joint effort between the YECP and a third party is a detail for further deliberation, regardless, youth should be employed for at least three years.

2. Employment services must be provided objectives that are linked to employment over and above employability. Furthermore, the quality of this employment should outweigh the quality. It is recommended that high quality, reasonable tenure positions be provided above short tenure, low quality positions.
3. Inclusion of private entities, where possible private institutions should be engaged wherein these youths can render their services. At the least this would be 'free' labour for the private entities and market related skills gained by the youths. This is under the assumption that the private entities would want these youths.

The above recommendations should help to strengthen the employment services YECP and assist these YECP in creating the desired and appropriate outcomes that are desired in the YECP ecosystem.

#### **6.6.4. SMME development YECP**

The SMME development YECP do provide unique services to the youths in the YECP ecosystem. What is notable about the SMME development YECP is the fact that they focus on the enabling environment. This is largely driven by the inclusion of the Industrial Parks programme and the considerations of that programme. However, this is a valid point worth considering, that the YECP should focus on enabling factors that affect demand. This may consist of considering YECP in a non-typical context.

The encouragement of youth SMMEs is unlikely to yield a large upwelling of youth employment given the fact that 5 out of 7 of the SMMEs in South Africa fail in 12 months and furthermore that of R417 634 081 910.00 to provide all the unemployed youth in 2023 with the same support services. This is 8.3 times more than has been allocated over the evaluation period and 58.2 times more than is currently allocated on an annual basis.

Such an investment would unlikely yield the desired results with a failure rate of 5 in 7, this is without the additional consideration that these are youth SMMEs, and therefore, subject to the same drawbacks and issues that youth face in the general labour market, i.e., the failure rate among youth SMMEs is likely higher.

As such, the SMME development YECP provide an interesting viewpoint to consider the broader YECP from. What are the actual issues contributing to the failure rate of 5 in 7 businesses in South Africa? These issues should be addressed as part of a YECP programme aimed at generating youth SMMEs. Such an outcome would likely yield broader benefits for the whole population and not simply youth.

## 7. CONCLUSIONS

Addressing the issue of youth unemployment has been on the government agenda for over two decades. There has been a proliferation of policy and programmes directed at the issue and no convincing improvements can be reported.

Policy at the national level focuses on education, skills development, and youth service. Many of the YECP that were assessed align with this, most programmes fall into the training and skill development workstream. Many aim to engender “employability” in the youth and not necessarily “employment” this of course raises questions regarding the original policy informing the ecosystem: Is the basis of YECP in South Africa correctly aligned with the issue being addressed? This is not a secondary outcome of the assessment: it is a central issue throughout the analysis – are the YECP correctly formulated to achieve the desired outcome? The desired outcome is certainly more employment for youth, and yet the evidence in this research indicates that this is not the outcome at the macroeconomic or microeconomic level.

At the macroeconomic level there is an evident and persistent increase in youth unemployment – this is irrefutable. From 1994 to the present, the youth unemployment rate has steadily increased. Whilst there is some argument for the role of economic growth and the fact that this did not translate into increased employment for youth in South Africa, when there was economic growth, does indicate structural issues; the fact remains that youth unemployment has only worsened. Moreover, economic growth is muted, with the lowest growth rates seen in the country since the 2008 financial crisis. The economic ramifications are evident and are playing out, if the issue of youth unemployment is to be addressed in South Africa, there needs to be a marked change in how the issue is approached.

At the microeconomic level, post-programme participant surveys indicate that the net outcome of YECs is more unemployed youth. The proportion of employed youth prior to a YECP was 8%, the level after 12%, this is a 4%-point increase in the number of employed youth. The level of unemployed youth before a YECP was 76%, the level after 88%, this is a 12%-point increase in the number of unemployed youth.

This gives a net effect of 8%-point increase in the number of unemployed youth, the antithesis of the desired outcome. This is clear evidence that the YECP are at least not overwhelmingly positive, and that is what is needed for the South African youth: An overwhelming positive change in circumstances. The issue is too dire and has been sustained for such an extended period that the only possible way for some resolution is significantly positive outcomes. The present state of the YECP ecosystem in South Africa is not yielding this.

Based on the above, as well as extensive discussions, analysis and insights provided through this research, the recommendations presented below seek to open up new conversations and suggest alternative approaches outside of the current implementation path, in order steer YECP in a new direction with improved prospects of addressing youth unemployment. These recommendations stem from the findings of the evaluation questions proposed to the research team; Each of these evaluation questions are briefly addressed below.

### 7.1. Relevance & Effectiveness

The assessment of relevance was conducted at the policy level for the various YECP assessed. Relevance as set out in the criteria of assessment for this impact evaluation was to:

"... explore(s) the relevance of the programme to the needs and priorities of the target group or sector."

To this end, the policy outlining the YECP ecosystem was taken to be the priorities set for the target group, youth, or sector, the YECP ecosystem.

Given that the relevance criteria incorporated the ecosystem policy and objectives there is some overlap between the relevance criteria and effectiveness criteria. The effectiveness criteria sought to:

"...measure of the extent to which the programme achieves its objectives..."

Given that the evaluation was not primarily concerned with in-depth programme level evaluations, and that there was significant data gathering limitations in conducting various data the effectiveness was assessed in part by looking at programme level objectives, where possible, and in part by looking at the extent to which policy and planning objectives were being met by programme outcomes.

The level to which YEC programmes aligned with various policy items was ascertained and is conveyed in the table below.

Programme	Policy focus	Principal Policy	Tier 1	Tier 2
Second Chance programme	Strong	NDP to 2030	None	NYP to 2030
Presidential Youth Initiative	Strong	MTSF 2019-2024	NDP to 2030	NYP to 2030
Tshepo 1 Million	Strong	Gauteng Youth Development Strategy	NYP to 2030	NDP to 2030
First Work Experience Premiers Advancement of Youth (PAY) Programme	Strong	Western Cape Youth Development Strategy 2013	IYDS 2022-205	NDP to 2030
Artisan Development Programme	Strong	National Apprenticeship & Artisan Development Strategy 2030	White Paper for Post School Education Training	NDP to 2030
Ikusasa Student Financial Aid Programme	Moderate	None	IYDS <sup>53</sup> 2022-205	NDP to 2030
Funza Lushaka Bursary Programme	Moderate	NDP to 2030	IYDS 2022-205	None
Capacity Building Programme	Moderate	None	NDP to 2030	None
Industrial Parks Youth Jobs Created	Moderate	None	NDP to 2030	NYP to 2030
National Youth Service	Moderate	None	NYP to 2030	NDP to 2030
Debut Fund	Weak	None	NYP to 2030	NDP to 2030

Based on the above inputs, the following were discussed:

<sup>53</sup> IYDS 2022-2025: Integrated Youth Development Strategy 2022-2025.



1. **Extensive policy:** The South African YEC ecosystem is characterised by extensive policy instruments. This was further corroborated and confirmed in the benchmarking analysis provided in previous section. Yet, despite this extensively developed policy ecosystem, the youth unemployment rate has continued to increase. This is an indication that the policy instruments are either ineffective or targeting the wrong components of the ecosystem.
2. **Increasing youth unemployment:** As mentioned, the continuous rise in youth unemployment is evidence that the underlying issues contributing to the phenomenon are not being adequately addressed. For this reason, there a serious need to consider the entire approach to the issue altogether – evidently the current ideology is not providing resolution.
3. **Principal policy for YEC programmes:** Based on Table 6.6 – it is evident that the YEC programmes are driven by a litany of different policy items – this is not in itself problematic as a heterogenous array of policy items likely provides sound coverage of various interests – however, it does imply that there are several differing groups of interests driving various programmes. This would generally be considered a good outcome for the YEC ecosystem. However, what is concerning is the level of programmes – 5 of the 12 – that are not clearly linked to some policy instrument. This raise concerns as it is not clearly discernible what the driving force of the programmes is and therefore, difficult to discern the effectiveness of these programmes, **and**
4. **Nature of objectives:** The assessment in Table 6.7 provides an overview of the specificity and measurability of the objectives outlined in the NDP to 2030 (youth centric objectives) and NYP to 2030. The fact that some of these objectives can be reasonably labelled as non-specific & un-measurable is a concern as these are guiding instruments that must convey concise objectives and goals.
  - a. **Underlying systems:** The above is further compounded by the anecdotal evidence gathered during the research process by the team in so far as the status of the M&E systems and their accessibility by the public is concerned. This is discussed in Table 6.8 above.

## **7.2. Effectiveness & Efficiency**

The assessment of effectiveness was also to consider:

“This aspect of the evaluation usually begins by looking at the actual objectives and then assessing whether these have been met. Importantly, it also looks at the factors that have influenced (or will influence) the attainment of objectives.”

Given this, the considerations around allocation of funding, use of said funding in relation to number of youths as well as the comparative metrics across different programmes and workstreams within the YECP ecosystem lent itself to an assessment of the effectiveness.

The efficiency component of the assessment considered:

“It measures the qualitative and quantitative outputs in relation to the inputs. Some of the key questions asked in this regard include whether programme activities were cost-effective, whether the programmes were delivered on time and – significantly – whether the programmes were implemented in the most efficient way possible (i.e., compared to other alternative methods).”

The assessment of efficiency was conducted at multiple levels and within the limitations of both the data available to the evaluation as well as within the context of a systems level assessment. This primarily resulted in a consideration of the budgeting and throughput of youths from the programmes and in aggregate, at either a workstream level or at an ecosystem level.

In so far as the resourcing of YECP are concerned, the following table is likely the most pertinent.

Programme	Total Spend
Industrial Parks Youth Jobs Created	R 49 600 000 000,00
Artisan Development Programme	R 36 811 812 000,00
Presidential Youth Initiative	R 25 649 602 000,00
Funza Lushaka Bursary Programme	R 6 122 700 000,00
Ikusasa Student Financial Aid Programme	R 1 500 000 000,00
Tshepo 1 Million	R 621 905 000,00
Second Chance programme	R 335 300 000,00
National Youth Service	R 263 468 000,00
First Work Experience Premiers Advancement of Youth (PAY) Programme	R 60 000 000,00
Capacity Building Programme	R 30 000 000,00
Debut Fund	R 13 129 216,00
<b>Total</b>	<b>R 121 007 916 216,00</b>
<b>Estimated total to resolve youth unemployment</b>	<b>R 1 032 511 190 000,00</b>

From this table it should be evident that the total required spend on youth unemployment would amount to R1.032 billion over the period of 2016-2023. Over this period, the YEC ecosystem can be said to have received R121 million. On this basis, it can be substantiated that the YEC ecosystem is under resourced in relation to the task at hand.

The design of YECP does warrant consideration and assessment. Based on the research done in developing the report the following can be stated:

- 1. Design nature:** This evaluates whether the programmes are focused on the supply side of the labour market or the demand side of the labour market. It is evident from the above that the focus is typically on the supply side with limited demand side interaction or focus.
- 2. Design type:** The design type speaks to the manner in which the programmes effect the changes it wishes to see. In this case, most of the programmes focus on skills development of the youth – effectively enhancing employability through education. There is a marginal focus on the other three aspects – this is something to consider moving forward.

The final assessment of the level to which YEC programmes are contributing to the creation of sustainable long-term employment in South Africa is as follows:

- 1. Employment contribution:** Whilst YEC programmes do contribute to employment it is not apparent that this is sustainable or long-term employment. This issue may be clarified to some extent with the analysis of YECP participant survey data but presently, the YEC programmes cannot be stated as contributing towards sustainable long-term employment.

2. **Programme effectiveness:** At a programme level, most of the programmes have not been consistently effective. Several of the programmes are victims of a lack of targets – or provision of said targets – and it should be noted that this is concerning as these programmes – given their public status – are likely dependent on budgeting and budgeted items of which the number of youths is almost certainly an aspect. Every effort was made to collect this data and – if it does exist – then the difficulties faced in obtaining the data are part and parcel of the general lack of M&E – which is only as effective as it is available, **and**
3. **Programme focus:** The general developmental philosophy and focus of the programmes needs to be reconsidered. From a strategic vantage point, it is possible to discern the general direction of development and the developmental philosophy. In this regard the programmes share similarities that are indicative of a general sense of YEC ecosystem development.
  - a. **Design:** Most of the programmes are supply side oriented and focused on the enhancement of employment characteristics of youth, this may not be effective as the issue could likely be that there are few new job openings each year – regardless of the level employability of the youth applicants – there simply are not any new jobs.
  - b. **Type:** The type of programme is largely skills development which focuses on employability of the youth and as stated above, is likely not as severe a constrain as the lack of new jobs. In addition, there are two issues here to consider:
    - i. **State of South African education:** The need to provide for improved skills amongst youth must, in part, be an indication of a failing schooling system. There is a need to question why youths – assuming they pass through the schooling system – require further training and skills and to what extent the schooling system should be addressing this. Each year of schooling can be viewed as an opportunity cost on production for the nation and as such, efforts should be made to optimise the period in formal education.
    - ii. **Work done versus work observed:** Many of the programmes are focused on imparting skills to then provide for an improved employability but the extent to which this is actually the case needs to be ascertained. There is a likelihood the skills and systems being implemented and taught at the YEC programme level differ from industry practices as they may not be linked to industry – given that they are not being affected within an industry related business or entity – this raises the question as to the efficacy of any skills programme that is not driven by a private – industry operating firm – in which market incentives drive the skills development.

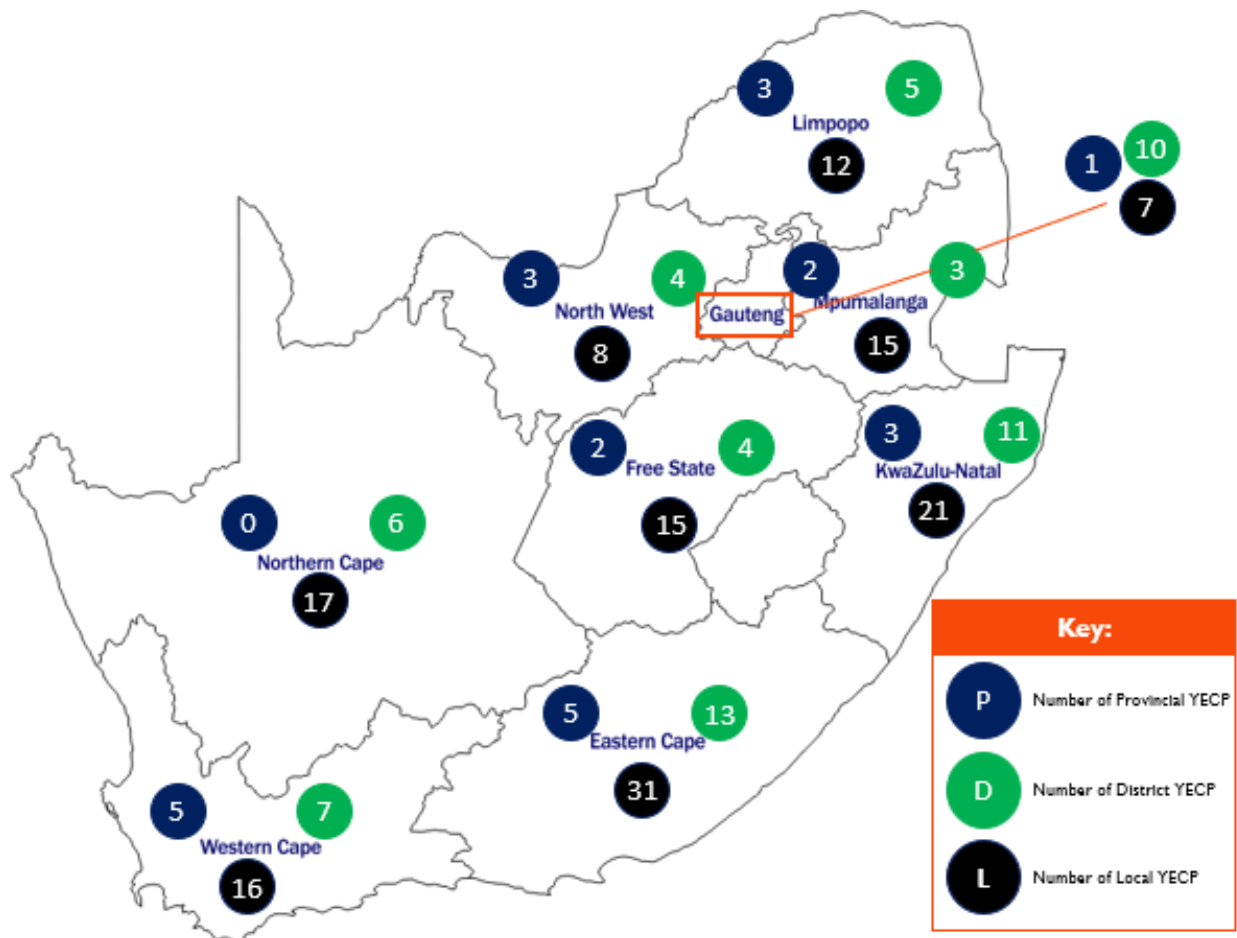
There does appear to be a need within the YEC ecosystem to evolve and change in some of the aspects listed above. It is certain that the focus on the supply side must be counterbalanced with a more formidable push on the demand – in this context this means addressing blockages to employment and the and certainly deregulation and expansion of private business interests.

### 7.3. Impact

The impact criteria is concerned with:

“... changes, either positive or negative, that are brought about by a development initiative.”

The impact assessment of the evaluation is covered in several different areas not the least of which includes a discussion on the number of youths per programmes as well as the inputs received from the post-YECP survey conducted amongst youths. The assessment of impact effectively begins with the inventory assessment of the evaluation.



There is a wide spread of YECP across South Africa both geographically and according to tier of government, this is conveyed by the figure below.

In addition, there are some salient features that should be observed when considering the YEC inventory in South Africa:

- 1. Nature of local and district YECP:** A notable number of the projects at the district and local levels were internships. Whilst projects and programmes of this nature have been included in this report’s definition of YECP it is necessary to note that many of these are indeed internships. Additionally, it was not possible to ascertain whether they were paid internships or not and therefore, several of this YECP are likely less employment centric than it would appear.

- 2. Level of information:** There is certainly a paucity of information available on this project across each level of government. None of the local level programmes were utilised in this assessment as none had enough valid information available to make this possible. The same can be said for the district level programmes. It is a precursor as to the level of Monitoring & Evaluation data and culture within the YECP ecosystem of South Africa that this assessment was not able to gain enough information for an assessment of 15 programmes and had to settle for 11, several of which have estimations and assumptions due to the scarcity of data.
- 3. Status of YECP:** The status of these YECP was not discernible from the assessment conducted. This is not something was apparent and, as such, the value of 280 certainly contains defunct or non-active programmes, however, it was difficult to discern if the programme was active, **and**
- 4. Source of funding & Prerogative:** The funding provided to programmes and the prerogative of the programmes – particularly at provincial, district, and local levels was difficult to ascertain. For this reason, there may be several programmes that of which have been classed as provincial but are in fact national. Again, the status of M&E and general level of transparency is concerning as these are issues that should be relatively easily to discern.

In addition, the post-YECP participant survey revealed that the net outcome of YECs is more unemployed youth. The proportion of employed youth prior to a YECP was 8%, the level after 12%, this is a 4%-point increase in the number of employed youth. The level of unemployed youth before a YECP was 76%, the level after 88%, this is a 12%-point increase in the number of unemployed youth.

Whilst the net outcome cannot be considered as a definitive indication of the impact of YECP or the YECP ecosystem, it is an indication of the general level of impact.

#### **7.4. Sustainability**

The sustainability criteria of the evaluation considered:

“... measuring whether the benefits of a programme are likely to continue after the outside funding has been withdrawn.”

The evaluation of sustainability has not been well assessed the evaluation in this sense. The limitation on post-programme surveys from the various programmes engaged limited the ability to generate time-series data on participants post the programmes attended. However, the work opportunities and general impact on sectoral level employment are discussed in the broader theme of employment by YECP.

In addition, considerations of the comparison between comparable costings from different sources are compared to costings within the YECP ecosystem to provide a degree of comparability between these different approaches and the likely sustainability and impact as a result thereof.

Whilst the YECP do technically generate work opportunities within the broader employment ecosystem, there are several notes that need to be considered in relation to these work opportunities. The table below provides a good overview of this topic.

Programme	Industry/Sector	Work opportunities Created (aggregate 2016-2023)	Total Sectoral Median Annual Jobs <sup>54</sup>	Prop.
Industrial Parks Youth Jobs Created	Manufacturing	17 880	1 447 443	1,2%
Presidential Youth Initiative	Education	1 085 218	1 383 385	78,4%
Funza Lushaka Bursary Programme	Education	80 444		5,8%
Ikusasa Student Financial Aid Programme	Education	2 631		0,2%
Tshepo 1 Million	Education	552 464		39,9%
Second Chance programme	Education	996 209		72,0%
National Youth Service	Construction	174 206		826 699
First Work Experience Premiers Advancement of Youth (PAY) Programme	Government Services	2 400	988 265	0,2%
Capacity Building Programme	Government Services	6 573		0,7%
Debut Fund	Professional Services	648	2 632 663	0,0%
Artisan Development programme	Secondary sector	1 714 850	1 514 745	113,2 %
<b>Total</b>		<b>4 633 523</b>	<b>8 793 199</b>	<b>52,7%</b>

In addition, it is worth noting the following equation:

$$YEC \text{ Annual work opportunities created} = \frac{4\,633\,523}{8} = 579\,190$$

Based on the above, the following are raised in relation to the contribution of YEC programmes to broader employment goals.

- 1. Employment contribution:** Whilst YEC programmes do contribute to employment it is not apparent that this is sustainable or long-term employment. This issue may be clarified to some extent with the analysis of YECP participant survey data but presently, the YEC programmes cannot be stated as contributing towards sustainable long-term employment.
- 2. Programme effectiveness:** At a programme level, most of the programmes have not been consistently effective. Several of the programmes are victims of a lack of targets – or provision of said targets – and it should be noted that this is concerning as these programmes – given their public status – are likely dependent on budgeting and budgeted items of which the number of youths is almost certainly an aspect. Every effort was made to collect this data and – if it does exist – then the difficulties faced in obtaining the data are part and parcel of the general lack of M&E – which is only as effective as it is available, **and**
- 3. Programme focus:** The general developmental philosophy and focus of the programmes needs to be reconsidered. From a strategic vantage point, it is possible to discern the general direction of development and the developmental philosophy. In this regard the programmes share similarities that are indicative of a general sense of YEC ecosystem development.

<sup>54</sup> Based on Quantec employment data expecting for education sector which was calculated both with Quantec and data from a 2016 report from the Department of Basic Education (Department of Basic Education , 2016).

- a. **Design:** Most of the programmes are supply side oriented and focused on the enhancement of employment characteristics of youth, this may not be effective as the issue could likely be that there are few new job openings each year – regardless of the level employability of the youth applicants – there simply are not any new jobs.
- b. **Type:** The type of programme is largely skills development which focuses on employability of the youth and as stated above, is likely not as severe a constrain as the lack of new jobs. In addition, there are two issues here to consider:
  - i. **State of South African education:** The need to provide for improved skills amongst youth must, in part, be an indication of a failing schooling system. There is a need to question why youths – assuming they pass through the schooling system – require further training and skills and to what extent the schooling system should be addressing this. Each year of schooling can be viewed as an opportunity cost on production for the nation and as such, efforts should be made to optimise the period in formal education.

The YECP, and by proxy ecosystem, were compared to internationally available figures on the cost of creating a single job. To this end the table below provides a comprehensive overview of the issue.

Programme/Research	Spend per Youth
Industrial Parks Youth Jobs Created	R 2 774 049,22
Mohamed, Marouani, & Robalino (2012) <sup>55</sup>	R 936 846.03
Ikusasa Student Financial Aid Programme	R 570 125,43
World Bank Assessment	R 562 107.62 <sup>56</sup>
Funza Lushaka Bursary Programme	R 76 111,33
Wamly website	R 60 000.00
Estimated Efficiency spend to resolve youth issue	R 27 828,24
First Work Experience Premiers Advancement of Youth (PAY) Programme	R 25 000,00
Presidential Youth Initiative	R 23 635,43
Artisan Development Programme	R 21 466,49
Debut Fund	R 20 261,14
Capacity Building Programme	R 4 564,13
National Youth Service	R 1 512,39
Tshepo 1 Million	R 1 125,69
Second Chance programme	R 336,58

Based on this table it is evident that in so far as the cost of creating a job is concerned from the perspective of other nations the efficiency spend – or cost of creating youth work opportunities is far lower in South Africa.

However, these work opportunities are questionable in terms of their contribution to sustainable and long-term employment and therefore, it is likely that the finding is that the YEC

<sup>55</sup> (Mohamed, Marouani, & Robalino, 2012) – converted from \$50 000.00 at spot rate on 31/01/24.

<sup>56</sup> Based on a study that estimated the cost of creating a job was \$30 000.00 – converted to Rands at the spot rate on 31/01/24.

ecosystem in South Africa is underfunded<sup>57</sup> in so far as their international counterparts are concerned.

Lastly, considerations provided, per workstream, on the cumulative requirement to address youth unemployment through each of the services provided by the different workstreams. These are briefly conveyed by workstream below:

- 5. Knowledge services workstream:** Given this efficiency spend, to provide knowledge services programmes services to all the unemployed youth in the most recent period (2023) would require R50 586 547 910<sup>58</sup>. This would require funding 7.4 times greater for a single year than the total funding allocation to knowledge empowerment services for the evaluation period, and 52.5 times more spending than the average annual expenditure of the workstream.
- 6. Skills development workstream:** At this efficiency spend, R214 968 274 760.00 would be required to provide training and skills development to the reported youth unemployed in the 2023 period. This is currently 3.7 times more than has been directed at the training and skills development ecosystem over the evaluation period and 29.7 times higher than the average annual spend on the training and skills development workstream<sup>59</sup>.
- 7. Employment services workstream:** The efficiency spend of the work opportunities programmes amounts to R21 061.57 per youth, this would require a total budget of R99 979 272 790.00 to provide work opportunities for the unemployed youth in the 2023 period. This is 1.6 times greater than the total budget allocated to the workstream over the evaluation period and 11 times greater than the annual average budget allocated to the workstream. In other words, the budget would have to be increased by 11 times to meet the current level of youth unemployment in the country as of 2023, **and**
- 8. SMME development workstream:** A total budget of R50.235 billion has been directed at SMME support services workstream over the evaluation period. This equates to an annual average spend of R7 176 433 459.43 and would require a total budget of R417 634 081 910.00 to provide all the unemployed youth in 2023 with the same support services. This is 8.3 times more than has been allocated over the evaluation period and 58.2 times more than is currently allocated on an annual basis. The efficiency spend of the SMME support services amounts to R87 978.53 per youth over the period.

The above resourcing and budgetary considerations having evident implications for the sustainability and likely impact of the YECP ecosystem moving forward.

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<sup>57</sup> Assuming that the international community funds their YECP with the appropriate level of funding to create a single job.

<sup>58</sup> Calculated by taking the number of unemployed youths in 2023 – 4 747 000 and multiplying by the efficiency spend for knowledge services programmes (R10 565.53).

<sup>59</sup> Annual allocation to training and skills development amounts to R7 233 074 652 an annum (based on R57.864 billion divided by 7 years (2016-2022)).



## 8. RECOMMENDATIONS

The recommendations derived from the work above are provided in the table below according to categorical themes.

### *Institutional arrangement*

#### **R1.**

The failure of local government to play a more relevant role in youth development is evident. There is a need to resolve issues at the local government level and by so doing, create the environment within which **YECP** can be **locally administered**. It is recommended that South Africa Local Government Association (SALGA) be considered in this regard and that an increased proportion of YECP are developed and implemented at the local government level.

### *YECP Formulation: Demand versus Supply side*

#### **R2.**

The focus on the supply side of the youth labour market is evident. Given the state of youth unemployment and the length of time for which YECP have been operational in South Africa and the YECP ecosystem has existed, a newer approach must be taken. This approach must be **demand side focused** and must focus on metrics such as number of private jobs created, number of private businesses developed, amount of Foreign Direct Investment secured, and so on. YECP must be **reoriented** from **supply side mechanics to demand side**, if not entirely, then at least partially. An increased incidence of the number of YECP with demand side KPIs as well as increased number of private-public partnerships (PPP). This policy position should be adopted at the national level initially.

### *YECP Formulation: Development model*

#### **R3.**

The developmental model of YECP should evolve to a small public purse, a faster rate of workplace evolution, a realisation of the importance of demand side focus and the absolute need to involve industry in a realistic manner that favours industry – i.e., provides the appropriate incentive for industry to want to play a role in the YECP. In effect, YECP should be pushed to engage in more **public-private partnerships** and **align** more with **industry** and the **market**. There should be an increase in the number of YECP that are registered as PPPs.

### *YECP Formulation: Exit Pathways*

#### **R4.**

**Prioritise** the creation of **exit opportunities** for programme participants, as majority of programmes provide skills development and training but do not provide a clear pathway for participants to gain permanent employment going forward. There should be an increase in the number of exit pathways in YECPs as well as the number of youths that acquire jobs through these exist pathways. Potential rebates and incentives for private sector firms that onboard YECP participants can be considered.

### *Financial resource planning*

#### **R5.**

YECP are typically underfunded. In the current context of South African public finances, an expansion of funding cannot be made as part of a set of serious recommendations. However, an **aggregation of funding** through the closure of certain YECP and **reallocation** of said funding can certainly be put forward. This can be done on the basis of the level of M&E available from those YECP and thus effective incentives enforced. A reduction in the number of YECP operating at the various levels of national government with a consolidation of funding.

*Legislative framework: Policy Environment*

#### **R6.**

The policy environment in South Africa is relatively convoluted and the documentation tends to span too broad a period. It is recommended that the level of **national policy** making be **reduced, distilled** to the **provinces** and **districts** to a greater degree and that the period over which these documents focus be no more than **five (5) years** and **preferably four (4)** – aligning with the Treasury MTSF periods.

*Legislative framework: SMARTness of Objectives within policy*

#### **R7.**

YECP and policy within the ecosystem must present objectives. In addition, these objectives must exhibit:

- f. Specificity.
- g. Measurability.
- h. Achievability.
- i. Relevant, and
- j. Time-Bound.

Whilst the above are sometimes exhibited in the various YECP and policy documentation there is certainly a need to reiterate the need for this and focus on it. YECP objectives should be specific and measurable when assessed at random.

*Partnerships*

#### **R8.**

Encourage networking between various government departments, as in some cases different departments are running very similar programmes with the same goals/objectives, target groups, and so on. Increased discussions and collaborations could avoid these intersectional programmes. There should be an increased number of joint funded YECP.

*Dissemination of knowledge: Online systems and data availability*

#### **R9.**

Regular updates to information **available online**, as programmes which no longer exist or are no longer being implemented present as though they are still running. New programmes are not easily found, or no adequate information is available. All YECP should have a **strong** and **active online presence**. There should be an increase in the accessibility of YECP online.

*Dissemination of knowledge: Programme documentation*

#### **R10.**

Encourage **programme documentation** (programme aims/mandate/SOP should be created and approved prior to implementation). All YECP should have a clear and available set of

strategic documentation outlining the objectives, ToC, and intended outcomes as well as activities and processes to achieve these outcomes. All YECP should have strategic documentation available.

#### *Skills development*

##### **R11.**

The evident focus on skills development needs to be addressed. It is apparent that this is a large component of the Theory of Change for most YECP. Whilst this research has not assessed the extent to which this skills development has been successful, from a macroeconomic perspective it is evident: Youth unemployment has worsened despite increased provision of skills and funding for skills. Addressing this issue requires an intimate knowledge of the fact that the modern workspace evolves quickly and a skills development programme that is not integrated into a market-oriented entity is not likely to be as effective as one that is. This undermines the Unique Selling Proposition (USP) of many of the YECP – if the youth graduating from the skills development programme do not have the skills (or are not as skilled) as others in the market their employability has not improved. A **review** of the focus on **skills development needs** to be **undertaken** and ties into the need to focus on the demand side and not supply side of the youth labour market. A review of the effectiveness of skills development programmes in reducing youth unemployment should be undertaken and issued.

#### *Monitoring and evaluation*

##### **R12.**

It is certainly apparent that there is insufficient M&E occurring within the YECP ecosystem. This is concerning both in terms of evaluating the effectiveness of these programmes – which is not possible without M&E data – and in terms of the level of transparency and accountability of said programmes. In short, it is **advised** that **disincentives** are put in place for those YECP that **do not keep appropriate** M&E data and incentives for those that do. An increase in the number of YECP that keep appropriate M&E data should be noted.

## 9. REFERENCES

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## ANNEXURE A: PROGRAMME MANAGER EMAIL QUESTIONNAIRE

The below email questionnaire served as the first instrument for data collection from government departments, however, despite numerous follow-ups and individuals contacted the project team received a very low rate of response. The team, in conjunction with the DPME and DWYPD, decided to follow a revised approach and focused on setting up virtual interviews instead to establish contact and gather relevant data.

No.	Question		Response
<b>General Questions</b>			
1.1	Programme name:		
1.2	Programme description/scope/purpose:		
1.3	Programme objectives:	Objective 1	
		Objective 2	
		Objective 3	
		Objective 4	
		Objective 5	
1.4	Please indicate the start date of the Programme:		2000/01/01
1.5	Is the Programme duration linked to the MTSF periods?		
1.6	Has the Programme been active in the following years:	2016	
		2017	
		2018	
		2019	
		2020	
		2021	
		Other	
<b>Questions Concerning Agents</b>			
2.1	Does your Department <b>manage</b> the Programme?		
2.2	If "No" to 2.1, please indicate which organisation/s are responsible for Programme management:		
2.3	Does your Department <b>implement</b> the Programme?		
2.4	If "No" to 2.3, please indicate which organisations are responsible for implementing the Programme:		
<b>Evaluation Questions</b>			
3.1	Has the Programme been evaluated in the last 5 financial years, i.e. any time after 2017/2018?		
3.2	If "Yes" to 3.1, please indicate which <b>period</b> the following	Diagnostic	
		Design/ formative	

No.	Question		Response
	evaluation/s took place, where applicable?	Mid-term	
		Implementation	
		Summative	
		Impact	
3.3	Is this evaluation report available?		
<b>Geographic Questions</b>			
4.1	Is the Programme implemented nationwide and across ALL provinces?		
4.2	If "No" to 4.1, please indicate in which of the following provinces the Programme is implemented:	Eastern Cape	
		Free State	
		Gauteng	
		KwaZulu-Natal	
		Limpopo	
		Mpumalanga	
		North West	
		Northern Cape	
	Western Cape		
<b>Data Availability</b>			
5.1	Are data on the <b>budget</b> and <b>expenditure</b> of the Programme available?		
5.2	Are data on the <b>participants</b> of the Programme available?		
5.3	If Yes to 5.2, please complete the following:	Is this database verified?	
		Does the database provide information on the <b>age</b> of participants?	
		Does the database provide information on the <b>race</b> of participants?	
		Does the database provide information on the <b>location</b> of participants?	
		Does the database provide information on the <b>gender</b> of participants?	
5.4	Are data on the staff of the Programme available?		
5.5	Are data on the placement/post-Programme outcomes of the participants available?		

No.	Question		Response
5.6	Please explain how does the Programme collect data with regard to:	Expenditure:	
		Participant data:	
		Project information:	
5.7	Please explain the reporting activities of the Programme:	Does the Programme conduct <b>quarterly</b> reporting exercises?	
		Does the Programme conduct <b>annual</b> reporting exercises?	
		Does the Programme conduct <b>surveys</b> among participants?	
		Does the Programme conduct <b>tracer/ longitudinal studies</b> ?	
5.8	Other forms of monitoring and reporting (please explain):		
<b>Budgetary Questions</b>			
6.1	Does the Programme have ring-fenced funding?		
6.2	Please indicate the amount budgeted for the Programme over the following periods:	Annual <b>budget</b> for 2016	R -
		Annual <b>budget</b> for 2017	R -
		Annual <b>budget</b> for 2018	R -
		Annual <b>budget</b> for 2019	R -
		Annual <b>budget</b> for 2020	R -
		Annual <b>budget</b> for 2021	R -
6.3	Total budget for period:		R -
6.4	Please indicate the expenditure of the Programme in the following years:	Annual <b>expenditure</b> for 2016	R -
		Annual <b>expenditure</b> for 2017	R -
		Annual <b>expenditure</b> for 2018	R -
		Annual <b>expenditure</b> for 2019	R -
		Annual <b>expenditure</b> for 2020	R -
		Annual <b>expenditure</b> for 2021	R -
6.5	Total expenditure:		R -

No.	Question	Response	
<b>Selection Criteria</b>			
7.1	Does the Programme apply any of the following criteria in selecting participants?	Youth	
		Persons with Disability	
		Women	
		Black PDI	
		Rural area	
		Peri-urban	
		Urban	
		Poor	
		Unemployment status	
		Students	
		Residents in a specific Province/Region	
7.2	Please list any other criteria not listed above:	Criteria 1	
		Criteria 2	
		Criteria 3	
		Criteria 4	
		Criteria 5	
7.3	Does the Programme have targets in relation to any of the following criteria:	Youth	
		Persons with Disability	
		Women	
		Black PDI	
		Rural area	
		Peri-urban	
		Urban	
		Poor	
		Unemployment status	
		Students	
		Residents in a specific Province/Region	
7.4	Are there any other targets not mentioned above that the Programme utilises?	Target 1	
		Target 2	
		Target 3	
		Target 4	
		Target 5	
<b>Participant Questions</b>			

No.	Question		Response
8.1	How many participants have partaken in the Programme over the following years:	Number of participants 2016	
		Number of participants 2017	
		Number of participants 2018	
		Number of participants 2019	
		Number of participants 2020	
		Number of participants 2021	
8.2	Does the Programme allow participation over more than 1 year?		
<b>Programme Aspect Questions</b>			
9.1	Are any of the following aspects part of the Programme's activities/offering?	Labour market information	
		Counselling & guidance	
		Job search skills	
		Job placement	
		Adult literacy programmes	
		Adult vocational training (off-the-job)	
		Adult vocational training (on-the-job)	
		Accredited training (QCTO/SAQA certification)	
		Recognition of Prior Learning (RPL)	
		Financial incentives for training	
		Wage subsidies offered to employers	
		Public works (or community-based programmes)	
		Enterprise development (starting SMMEs)	
		Entrepreneurship development (what it takes to be an entrepreneur)	
		Providing work experience	
Grants for transport, childcare and other allowances			

No.	Question		Response
		Soft skills (Teamwork, communication, time management)	
		Other	
<b>Comment Section</b>			
<b>Contact Information</b>			
10.1	Please indicate the name of the contact person for this Programme:		
10.2	Please indicate the email address for the contact cited above:		
10.3	Please indicate the mobile number for the contact cited above:		
<p>Please do not forget to <b>SAVE</b> your file. Please email the final (completed) saved version to Urban-Econ Development Economists.</p>			

## ANNEXURE B: KEY INFORMANT INTERVIEWS AND SAMPLE REACHED

The below table represents the efforts made by the project team to illicit responses for key informant interviews and programme information.

**Summary of efforts to engage**

Departments contacted	Individuals contacted	Emails		Phone calls	
		Sent	Response rate	Calls made	Response rate
24	125	223	12.5%	205	7%

The interviews took the form of interactive discussions and followed a semi-structured approach in which a set of predetermined questions (based on the master research instrument in Annexure D) – tailored to the experience, knowledge, and area of interest of the stakeholder – was used to guide the discussion.

The key informants interviewed were individuals believed to have knowledge of various YECP, therefore sampling took the form of judgement sampling. A total of 12 interviews with 16 key informants were undertaken for this study (most interviews were with individuals, however in some instances more than one person from a public body participated in an interview). The following parties were interviewed for the purposes of this evaluation.

**Summary of engagement held**

Data source	Designation
Department of Basic Education	<ol style="list-style-type: none"> <li>1. Director: Second Chance Matric Programme</li> <li>2. Deputy Director General</li> <li>3. Project manager: PYEI implemented in DBE (BEEI)</li> </ol>
Department of Trade, Industry and Competition	<ol style="list-style-type: none"> <li>4. Chief Director</li> </ol>
The Presidency	<ol style="list-style-type: none"> <li>5. Programme Lead: Presidential Employment Stimulus</li> <li>6. Director: Presidential Youth Employment Intervention</li> </ol>
Department of Higher Education and Training	<ol style="list-style-type: none"> <li>7. Director: Career Development Services</li> <li>8. Director: VET Curriculum</li> </ol>
Department of Sports, Art and Culture	<ol style="list-style-type: none"> <li>9. Director: Youth Enrichment</li> </ol>
Western Cape Government	<ol style="list-style-type: none"> <li>10. Head: Youth and After School Programme Office</li> <li>11. Director: People Empowerment</li> </ol>
Department of Public Works and Infrastructure	<ol style="list-style-type: none"> <li>12. Chief Director: EPWP Infrastructure Sector</li> <li>13. Programme Manager: Artisan Development Programme</li> </ol>
National Youth Development Agency	<ol style="list-style-type: none"> <li>14. Chief Executive Officer</li> <li>15. Director: Strategic Management</li> </ol>



## ANNEXURE C: PARTICIPANT SURVEY AND SAMPLE REACHED

The following questionnaire was deployed to participants of YECP, in January 2024 once complete YECP participant databases were received.

<b>Name of Fieldworker:</b>									
<b>Project name</b>									
<b>Village/ town</b>				<b>Municipality</b>					
<b>Survey sector</b>									
<b>Date:</b>	D	D	M	M	Y	Y	Y	<b>Survey Number:</b>	

*Urban-Econ Development Economists*, on behalf of the Department of Planning, Monitoring & Evaluation (DPME), is conducting independent research to assess the efficiency of youth participation in Youth Employment Creation programmes (YEC programmes). You have been randomly selected for this questionnaire. We would like to have 10 minutes of your time to get your input for this project. Your responses will be kept **completely confidential**, and answers will be aggregated. The survey should take around 10 minutes to complete. **Please make sure to receive your data package post completion.**

Screening Questions		
Are you younger than 35?	Yes	No
Did you participate in a Youth Employment Creation programme (e.g., Presidential Youth Initiative) while you were a youth (younger than 35)?	Yes	No
Please name the YEC programme/(s) that you are/(were) a part of:		

***If “No” then thank them for their time and move on to next participant***

1. Demographic & Household Profile				
1.1 Name		1.2 Surname		1.3 Phone number
1.4 Age		1.5 Gender		
1.6 Race:				
1.7 Are you currently employed?	Yes		No	

1.8 Are you the <b>sole income earner</b> in your household?		Yes			No		
1.9 Do you have a <b>Disability</b> ?	(1) No	(2) Vision	(3) Hearing	(4) Speech	(5) Learning / Mental		(6) Physical
	(7) Other:						
1.10 Do you live in an <b>urban/rural</b> area?		Urban	Rural	1.11 Have you <b>previously been involved in more than one</b> YEC programme? If yes, how many		Yes	No
1.12 In which province are/(were) you involved in a YEC Programme?	Eastern Cape	Gauteng	Free State	KwaZulu Natal	Limpopo	Mpumalanga	Northern Cape North West Western Cape

2. Participant Skills Development							
2.1 What is your <b>highest level of education</b> ?		(1) No Schooling	(2) Some Primary (Grade 1 – Grade 6)	(3) Complete Primary (Grade 7)	(4) Some Secondary (Grade 8 – Grade 11)	(5) Grade 12 / Matric	(6) Higher
(7) Other:							
2.2 Did you need to <b>have skills / work experience</b> to be employed by this programme?					Yes		No
2.2.1 If “Yes”, <b>which skills / work experience</b> were required for this project?							
2.3 Which of the provided answers best describes the activity you were involved in during the YEC programme (select one):				Knowledge empowerment – teaching, counselling & job search assistance	On the job training	Teaching, lecturing & other education	Employment – provided with a job

2.4 Did you <b>receive training</b> on this project?		Yes		No	
2.4.1 If “Yes”, was this training completed <b>through a SETA</b> registered organisation?		Yes	No	Unsure	
2.4.2 Did you <b>receive a certificate</b> on completion of your training?		Yes		No	
2.4.3 <b>Rate the training</b> that you have received. Where 1 is very poor and 5 is very good.	(1) Very poor	(2) Poor	(3) Neither poor nor good	(4) Good	(5) Very Good
2.4.4 What is the <b>total duration of training</b> provided?	(1) 1 day or less	(2) Less than a month	(3) Less than 6 months	(4) More than 6 months	
2.4.5 What was the <b>main type of training</b> that was given?	Technical training e.g. bricklaying, computer skills or Life skills e.g. Literacy and numeracy, AET				
2.4.6 Has the <b>training helped</b> you in working in your current job/life?	Yes		No		

3. Impact of Employment on Household and Surrounding Community						
3.1 <b>How long</b> have you been / (were you) <b>involved/employed</b> on the YEC programme?	(1) <1 week	(2) 1 week-1 month	(3) 1 month -3 months	(4) 3 months – 1 year	(5) 1 year +	
3.2 What was the daily rate (Rands per day) you were paid for your time in YECP?						
3.3 What is the <b>daily cost of transport</b> to the YEC programme site?	(1) None	(2) Less than R 10	(3) R 10 – R 20	(4) R 21+		
3.4 What is the average <b>distance from your home</b> to the YEC programme site?	(1) Less than 1km		(2) 1 – 10 km		(3) Greater than 10 km	

4. Employment Profile and Employability Post Project						
4.1 Before the YEC programme, when had you last worked?	(1) More than 5 years	(2) 3-5 years	(3) 1-3 years	(4) 6 months - 1 year	(5) Less than 6 months	(6) Never
4.2 What was your employment status before the YEC programme?	(1) Discouraged work seeker	(2) Unemployed & actively looking	(3) New to job market / Previously studying	(4) Enrolled in another YECP project	(5) Employed by another employer	
	(6) Other:					
4.3 What is/was your main motivation for taking part in the YEC programme (max one)	(1) Skills improvement/training opportunity	(2) Work experience	(3) Earn an income	(4) Start own business		
	(5) Other:					
4.4 Do you believe the experience gained in the YEC programme helped you start or run your own business(es)?	Yes			No		
4.5 If "Yes", how long did it take you to find employment?	1-3 years	6 months – 1 year	Less than 6 months	I have not found employment		

5. YECP & Project Perception Profile							
5.1 Before being enrolled in the YECP programme did you know about the opportunities with youth employment programmes within government?						Yes	No
5.2 How did you find out about the YEC programme?	(1) Implementing agent/contractor	(2) Municipality/government department	(3) Media e.g. newspaper, internet	(4) Friends/family	(5) Community based organization	(6) Chief/head man	
	(7) Other:						

5.3 How would you <b>rate your experience</b> with the YEC programme? Where 1 is very poor and 5 is very good.	(1) Very poor experience	(2) Poor experience	(3) Neither good nor bad	(4) Good experience	(5) Very good experience
5.4 <b>Rate your experience in applying</b> to be part of the YEC programme (the process of application and your experience of it). Where 1 is very poor and 5 is very good.	(1) Very poor experience	(2) Poor experience	(3) Neither good nor bad	(4) Good experience	(5) Very good experience
5.5 What <b>challenges have you experienced with the YEC programme</b> you have been working on?					
5.6 What are your <b>future plans</b> for your career after the YECP programme is/was completed?	(1) Find another YECP project	(2) Find public sector employment	(3) Find private sector employment	(4) Start your own business	(5) Unsure
	(6) Other:				

<b>6. Miscellaneous</b>
Would you like to add any additional information about your time working with YECP programme?
Do you have any additional questions or comments with regards to this survey?

The sample of YECP participants provided numbered 4 316 individuals. From this, 393 unique responses were logged. The initial target value for responses was 353 to obtain a confidence level of 95% in relation to the sample size of 4 316, this target was achieved and, as such, the obtained responses were deemed sufficiently representative of the broader sample of youths in YECP.

The survey sample targeted and reached is presented in the table below.

**Survey sample reached**

Data source	Targeted sample size	Sample reached
4 316 YECP participants	353 survey responses	393 unique and significant survey responses

## ANNEXURE B: MASTER RESEARCH INSTRUMENT

Research question	Evaluation aspect	Evaluation question	Data sources				
			Secondary	Primary			
			Programme documents	Programme owner	Programme manager	Implementing agent	Participants
Are these government youth employment programmes aligned in relation to the overarching legislative frameworks/plans?	Relevance	<ul style="list-style-type: none"> <li>Which of the years of the analysis was the programme active?</li> </ul>					
		<ul style="list-style-type: none"> <li>What were the government's overarching legislative frameworks and plans in relation to youth employment creation during the analysed period?</li> </ul>					
		<ul style="list-style-type: none"> <li>What were the government objectives in relation to youth employment creation during the analysed period?</li> </ul>					
		<ul style="list-style-type: none"> <li>What are the programme's objectives as per the design?</li> </ul>					
		<ul style="list-style-type: none"> <li>How do the programme's objectives align with the broader objectives related to youth employment creation? What aspects of the objective does the programme aim to contribute?</li> </ul>					
Are the existing government programmes designed and adequately resourced to contribute towards reducing youth unemployment?	Programme design	<ul style="list-style-type: none"> <li>Who are the programme owners, manager and implementing agent?</li> </ul>					
		<ul style="list-style-type: none"> <li>What are the programme's target groups? What are the selection criteria applied, especially in relation to the youth?</li> </ul>					
		<ul style="list-style-type: none"> <li>Does the programme have a ToC?</li> </ul>					
		<ul style="list-style-type: none"> <li>Using the Master ToC, how can the programme's ToC be illustrated? What inputs, activities, and outputs of the Master ToC encompass, and what does it exclude?</li> </ul>					

Research question	Evaluation aspect	Evaluation question	Data sources				
			Secondary	Primary			
			Programme documents	Programme owner	Programme manager	Implementing agent	Participants
		<ul style="list-style-type: none"> <li>Are there any programme elements that do not form part of the Master ToC? What are they, and how do they fit with the other elements? What do they mean to achieve/contribute towards?</li> </ul>					
		<ul style="list-style-type: none"> <li>Are the existing elements of the programme sufficient to contribute towards the legislative objectives? What are the implications of this? Are there any missing elements that undermine the success of the programme?</li> </ul>					
	Programme efficiency	<ul style="list-style-type: none"> <li>What financial and non-financial resources are involved in the implementation of the programme?</li> </ul>					
		<ul style="list-style-type: none"> <li>Are these resources sufficient to achieve its intended objectives (as per design and not what it should have)?</li> </ul>					
		<ul style="list-style-type: none"> <li>What are the major gaps in the resourcing of the programme that influence its ability to achieve the intended objectives?</li> </ul>					
	Is the suite of government programmes contributing to the broader country's objectives of creating employment for the country's youth	Effectiveness	<ul style="list-style-type: none"> <li>Which geographic areas does the programme span?</li> </ul>				
<ul style="list-style-type: none"> <li>What were the targeted outputs of the programme, as outlined in the recreated ToC?</li> </ul>							
<ul style="list-style-type: none"> <li>What activities have the programme included during the analysed period to deliver on these targets, as outlined in the recreated ToC?</li> </ul>							
<ul style="list-style-type: none"> <li>What were the programme's activities' results during the analysed period?</li> </ul>							
<ul style="list-style-type: none"> <li>Have the outputs met the targets set for the programme?</li> </ul>							

Research question	Evaluation aspect	Evaluation question	Data sources				
			Secondary	Primary			
			Programme documents	Programme owner	Programme manager	Implementing agent	Participants
(sustainable job creation)?		<ul style="list-style-type: none"> <li>What contributed to the successful delivery of the targeted outputs? What worked well?</li> </ul>					
		<ul style="list-style-type: none"> <li>What were the key impediments to the programme concerning the achievement of the targets and other outputs? What did not work well or was missing?</li> </ul>					
	Impact and sustainability	<ul style="list-style-type: none"> <li>Which outcomes have the programme pursued, as per the recreated ToC?</li> </ul>					
		<ul style="list-style-type: none"> <li>How well did the programme achieve each of these outcomes?</li> </ul>					
		<ul style="list-style-type: none"> <li>What contribution did these outcomes make to creating sustainable jobs for the youth?</li> </ul>					
		<ul style="list-style-type: none"> <li>What contributed to the programme's success in contributing to the broader country's objectives of creating employment for the country's youth?</li> </ul>					
		<ul style="list-style-type: none"> <li>What impeded the programme in contributing to the broader country's objectives of creating employment for the country's youth?</li> </ul>					
<ul style="list-style-type: none"> <li>How sustainable are the programme's outcomes? Are there exist strategies in place?</li> </ul>							
How can the government's youth employment creation programmes be strengthened and upscaled to	Recommendations	<ul style="list-style-type: none"> <li>What aspects of the programme need to be strengthened and improved?</li> </ul>					
		<ul style="list-style-type: none"> <li>Can the programme be scaled up? How and in which areas?</li> </ul>					



Research question	Evaluation aspect	Evaluation question	Data sources						
			Secondary	Primary					
			Programme documents	Programme owner	Programme manager	Implementing agent	Participants		
enhance more inclusive economic growth in the country?									

## ANNEXURE C: CALCULATIONS

### Proportion of construction industry that is youth

Year	Youths	Adults	Total	Proportion Youth
2008	613 000	568 000	1 181 000	52%
2009	608 000	613 000	1 221 000	50%
2010	549 000	556 000	1 105 000	50%
2011	535 000	558 000	1 093 000	49%
2012	457 000	585 000	1 042 000	44%
2013	468 000	616 000	1 084 000	43%
2014	586 000	613 000	1 199 000	49%
2015	571 000	751 000	1 322 000	43%
<b>Median</b>	560 000	599 000	1 143 000	<b>49%</b>

Source: Based on UE calculations derived from (Statistics South Africa , 2015).

### Proportion of jobs that are youth

Year	Youths employed	Total Jobs	Proportion
2016	6 174 190	15 968 404	39%
2017	6 175 318	16 365 789	38%
2018	6 125 066	16 609 577	37%
2019	5 957 532	16 570 766	36%
2020	5 227 902	15 253 436	34%
2021	4 897 664	148 883 568	33%
2022	5 421 906	15 735 864	34%
<b>Median</b>	5 957 532	16 365 789	<b>36%</b>

## ANNEXURE D: RATING SYSTEM

### Relevance Assessment

Policy focus	Principal	Tier 1	Tier 2
<p>Listing the extent to which a programme is aligned to specific policy. Is depicted as:</p> <ol style="list-style-type: none"> <li><b>Strong:</b> Indicating direct association with a piece of policy. Requires a specific policy line item or directive that the programme is addressing (e.g., PYEI directive from Goal 14 of MTSF).</li> <li><b>Moderate:</b> Indicating a degree of association with a policy item but not a directive or explicit association.</li> <li><b>Weak:</b> Indicating little association with policy or directive however, tenuous connections can be made based on contextual indications.</li> </ol>	<p>Policy items that the programme is directly aligned with as stated in either:</p> <ol style="list-style-type: none"> <li>An official document from the programme.</li> <li>An official statement or speech by an appropriate representative of the programme.</li> </ol>	<p>Policy items that the programme is considerably aligned with based on an assessment of the programme in relation to the objectives of policy items or other contextually relevant information.</p>	<p>Policy items that the programme is weakly aligned with and are potentially achieved as a result of broad policy objectives and a general alignment of the programmes outcomes with these policy objectives.</p>

### Design Assessment

Design type	Justification
<p>Whether the programme is one or more of the following:</p> <ol style="list-style-type: none"> <li>Skills development.</li> <li>Employment.</li> <li>Knowledge services.</li> <li>SMME development.</li> </ol>	<p>Provides a narrative overview of the reason for the listing to the left.</p>
Design nature	Justification
<p>Whether the programme is directed at:</p> <ol style="list-style-type: none"> <li>Demand side: (of youth labour market) focused on increasing youth employment by stimulating demand for youth employment – this includes public employment but will be adjusted with the disclaimer of “Limited” given that most public employment of this nature is not sustainable.</li> <li>Supply side: (of youth labour market) whether programme is focused on youth employment by addressing the employability of youth and their inherent characteristics in terms of this employability.</li> </ol>	<p>Provides a narrative overview of the reason for the listing to the left.</p>

Narrative
Provides a breakdown of the various dynamics uncovered in the above assessment.

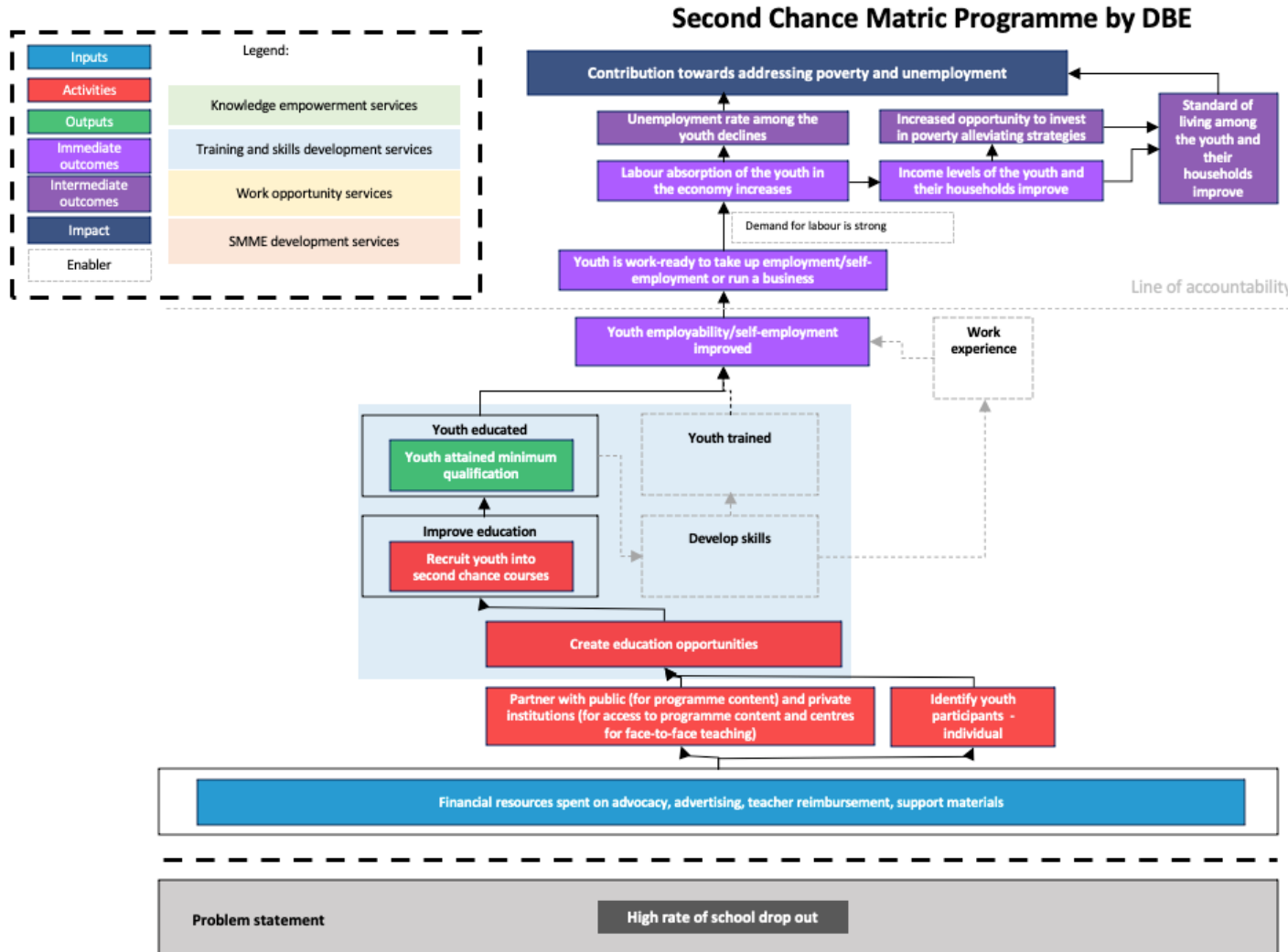
### Effectiveness Assessment

Metric	Score	Narrative
Summative effectiveness	The total targeted youths of the programme divided by the total achieved youth outcomes provided as a proportion.	Justification for information and listings to the left.
Programmatic effectiveness	Outcome of the number of years a programme has equalled or exceeded programme targets. A point is awarded for each year in which the achieved outcomes exceed the targets and the total points awarded as compared to the count of years for which data is made available.	
Comparative effectiveness	A comparison of the objective effectiveness between the different programmes according to the outcomes of the objective effectiveness assessment.	

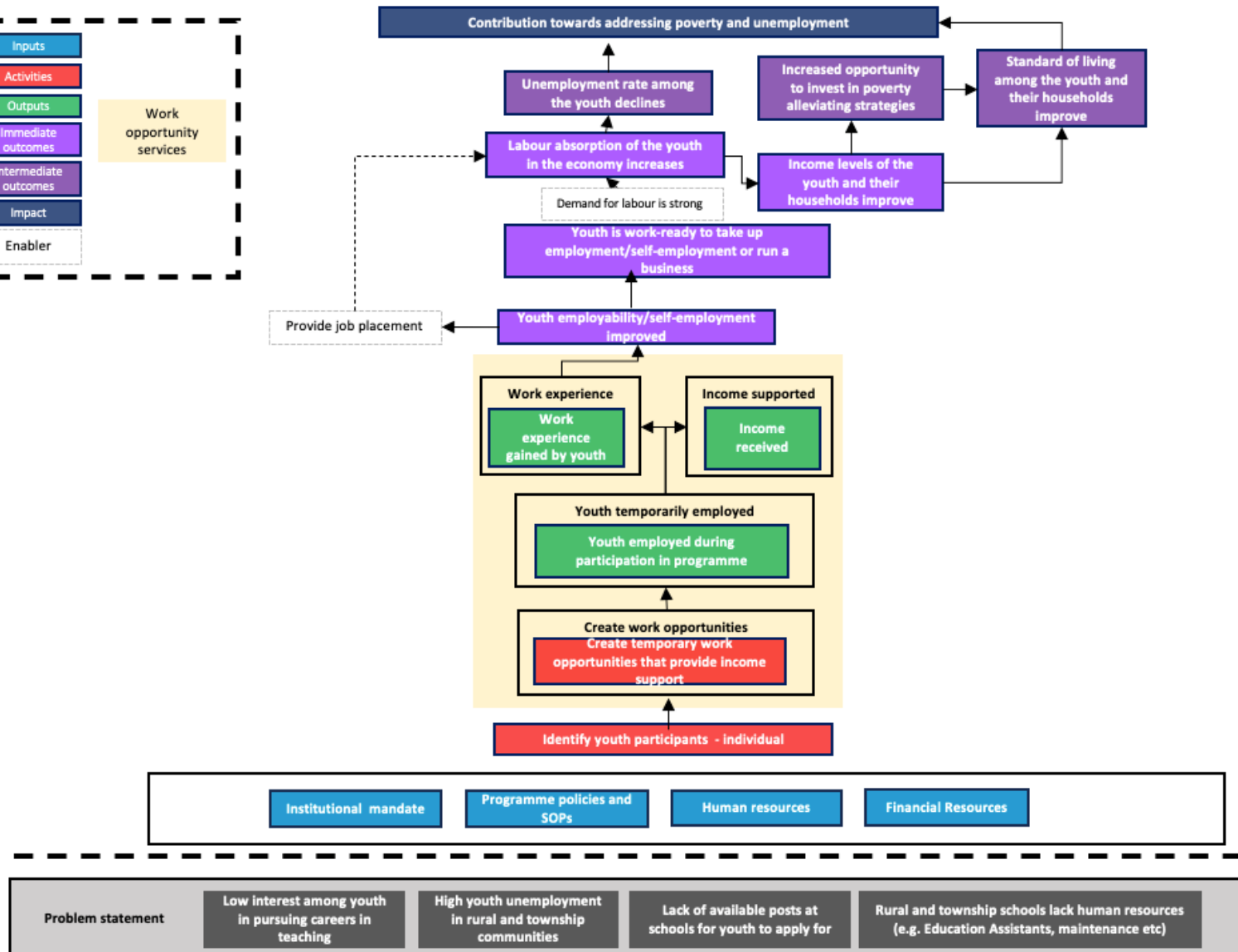
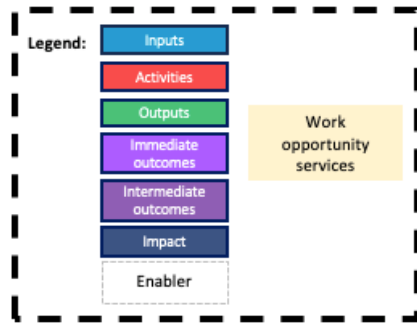
### Efficiency Assessment

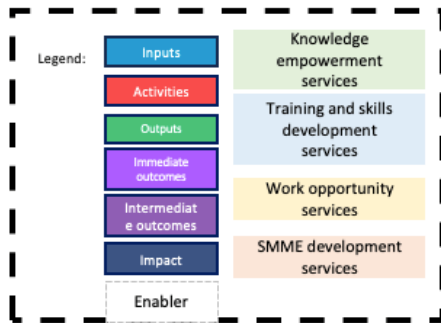
Total Spend	Number of youths	Spend per youth	Efficiency ranking
Total funds spent by the programme	Total number of youths that have taken part in the programme	The spend per youth	The efficiency spend of the programme when compared to other programmes.

## ANNEXURE E: PROGRAMME-LEVEL THEORY OF CHANGE

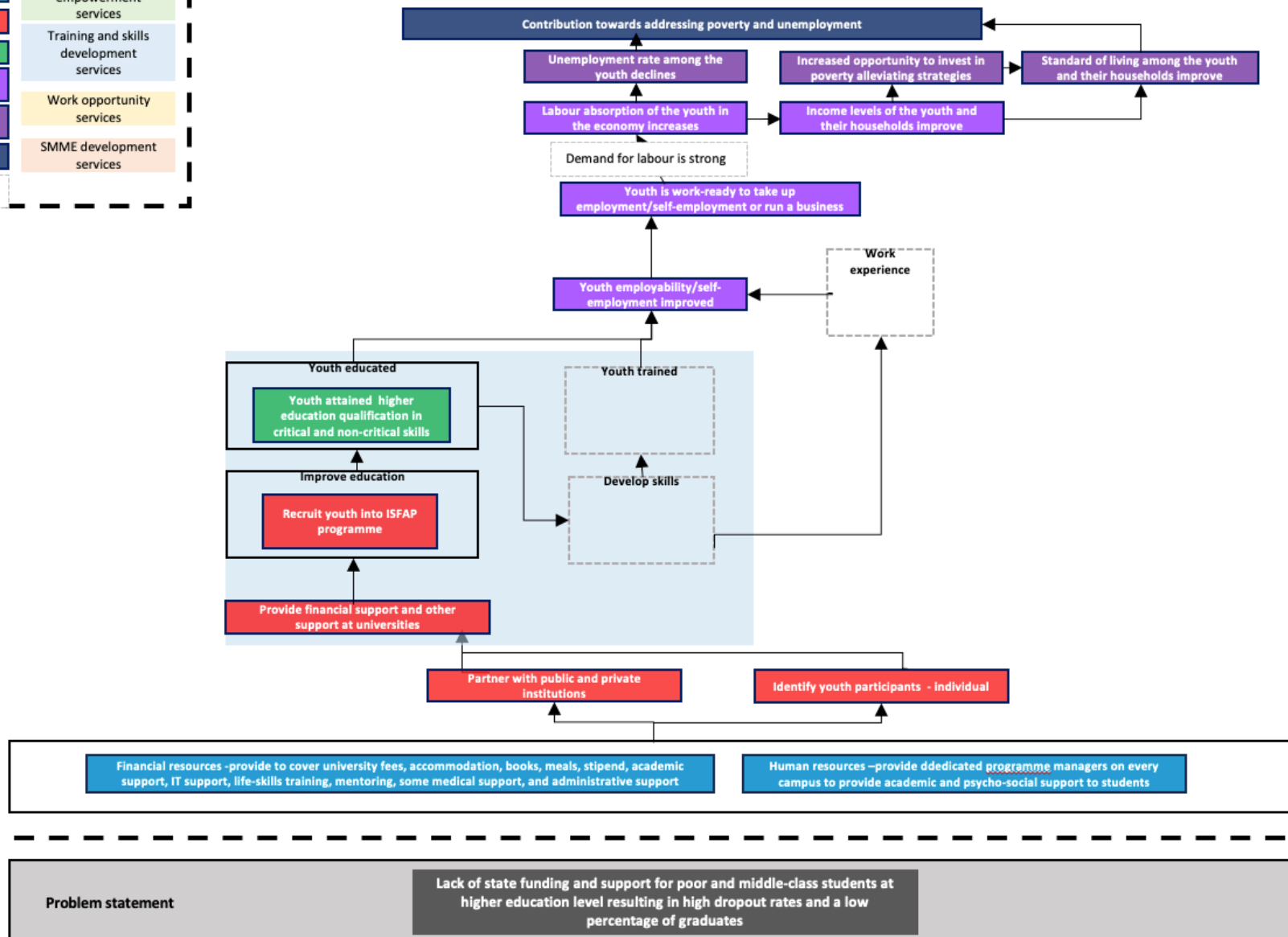


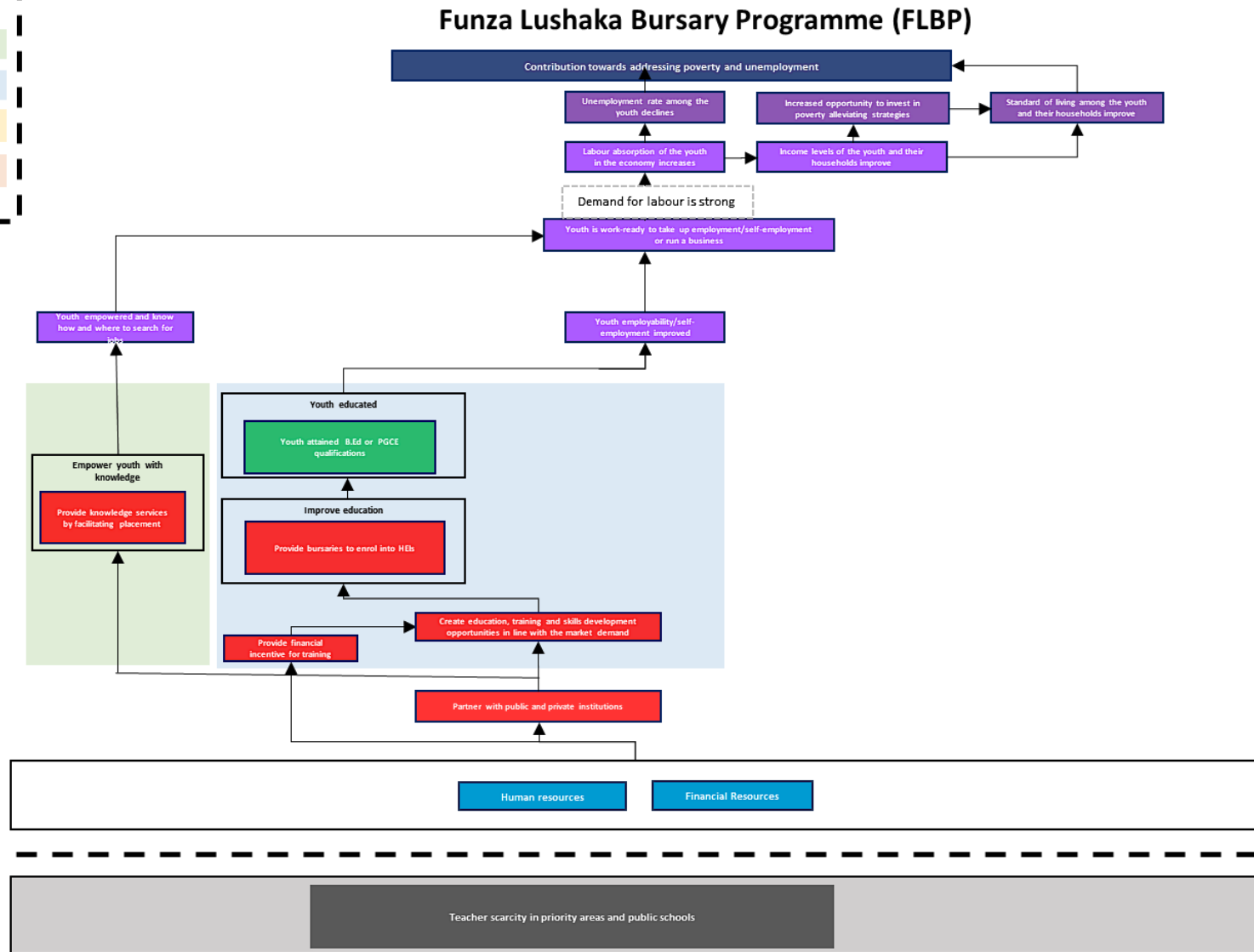
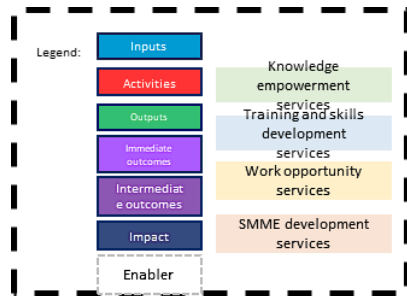
### Basic Education Employment Initiative



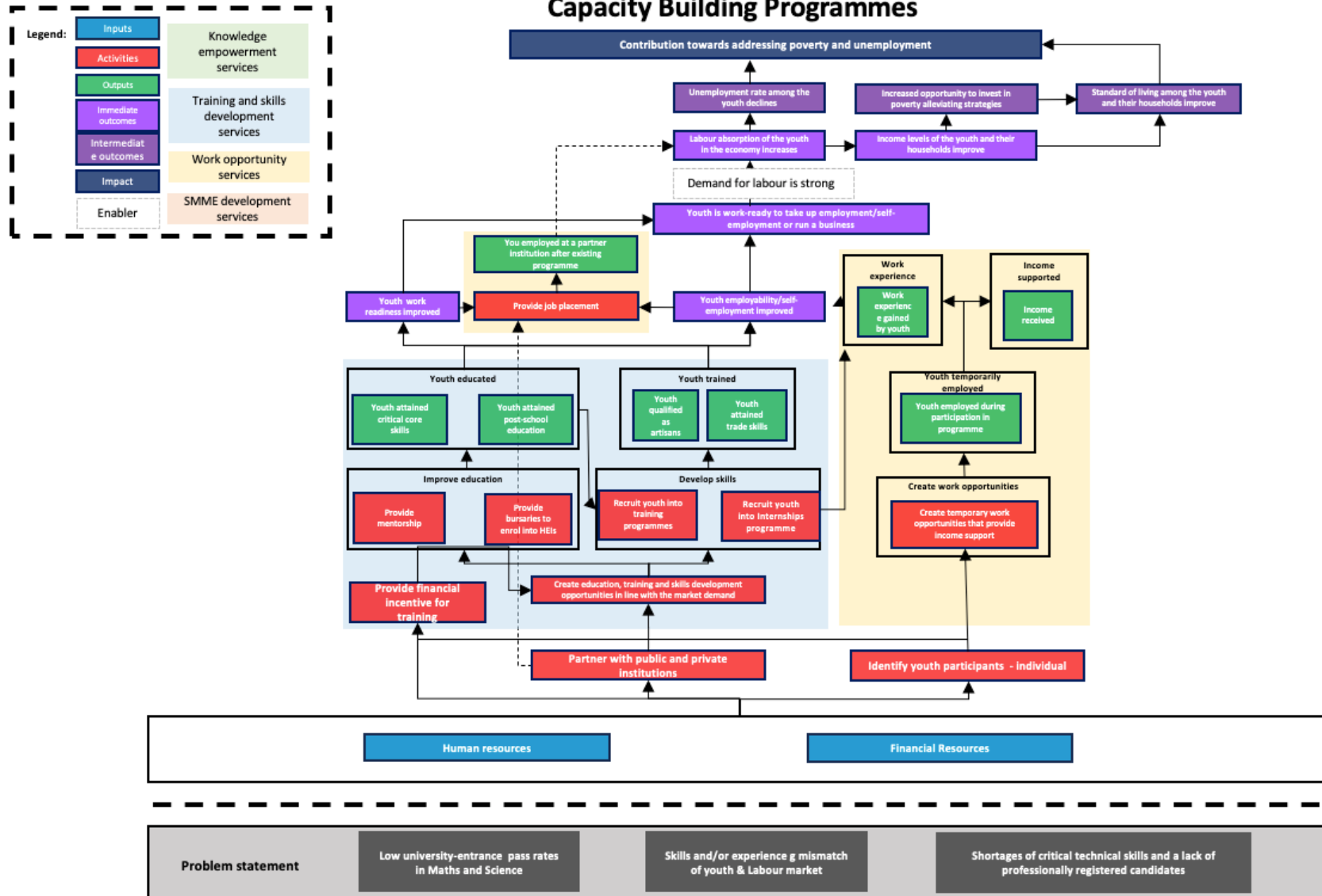


### Ikusasa Student Financial Aid Programme (ISFAP)

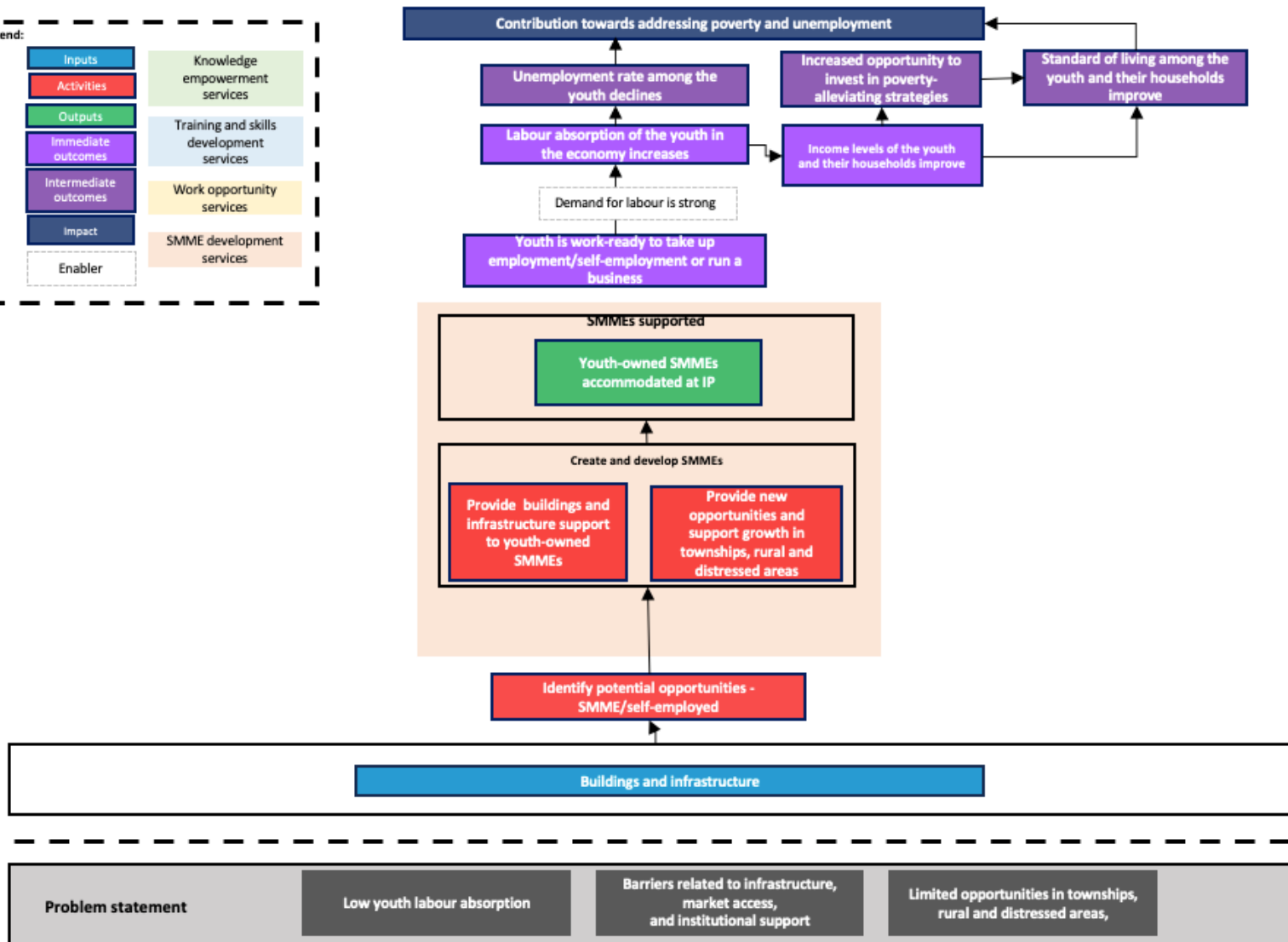
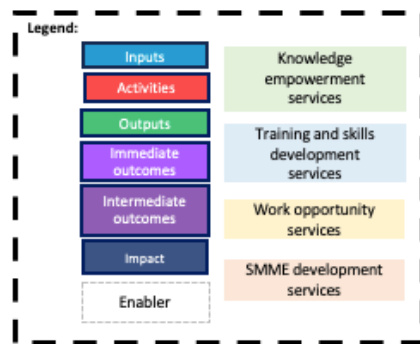


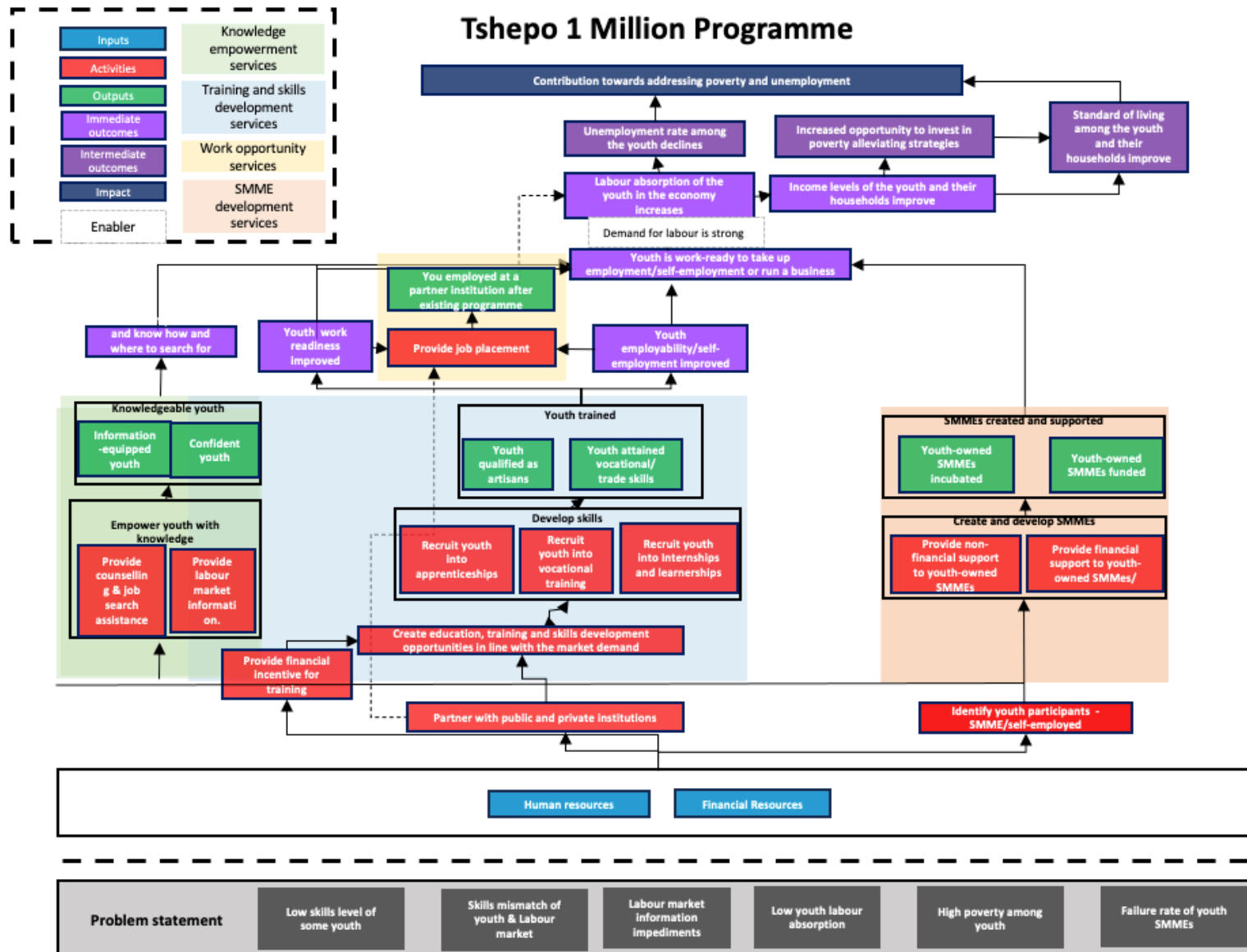


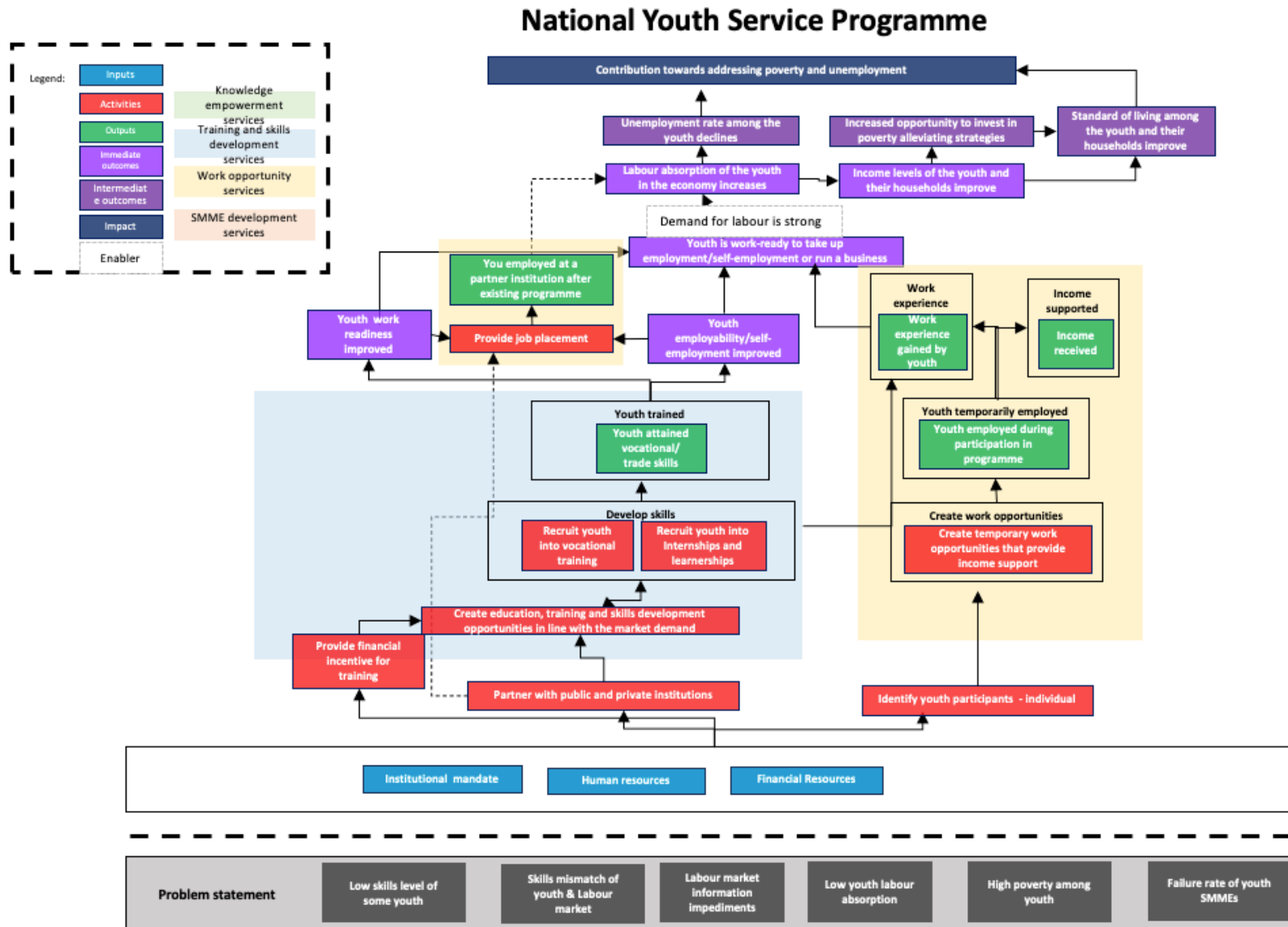


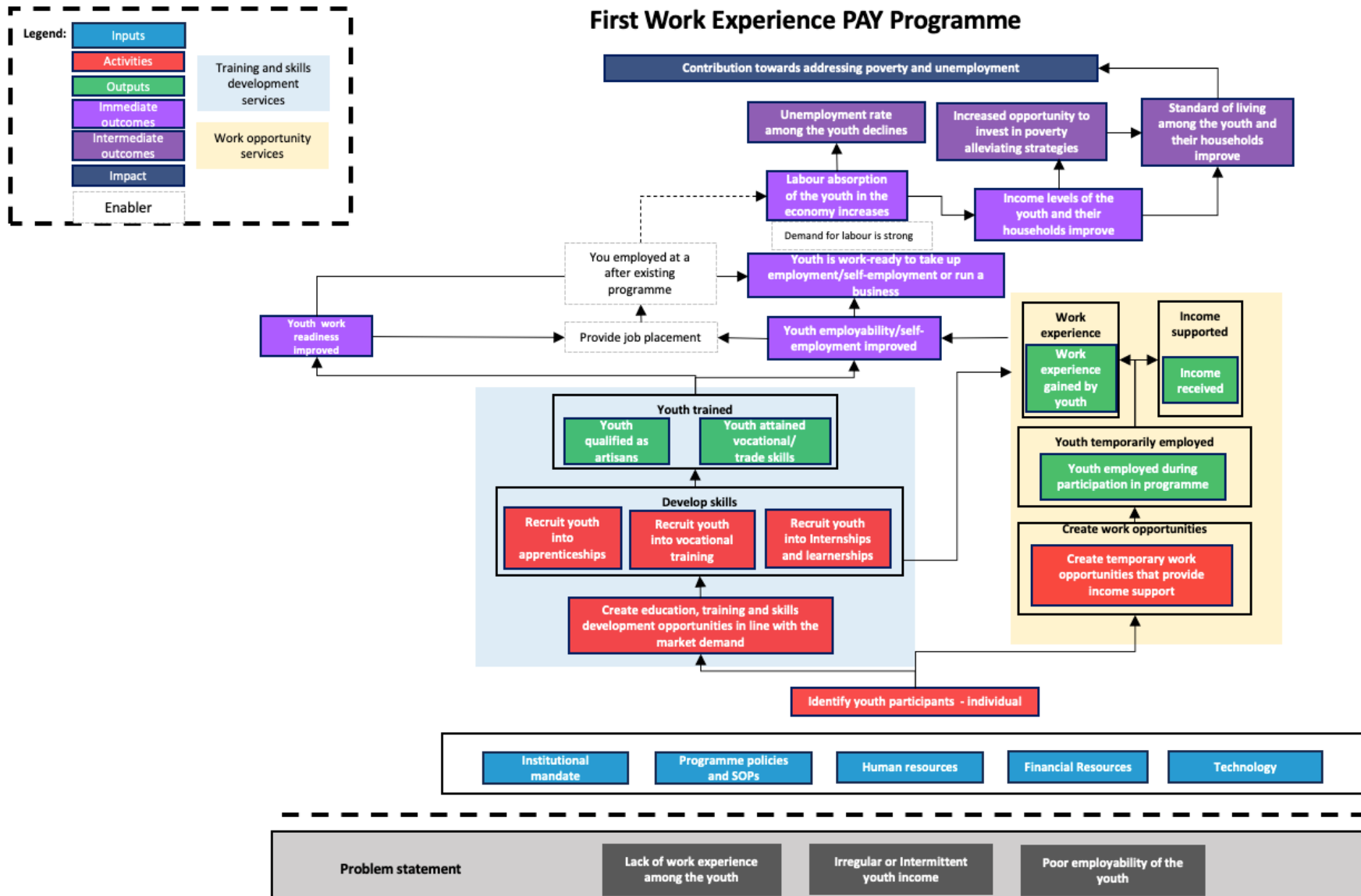


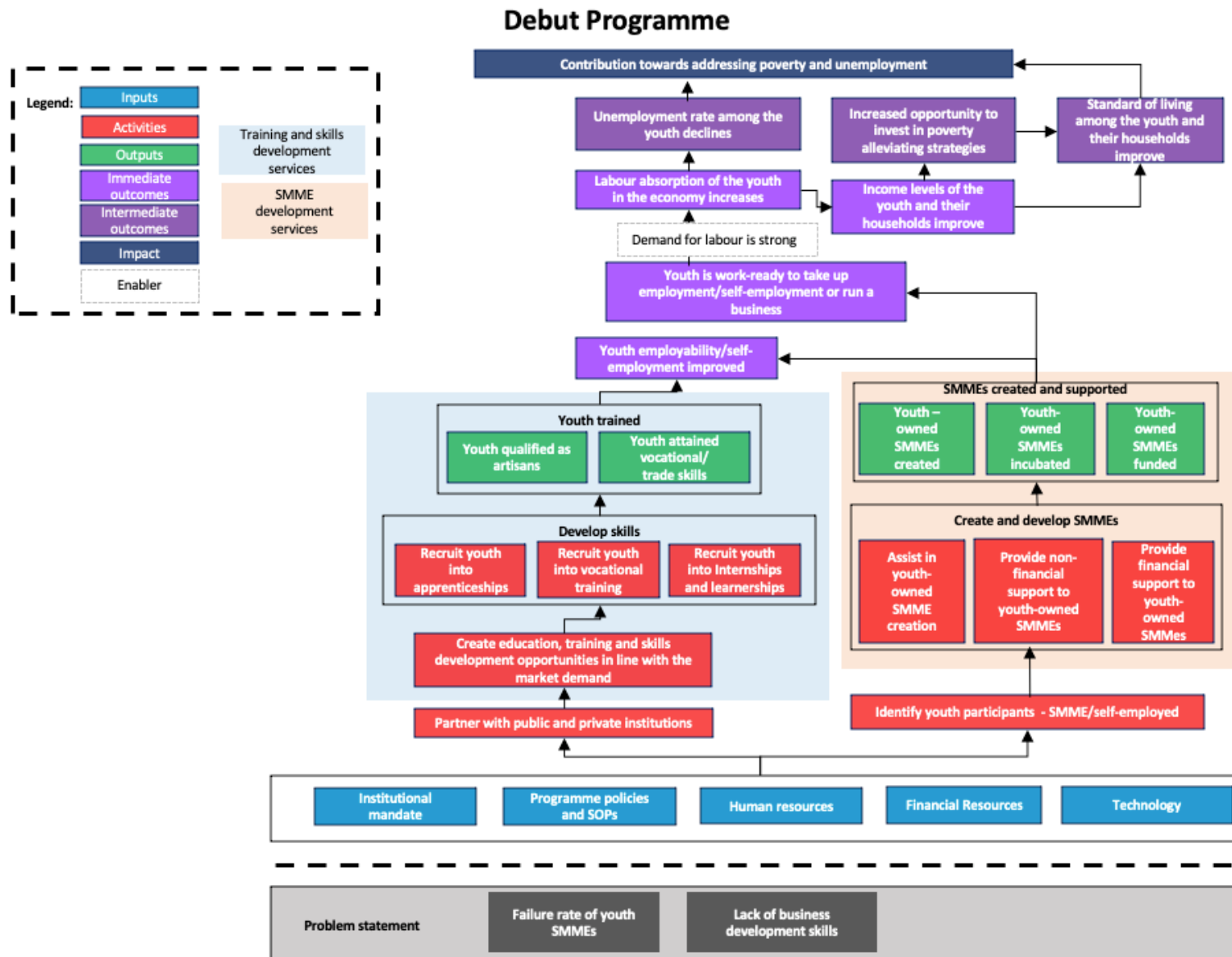
### Industrial Parks Youth Jobs Created

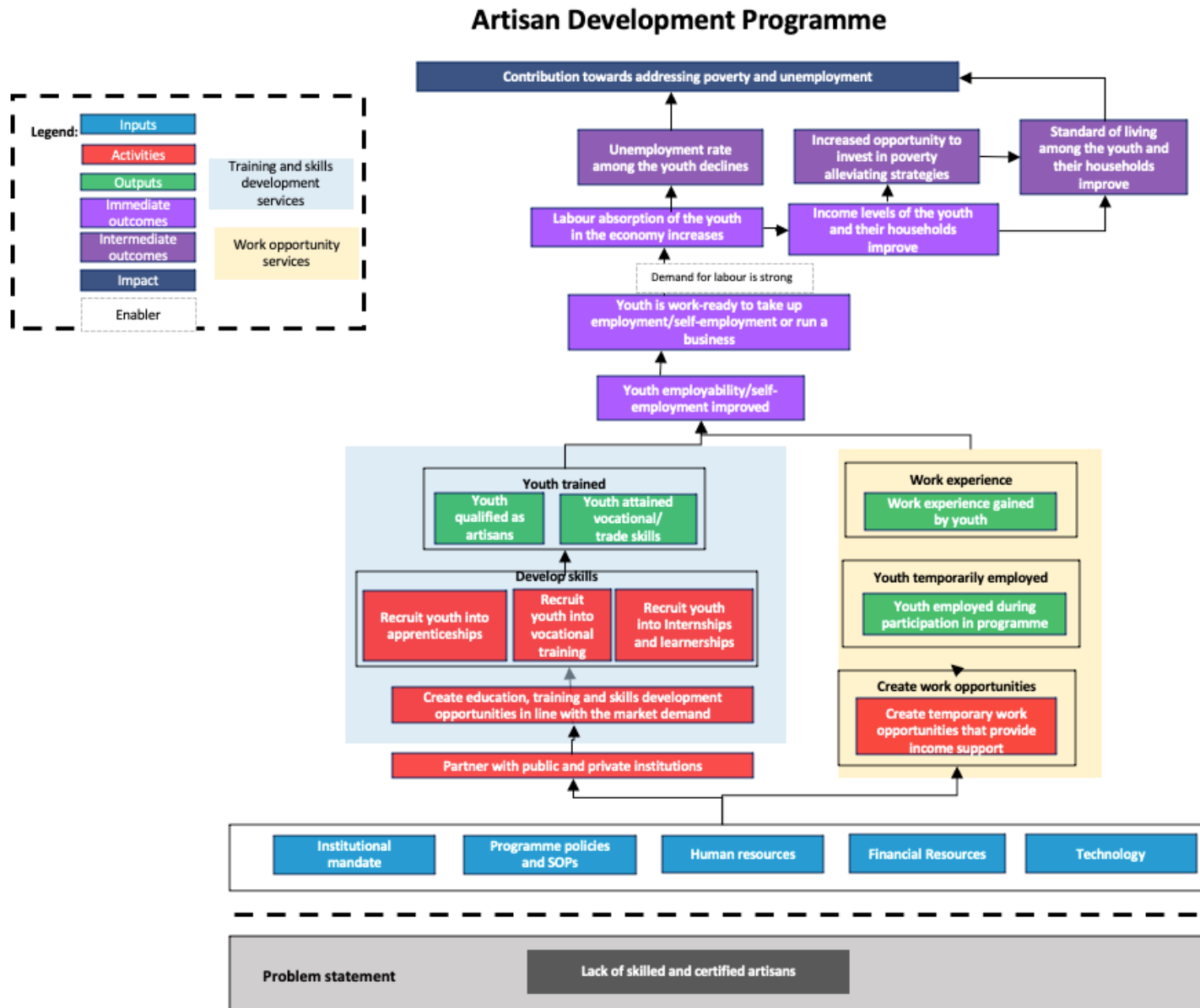












## ANNEXURE F: YECF IMPLEMENTATION FRAMEWORK

Programme type	Sub-Programme	Identified Features
<b>Employment Services</b>	Labour market information	1. Provision of information on the labour market. 2. Information compilation. 3. Information dissemination.
	Counselling & Guidance	4. Advice provided to youth.
	Job Search Skills	5. Training on interviewing and interview preparation soft skills.
	Job Placement	6. Matching of youth to job opportunities.
<b>Skills Development</b>	Adult literacy	7. Provision of basic literacy & numeracy skills.
	Adult vocational training (off-job)	8. Varying length. 9. Classroom-based. 10. Not enrolled in formal education. 11. Skills for occupational tasks.
	Adult vocational training (on-job)	12. On-the-job training. 13. Apprenticeship programmes. 14. Formal apprenticeship. 15. Non-formal apprenticeship.
	Second chance (Equivalency)	16. Target early drop-out (school). 17. Target young offenders.
	Financial incentives for training	18. The financial benefit to training service providers. 19. Vouchers to participants to attend training.
<b>Employment Creation</b>	Wage subsidies	20. Tax relief for employers. 21. Monetary grants to employers. 22. Voucher for young people.
	Public work (Community-based)	23. Temporary jobs. 24. Direct income. 25. Delivery of infrastructure.
	Self-employment	26. Advice on opening a business. 27. Training on starting a business. 28. Non-refundable grants. 29. Loans. 30. Specialised services (e.g., marketing/export assistance)
	Entrepreneurship development	31. Target school leavers. 32. Training on entrepreneurship.
<b>Integrated</b>	-	Combine all the above and below.
<b>Other types of programmes</b>	Work experience	33. Paid work experience. 34. Unpaid work experience.
	Grants for transport, childcare and other allowances	35. Cash for transportation, childcare and other. 36. Reimbursement/voucher for transport, childcare, and other.
	Other monetary & non-monetary entitlements	37. Assistance with specific barriers in finding work (access to phone, clothing etc.).



## ANNEXURE G: SUMMATIVE EFFECTIVENESS MATRIX

<b>Programme</b>	<b>Summative effectiveness</b>	<b>Ranking</b>
Second Chance Matric programme	177%	1
Capacity Building programme	114%	2
Funza Lushaka Bursary programme	103%	3
Basic Education Employment Initiative	95%	4
Artisan Development programme	91,66%	5
Tshepo 1 Million programme	88,96%	6
First Work Experience PAY programme	28,44%	7