

TERMS OF REFERENCE: ANNEXURE A

SCM /Tender Ref #:	DPME 13-2022/23
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Request for proposals for:	Design and Implementation Evaluation of Government’s Youth Employment Creation Programmes
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1. BACKGROUND / CONTEXT

Youth unemployment is at crisis levels in South Africa. This has led to questions around youth employment programmes that have been implemented in the country over the past few decades and their impact, as well as challenges they may face. The mid-year population estimates (2021) released by Statistics South Africa estimated the youth population to be at 34.3%. According to the second quarter Labour Force Survey, the youth unemployment rates were recorded at 46.3% in 2022¹.

South Africa urgently needs to assess the current programmes that are being implemented towards job creation, especially for youth who constitutes majority of population affected by unemployment. It has been demonstrated in literature that “youth idling” can be a breeding ground of instability in the country. To this end, the Department of Women, Youth and Persons with Disabilities (DWYPD) in partnership with the Department of Planning, Monitoring and Evaluation (DPME) intend to conduct a study to assess all government youth creation programmes to assess their design, effectiveness and efficiency in reducing youth unemployment for the period 2016-2021.

Economic Transformation and Job Creation is one of government seven priorities. It is stated in the MTSF that ‘the NDP Vision 2030 is government’s blueprint to unite all South Africans to address the triple challenges of unemployment, inequality and poverty.’ While this is a long-term project, several medium-term initiatives are needed to reach longer-term goals. The most pressing problem facing South Africa today is the absence of faster and sustained inclusive growth. These dual imperatives are prerequisites for addressing the triple challenges stated above’. The National Development Plan (NDP) is a plan to unite South Africans, unleash the energies of its citizens, grow an inclusive economy, build capabilities, and enhance the capability of the state and leaders working together to solve complex problems. Government interventions to create employment opportunities is directly linked to outcome 4 & 5 of the NDP. The NDPs vision is that, in 2030, long-term accelerated economic growth has reduced unemployment and inequality and helped create a more inclusive society. This is in part due to diligent work in carrying out growth plans such as the New Growth Path, the Industrial Policy Action Plan and the National Infrastructure Plan 2050.

Youth unemployment is also particularly high in South Africa. As such, job creation and entrepreneurship are a crucial priority in the National Youth Policy 2020-2030 and the Economic Recovery Plan recently approved by Cabinet. Youth unemployment is a major national challenge that needs urgent and coordinated responses to address it. Above all, a comprehensive strategy for youth employment, as part of a broader focus on expanding employment in South Africa, is necessary. Most often employers prefer to employ those with previous work experience and a higher level of education. Unfortunately, for the youth, lack of work experience is a stumbling block that results in them finding it hard to secure employment.

Poverty and inequality remain a challenge and impact negatively on the sustainable livelihoods and socio-economic status of young people in South Africa. The evaluation of youth programmes in terms of gender, age and disability proportion, is important for the purposes of outlining the dynamics and impact of poverty and inequality amongst young people. These variables will also assist in assessing the level of poverty and inequality based on intersectionality. The list is not exhaustive, other variables such as race and geographical location will also be considered as crucial elements for this evaluation.

¹ Stats SA, Labour Force Survey, Second Quarter, May 2022
ToR_Annexure A Youth Employment Creation_ final 07 October 2022
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2. PURPOSE

To seek a service provider to undertake a Design and Implementation Evaluation of Government's Youth Employment Creation Programmes. The purpose of this evaluation will be to assess the design, effectiveness and efficiency of government youth creation programmes between 2016 to 2021.

The findings from this evaluation will be critical in informing how current and future programmes and projects can be strengthened to maximise their impact and value for money towards the achievement of set priorities.

3. OBJECTIVES AND SCOPE OF PROJECT

The evaluation seeks to assess access to employment for youth from various government youth employment creation programmes to ensure maximum benefit and value for money.

3.1 Key Evaluation Questions

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?
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 objectives of creating employment for the country's youth (sustainable job creation)?
4. Are these government youth employment creation programmes aligned in relation to the overarching legislative frameworks/plans?
5. How does South Africa compare with other countries (countries of similar economy) 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?

3.2 Potential users of the evaluation

The following table depicts potential users of the evaluation results and how they will/may use the information:

Table 1: Design and Implementation Evaluation of Government's Youth Employment Programmes

Stakeholder	How they will use the evaluation
1. Government Economy Cluster: National Youth Development Agency, DTIC, Labour & Employment, Department of Small Business and Development, Department of Tourism, Department of Public Works and Infrastructure, Department of Women, Youth, Person with Disability, Department of Sport, Arts and Culture, Department of Social Development, Department	<ul style="list-style-type: none">• Improve current policy and implementation where there are gaps• Improve accountability, decision making and performance• To ensure maximum impact and value for money of support programmes• Ensure strategic alignment and improve coordination• Ensure proper alignment of cluster activities• To develop customise indicators to enhance report on the relevant outcomes• Contribute to the achievement of the NDP (Outcome 4 & 5)

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of Public Service Administration, Department of Environment, Forestry and Fisheries	
2. Department of Planning, Monitoring and Evaluation (DPME)	<ul style="list-style-type: none"> Facilitate and advise on improvements to ensure maximum impact and value for money of youth employment programmes
3. Private Sector	<ul style="list-style-type: none"> To leverage support Support the implementation of the evaluation recommendations
4. Civil Society	<ul style="list-style-type: none"> To leverage support
5. Institutions of Higher Learning	<ul style="list-style-type: none"> To leverage support Support the implementation of the evaluation recommendations
6. Research institutions	<ul style="list-style-type: none"> To leverage support Conduct further continuous in-depth research on underlying challenges
7. Cabinet	<ul style="list-style-type: none"> To ensure accountability
8. Parliament	<ul style="list-style-type: none"> To ensure accountability

3.3 Scope of the evaluation

3.3.1 Time period under review

The focus of the evaluation will assess youth employment creation programmes implemented between 2016 to 2021.

3.3.2 Components of the evaluation

This evaluation will focus on all government youth employment creation programmes. The table below indicates specific components that are in-scope and out of scope:

Table 2: Outline in-scope and out of scope components

In scope	Out of scope
<ol style="list-style-type: none"> National and Provincial youth employment programmes and projects (offered by both agencies and departments), inclusive of internship opportunities offered by government. Local youth employment programmes and projects (offered by both agencies and departments) High impact programmes (budget, geographic footprint and public interest) Innovative programmes 	<ol style="list-style-type: none"> Deep dives of individual youth employment programmes and projects Programmes that have been evaluated in the last 5 financial years

3.3.3 Geographic coverage

The coverage of the evaluation will be National, Provincial and Local.

4. PROPOSED METHODOLOGY / APPROACH

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A mixed-method (quantitative and qualitative) approach should be used. Data should be collected from key stakeholders responsible for implementing youth programmes, relevant spheres of government and clusters. Primary sources should include key informant interviews and focus groups at all spheres of government, relevant stakeholders including relevant experts in youth issues, managers of various youth programmes and participants of the youth employment programmes. Secondary sources will include legislation and programme documents, various statistical data sources, routine programme tracking information, previous research or evaluation reports, financial and institutional performance information. Amongst others, the following key institutions should be included:

The attached **Annexure 1** provide a list of some of the exiting youth employment creation programmes to be considered when a representative sampling is drawn as part of the methodology for the evaluation. The list is not exhaustive of all exiting youth employment creation programme. However, it seeks to provide a guide on programme existing at both national and provincial sphere of government. The identification of public employment programmes should include: rural, urban and rural-urban mix. The target participants must have a proportion balance by gender, age, disability and race.

The final methodology, including the evaluation matrix, will be the outcome of the discussion between the service provider and the custodian department together with DPME during inception phase.

4.1 Literature review

The service provider will be expected to review both local and international literature on government youth employment programmes, relevant policies and legislation instruments applicable for employment in the public sector.

4.2 Benchmarking study

The service provider will be expected to conduct a benchmarking study of South Africa with three countries (one from a developed and two countries with similar socio-economic and human development levels with South Africa, one of which must be an African country) using secondary data. As a principle, of the three countries, one of them must have advanced capabilities in youth development programmes. Two of the countries must be at comparable level as South Africa. The countries will be identified in consultation with the Steering Committee Members.

The benchmarking report should provide insights into good practices and provide real-world lessons for South Africa. The report on benchmarking should include a two-page summary of best-practice scan which provides a comparison between South Africa and the selected countries.

4.3 Interviews of key stakeholders

Semi-structured interviews should be conducted with key stakeholders responsible for the different youth employment creation programmes representative of all spheres of government.

4.4 Database

A methodology for tracking all government youth employment creation programmes should be developed. This should include an in-depth document analysis on youth employment initiatives, a brief description of each job creation programme including its purpose, performance, size in terms of budget and footprint and whether it has been evaluated (+- 1 page per programme). The output would be a database of all youth employment creation programmes offered by the South African Government. Over and above this, the database will be classified/ categorised per sector.

Once the database and the categorisation has been completed, an in-depth analysis of the programmes will be done to determine any overlaps, gaps and whether the programmes complement one another.

4.5 Representative Snapshot Online Survey

Conduct an online survey with programme managers and participants across national, provincial and local spheres with the support of the Steering Committee Members and relevant departments.

5. DELIVERABLES AND TIME FRAMES

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5.1 Products/deliverables expected from the evaluation

The following deliverables will be expected:

- **Inception** Report with a revised evaluation plan, overall evaluation design and detailed methodology and content structure for the final report. This forms the basis for initial agreements and expectations in the evaluation.
- **Literature review**; document analysis and benchmarking report
- **Report structure**, evaluation matrix, analytical framework, final data collection instruments and other tools;
- **Inventory/database** of public youth employment creation programmes
- **Draft evaluation report** with recommendations and findings to the delivery of government youth employment programmes for review, full and in 1/5/25 format (note: there may be 2 versions after comments).
- **A workshop** with stakeholders to discuss the draft report; *(note: this workshop may be held to discuss initial findings and recommendations before the draft report)*.
- **Presentation of the draft report** to the DPME/DWYPD brownbag session
- **The final evaluation report**, both full and in 1/5/25 format, in hard copy and electronic;
- **Presentation of the evaluation report** at the DPME Executive Committee Meeting
- **Provision of all datasets, metadata and survey documentation** (including interviews) when data is collected. *(Full transcripts of interviews are not required)*.
- **A PowerPoint or audio-visual presentation** of the results and other presentations as required.

5.2 Budget and payment schedule

The evaluation will be co-funded by DPME and the Department of Women, Youth and Persons with Disabilities (DWYPD). Payment will be effected by DPME as per payment schedule below.

The table below depicts the high-level project plan, tentative dates that are subject to change.

Table 3: Outline project plan and payment schedule

Deliverable	Expected milestones	Percentages %
Inception Meeting	November 2022	-
Submission of draft Inception Report	November 2022	-
Approved Inception Report	November 2022	10%
Sign SLA	November 2022	-
Approved Literature Review and Benchmarking Report	To be confirmed	10%
Submission of Report structure, evaluation matrix, analytical framework, final data collection instruments and other tools.		-
Submission of Inventory/database of public youth employment creation programmes		-
Approved of Report structure, evaluation matrix, analytical framework, final data collection instruments and other tools;		10%
Draft evaluation report with recommendations and findings to the delivery of government youth employment programmes for review, full and in 1/5/25 format (note: there may be 2 versions after comments).		-
Validation workshop with stakeholders to discuss the draft report		
Revised Draft evaluation full report and 1/5/25 summaries		20%
Peer Review of the Report & comments from Steering Committee		-
Final Evaluation Report, Version 1		-
Comments to service provider from Steering Committee and Peer reviewer on Final Report		10%
Final report drafts 2 submitted		
Approval of the Report by the Steering Committee	Early December 2023	30%

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Power-point Presentation of the Report at top management and provision of all datasets, metadata and survey documentation (including interview transcripts).	Mid-September 2023	10%
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6. PROJECT MANAGEMENT / REPORTING ARRANGEMENTS

6.1 Management arrangement

The service provider shall be managed by DPME together with the Chairperson of the **Project Steering Committee** supported by the **Project Steering Committee** that shall be responsible for approval of the deliverables. The **Project Steering Committee** will be chaired by DWYPD and the secretariat role will be provided by DPME Evaluation Unit.

6.2 Reporting arrangements

The evaluation project manager to whom the service provider will report is Mrs Kgaugelo Moshia-Molebatsi, Email: Kgaugelo@dpme.gov.za Tel: 012 312 0161.

7. QUALITY ASSURANCE

Peer reviewers will be contracted to support the assignment. Refer to the DPME Guideline on Peer Reviewers on DPME website for more detail.

8. OTHER

None.