

Report on an Investigation of Youth Employment Policy Solutions adopted by the South African Government

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ACRONYMS/ABBREVIATIONS

<i>Abbrev</i>	<i>Description</i>
4IR	4 th Industrial Revolution
ABET	Adult Basic Education and Training
ASGISA	The Accelerated and Shared Growth Initiative for South Africa
AU	African Union
BANKSETA	Banking SETA
B-BBEE	Broad-Based Black Economics Empowerment
BLFS	Biannual Labour Force Survey
CATHSETA	Culture, Art, Tourism, Hospitality, and Sport Sector Education and Training Authority
CAQDAS	Computer Assisted Qualitative Data Analysis Software
CoGTA	Department of Cooperative Government and Traditional Affairs
CRDP	Comprehensive Rural Development Programme
CWP	Community Work Programme
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DoE	Department of Education (Former department)
DoEL	Department of Employment and Labour
DPME	Department of Performance Monitoring and Evaluation
DRDLR	Department of Rural Development and Land Reform
DTIC	Department of Trade, Industry and Competition
EPWP	Expanded Public Works Programme
ERRP	Economic Recovery and Reconstruction Plan
ESSA	Employment Services of South Africa
ETDP SETA	Education, Training and Development Practices Sector Education and Training Authority
ETI	Employment Tax Incentive
FASSET	Financial & Accounting SETA
FP&M SETA	Fibre Processing and Manufacturing Sector Education and Training Authority
GDP	Gross Domestic Product
GDS	Growth and Development Summit
GEAR	Growth Employment and Redistribution
GHS	General Household Survey
HEI	Higher Education Institution
HSRC	Human Sciences Research Council
HWSETA	Health and Welfare SETA
IDC	Industrial Development Corporation
ILO	International Labour Organisation

IED	Inclusive Economic Development
INSETA	Insurance SETA
IPAP2	Industrial Policy Action Plan
IYDS	Integrated Youth Development Strategy
LEEF	Local Ecosystem Enablement Fund
LFS	Labour Force Survey
M&E	Monitoring and Evaluation
merSETA	Manufacturing, Engineering & Related Services SETA
MICT SETA	Media, Information & Communication Technologies SETA
MRC	Medical Research Council
NARYSEC	National Rural Youth Service Corp
NEPF	National Evaluation Policy Framework
NGO	Non-Governmental Organisations
NIDS-CRAM	National Income Dynamics Study-Coronavirus Rapid Mobile Survey
NIPF	National Industrial Policy Framework
NDA	National Development Agency
NDP	National Development Plan
NGP	New Growth Path
NPC	National Planning Commission
NPMN	National Pathway Management Network
NPO	Non-Profit Organisations
NQF	National Qualification Framework
NSC	National Senior Certificate
NSDS	National Skills Development Strategy
NSF	National Skills Fund
NSFAS	National Student Financial Aid Scheme
NYC	National Youth Commission
NYDA	National Youth Development Agency
NYP	National Youth Policy
NYREC	National Rural Youth Services Corp
NYS	National Youth Service
NYSP	National Youth Service Programme
OECD	Organisation for Economic Co-operation and Development
OSY	Out of School Youth
PES	Public Employment Services
PSET	Post School Education and Training
PYEI	Presidential Youth Employment Initiative
QLFS	Quarterly Labour Force Survey

RDP	Reconstruction and Development Programme
REC	Research Ethics Committee
REDCAP	Research Electronic Data Capture
RPL	Recognition of Prior Learning
SA	South Africa
SAQA	South African Qualifications Authority
SASSETA	Safety and Security SETA
SASSA	South African Social Security Agency
SC	Extended Senior Certificate
SDG	Sustainable Development Goals
SEDA	Small Enterprise Development Agency
SEFA	Small Enterprise Finance Agency
SET	Science, Engineering and Technology
SETA	Sector Education and Training Authority
SGB	Social Grant Beneficiary
SMME	Small medium and micro-enterprise
Statistics SA	Statistics South Africa
STWT	School to Work Transitions
TEFSA	Tertiary Education Fund of South Africa
TETA	Transport Education Training Authority
ToC	Theory of Change
TVET	Technical and Vocational Education and Training
UIF	Unemployment Insurance Fund
UN	United Nations
UNICEF	United Nations Children's Fund
UoT	University of Technology
WiL	Work-integrated Learning
YAC	Youth Advisory Centres
YRBS	Youth Risk Behaviour Survey

GLOSSARY

TERM	DEFINITION
Youth	Refers to a period of transition from a state of dependence towards a state of maturity, characterized by greater independence. It characterises a person between the ages of leaving compulsory education and finding their first job. For statistical purposes youth are defined as persons between the ages of 15 and 24 globally. South Africa defines youth as those between the ages of 14 to 35 years.
Employed	Persons aged 15–65 who did any work or who did not work but had a job or business in the seven days prior to the survey interview.
Implementing agent	An individual or firm contracted and authorised to act on behalf of the sector department, by implementing departmental projects and executing related transactions on their behalf
Work opportunity	Paid work created for an individual on an EPWP project for any period of time. The same person can be employed on different projects and each period of employment will be counted as a work opportunity
Labour intensive	Refers to methods of construction and maintenance involving a mix of labour and machines without compromising on quality, where labour is the primary resource supported by plant and equipment for activities that cannot be feasibly done by labour only.
TERM	STATISTICS SOUTH AFRICA DEFINITIONS OF UNEMPLOYMENT
Unemployed (Official Definition)	Persons aged 15–65 years who did not have a job or business in the seven days prior to the survey interview but had looked for work or taken steps to start a business in the four weeks prior to the interview and were available to take up work within two weeks of the interview.
Unemployed (Expanded Definition)	People who would like to work but have become discouraged during the job search process.
Not economically active	Persons who are neither employed nor unemployed.
Discouraged work-seekers	Persons who want to work and are available to work but who indicate they are not actively looking for work.
Policy Solution/Interventions	These are the programmes and projects implemented which give effect to the policies
TERM	STATISTICAL TERMS
N	Total size of the Study Population
n	Size of the relevant subset of the population

Source: (Statistics South Africa, 2020c), *StatsDirect.com* (n.d.), *EPWP Phase IV Business Plan 2019-2024*

Independent Research Conducted by the Human Sciences Research Council (2022).

This report has been independently prepared by the Inclusive Economic Development Division (IED) of the Human Sciences Research Council (HSRC). The study is overseen by an internal Project Management Committee (PMC) and a Department of Employment and Labour constituted Project Steering Committee (PSC) established specifically for the study comprising officials from within the department and researchers from the HSRC.

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Project Manager	Ms Shirin Motala
Research Team	Principal Investigators: Ms Shirin Motala, Dr Ms Bongiwe Mncwango, Mr Stewart Ngandu and Mr Krish Chetty Researchers: Nondumiso Masuku, Jaqueline Harvey, Tahiya Moosa, Lindiwe Malumbaso, Amanda Phetla, Nonduduzo Mphehle and Zwelakhe Maseko
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EXECUTIVE SUMMARY

INTRODUCTION

South Africa enjoys the dubious recognition as a global leader in unprecedented levels of unemployment and more specifically youth unemployment. The youth unemployment crisis has its origins prior to the advent of democracy with a Statistics South Africa (Statistics SA) estimate from 1996 of 53% youth unemployment. This remains a threat to the realisation of our national development goals and which continues to exclude young people from enjoying the democratic dividends that a transformed state was expected to deliver. Youth unemployment remains a scourge which perpetuates intergenerational cycle of poverty and growing inequality. It is thus unsurprising that South Africa's National Development Plan Vision 2030 noted the urgency for the state to *"find ways to reduce alarming levels of youth unemployment and to provide young people with broader opportunities [...] Failure to act will threaten democratic gains"* ([National Planning Commission 2012: 16](#)). This is evident in the increasing growth of discouraged workseekers in the economy (de Lanoy, Graham, Patel, & Leibbrandt, 2018).

Two key challenges to enhancing youth employability are firstly the subdued nature of the economy which makes it difficult for labour market to absorb the rapidly expanding supply of young people, large numbers of whom are semi or unskilled. The second challenge is that labour market is characterised by structural mismatches between labour demand and workers' labour supply.

Youth unemployment literature identifies quality education and entrepreneurship as potential solutions to overcome the unemployment crisis. However, a general lack of skills among the youth as a consequence of the country's weak education system is associated with negative future employment and earning outcomes (Bradley & Nguyen, 2004). The challenge is multi-tiered, with poorly performing schools, challenges relating to the contribution of technical vocational education and training institutions to acquisition of skills among young people, consequently, reducing the potential for young people to successfully transitioning into the formal employment (Spaull, 2013). Importantly there is recognition of the contribution that a skilled workforce plays in advancing economic transformation (World Bank, 2018).

Government's 25 year review report (DPME, 2019) noted that over the 1994 to 2019 period, government had implemented various policies and plans to reduce the high rate of unemployment, particularly for young people and women. These policies find expression in several key legislation, policies and strategies including the Reconstruction and Development Plan (1994), the National Development Plan (2012) and many others focusing on both the supply and demand side challenges of promoting youth employment including skills

development interventions, school to work transitions and efforts to incentivise employer behaviour in recruiting young people among others.

School to work transitions (STWT) are globally recognised as non-linear, extended and more uncertain, and it is thus important to understand the factors responsible for smooth or broken transitions. The literature focusing on transitions from secondary school into the world of work, has grouped these factors into individual, institutional (school related or higher education and training variables) and labour market context. Identifying factors with an impact on the transitions is particularly important for the South African context which is marked by pronounced inequalities.

A critical concern has been that despite the significant investment in policy development, programme implementation with the concomitant resources allocated these policies have not had the envisaged impact on reducing youth unemployment.

In 2019, the 6th Administration expanded the mandate of the former Department of Labour to include *Employment* (becoming the Department of Employment and Labour [DoEL]) with a focus on *employment creation* and *coordination of employment efforts* across government. It was acknowledged that the function of coordinating government employment efforts would entail a longer process informed by research and resource mobilization.

According to the DoEL's Strategic Plan 2020-2024 (Department of Employment and Labour, 2020, p. 22), it defined its impact statement as **"A labour market which is conducive to decent employment"**. To operationalise this expanded mandate, the department initiated a concept of STOP (Current State); START (Strategy) and CONTINUE (Desired State) action plans which were developed with the central and immediate focus being a situational analysis, which has both an internal focus (departmental analysis) and an external focus (factors influencing the current context).

The imperative for DoEL in commissioning this research is thus premised on the need to assess the outcomes and impacts of the country's significant investment in enhancing youth employment, with the results expected to contribute to the development of a national Employment Policy for South Africa.

STUDY OBJECTIVES

The Department of Employment and Labour commissioned the HSRC to undertake an evaluation of the impact of policies implemented since democracy with the aim of understanding the outcomes and impacts of the various education, training and labour market policies.

The primary focus of the DoEL study was to ***investigate policy solutions adopted by the South African Government to facilitate youth entry into the labour market and assess the outcomes and impacts arising thereof***. The specific objectives were to:

- Identify all relevant policy solutions introduced since 1994 to promote youth employment; and
- Evaluate the effectiveness of these national policies in facilitating access into the labour market.

METHODOLOGY

The Evaluation Framework informing this study draws from international best practice in the evaluation of such programmes with it being posited that (Michael Quinn Patton, 2002) such evaluations require a holistic understanding of the dynamics through which social investments yield results and attempt to respond to three key questions namely, *“are we doing the right things; are we doing them right; and are we doing them in a large enough scale to bring about measurable impact?”*

A theory based design informed the approach to conducting this study which seeks to understand the pathways through which change was expected to occur, with an emphasis on detailing the assumptions on which the intervention logic was premised. The indicators for evaluating the outcomes and impacts of an intervention including *relevance, effectiveness, efficiency, impact and sustainability* (OECD, 1999) which are aligned to South Africa’s National Evaluation Policy Framework (NEPF) (Department of Performance Monitoring Evaluation, 2011) which emphasises measuring the performance of public sector programmes.

The indicators for evaluating the outcomes and impacts of an intervention including *relevance, effectiveness, efficiency, impact and sustainability* (OECD, 1999) have informed the design of the study, the study instruments and the analysis of findings

Reconstituting a Theory of Change

Almost all of the policies developed lacked an explicit theory of change. As a result, during the study’s initial phase, an overarching theory of change with respect to policies to enhance the labour market access of young people was retrospectively reconstructed. This process was informed by a review of available literature and a broad based participatory process of stakeholder engagements . The resulting theory of change (ToC) captured the pathways leading to the goal intent of programmes implemented to give effect to the policies developed.

Research Methods

The study adopted a cross-sectional mixed method including both qualitative and quantitative enquiry approaches. In addition to the articulation of the ToC, the cross sectional design components included a **literature review**, a **survey** with youth beneficiaries who were exposed to an education, training or labour

market intervention and non beneficiary survey, **focus groups** with beneficiaries and **key informant interviews** with diverse set of stakeholders from policy makers, government implementers, practitioners, education and training stakeholders, academics and sector experts and representatives from private and non-profit organisations working in this field.

Primary data collection was undertaken virtually arising from the need to manage social distancing practices to curb the transmission of Covid 19. Telephone interviews were conducted with the employment, and education and training programme beneficiaries and non-beneficiaries using a structured survey instrument. Data was collected online on computers and captured on the REDCAP platform (Research Electronic Data Capture).

Study Population and Sampling

The inability to access accurate data and contact details of beneficiaries of the approximately four million beneficiaries of government programmes aimed at enhancing labour market access created a significant challenge for the study.

There were two options available, either conduct a national youth census or to reconstruct a population database and from which to sample. While the former was not an option within this contract, the latter posed challenges for ensuring representivity of the population at large.

The proposed sample size (informed by budget limitations) was a one thousand respondents. However the research team revised this to 2000 in order to ensure sufficient stratification of the respondents across the intervention types, gender, age, level of education and current labour market status. A total of 2,386 respondents completed the survey, and of this group 1707 respondents were beneficiaries of the various intervention types explored in this study while the remaining 679 respondents were deemed non-beneficiaries as they self-reported no exposure to any of the policy interventions. The inclusion of non-beneficiaries was informed by the importance in impact evaluations of attribution of the change to the specific intervention, without a comparison group which did not have exposure to the intervention.

In addition, eight focus group sessions were conducted with a total of 59 beneficiaries, majority of whom were women (41). Key informant interviews were planned to be conducted with a purposively sampled set of stakeholders representing policy makers, implementers, researchers, academics, sector experts as well as private sector stakeholders involved in education, training and labour market interventions. Twenty nine respondents were invited to participate and fourteen indepth interviews were conducted over a period of two months.

The study was conducted aligned with ethical principles for conducting research with human subjects as per approval from the HSRC Research Ethics Committee.

Study Limitations

A critical limitation of the study was the inability to access beneficiary registers of all implemented interventions from the 90's to present day, partly arising from the promulgation of POPIA. Without being able to generate an effective estimate of the beneficiary population size across the selected interventions, the research team was unable to determine an appropriate sample size at a confidence level and margin of error relevant to a study of this nature. It was also not possible to randomise respondents to reflect the total beneficiary population in South Africa. Thus, a critical limitation is that the findings cannot be generalised across all youth beneficiaries in the population. This limitation further constrained the ability to make inferences about the population of interest based on the findings from the sample included in this study.

The findings presented thus describe the respondents of this survey and in so far as it has been possible we have drawn on broader empirical evidence to confirm if the findings align with what is known about the effectiveness of the policy solutions implemented.

Study Outputs

The study generated several research outputs as core deliverables all of which contributed to the preparation of this study and in the preparation of this report. The following outputs were produced during the course of the study:

- An Inception Report
- A Literature Review Report
- A primary data collection Fieldwork Report
- The final Research Report.

EVIDENCE FROM LITERATURE

South Africa has made significant progress in developing an expansive suite of policies, legislation and strategies to ensure that youth are integrated into wellbeing, social protection and employment interventions. The policies and legislation implemented have included those in respect of supply and demand and to a limited extent with misalignment issues. These have contributed to the implementation of a myriad of interventions aimed at providing young people with educational possibilities and labour market interventions, entrepreneurial start-up prospects, and on-the-job training options that will prepare them for the workforce. These have however not translated into significantly addressing the crisis of youth unemployment.

Interventions implemented to give effect to the policies developed have had mixed outcomes with the National Planning Commission noting that with limited evidence of what has worked and with the findings arguing that greater attention needs to be given to matching and alignment of the wide range of interventions

with various challenges that inhibit youth employment, together with the diverse nature of the experience of youth unemployment in South Africa.

Demand Side Active Labour Market Interventions

On demand side active labour market programme it is noted that the Expanded Public Works Programme (EPWP) created work opportunities which were of temporary and short term nature, paying below market rates and had negligible impact on employability and employment outcomes of participants. This was further exacerbated by limited access to skills development. The Community Works Programme (CWP), when measured against the social objectives of the programme, however reflects more positively (De Lannoy et al., 2018). It involves projects such as early childhood development, food gardens, community safety and promoting arts and culture, adult basic education among others. However it did not have any significant impact on youth unemployment, although both EPWP and CWP have played important social protection role of income transfers into households, particularly those below the lower bound poverty line.

Another demand side intervention, the Employment Tax Incentive (ETI) was introduced in 2014 to encourage employment of young people by firms in the private sector. It was introduced as a form of tax relief for firms hiring workers between the ages of 16 and 29, who earn less than R6 000 per month. While the tool was intended to combat high levels of youth unemployment, Bhorat et al. (2020) note that studies estimating its effect in increasing employment of youth using survey data have shown little to no effect, while De Lannoy et al. (2018) found that the evidence on the overall effectiveness of the ETI available was mixed, but there seems to be some agreement that there are positive effects amongst small firms - which aligns with what Bhorat et al. (2020) found. This may suggest that a greater emphasis may need to be put on smaller firms in strategies to increase youth employment through such incentives.

Supply Side Active Labour Market Interventions

Supply side interventions such as work training, work placement and work readiness programmes are typically not tracked with respect to their impact on youth employment specifically but rather on their throughput rates. The Siyakha Youth Assets study (2019) presents evidence on the effects of such interventions on youth employability programmes (YEPs) particularly those which offer technical and human capability skills training to young people who struggle to access post-secondary education and the labour market. Compared to a matched sample from the QLFS data, YEP graduates were approximately 11 percentage points more likely to

be employed.¹ It also found that where youth were employed, the nature of their employment had improved following participation with higher earnings and in an increase in formal employment among participants. Participation in YEP's were shown to positively contribute to further education outcomes. Two years after completion of the training, the study found that just over 17% of the participants had gone on to study further. The study further found that specific features of the programme contributed to employability such as matching participants to jobs and orientating training to employer demands. Relative to those who received no matching, those that did had an improvement in probability of finding work of 28 percentage points. Matching also emerged as the feature that best explains higher earnings for those employed. The success of matching as a feature however points to the critical role of intermediation in the labour market. The results suggest that types of programmes are critical for promoting human capability skills, facilitating access to information about the labour market, and for mediating an interface with employers for young people. They also may play a role in supporting unemployed youth to remain oriented to the labour market and persist with work seeking.

Youth Awareness of Education, Training and Employment Intervention Opportunities

The study findings confirm that while there is general awareness of various interventions, most young people lack support to access and navigate through the various system to gain entry to these programmes. The disjointed and lack of coordinated intermediary services is posited as being a contributory factor to the poor levels of information and access.

Stumbling Blocks to Youth Employability

Critical stumbling blocks to addressing the youth unemployment challenge include:

- (i) Multiple agencies across different levels of government that are not well-coordinated and not accountable and which have struggled to implement programme efficiently;
- (ii) There are a large number of programmes intending to address youth unemployment; however existing programmes place much emphasis on addressing supply side challenges.
- (iii) On the demand side, public employment programmes continue to absorb young people whilst creating a building block into other opportunities.

¹ The authors however caution that this outcome cannot be directly attributed to the YEPs because assignment to programmes was not random and there is likely self-selection in respect of programme participation with the participants possibly being more driven than youth who did not apply for such programmes. Further, the matched sample of comparison is not a strict control group, and it is unlikely youth would have been matched on all the necessary characteristics from the QLFS data alone. The authors however argue that it is unlikely that these concerns would completely remove the observed 11 percentage point benefit of YEP participation.

- (iv) Poor foundational educational outcomes – particularly in basic skill areas such as numeracy and literacy;
- (v) Poor co-ordination in the further education system which leads to many young people dropping out of schooling and becoming vulnerable;
- (vi) A lack of economic growth which is required to drive job creation and labour absorption of young people in particular;
- (vii) Limited evidence on why employers are reluctant to hire young people and their hiring preferences in general;
- (viii) Inefficient matching of young people looking for work with employers;
- (ix) Individual and household level barriers to labour market access such as the costs of work seeking and a lack of social capital;
- (x) Lack of recognition of the disaggregation of the “youth cohort”, with specific groups experiencing different and in some instances greater obstacles to transitioning into the economy. These include those in lower LSM’s, school leavers and drop outs without matrics, the 15-24 age youth cohort, women, Africans, Coloureds, those living in rural areas and those living in provinces with lower GDP among others;
- (xi) Social capital deficits which young people face and which impacts their successful transition to the labour markets;
- (xii) Poor transitions into the labour market with lack of decent job;
- (xiii) Lack of rigorous impact evidence of what works arising from a lack of commissioning of evaluation studies to assess the effectiveness, impact and sustainability of interventions implemented and substantial investments of resources to many of these interventions;
- (xiv) The absence of a theory of change which informed the design of programmes and indicators to be measured;
- (xv) Poor levels of participation in entrepreneurship among the youth in South Africa, compared to the African continent and equally poor labour market and livelihood outcomes of emerging entrepreneurs.

Presidential Youth Employment Intervention

The Presidential Youth Employment Intervention (PYEI) is government’s current focus intervention to address the country’s youth unemployment problem. The intervention is coordinated by a Project Management Office (PMO) in the Presidency. The intervention is implemented by a number of government departments with roles in employment creation and youth development.

The intervention's ultimate goal to transition more young people from "learning to earning", that is, it aims to provide young people access to decent work opportunities in the labour market. It seeks to "coordinate, accelerate and enhance existing programmes and unblocks pathways to employment, learning and youth enterprise." The stated purposes of the interventions are to: (i) link youth to opportunities, (ii) drive system change to address barriers, and (iii) stimulate and aggregate demand. The four elements of the programme include the National Pathway Management Network (NPMN) ² that guides young people towards opportunities, demand led skills development, local ecosystem enablement (to facilitate self-employment and enterprise) and a revitalized National Youth Service (NYS). The PYEI is still a relatively new initiative and the success of the intervention to reduce youth unemployment remains to be seen. Central to its effectiveness is the coordination role that the programme is playing with the expectation that it will yield results that previous disjointed and disconnected initiatives across various departments and agencies have failed to achieve.

Impact of COVID Pandemic on Youth Unemployment

The World Bank (2022) notes that South Africa's GDP fell by around 7 percent between 2019 and 2020. This contraction in the economy as a result of the COVID-19 pandemic and associated lockdown measures had a considerable impact on the labour market, and particularly youth in the labour market.

In terms of labour market participation, the labour force participation rate of youth aged 15 to 24 fell from 27.2 percent to 15.7 percent between the first quarter of 2020 and the second quarter of 2020 (when the lockdown measures were in place). For youth older than this (those between 25 and 34) the participation rate fell from 74.5 percent to 56.5 percent over this period (World Bank, 2022). However, this was reflection of a decline in participation and engagement in the labour market and not a meaningful reduction in youth unemployment. By the fourth quarter of 2020, the youth unemployment rate was back to its pre-Covid shock level. slower to rebound for both groups of youth (World Bank, 2022).

The Department of Higher Education and Training's Skills Supply and Demand Report for 2022 presents a profile of employment by age over the period 2018 to 2021. Between quarter 2 of 2018 and quarter 2 of 2021, employment declined for individuals aged between 15 and 24 (from 1.2 million to 833 000), individuals aged between 25 and 34 (from 4.87 million to 4.2 million), and for individuals aged between 35 and 44 (from 5.1 million to 4.7 million). Employment increased for those aged between 45 and 54, and was stable for those older than 55. As a share of total employment, the two youngest cohort's shares of employment declined the

² This summary draws primarily from the following source: Presidency of South Africa. (2022). Presidential Youth Employment Initiative Fact Sheet 1: A National Pathway Management Network to connect young people to opportunities. Available online at:

https://www.stateofthenation.gov.za/assets/downloads/pyei/Fact_Sheet_1_National_Pathway_Management_Network_PYEI.pdf

most – from 7.4 percent to 5.6 percent for 15-24 year olds, and from 29.9 percent to 28.2 percent for 25-34 year olds. This shows that while the pandemic had effects across the labour market, it was employment of the youngest in the labour force that was most affected.

Economic Reconstruction and Recovery Plan (ERRP) and Youth Employment

Government’s Economic Reconstruction and Recovery Plan (ERRP) has been formulated to respond to both the effects of the COVID-19 pandemic and the 2020 July Unrest. Economic inclusion of youth is one of the key elements, together with a focus on women and persons with disabilities.

With specific reference to the element of economic inclusion of youth, the Plan notes that the “interventions that form part of the South African Economic Reconstruction and Recovery Plan will be geared towards promoting greater participation by black people, women, youth and persons with disability at all economic levels.” The Plan envisions that this will be done through transformation of patterns of asset ownership and income distribution. Mass public employment programmes are expected to be rolled out as part of the employment stimulus and is envisaged to enable the creation of a cumulative 2.5 million direct jobs by the end of the 2021/22 and 5 million jobs by 2023/2024. Here again the PYEI is seen as the primary youth specific initiative to contribute to addressing the youth unemployment crisis.

RESEARCH FINDINGS

The research findings are presented in relation to the broad objectives of the study which were twofold, namely to a) identify all the policies implemented since 1994 to promote youth employment and b) evaluate the effectiveness of these policies in facilitating access into the labour market.

South Africa’s youth unemployment crisis has been recognised for a while now within government. Over the years various interventions have been put in place – however, youth unemployment rates remain high and rising. While there is a lack of good quality evaluations on various specific interventions that have been put in place, addressing both supply and demand side issues to enhance youth access to the labour markets, it can be generally accepted that overall the efforts have not been very successful and the study findings confirm that youth remain excluded from the economy. Responding to the question of the effectiveness of the policies to enhancing access to the labour market and into quality employment the survey findings reflect clear that this has not been achieved.

Transitions to the Labour Market

The study included non-beneficiaries of policy interventions as a comparison between the group exposed to an intervention and those who were not exposed. This was important for assessing if any changes arising in the labour market outcome status of beneficiaries could be attributed to exposure to the intervention.

The destinations into the labour market were assessed in terms of the following research questions:

- Are they **currently employed**, full time, part-time or casually and if yes what is the nature and quality of employment?
- Are they pursuing **further studies**?
- Are they **self employed**? If so what nature of their self employment and its sustainability?
- Are they **unemployed** and if so what are the factors contributing to this?

As the study was undertaken in 2021 during the pandemic, which had increased unemployment levels significantly, the research team probed employment status at three points namely:

- At the time they the intervention
- Just prior to the pandemic (2018/19)
- At the time of the survey (2021/22)

The table below illustrates the changes in employment status across the three period and its evident that the most significant shift was to unemployment from 22.5% before the pandemic to 47% unemployment during the pandemic. The pre-pandemic period being a more accurate indicator of the outcome of the interventions.

Changes in Employment Status, comparing when the respondent participated in their Last Intervention, 2018/19 and 2021/22 (n = 1707)

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

Source: HSRC DoEL Survey 2021/22

Employed (Full-time and Part-time)

The study found fourteen percent (14%) of the beneficiaries reported being employed at the time the survey was undertaken in 2021/2022, while 23% reported being engaged in part-time employment levels. In contrast, the employment levels reported prior to the pandemic as at 2018/19 were even lower at twelve percent (12%).

Eighty percent (80%) of the full time employed held fixed term contracts. Wage levels were however low with fifty four percent (54%) of beneficiaries earning between R2,001.00 and R4,500.00 per month, while fifty one

percent (51%) of non-beneficiaries were earning at that level. However fewer beneficiaries (5.5%) earned below R2,000.00 compared to non-beneficiaries (8%). Interestingly there was little difference between non-beneficiaries (12%) and beneficiaries (11%) who were earning below R8,500.00.

Approximately two thirds (65%) of employed respondents worked in the public sector reflecting the public sector's contribution to providing employment opportunities. Slightly more than a fifth of respondents (23%) reported being in part-time employment.

Self-employed

Nine percent (9%) of respondents reported being self-employed in 2021 (at the time of the survey) and the majority of them (71%) were women. Interestingly there were fewer respondents who were self employed prior to the pandemic (3%). More than half of the respondents (57%) stated that they chose self-employment due to their inability to find employment. Only a very small percentage of respondents (13%) reported having received some support for running their business. The study found that seventy two percent (72%) operated in a survivalist manner, with 67% of all self-employed respondents earn up to R3000 a month and had not created any other jobs. A further 14% of self-employed respondents earn between R3001 and R5500. There was no discernable difference in earning patterns between beneficiaries and non-beneficiaries.

These self employed respondents cited Internships or a Learnerships as their most significant intervention (30%), followed by the Skills Development Programme (17%) and receiving a Bursary or Scholarship (13%). More than half of the respondents (57%) reported that they chose self-employment due to their inability to find employment. A further 12% reportedly chose self-employment so that they could ***'be their own boss'***, whilst a smaller percentage wanted to maximise their income earnings.

The most common challenge highlighted by 54% of self-employed respondents was their difficulties accessing funds needed for their business while 31% noted that competition in their respective sectors from similar businesses remained a key challenge.

Further Studies

Six percent of the respondents reported undertaking further studies full-time, with the majority being women (72%). The vast majority were young people (83%) were aged between 20 and 29 and with only half of them having completed their matric (Grade 12). A further 42% had either completed a Technical or Vocational College Certification (20%), a University certificate or diploma (11%) or a University degree (11%). Respondents were asked to identify the main reasons given for pursuing further studies through a multiple select options and they reported the following:

- To improve their chance of finding a job (56%);
- Achieving a higher qualification (63%);

• • •

- Increasing their knowledge and understanding of the industry (53%);
- Getting a better job (41%);
- Expanding their career prospects within an industry (22%).

Unemployed.

Just ***under half (48%)*** of respondents (beneficiaries and non-beneficiaries) were unemployed at the time of the survey. Women (74%) disproportionately more likely to be unemployed than men and the majority were younger people between 20-29 years (72%). Approximately a quarter (23%) of these unemployed youth held a university degree, while over a third (39%) had only completed high school. Of those who held a university degree, 31% had been beneficiaries of a bursary or scholarship, followed by 18% who had completed a learnership.

More than half (65%) of the unemployed beneficiaries cited a lack of employment opportunities in their local labour markets as the main reason for their unemployment, followed by a lack of work experience (17% among beneficiaries). A concern about the extent of discouraged work seekers amongst the respondents found that half (51%) of beneficiaries reported looking for work in the previous year compared to a third (33%) of non-beneficiaries.

Assessing the impact of policies implemented on enhancing youth access to the labour market and into quality employment.

The assessment of the impact of policies implemented to ensure access of the youth to the labour market and into quality employment is informed by the OECD DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. The purpose of these criteria is aimed at determining the “*merit, worth or significance*” of the intervention OECD, 1991), with each criteria focusing on a specific question.

- Relevance: Is the Intervention doing the Right Things?
- Effectiveness: Is the Intervention achieving its Objectives?
- Efficiency: How well are resources being Used?
- Impact: What difference does the Intervention Make?
- Sustainability: Will the Benefits Last?

Table 1 below presents a summarised analysis of the extent to which the policies have achieved the their goals as per the evaluation criteria.

Table 1: Assessment of Impact of Policies on enhancing youth transitions into the labour market.

Indicator	Assessment
Relevance	• Myriad of policies have been developed to redress exclusion of access to education and training and employment, a historical legacy. The policies were targeted towards inclusion of previously disadvantaged groups including women, youth, people with disabilities and those from low socio-economic communities. Importantly the policies are multifaceted (addressing supply and demand side issues). • Overwhelmingly the relevance of the policies is confirmed. There is some debate as to whether more policies are required with the focus more on developing effective mechanisms for coordination of policy and for improving the quality of implementation and the scale of delivery.
Effectiveness	• The supply side policies have tremendously increased access to education and training and skills programme. Previously excluded populations have had access to post schooling education and training and in this way are attempting to break out of the vicious cycle of poverty. It has contributed to increasing the skills base in some sectors of the economy, however concerns about quality of qualifications remains a factor in the poor employment outcomes of some graduates. • However, this has not translated into increased employment or entrepreneurship and also some of jobs acquired are not of the quality intended. • Important to note that participation in public employment schemes has provided income transfer to unemployed youth and first work experience. • Some programmes have not achieved the desired results e.g. Second Chance Matric namely increased rates of unemployed with matric pass rates. • It has also not achieved the increase in entrepreneurship among the youth population at the expected scale, compared to other developing countries. This is particularly concerning when noting the significant investments in financial and programme support for entrepreneurial activity.
Efficiency	• Multiple institutions implementing similar programmes, has contributed to duplication of effort, varying and unequal levels of quality and poor targeting of beneficiaries. It has not led to scaling up of interventions to its anticipated levels as reflected in the inability of implementing institutions to spend budgets allocated or to meet targets. • Wastefulness of interventions with internship hoping to earn a stipend. • Lack of ability to manage and maintain databases of beneficiaries and to manage those who access multiple interventions opposed to those who have not had access. • Concerns of unreliability of data presented and about corruption as reported by Auditor General e.g. CWP. Lack of pathway management which allows people to transition from one level to the next.

Impact	• Inability to assess comprehensively the impact of policies due to lack of theories of change which articulate the indicators of impact or the evidence to support outcomes measurement. • There is limited evidence of impact for some interventions, but not uniformly across all the supply and demand side interventions. • However, while labour market outcomes are poor there is need to recognise the that the interventions have contributed to Increased skilled workforce in some sectors, although racial disparities, gender, PWP persists. The NSFAS as expanded has made the greatest impact. • While some of the interventions have had some impact the interventions have not been at scale.
Sustainability	Sustainability relates to the extent to which the outcomes of policy interventions are sustained. The findings indicate that unless the throughput rates and the quality of education and training interventions improve, these failures will continue to serve as barriers to improved labour market access for youth. Establishing an effective coordination and accountability mechanism can contribute to enhanced sustainable labour market access.

RECOMMENDATIONS AT A GLANCE

The study has reflected on the extensive discourse both globally and in South Africa on the wicked unemployment challenge faced by SA and the African continent and the recommendations presented here seek to address the challenges confronting SA's efforts to reduce youth unemployment.

We take this opportunity to make the following recommendations for the Department of Employment and Labour to consider.

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

A critical action is for clearer defining of the roles and responsibilities of Department of Employment and Labour (DoEL), the Department of Women, Youth and Persons with Disability (DWYPD), the Presidencies Project Management Office and dedicated agencies such as the National Youth Development Agency, NEDLAC and the current administrations economic and social cluster in coordinating a national youth employment strategy and for establishing strong accountability mechanisms. A central coordination structure with a mandate to play this coordination role should be established.

The establishment of the National Pathways Management Network (NPMN) provides encouraging signs of such coordination. However, its effectiveness lies in ensuring that all institutions within government with a mandate/responsibility for supporting youth labour market interventions are required to be involved in the network and to contribute to the goals of the network. More needs to be done to ensure that the NPMN is embraced by all government institutions across national, provincial and local spheres of government.

Strengthening the initiatives of the PYES and PYEI beyond the Stimulus plans to ensure a centrally coordinated effort which maps out all state and non-state youth employment enabling initiatives specifically aimed at job-readiness and work placements and education and training initiatives, as they account for a large cross-section of interventions

There are encouraging signs with the dashboard created as part of the Presidential Youth Employment Initiative and the Stimulus Programme and more needs to be done to ensure greater embracement of these initiatives by government at all spheres and with partners in both the public, private and non-profit sectors.

2. A social compact for youth labour market transitions is required to enable effective youth labour market transitions

Collaboration of multitude of institutions in the public, private and non-profit sectors is required to transform the current negative livelihoods and wellbeing trajectories of young people in South Africa. This requires urgently forging meaningful social compacts with strategic approaches being adopted and which will leverage, capacity, resources, technical expertise, innovative thinking and empirical evidence to contribute positively to youth development and economic inclusion.

3. Designing targeted interventions to different categories of youth to access interventions supporting their entry into the labour market.

To improve the efficacy of programmes that promote youth labour market transitions, it is recommended that a targeted approach be utilised to ensure all young people can benefit from interventions. Interventions which assume that the needs of youth are homogenous continue to exclude the most marginalised youth from access into the labour market, namely those with very low levels of education.

This requires undertaking research to develop disaggregated youth profiles and to outline development pathways and purposively designed interventions to support entry into the labour market for each of these disaggregated youth profiles.

4. Comprehensive and holistic package of interventions targeted to young people at different plases in their employment or career trajectories.

Development of a basic package of support targeted to youth that every programme must include which provides access to information about the legal, social and economic supports youth may need as they transition to adulthood. The package must include information and direct mentorship about accessing identity documents, bank accounts, social welfare, healthcare, access to post school education and training opportunities (PSET) and and economic opportunities.

Enhancing access to and scale of structured career guidance and psycho-social support at basic and higher education institutions that allow youth to consider a wider range of education, training and work options. The DHET Khetha Initiative is a step in that direction.

The need to shift from counting numbers in jobs and work opportunities created to focus on extensive scaling up of employment and income generating opportunities which provide quality access into employment in the labour market and for sustainable entrepreneurship opportunities.

The current initiatives in the Presidency in respect of the national pathways management system is supported. The approach to developing agency building mechanisms must accompany this initiative.

Establishment of a national information service and access to the service at various points including online, drop in centres, government service centres such as Labour Offices and across all major departments which work with and support youth is required. The SA Youth Mobi platform provides a role model for such an initiative. It requires to be integrated across initiatives of other departments such as DHET's Khetha platform, Department of Social Developments interventions to support to at risk youth. Support is also required to guide young people and their families to make informed decisions on their career trajectories and opportunities available.

It is recommended that the role of the SA Youth Mobi is expanded through strengthening the pathway management system to enable young people to see opportunities available to them that they can use to realise their goals as they navigate the world of work.

5. Increase the focus on demand side reforms

While there are challenges on both the supply and demand side, most interventions and initiatives focus on making youth ready for the world of work with few focusing on making the world of work responsive to absorbing South African youth of diverse backgrounds. The role of the private sector in increasing the scale of investment in strengthening youth employment is critical.

This includes examining the modalities of the Employment Tax Incentive and Broad-Based Black Economic Empowerment (B-BBEE) schemes to increase demand particularly by small medium and micro-enterprise (SMME). The need for government to create awareness of promote and encourage employers of the benefits and nuances associated with employing youth. Furthermore, as recommended by the NPC formal sector employers be cognizant of barriers to the labour market, such as transport costs, alienating human resource practices and organisational cultures, and be willing to support youth with challenges related to these.

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It is posited that Implementing preferential procurement and empowerment policies that promote youth in procurement, as well as Enterprise development and BBBEE policies that are aimed at connecting youth SMEs to larger value chains will contribute to youth employment and livelihoods generation. This includes the commitment to ensure that the time it takes to pay suppliers is no longer than 30 days.

6. Develop key structural enablers of youth economic activity

Getting youth economically active requires young people to be ready to work requires an environment that enables their efforts to enter the labour market and thrive within the labour market. However the failure to address structural barriers will if not addressed, hamper youth labour market transitions. These structural enablers include:

- Affordable and accessible public transport;
- Spatial transformation that allows for greater economic opportunities to be formed closer to where young people reside;
- Widespread, affordable and reliable technology to enable connectivity and improve digital literacy among young people.
- Expand access to data-free internet connectivity at street level nationally;

7. Mindset Shift: Strengthen support for SMME Development

1. Policy shift required away from placing youth into jobs toward enabling small business development through agency building mechanisms:
 - ☐ Pathway portals that enable young people to access opportunities available to them
 - ☐ A basic package of support that provides access to information (legal, social and economic supports) for transitioning to adulthood. Could include information, direct mentorship, accessing identity documents, bank accounts, social welfare, healthcare, PSET opportunities and economic opportunities.
 - ☐ Career guidance and psycho-social support at basic and higher education institutions accessed through SA Youth Mob – with linkages to DoEL PES and DHET’s Khetha platforms – one stop access.
 - ☐ Scale up an integrated an effective National Youth Service to support skills, leadership abilities development.
 - ☐ Strengthening an *ethic of service*, while delivering critical community service to disadvantaged communities. All Youth programmes obliged to adhere to a core set of principles.

8. An enhanced Monitoring and Evaluation System is in place to monitor quality and outcomes of interventions.

A well-designed monitoring and evaluation system that can allow self-reporting of progress by organisations seeking to transitions youth into the labour market. This will require:

- Making it mandatory for all institutions working on youth employment to report into one integrated data management system to improve reliability of data for effective monitoring and evaluation;
- To ensure POPIA compliance, ensure that all beneficiaries of programmes/projects give approval for their data to be used for research purposes;
- A records database, centrally held which keeps contact information for all beneficiaries and implementing agencies;
- Instituting baseline studies for all new programmes
- Requiring all implementing departments to produce annual internal evaluations using administrative data, which is routinely collected;
- Requiring that all programmes develop Theories of change which define the indicators to be measured and which allows for quarterly and annual tracking of progress against defined targets and indicators of outcomes and long term impacts;
- Institutionalising a requirement for external evaluations of all programmes (implemented at scale).

In addition to a robust monitoring and evaluation system there is a need for an oversight structure, such as a youth parliamentary portfolio committee to serve as an oversight body and to ensure accountability. Currently accountability for youth development and labour market interventions is split across several institutions including the oversight on the NYDA.

9. Improve Psycho-Social Support for young people

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

1 INTRODUCTION

The HSRC has been commissioned by the National Department of Employment and Labour (DoEL) to undertake an evaluation of the impact of national policies aimed at facilitating the entry of young people into good and quality employment. The reference period for the study includes all policy interventions since democracy from 1994 to 2020.

1.1 Context

Youth unemployment remains a major concern for many countries because of its detrimental impact on the welfare of young people, overall economic performance of the nation and for advancing social stability. Unemployed youth are unable to develop their professional and livelihood skills. As a result, they are more likely to experience adult employment, career downgrades and lower wages later in life, and a loss in lifetime earnings (World Bank, 2012).

Globally South Africa has been recognised as having the highest levels of unemployment and more specifically a crisis of youth unemployment over the last two decades. Youth unemployment remains a scourge which perpetuates intergenerational cycle of poverty and growing inequality. It is thus unsurprising that South Africa's National Development Plan Vision 2030 (NDP) noted the urgency for the state to *"find ways to reduce alarming levels of youth unemployment and to provide young people with broader opportunities [...] Failure to act will threaten democratic gains"* ([National Planning Commission 2012: 16](#)).

Promoting youth wellbeing and labour market opportunities is at the centre of a plethora of policies and legislation promulgated with the aim of promoting long term economic growth through generating sustainable employment. Contributing to youth employment has non-economic values of reducing youth vulnerability, lowered exposure to at risk behaviour and potentially posing fewer social risks to society (Mlatsheni & Leibbrandt, 2011a).

Youth unemployment literature identifies quality education and entrepreneurship as potential solutions to overcome the unemployment crisis. In South Africa, a general lack of skills and employability among the youth is one of the consequences of the country's weak education system. The challenge is multi-tiered, with poorly performing schools, limited contribution of technical vocational education and training institutions youth skills development, and the consequent reduction the potential for young people to successfully transitioning into the formal employment (Spaull, 2013).

Entrepreneurship and small businesses are often cited as routes to escape poverty and joblessness. Although there is potential to create employment opportunities through such initiatives, creating a new business in the South African economy is complicated, with small businesses struggling to thrive in these conditions.

Consequently, more informal businesses exist out of necessity and produce few long-term employment opportunities (Mlatsheni & Leibbrandt, 2011b).

Two key challenges to enhancing youth employability are firstly the subdued nature of the economy which makes it difficult for labour market to absorb the rapidly expanding supply of young people, large numbers of whom are semi or unskilled. The second challenge is that labour market is characterised by structural mismatches between labour demand and workers' labour supply. This concern finds expression in several key policy and strategy documents, including the Reconstruction and Development Plan (1994), the National Development Plan (2012) and legislation and policy including those focusing on skills development, school to work transitions and efforts to incentivise employer behaviour in recruiting young people, among others.

1.2 Department of Employment and Labour (DoEL): Expanded Mandate

In 2019, the 6th Administration expanded the mandate of the former Department of Labour to include *Employment* (becoming the Department of Employment and Labour [DoEL]) with a focus on *employment creation* and *coordination of employment efforts* across government. It was acknowledged that the function of coordinating government employment efforts would entail a longer process informed by research and resource mobilization.

According to the DoEL's Strategic Plan 2020-2024 (Department of Employment and Labour, 2020, p. 22), it defined its Impact Statement as **"A labour market which is conducive to decent employment"**. To operationalise this expanded mandate, the department initiated a concept of STOP (Current State); START (Strategy) and CONTINUE (Desired State) action plans which were developed with the central and immediate focus being a situational analysis, which had both an internal focus (departmental analysis) and an external focus (factors influencing the current context). It further defined ten outcomes that the department would strive to achieve, three of which are aligned with its expanded mandate namely:

- **Outcome 2:** Contribute to Decent Employment Creation
- **Outcome 3:** Protect Vulnerable Workers
- **Outcome 10:** Promote Equity in the Labour Market

These outcomes would contribute to the seven Medium Term Strategic Framework (MTSF) priorities with **Priority 2: Economic Transformation and Job Creation** being most closely aligned and with a critical outcome indicator being the development of a national ***Employment Policy by 2024***.

It is against this context that the National Department of Employment and Labour (DoEL) has commissioned the Human Sciences Research Council (HSRC) to undertake an evaluation of the ***effectiveness of national policies aimed at facilitating the entry of young people into good and quality employment***. The reference period for the study included all policy interventions since democracy in 1994 to 2020.

The imperative for DoEL in commissioning this research is thus premised on the need to assess the outcomes and impacts of SA governments significant investment in enhancing youth employment.

1.3 Objectives of the Study

The primary focus of the DoEL study is to *investigate policy solutions adopted by the South African Government to facilitate youth entry into the labour market and assess the outcomes and impacts arising thereof.*

The specific objectives are to:

- Identify all relevant policy solutions introduced since 1994 to promote youth employment; and
- Evaluate the effectiveness of these national policies in facilitating access into the labour market.

1.4 Definitions

Words can mean different things at different times and to different people and reflects their origin, use, and timeframe. By defining terms in research, the researcher shares their explicit understanding of the term to enable the reader to have a shared understanding of these terms as presented in the study.

In this section two terms which are widely used in this study are defined, namely *youth* and *unemployment*.

1.4.1 Global Definitions of Youth

Sociologists agree that youth is considered a social construct which arguably is defined in a society based on notions of how young people of a particular age are expected to behave. The choices societies make in defining youth are context specific and do not represent only one perspective as the correct or true perspective (Griffen, 1993).

Definitions of youth vary across countries and by different institutions, informed by the purpose for which the definition is provided. The United Nations describes youth as a period of transition from a state of dependence towards a state of maturity, characterized by greater independence. Despite youth not being a homogenous category, age has been widely used to characterize a group of young people who are transitioning from schooling to define youth, mainly in connection to education and employment. Hence youth is referred to as a person between the ages of leaving compulsory education and finding their first job, and youth are defined as those persons between the ages of 15 and 24 years, largely for statistical purposes. Importantly the International Labour Organisation (ILO) shares the same definition (International Labor Organization, 2015).

1.4.2 South African Definition of Youth

In South Africa, youth is referred to as those between the ages of 14 to 35 years, as referenced in various iterations of the National Youth Policy (NYP) including the NYP 2030, which is in alignment with the definition adopted by the African Youth Charter in 2006 (Department of Women Children & People with Disabilities,

2020). The lack of homogeneity of youth as a group has been recognised in the policy and accordingly the NYP adopted a differentiated approach to targeting youth according to age cohorts.

1.4.3 Unemployment

In South Africa, there are two definitions used to refer to the country's unemployment rate. Statistics South Africa reports on an *official and expanded unemployment rate*. The need for an expanded definition arises from the concern that the official definition of unemployment under represents the chronic nature of unemployment in South Africa. The official definition requires a prospective jobseeker to have actively looked for work in the last seven days. The broader definition includes discouraged workseekers who who would like to work but have become discouraged during the job search process.

Using the expanded definition adds significantly to the numbers when considering youth unemployment. For example, in 2008 using the broader definition increases unemployment by 55% from the official number of 3,769,154 to 2,082,760 (Statistics South Africa, 2008a). With many people failing to find work in the formal sector, many engage in the informal economy (Altman, 2003).

2 Error! Reference source not found.YOUTH UNEMPLOYMENT: NATURE AND SCALE OF THE CRISIS

2.1 Introduction

Youth employment trends are transitory and require a long-term analysis to identify policy impacts. This section provides a review of trends within the context of evolving employment in the country. Drawing from a variety of data sources, namely Statistics South Africa, The Department of Basic Education and the Medical Research Council, necessitated a differentiation between periods and factors. Thus the chapter first presents overall trends in economic activity with reference to gender and race for the period 2001 to 2020 Changing population dynamics

Before exploring trends, it is important to consider South Africa's age profile. According to the mid-year estimates in 2020, young people between the ages of 15 and 34 years have increased to 20.7 million. More than 60% of the population is aged under 34 years in 2020 (Statistics South Africa, 2020a).

As of 2019, Statistics SA estimated that the country's population had grown to 58.78 million. Using the reported age groups within the Mid-Year Estimates Report, young people aged between 15 and 34³ years

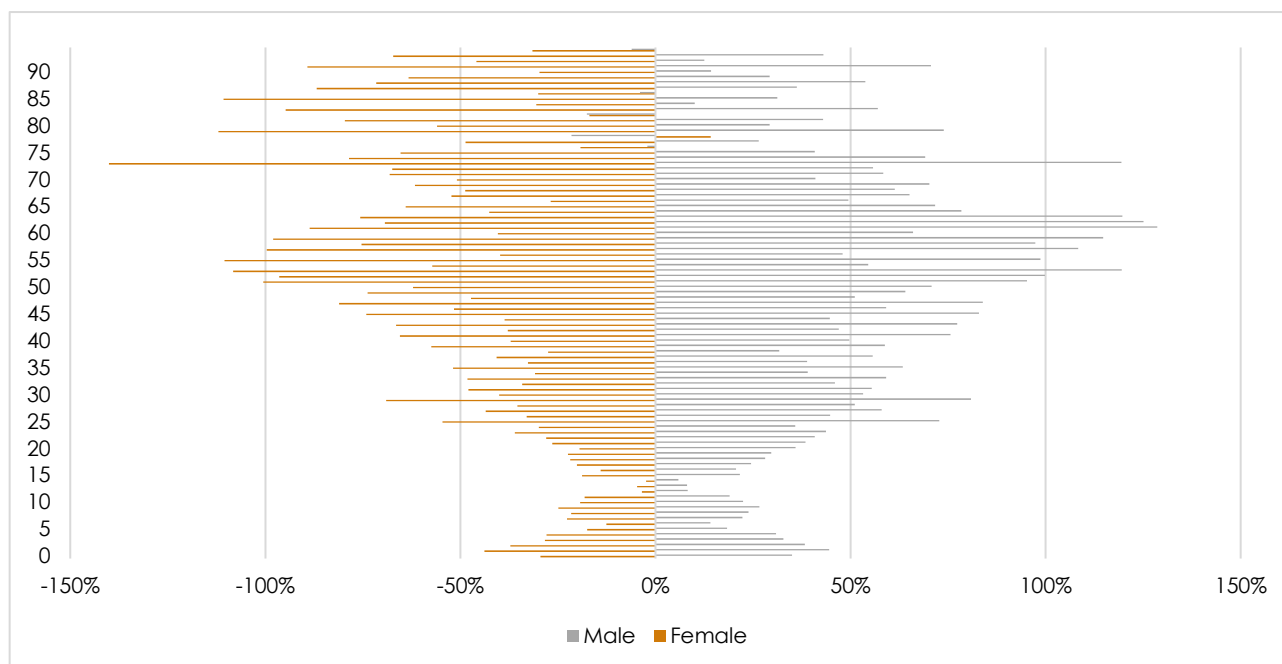
³ For this report, youth are considered as those aged between 18 and 35 years, but this grouping cannot be quantified using the mid-year estimates report. We therefore use 15 to 34 years as the closest proxy.

constituted a third (34%) of the population (Statistics South Africa, 2019). Data from the 2016 Community Survey demonstrates a 45% increase over the 1996 population of 40.58 million.

If we contrast the population statistics of 1996 and 2016, Figure 1 we note an unusual pattern affecting young people. Compared to 1996 data, where the bulge was concentrated among young people under 19 years old (Statistics South Africa, 1996). In 2016, the bulge separated into two structures with a concentration among children under five and those aged between 16 and 31 years (Statistics South Africa, 2016a). This trend started to show after the 2011 Census. Statistics South Africa explains that has been a shrinking of the population base due to a decline in fertility. This decline may be due to multiple health-related factors stemming from infectious and chronic diseases, including HIV-AIDS (Statistics South Africa, 2001a, pp. 11, 12, 14).

Figure 1In general, we see a comparative ageing of the population, which concurs with the country's median age in 2020 of 27 years (Statistics South Africa, 2020a), which has increased from 23 years in 1996 (Nair, 2011). This demonstrates that despite changing patterns, South Africa remains a largely youthful country.

Figure 1: Percentage change in population by age and gender – Census 1996 to Community Survey 2016



Source: Statistics South Africa – Census 1996, Community Survey 2016

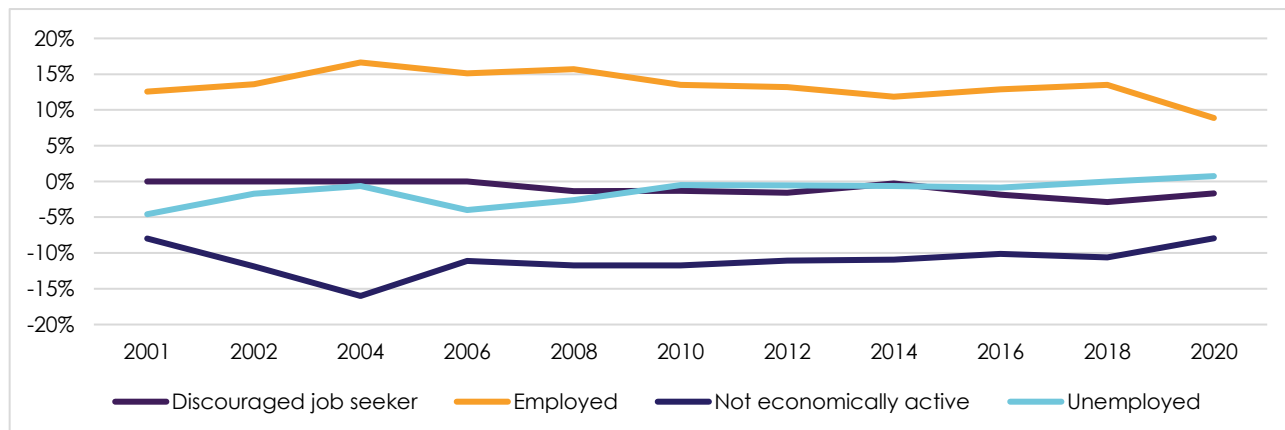
2.2 Employment trends in relation to demographics – 2001-2020

2.2.1 Overall employment trends

A disaggregation of the official youth employment trends from 2001 to 2020, using Census 2001 and Labour Survey data collected every two years reveals an increasing number of employed young people between 2001 and 2008. In the post-2008 period, employment numbers have reduced considerably, although there

was an unusual spike in employment in 2018. We also see a sharp decline in the number of employed between 2018 and 2020, perhaps indicating the influence of the COVID-19 in reversing gains made in employment creation leading up to 2018 (Statistics South Africa, 2001a, 2002a, 2008d, 2010, 2012a, 2016b, 2018a, 2020c).

Figure 2: Trends in employment and unemployment statistics between 2001-2020



Sources: Statistics South Africa – Census 2001, Biannual Labour Force Survey 2002, 2004, 2006, Quarterly Labour Force Survey 2008, 2010, 2012, 2014, 2016, 2018

Gender and employment trends over time

Comparatively, more male youth have been employed than female youth in the 2001-2020 period. Despite a gradual decrease (with some fluctuations) in the comparative rates of employment for women compared to men, the gender difference in employment has not been eradicated.

The difference between the proportion of male and female discouraged workseekers has been relatively small, from no difference in 2001 (0%) to 3% difference in 2020. In contrast the proportion of females not economically active, despite slight fluctuations has between 2001 and 2020 has remained consistent at 8%, with the exception of 2004 when 16% more females were reportedly not economically active in that year (Statistics South Africa, 2001a, 2002a, 2004a, 2006a, 2008d, 2010, 2012a, 2016b, 2018a, 2020c).

Data from the National Income Dynamics Study-Coronavirus Rapid Mobile Survey (NIDS-CRAM), collected in 2020 and 2021, shows how women, have been disproportionately affected by the COVID-19 pandemic and subsequent national lockdown. The survey found that 30% of employed women lost their jobs between February 2020 and April 2020, compared with 22% of employed men who lost their jobs during this period. Furthermore, fewer women (19%) were able to gain employment by January 2021 compared to men (31%), highlighting the slower recovery that women have experienced in general (Casale & Sheperd, 2021).

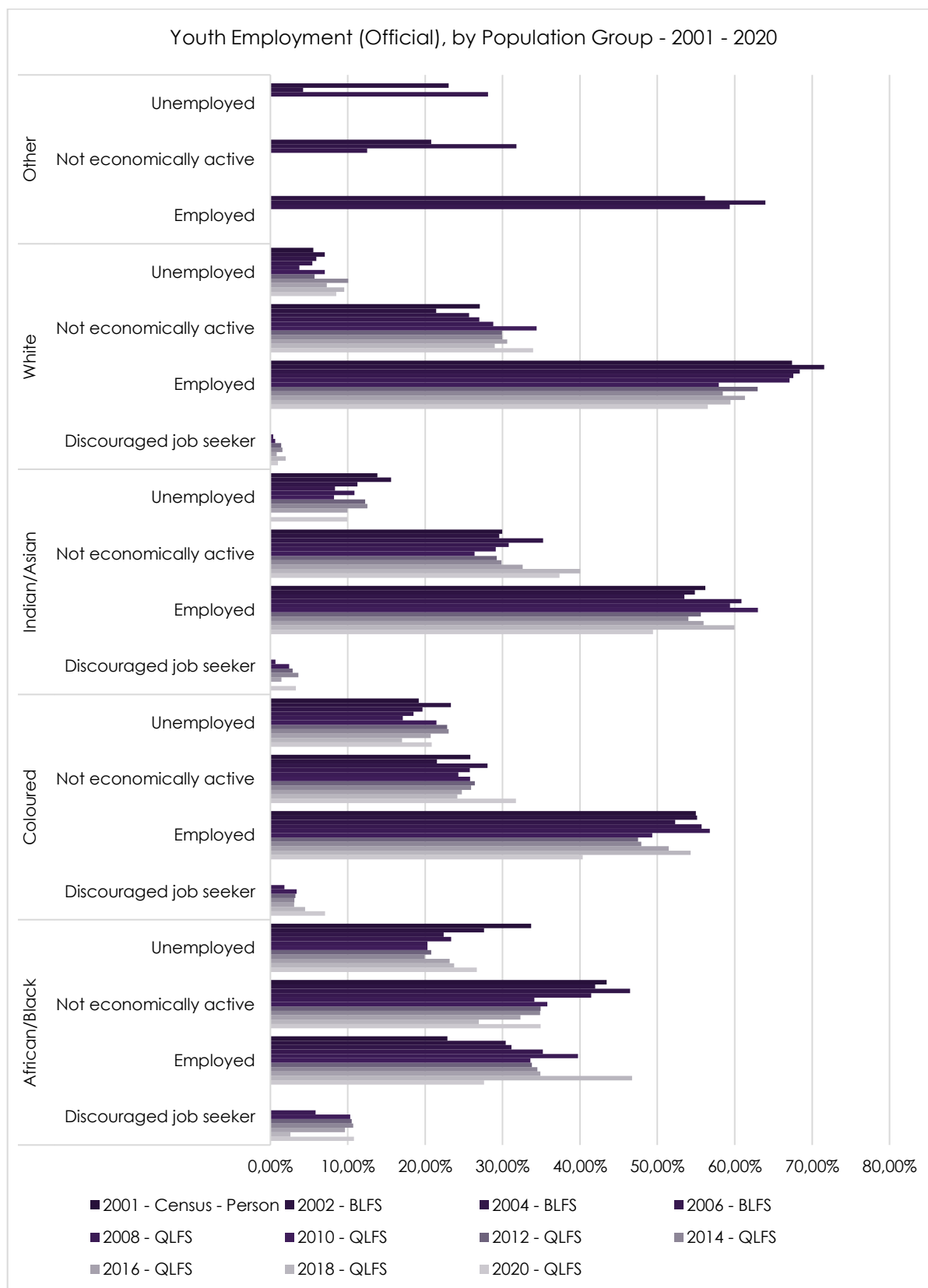
Female participation in the labour force is rooted in historical, patriarchal systems which have entrenched gender inequality in both the developed and the developing world. Patriarchal attitudes informing household decision making particularly in respect of investment of resources for education generally privileged males

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over females (Elborgh-Woytek et al., 2013; Foss et al., 2019; International Labor Organization, 2015). These have all collectively contributed to limitations on women's economic, social, and political rights and opportunities as the labour force participation trends have demonstrated.

The disaggregation of youth employment trends by population group highlights the clear disparities in employment access along racial lines. In 2020, 57% of 'White' people were employed compared to the 27% among 'Black' people. From 2001, the percentage of employed 'Black' people increased by 5% while employment among white people decreased by 11%. Employment for 'White' people peaked in 2002 with 72% while it reached its lowest point in 2020. Among 'Black' people, employment peaked in 2018 with 47% but fell by 19% to its level in 2020. This sharp decline between 2018 and 2020 was also commonly experienced by the 'Coloured' and 'Indian/Asian' population groups, and it highlights a need to examine the pandemic's influence on unemployment (Statistics South Africa, 2001a, 2002a, 2004a, 2006a, 2008d, 2010, 2012a, 2016b, 2018a, 2020c).

Figure 3: Youth Employment (Official) by Population Group



Sources: Statistics South Africa – Census 2001, Biannual Labour Force Survey 2002, 2004, 2006, Quarterly Labour Force Survey 2008, 2010, 2012, 2014, 2016, 2018

2.3 Youth Unemployment (1994 – 2004)

For the period before 2005 data points are sourced from Census 1996, Census 2001, the General Household Survey (GHS) 2002 – 2004, and the biannual Labour Force Survey (LFS) from 2002 to 2004.

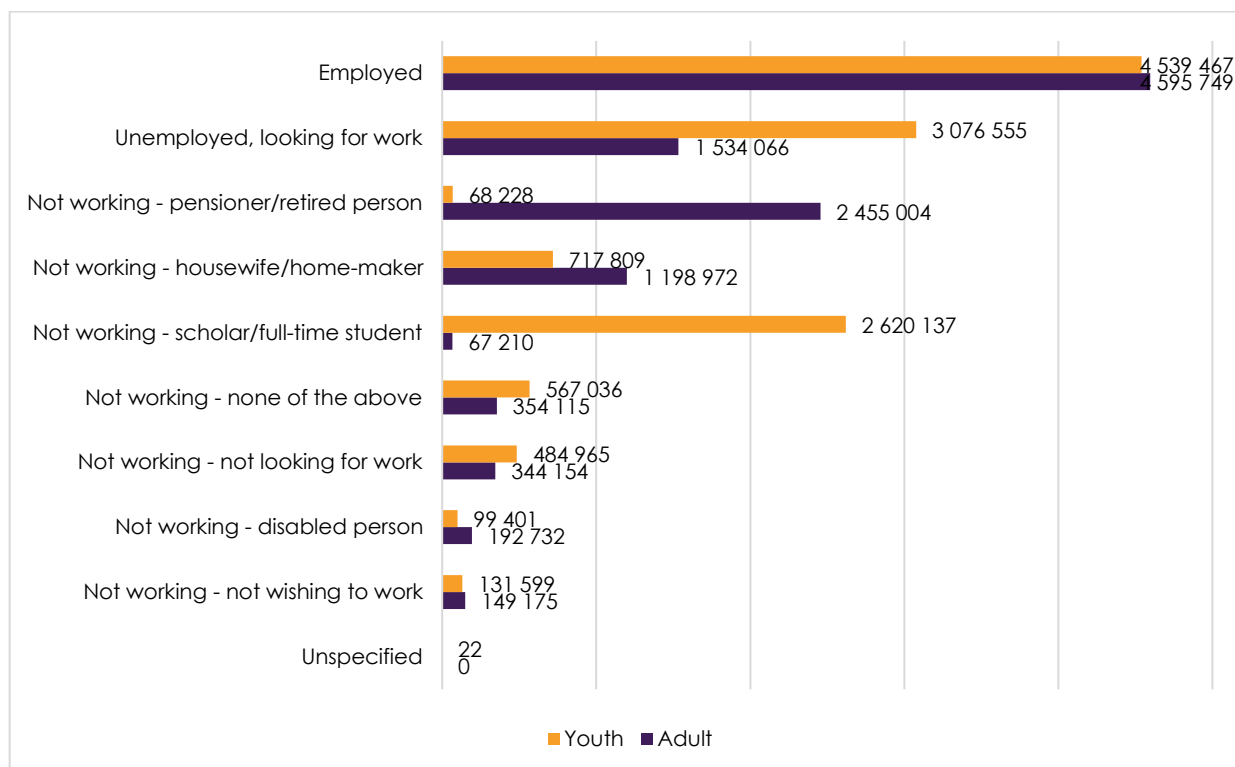
Census 1996 allows a comparison of the numbers of young people between 18 to 34 years and adults (those above 35 years) who are employed, unemployed or not working for various reasons. As of 1996, Statistics South Africa had not formulated the official and expanded definitions of unemployment.⁴ Therefore, as shown in Figure 4 employed adults outnumber the youth by 56,282, despite young people accounting for 53% of the workforce. Unemployed youth looking for work greatly outnumbered their adult counterparts, with twice as many young people looking for work. This statistic confirms that youth unemployment has been a consistent challenge affecting the democratic South Africa (Statistics South Africa, 1996).

A review of these trends at the provincial level reveals that youth unemployment was most acute in the country's economic centres. Gauteng, KwaZulu-Natal and the Western Cape each reflected youth unemployment that was more than double the unemployment amount affecting these provinces (Statistics South Africa, 1996).

In the review of employment trends for youth employment in the three economic centres what is apparent is that employment levels of youth and those above 35 years appear to be similar. The challenge is reflected in the huge disparities in unemployment rates for the two age cohorts with youth unemployment being almost double (50%) that of the older age cohort in 1996. This is evidently disproportional given that youth constitute a third of the population in South Africa (34%).

⁴ Due to this definitional difference in employment status between the 1996 and data collections from 2001 onwards, we do not provide comparisons between these sets of data.

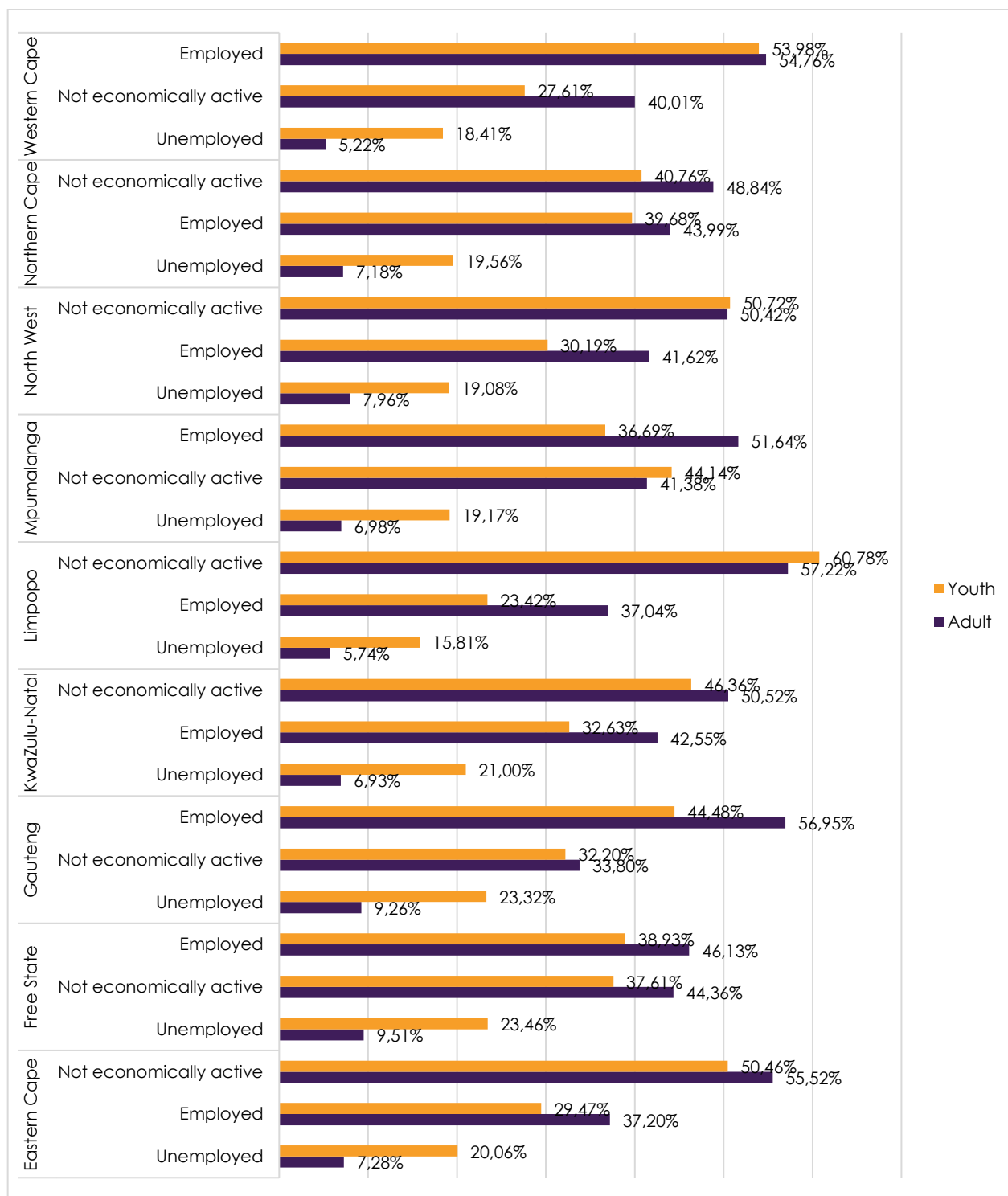
Figure 4: Youths vs Adults - Employment Status Comparison – 1996



Source: Statistics South Africa – Census 1996

From 1996 to 2004, the employment status definition has changed. While several reasons for not working are reported in 1996, in 2004, the Biannual Labour Force Survey (LFS) groups such terms together under the umbrella term “Not economically active.” Provincially, the disparity between the unemployed percentage of youth and adults is substantial (Figure 13). In the Western Cape, the number of unemployed youth were more than double that of their adult counterparts (18% vs 7%). In Gauteng, the difference was equally large with 23% of unemployed youth compared to 9% of unemployed adults. A review of trends across the other provinces reflects a similar pattern (Statistics South Africa, 2004a).

Figure 5: Employment comparison of youth and adults by Province, 2004



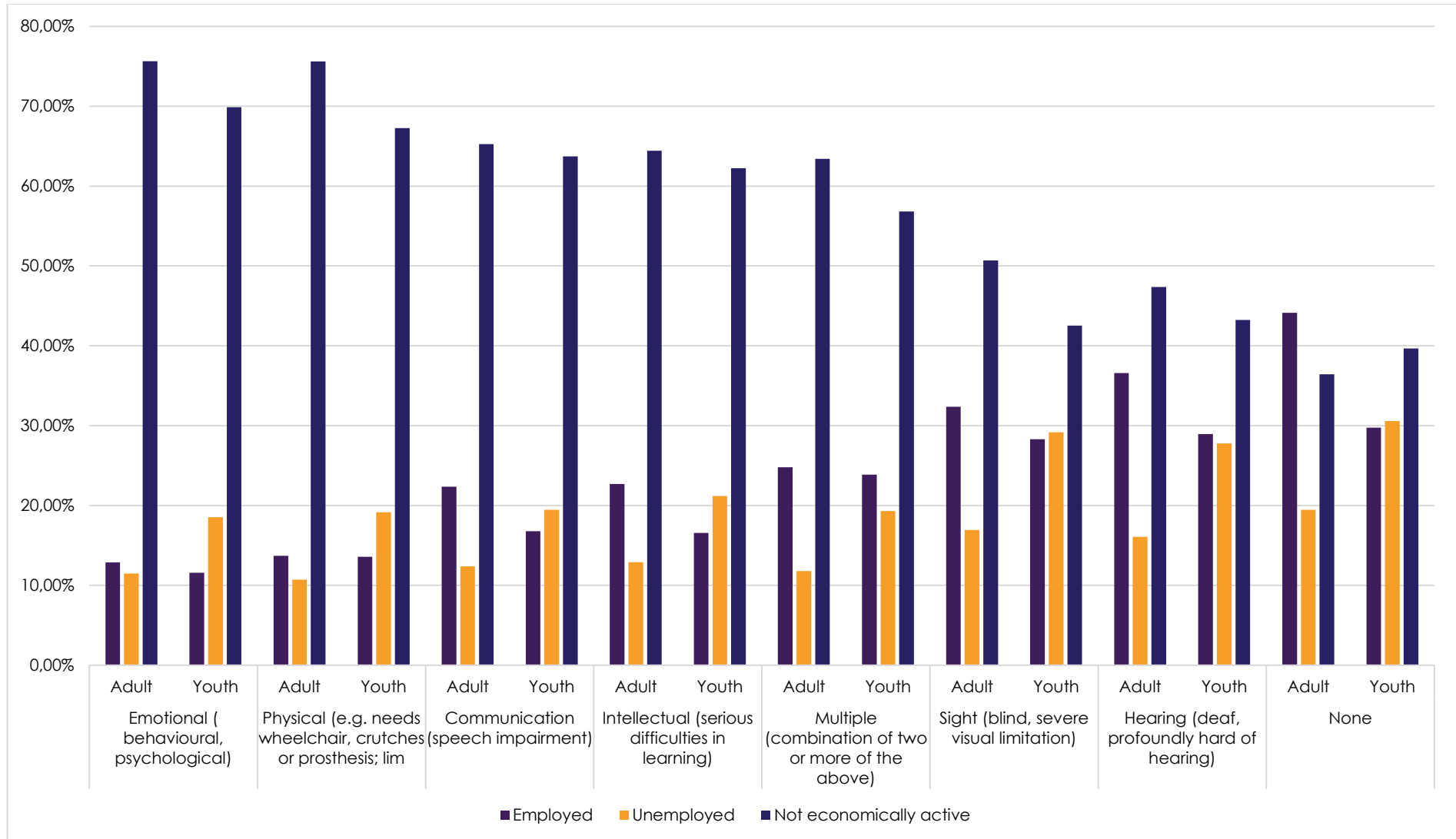
Source: Statistics South Africa – Biannual Labour Force Survey 2004 (September)

In 2001, the 2nd National Census provided additional data describing employment trends in the country. In this year, we can disaggregate employment by disability.⁵ Figure 6 contrasts the number of the employed, not economically active and unemployed. We further analysed this data by comparing the trends among youth and adults. A greater percentage of young persons with disabilities are not economically active. For instance, over 60% of people with physical, emotional, communication and intellectual disabilities fall within the economically inactive group. This trend contrasts with adult persons without disabilities, where 36% are not economically active or where 40% of youth with disabilities are not economically active. A greater percentage of youth with hearing disabilities are considered unemployed than their adult counterparts, suggesting that hearing-impaired youth are consistent job-seekers (Statistics South Africa, 2001b).

Not economically active persons are those aged between 15 and 65 years who are not available for work. They may be full-time scholars, full-time homemakers, retired or unable or unwilling to work (Statistics South Africa, n.d.). This group also includes persons who have not sought out work or attempted to start a business in the four weeks before receiving the survey (Statistics South Africa, 2015). Considering that a large portion of disabled young people are economically inactive, further studies are needed to unpack the opportunities for work available to the disabled youth.

⁵ Census 2011 disaggregates each disability type, recognising the different degrees of disability. Consequently, Census 2001 and 2011 is not contrasted due to the conflicting data definitions.

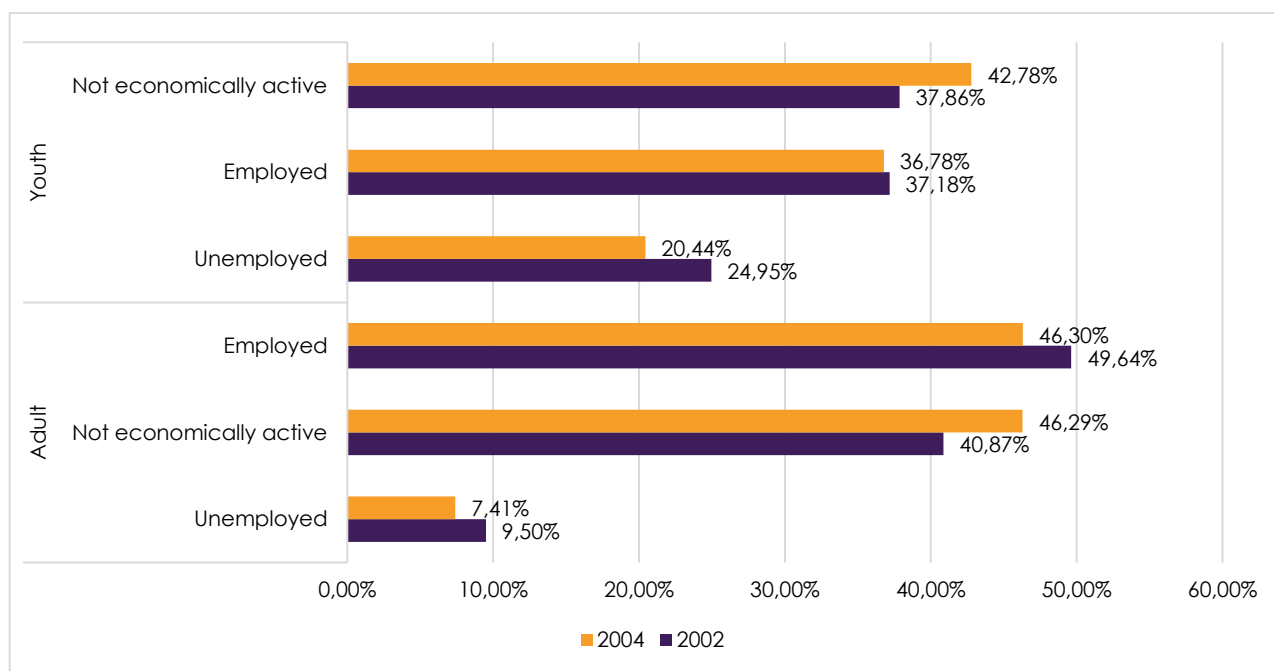
Figure 6: 2001 Employment Trends by Disability



Source: Statistics South Africa – Census 2001

From the Biannual Labour Force Survey (LFS) prior to 2004, we select two data points from the second half of 2002 and 2004. Within these three years, we see a greater portion of youth shifting into the not-economically active group, while the youth's official unemployment rate decreased by 4% (Figure 7). This trend exists while the actual number of employed youth decreases by approximately half a percentage point. A similar trend is presented among adults, where the number of employed adults reduces by 3%. These trends emphasise the unreliability of the official unemployment definition when judging movements in the country's labour trends.

Figure 7: Employment Trends 2002, 2004



Source: Statistics South Africa – Labour Force Survey 2002, 2004

2.4 Economic Activity (2005 – 2014)

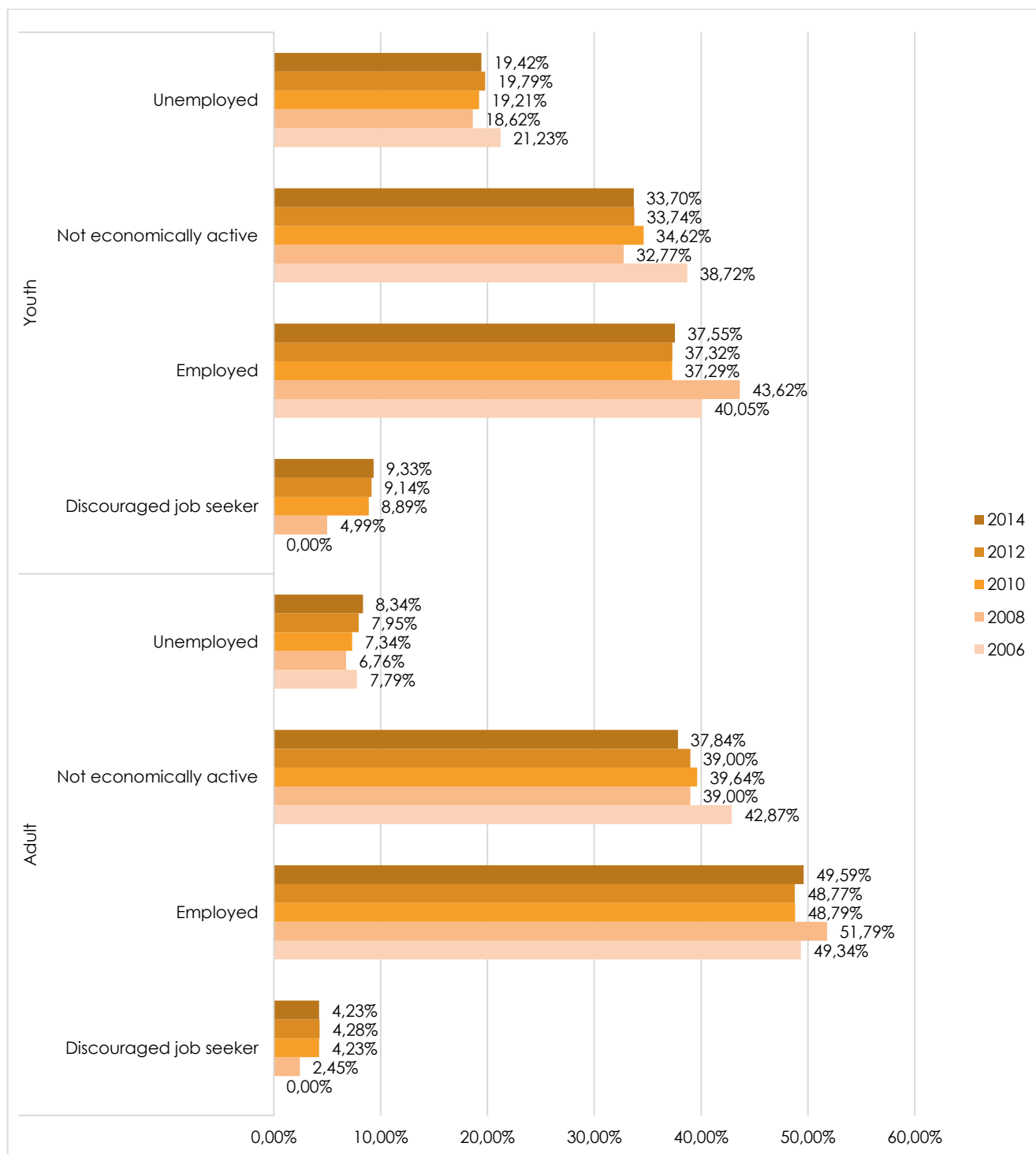
From 2005 to 2014, employment data can be found in three sources from Statistics South Africa. Data collection overlapped in the early part of this period with competing employment data from the biannual LFS and the GHS. The Biannual LFS was released in 2005 and 2006 and the GHS in 2005 to 2008. The quarterly LFS was released between 2008 to 2014, and additional employment trends could be sourced from the national Census of 2011. With multiple data collection processes in a year, there were conflicting employment trend statistics produced. To limit the resultant confusion, the GHS excluded questions about employment trends after 2008.

By combining data from the biannual and quarterly LFS, Figure 8 presents employment trends per adults and youth over these eight years. Data points were selected from every second year. Between 2004 and 2006, official youth unemployment grew by 1% to 21%. This figure decreased to 19% in 2014. In the same period, youth employment decreased from 40% to 38% and youth who were not economically active decreased by

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38% to 33%. The reason for these drops is the inclusion of the discouraged work seeker category in 2008. This category's inclusion allows us to isolate trends related to workers who have lost hope in finding any work. Between 2008 and 2014, the number of youth that are discouraged work-seekers nearly doubled from 5% to 9%. Among adults, the percentage was smaller and increased by a similar factor rising from 2% to 4% between 2008 and 2014 (Statistics South Africa, 2008d, 2010, 2014). If one were to examine the expanded definition of unemployment, these discouraged workers would be referred to as unemployed.

Figure 8: Employment Trends, Youth vs Adults, 2006 - 2014



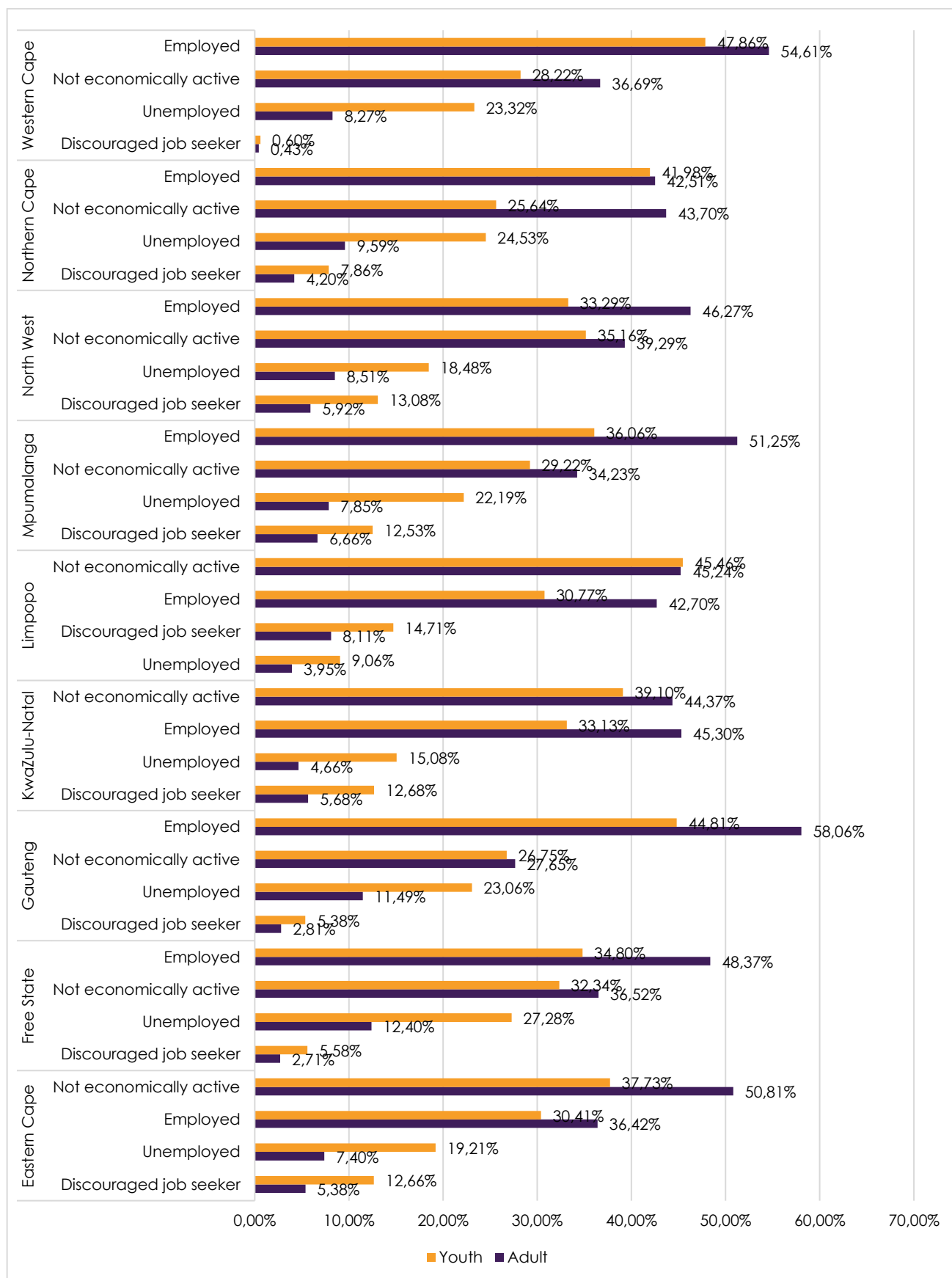
Source: Statistics South Africa – Labour Force Survey 2006, 2008, 2010, 2012, 2014

At a provincial level, as of 2014, official youth unemployment was highest in the Free State (27%), followed by the Northern Cape (25%). Discouraged youth were most prevalent in Limpopo (15%), followed by the North West Province (13%). Economic centres such as the Western Cape and Gauteng showed much lower levels of discouragement with 1% and 5%, respectively. Interestingly the Free State showed similar levels of

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discouragement to Gauteng at 6%. Compared to the adults, unemployment levels were significantly higher than the adult levels across all provinces. Thus, the trend seen in 1996 and 2004 has continued (Statistics South Africa, 2020c).

Figure 9: Employment Comparison of Youth and Adults by Province, 2014



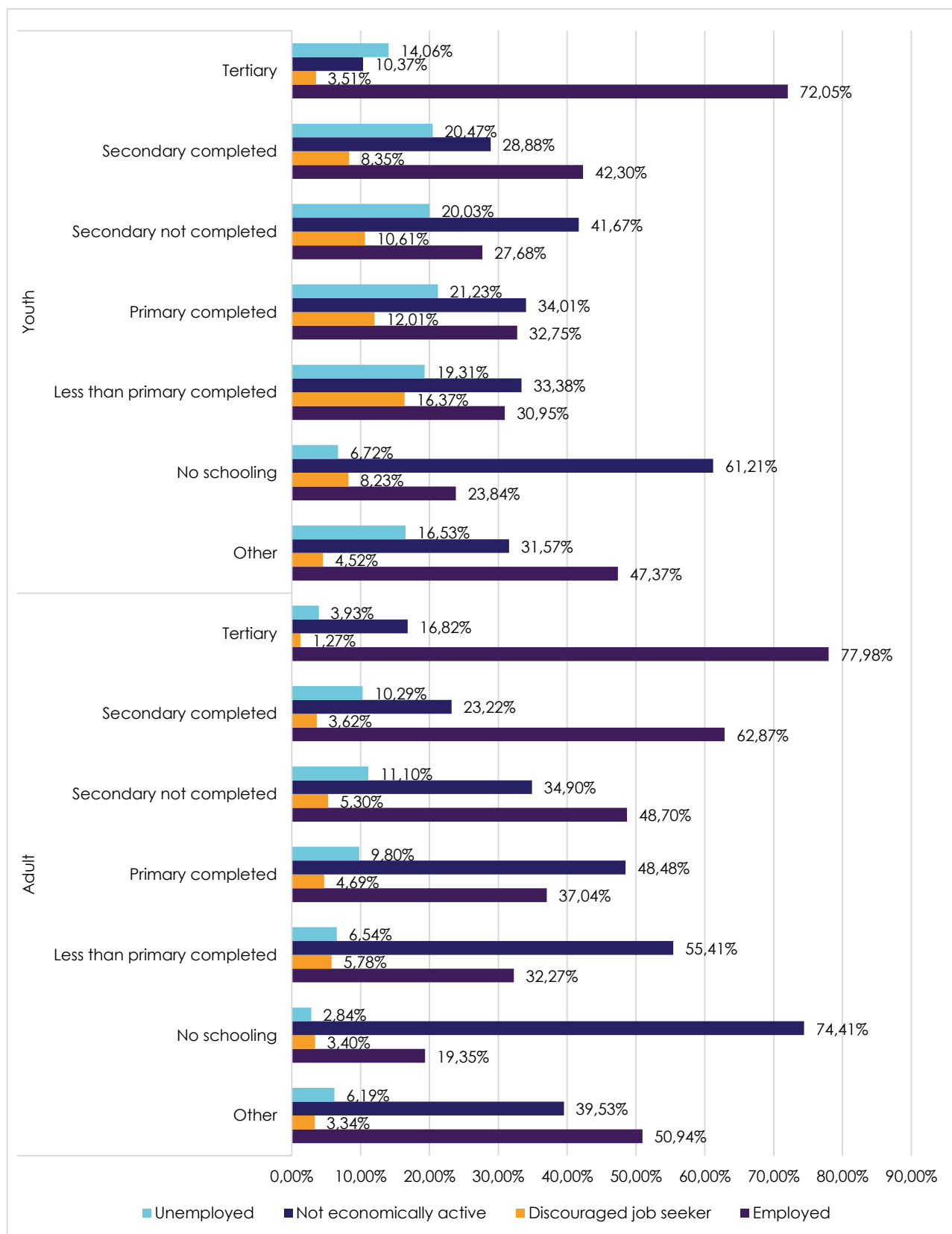
Source: Statistics South Africa – Labour Force Survey 2014

Education and unemployment levels

On closer review of discouraged work seekers, we see the most prevalent group of discouraged job seekers are those who have not completed secondary school. This trend is consistent among those not economically active and unemployed. Among the youth, in this period, we see, consistently, that over 50% of youth who are discouraged job seekers did not complete secondary school. Among adults, this group of qualifications are also the most prevalent (Statistics South Africa, 2008d, 2010, 2014). This trend requires us to look more closely at school dropouts and to seek to understand the factors which pull learners out of school. We also note the high number of discouraged work-seekers who completed secondary school.

When we contrast people's employment status based on their education status (highest qualification), we note that most of those with tertiary qualifications (among adults and the youth) have secured employment. Data from 2014 (Figure 10) shows that 72% of youth and 78% of adults with a tertiary qualification are employed. At the opposite end of the education status scale, 61% of youth who did not complete school are not economically active, compared with 74% of adults in the same category. Looking at those who had not completed school, we note that 42% of young people are not economically active, while 35% of adults with a similar qualification were also not economically active (Statistics South Africa, 2020b). These statistics reinforce our understanding that a higher education qualification provides one a better opportunity to find work. The challenge in South Africa is that too few young people can gain entry into higher education institutions and even when they do the throughput rates are low and concerns have been noted about the quality of higher education, particularly in Technical and Vocational Education and Training institutions (TVETs).

Figure 10: Education Status by Employment Status - 2014

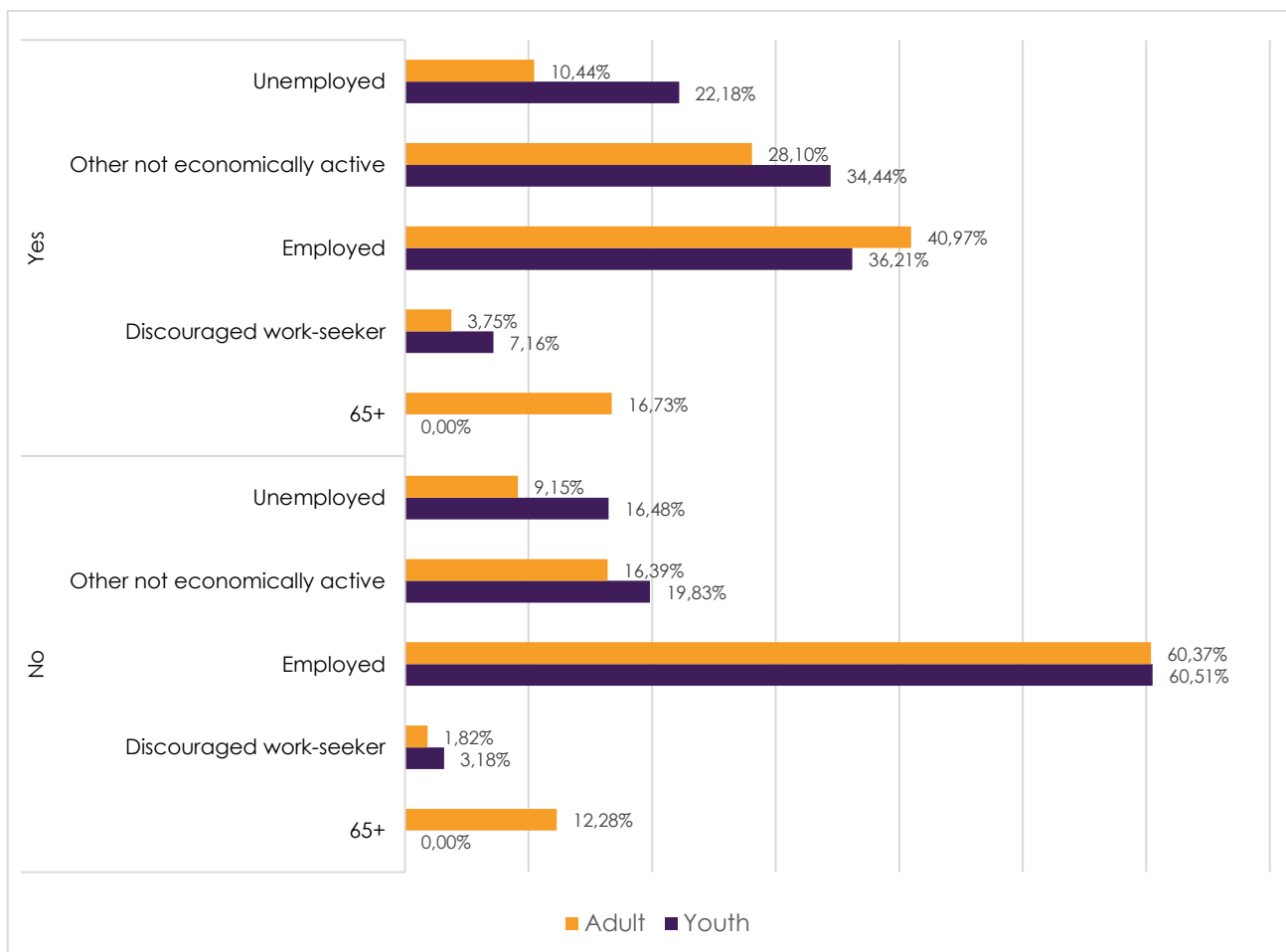


Source: Statistics South Africa – Labour Force Survey 2014

Citizenship and employment levels

On examining trends from the Census 2011, we can contrast South African Citizens and foreigners' employment experiences within the country. Over 60% of foreigners in South Africa (both youth and adults) are formally employed. In contrast, only 36% of South African youths and 41% of South African adults are officially employed (Statistics South Africa, 2011a). There are no apparent reasons for the data indicating why a higher portion of foreigners are employed than South African citizens.

Figure 11: Employment Status by Citizenship – Census 2011



Source: Statistics South Africa - Census 2011

We find a similar percentage of South African citizens possess some secondary, Grade 12 completion or a higher education qualification compared to foreigners based in the country with 75% South Africans compared to 74% among foreigners (Statistics South Africa, 2011b).

Occupation and employment levels

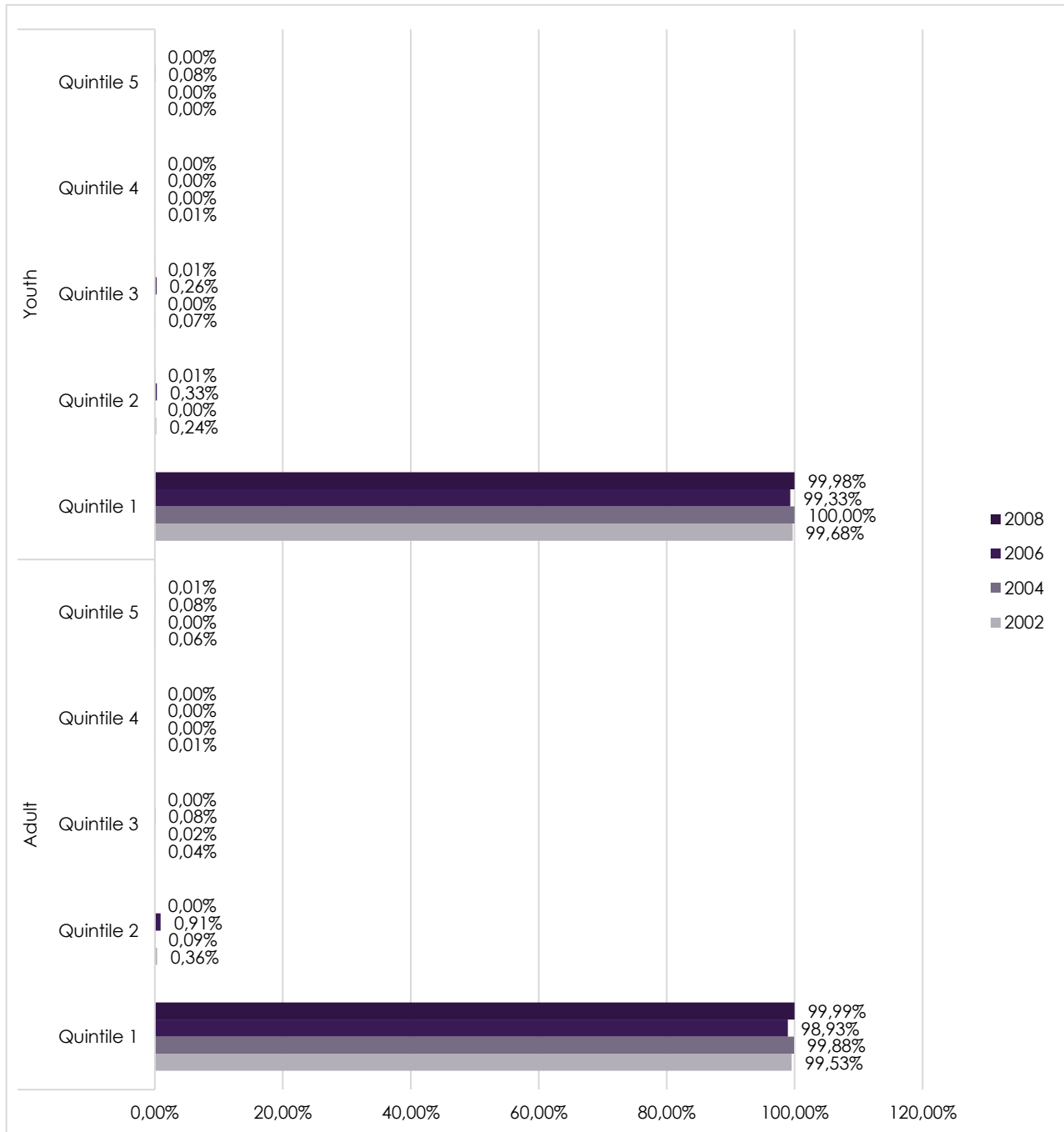
On review of data from the GHS, we have an opportunity to examine employment trends by income and occupation. The income reported in the GHS is based on salaries earned weekly, monthly or annually. To compare these values given the effects of inflation, we firstly assumed weekly, and monthly earnings were

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received consistently across the year. We thereafter divided the responses into five quintiles based on equidistant midpoints, calculated using the highest and lowest earnings. In our analysis, we identified the starting and ending income values for each quintile, using data from 2002, 2004, 2006 and 2008. We note the highest earner in the sample in 2008 was approximately 19.5 times greater than the highest earner in 2006. This high earner effectively pulls up the quintile starting and ending points as the distance between the top and bottom earner has increased (Statistics South Africa, 2002b) (Statistics South Africa, 2004b) (Statistics South Africa, 2006b) (Statistics South Africa, 2008a).

Using the income data from 2002, 2004, 2006 and 2008, we note in all years across adults and youth, 99% of the population falls within Quintile 1 (Figure 12). This graph reiterates the stark income inequality in the country. Following this approach, only 18,649 out of 3.9 million adults fell within Quintiles 2 to 5 in 2002. Only 10,123 youth were found earning this amount this year. In 2006, there were 50,306 adults compared to 27,796 young people (Statistics South Africa, 2002c, 2004d, 2006c, 2008c) (Statistics South Africa, 2002b) (Statistics South Africa, 2004c). The effects of this obvious income inequality must be further examined to determine its influence on finding work opportunities.

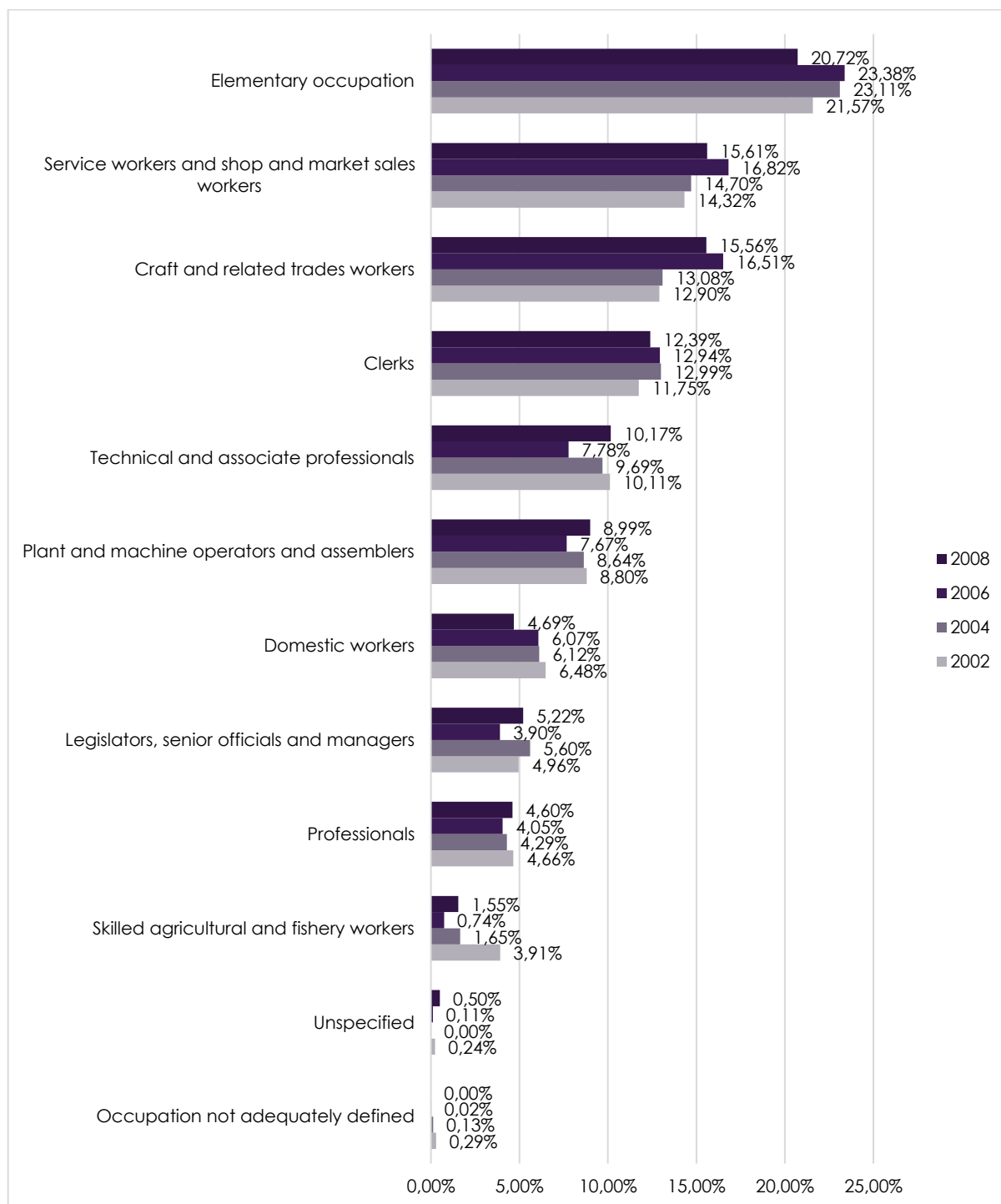
Figure 12: Population by Income Quintiles, 2002 – 2008



Source: Statistics South Africa - General Household Survey 2002, 2004, 2006, 2008

Our review of occupation trends among the youth reveals that most young people are employed in elementary occupations, followed by service workers, craft/trade workers and clerks (Statistics South Africa, 2002b) (Statistics South Africa, 2004c) (Statistics South Africa, 2006b) (Statistics South Africa, 2008a). These are generally entry-level occupations. In 2008, we see that 20% of youth were employed as technical/associate professionals, legislators, senior officials, managers and professionals (Statistics South Africa, 2008b).

Figure 13: Occupations of Employed Youth – 2002 - 2008



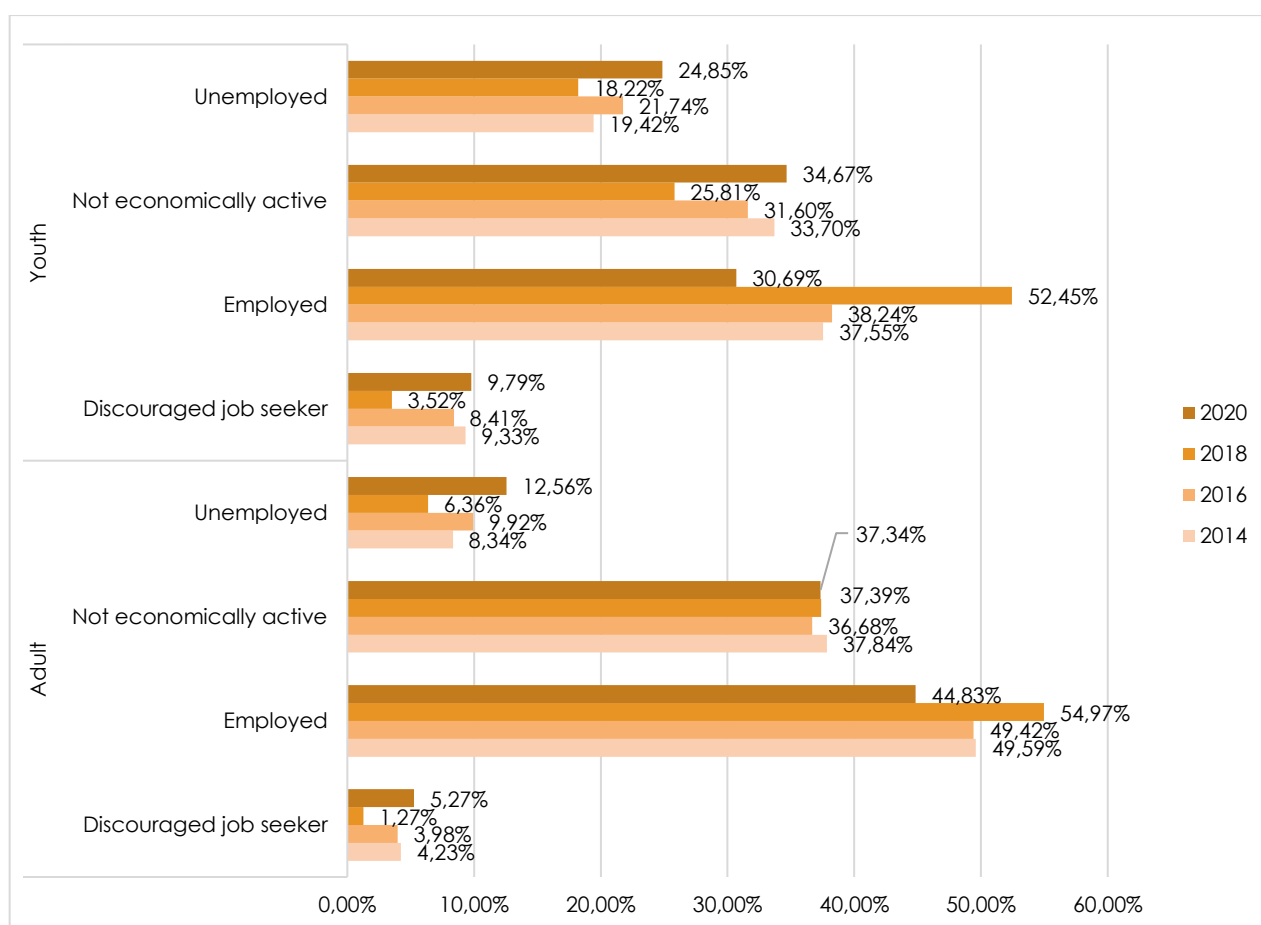
Source: Statistics South Africa - General Household Survey 2002, 2004, 2006, 2008

2.5 Economic Activity (2015 – 2020)

Between 2015 and 2020, Statistics South Africa produced employment-related data using the quarterly LFS. For our review, we selected data from 2016, 2018 and 2020 survey iterations. In this period, we found a considerable reduction in employment between 2018 and 2020, possibly highlighting the coronavirus pandemic's impact. For instance, the number of officially unemployed youth increased from 18% to 25%

between 2018 and 2020. Employed youth decreased from 52% to 31%. Economically inactive young people increased from 26% to 35%, perhaps absorbing a portion of the employed youth who lost their jobs in 2020. Similar shocks were experienced among adults, with decreases in employment rates (55% to 45% between 2018 and 2020) and increases in unemployed (6% to 13%). However, the non-economically active portion did not move substantially among adults, with only a decrease of 0.1%. These trends between 2018 and 2020 reverse the gains seen before between 2014 to 2018, where official unemployment had decreased, and officially employed persons increased. Notably, between 2014 and 2018, youth employment had risen from 38% to 52% (Statistics South Africa, 2020a) (Statistics South Africa, 2016b) (Statistics South Africa, 2018b) (Statistics South Africa, 2020b).

Figure 14: Employment Trends (Youth vs Adult) – 2014, 2016, 2018, 2020



Source: Statistics South Africa Labour Force Survey 2014, 2016, 2018, 2020

By disaggregating the 2020 statistics to a provincial level, we can identify which province performed the strongest in official employment. The Western Cape has the lowest proportion of discouraged job seekers among the adults and youth, with 1% and 3%, respectively. The province also has the highest proportion of employed (officially) adults and youth, with 51% and 44%, respectively. Gauteng has the fewest non-economically active people (30% and 30%), while Limpopo has the lowest reported official unemployment numbers among adults and youth (8% and 17%, respectively). The worst performing province seems to be the

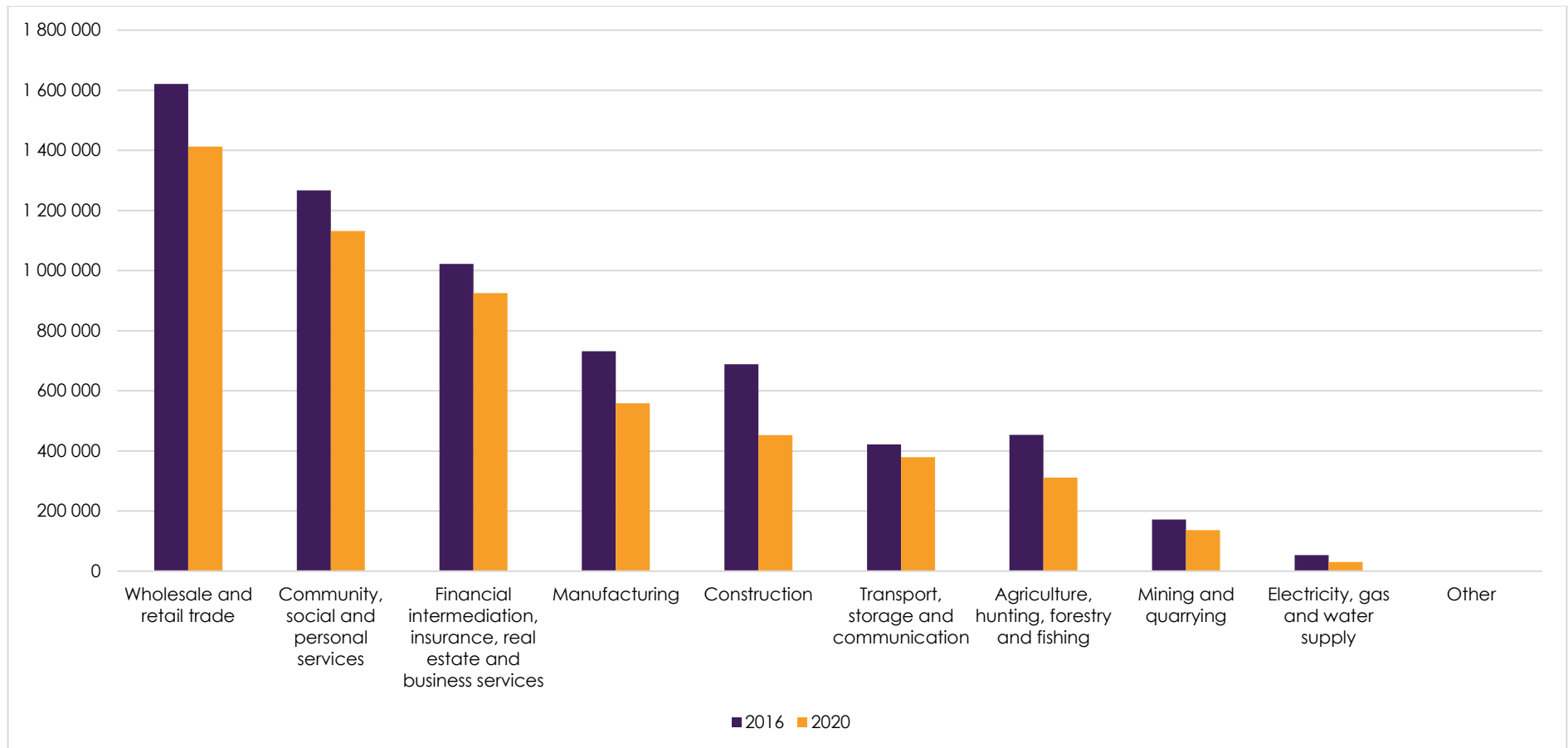
Eastern Cape with the lowest proportion of employed people (35% and 22% respectively) and the highest proportion of unemployed people among adults and youth (18% and 36% respectively). Among the non-economically active people, the highest proportion of adults in this category are found in the Eastern Cape (44%). Kwazulu-Natal was responsible for producing the highest number among the youth (39%). These trends require a further inspection of unemployment drivers in the Eastern Cape, in particular (Statistics South Africa, 2020b).

An examination of employers in 2016 and 2020 shows where jobs have been reduced among industries. The sharpest percentage decline among the youth was found in the electricity, gas, and water supply industry with a decrease of 44%, followed by construction with 34% and agriculture, hunting, forestry and fishing, with 31%. The industry employing the most youth workers are wholesale and retail trade, community social and personal services, followed by financial intermediation, insurance, real estate and business services, as seen in Figure 15 (Statistics South Africa, 2016b) (Statistics South Africa, 2020b). The sharp decline in available jobs in these industries in 2020 requires further examination.

While the declines have been highest in the electricity, gas and water supply sector, the sector is significantly a smaller employer compared to other sectors. However, the decreasing employment trend in this sector remains of concern, given the widespread protests relating to service delivery and the importance of this sector as an enabler for growth in the economy.

The decline of more than a fifth of jobs in the mining sector has a considerable impact on growth, given the South African reliance on minerals. The loss of jobs in agriculture is also of concern as it has and will continue to impact the country's ability to remain food secure and to reduce reliance on imports of agricultural products.

Figure 15: Employed Youth per Industry (18 – 35) 2016, 2020



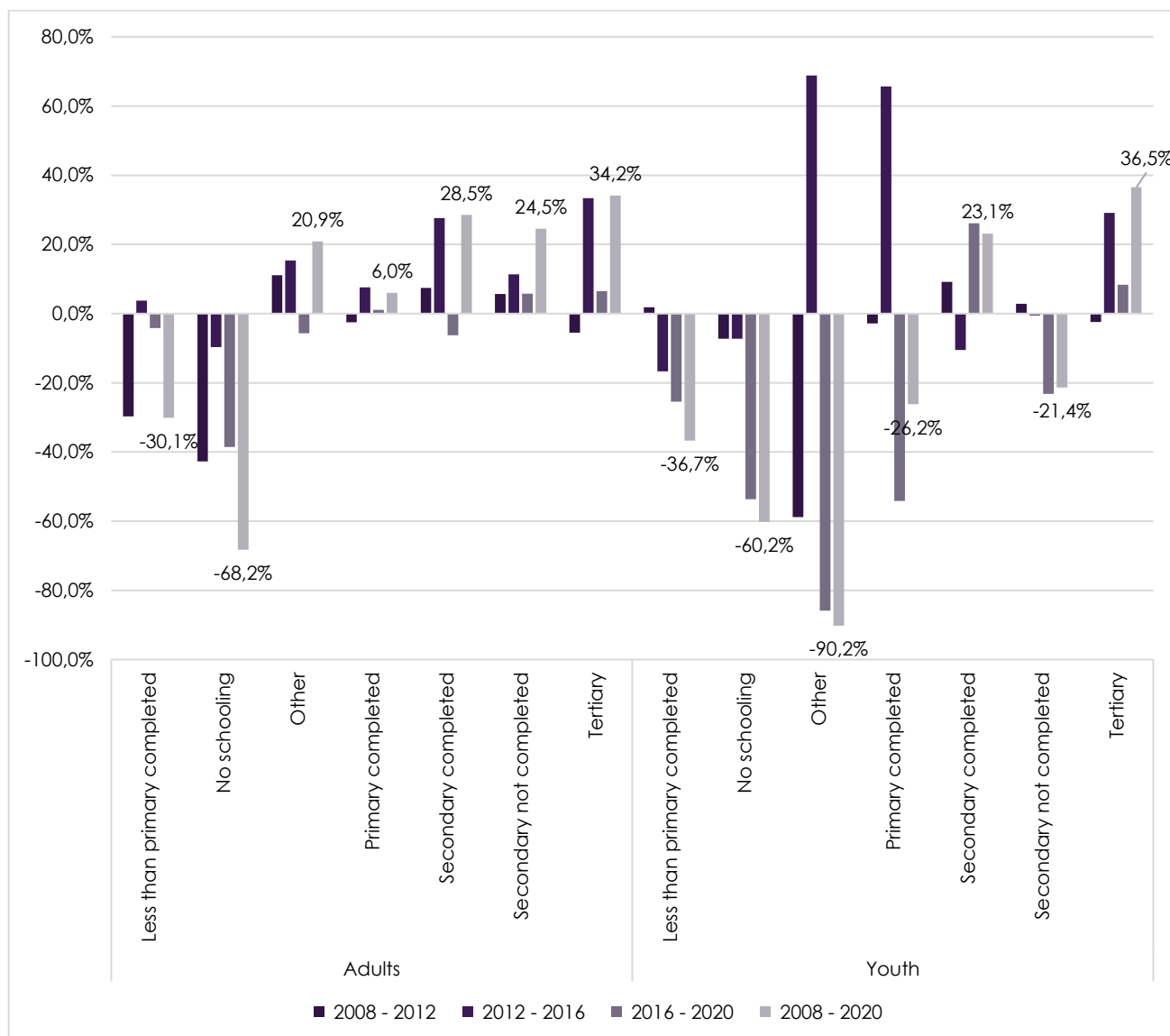
Source: Statistics South Africa Labour Force Survey 2016, 2020

2.6 Entrepreneurship

The Quarterly LFS also provides questions to monitor entrepreneurship trends in the country. The survey tracks the formally employed and who own a business and those formally unemployed but have expressed a desire to start a business. In both circumstances, we can monitor these trends by age group and education status of the grouping. Our extracted data describes the study's second segment with data points from 2008 and 2012 and the third segment with 2016 and 2020 (Figure 16).

From 2008 to 2020, the number of young people who started a business actually decreased by 4%, while the number of adults increased by 9%. Per education status, among adults between 2008 and 2020, the number of adults with own business decreased most sharply among those without schooling. This figure fell by 68%. Among the youth, the number of own businesses decreased by a similar degree by 60% in the same education status. Among the youth, those with a non-standard education qualification grouped as 'Other' decreased by 90% in this period. This decrease persisted, despite a sharp increase between 2012 and 2016 of 69%. Among those with tertiary qualifications, the number of own businesses increased by 34% among adults and 37% among the youth. These statistics further emphasise the importance of education in starting a business ((Statistics South Africa, 2008b) (Statistics South Africa, 2012) (Statistics South Africa, 2016b) (Statistics South Africa, 2020b). There is a need to study further how entrepreneurship promoting policies can support unskilled young people, who are the country's predominant group.

Figure 16: Employed with own-business, percentage changes by age group and education status – 2008 – 2020



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

As of 2020, 51% of youth that had completed secondary school wished to start a business, while 36% that hadn't completed secondary school also wished to do so. Comparatively, a higher proportion of adults without completing secondary school were interested in starting their own business at this stage (40.%). (Statistics South Africa, 2008b) (Statistics South Africa, 2012) (Statistics South Africa, 2016b) (Statistics South Africa, 2020b).

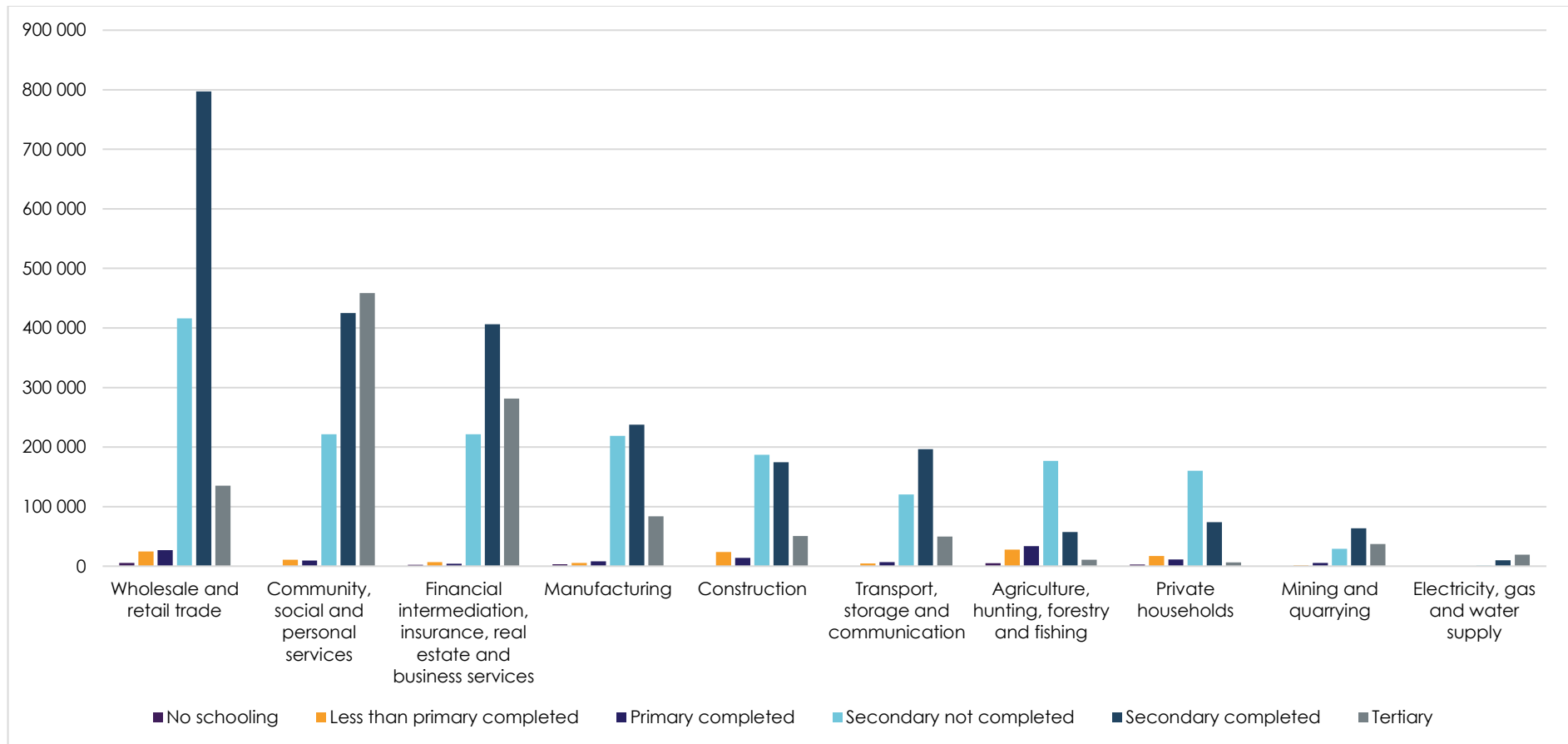
Although the growth among young people has been substantial, in context, we note that only 9% of unemployed youth in 2020 reported interest in starting a business. ((Statistics South Africa, 2008b) (Statistics South Africa, 2012) (Statistics South Africa, 2016b) (Statistics South Africa, 2020b). This percentage may

highlight a lack of awareness about the value of attempting to start a business or possible deeper issues which require further examination.

2.7 Education Performance

A further review of employment trends in 2020 considering education status and the worker's industry reveals that the most common qualification among young workers in the Wholesale and retail trade industry is where one has completed school. However, approximately half the workers in this industry have not completed school. In the community, social and personal services industry, a tertiary qualification is most common. Within the financial intermediation, insurance, real estate and business services industry, a combination of complete secondary schooling and a tertiary education qualification is most common. Within the agriculture, hunting, forestry, and fishing industry, not having completed secondary school is most common (Statistics South Africa, 2020b). Figure 17 provides a complete breakdown of qualifications per industry. These trends reemphasise the importance of completing secondary school and pursuing a higher education qualification to gain formal employment entry. It is therefore important to understand the success of young people passing through the schooling system

Figure 17: Employed Youth per Education Status and Industry (2020)

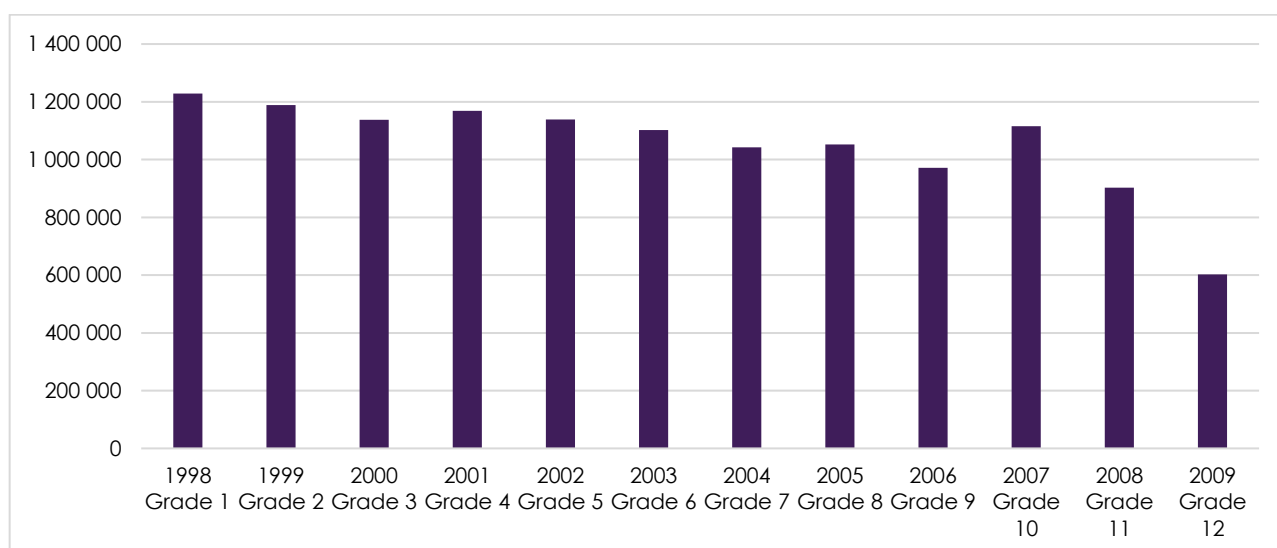


Source: Statistics South Africa Labour Force Survey 2020

Our review of school enrolment statistics from the Department of Education/Basic Education reveals the supply of qualified workers into the labour market after leaving the school system. As shown in the previous section, those that completed secondary schooling have had a better chance of finding formal employment. However, as the following tables and graphs reveal, many learners leave the school system before completing Grade 12. The below statistics follow two sets of learners. The first set began their schooling in Grade 1 in 1998, while the second set began in 2004. From the 1,229,050 learners that entered the system in 1998, only 602,278 enrolled for Grade 12 in 2009. In these 12 years, 51% of learners dropped out of the school system. From 1998 to 2004, there was little progress in the education system as we found only 47% of learners who entered Grade 1 in 2004 enrolled for Grade 12 in 2015 (Department of Education, 2013) (Department of Education, 2015).

However, this statistic does not reveal how many have succeeded in passing Grade 12, which can be determined after reviewing the matriculation pass rates for these years. In 2009, 61% of those enrolled for the matriculation exam passed (Matangira, 2020). At best, 364,980 learners in 2009 passed matric. Therefore, from the original cohort who entered the system in 1998, only 30% of these learners have completed secondary schooling. Consequently, 70% of learners do not possess the minimum qualification for most formal sector jobs. Among the group from 2004 to 2015, 71% of learners passed matric, leading to only 38% of the original 2004 cohort completing secondary school. Sixty-two percent of learners from this cohort have therefore failed to achieve the necessary qualification for formal employment.

Figure 18: Progression of learners from Grade 1 to Grade 12, 1998 to 2009



Source: Department of Education 1998 to 2009

Table 2: Progression of learners from Grade 1 to Grade 12, 2004 to 2015

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

Source: Department of Education 2004 to 2015

Looking more closely at the provincial school drop out rates among the 2004 grade 1 cohort, we see 68% of learners from the Eastern Cape dropped out of school before enrolling for grade 12. The Eastern Cape is followed by the North West province (59%), Free State (47%), Northern Cape (46%), Western Cape (45%), Mpumalanga (45%), KwaZulu-Natal (42%), Limpopo (37%) Gauteng, who performs the strongest with a 25% school dropout rate. The high dropout rates in the Eastern Cape correspond with the province's high unemployment rates in 2020 (Department of Education, 2013) (Department of Education, 2015).

A review of the school enrolment rates at a provincial level disaggregated by the school quintile reveals several concerning trends at the lower geographic and income levels. For instance, most concerning within the Eastern Cape's Quintile 1 schools, we see 81% of learners in these schools dropped out before reaching Grade 12. 85% of learners from Quintile 4 schools in this province also dropped out. Table 3 below reveals how schools per quintile have performed (Department of Education, 2013) (Department of Education, 2015).

These trends highlight the concerning performance of schools in low-income areas outside of the country's economic centres. A deeper review of these schools and the school quintile system must be undertaken to understand the conditions affecting the schooling community and the pressures that pull learners out of school.

Table 3: Drop out rates of 2004 Grade 1 Learners per province and school quintile

<i>Province / Quintile</i>	<i>2004 Grade 1</i>	<i>2015 Grade 12</i>	<i>Change</i>
Eastern Cape	280 811	89 322	68%
Not Applicable	11 793	4 068	66%
Quintile 1	116 082	22 300	81%
Quintile 2	58 479	16 880	71%
Quintile 3	49 407	36 045	27%
Quintile 4	24 489	3 654	85%
Quintile 5	19 297	6 349	67%

Province / Quintile	2004 Grade 1	2015 Grade 12	Change
To Be Updated	1 264	26	98%
Free State	67 693	35 545	47%
Not Applicable	2 954	862	71%
Quintile 1	24 649	10 922	56%
Quintile 2	15 839	7 199	55%
Quintile 3	10 844	8 754	19%
Quintile 4	8 644	2 231	74%
Quintile 5	4 763	5 577	-17%
Gauteng	160 635	120 838	25%
Not Applicable	14 233	16 701	-17%
Quintile 1	14 184	10 944	23%
Quintile 2	19 838	11 741	41%
Quintile 3	44 644	26 127	41%
Quintile 4	37 733	26 979	29%
Quintile 5	29 155	28 346	3%
To Be Updated	848		100%
KwaZulu-Natal	303 200	175 175	42%
Not Applicable	5 668	7 065	-25%
Quintile 1	89 750	31 219	65%
Quintile 2	60 280	43 695	28%
Quintile 3	75 632	45 050	40%
Quintile 4	46 052	24 682	46%
Quintile 5	25 802	23 449	9%
To Be Updated	16	15	6%
Limpopo	167 185	105 251	37%
Not Applicable	18 871	4 147	78%
Quintile 1	57 066	32 986	42%
Quintile 2	42 543	40 056	6%
Quintile 3	36 046	23 504	35%
Quintile 4	8 941	1 349	85%
Quintile 5	3 332	3 127	6%
To Be Updated	386	82	79%
Mpumalanga	102 461	56 149	45%
Not Applicable	12 174	2 248	82%
Quintile 1	14 774	24 022	-63%
Quintile 2	22 222	18 675	16%
Quintile 3	22 844	5 897	74%
Quintile 4	18 818	1 644	91%
Quintile 5	11 604	3 622	69%
To Be Updated	25	41	-64%
North West Province	84 778	34 392	59%
99	544		100%
Not Applicable	15 471	742	95%
Quintile 1	19 908	6 397	68%
Quintile 2	14 905	6 055	59%
Quintile 3	29 880	13 216	56%

Province / Quintile	2004 Grade 1	2015 Grade 12	Change
Quintile 4	2 054	6 779	-230%
Quintile 5	2 016	1 182	41%
To Be Updated		21	
Northern Cape	22 979	12 498	46%
Not Applicable	327	261	20%
Quintile 1	3 616	2 070	43%
Quintile 2	7 243	1 966	73%
Quintile 3	5 871	2 956	50%
Quintile 4	2 779	2 970	-7%
Quintile 5	3 138	2 275	28%
To Be Updated	5		100%
Western Cape	105 233	58 060	45%
Not Applicable	2 843	3 646	-28%
Quintile 1	9 678	3 275	66%
Quintile 2	9 321	5 021	46%
Quintile 3	23 608	10 879	54%
Quintile 4	30 317	11 380	62%
Quintile 5	29 466	23 682	20%
To Be Updated		177	
Grand Total	1 294 975	687 230	47%

Source: Department of Education 2004 to 2015

2.8 Youth At Risk Behaviour

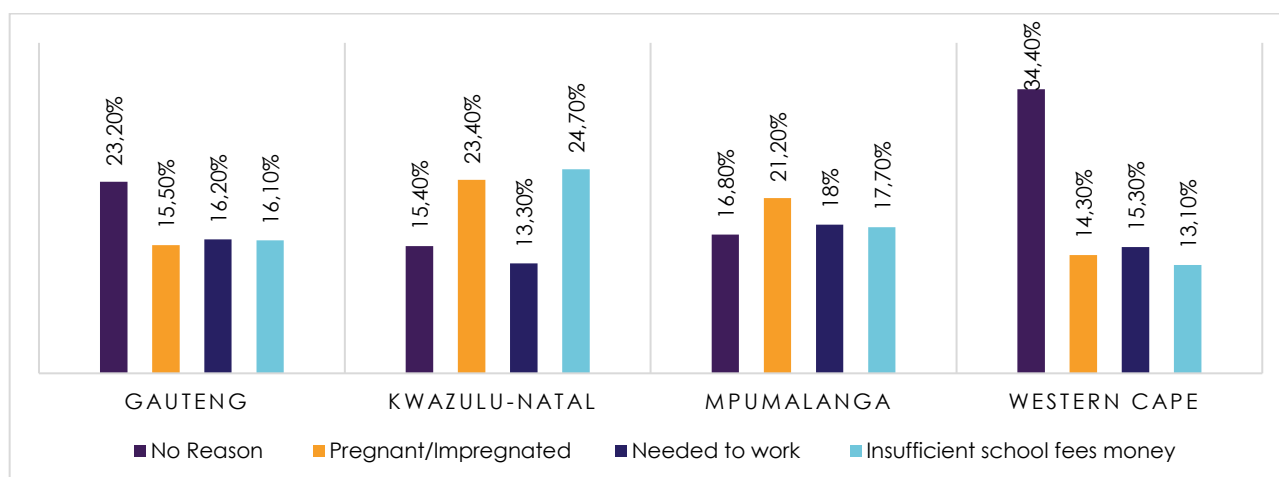
2.8.1 Reasons for dropping out of school

School dropout is one of the leading causes of youth unemployment due to the subsequent high levels of unqualified and unskilled workers. Most of the *Out of School Youth* (OSY), reported within the MRC's Youth Risk Behaviour Survey of OSY, had various reasons for leaving school. This survey examines the experiences of young people who had dropped out of school in Gauteng, Kwazulu-Natal, Mpumalanga and the Western Cape.

The Western Cape, followed by Gauteng, report the most youth who left school for no particular reason. KwaZulu-Natal and Mpumalanga had the highest OSY that left school because they were pregnant or impregnated someone. Approximately 31% of OSY females left school due to pregnancy, whereas only 18% of OSY males left school because they had impregnated someone (Medical Research Council, 2012a).

Mpumalanga, Gauteng and Western Cape had the highest rate of OSY that dropped out because they needed to work, with KwaZulu-Natal having the highest rate of OSY that left because they did not have sufficient school fees money (Figure 19). Males were more likely to drop out of school because they needed to work, whereas females were more likely to drop out because they could not afford school fees (Medical Research Council, 2012b). These statistics reveal that different unique reasons causing the youth to drop out of school, which cannot be easily disaggregated by sex.

Figure 19: Reasons for leaving school



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

In addition to the reasons listed above by out of school youth, young people in school experience several risks. Based on in-school data of learners' experiences in the school system from 2002, 2008 and 2011, we can review various risky behaviours discussed in the Youth Risk Behaviour Survey conducted by the Medical Research Council. For instance, risky sexual behaviour has been flagged as relatively common among the interviewed learners. In 2008, nationally, 14% of learners had been threatened with a weapon. Violent behaviour among learners is a severe issue, especially in learners' assaulting their partners (Medical Research Council, 2002) (Medical Research Council, 2008) (Medical Research Council, 2011). One of the more concerning trends is that of forced sex. For instance, in 2002, 10% of learners had been forced into sex. (Medical Research Council, 2002) (Medical Research Council, 2011). These instances of violence and sexual assault highlight the vulnerabilities of young people. In addition, substance abuse is also highlighted as a reason for school dropouts. All of these experiences could heavily impact learners abilities to lead a good life and threatens their chances of getting sustainable jobs.

2.9 Reflections for the current study

The findings from this section of the report help contribute to an understanding who the unemployed youth in South Africa are and the factors which impact their ability to access employment.

Firstly, the linkage between the education system and the labour market is critical. Those learners who drop out of school are at a significantly higher risk than those who complete school and that socio-economic status of the locality and low levels of economic activity tend to predispose young people to higher levels of dropout as evidence presented suggests. The extremely high dropout rates in Eastern Cape (a province with the most districts which are amongst the poorest in South Africa) and the higher drop out rates of learners from lower quintile schools confirm this trend. An understanding of the push factors needs further examination. Hence, targeting these young people will be crucial.

Secondly, more females were flagged as not economically active, confirming the gendered nature of unemployment in South Africa. Similarly, disabled young people feature more prominently among the not-economically active. Policies are needed to support these adults providing opportunities to develop their formal training and skillsets. To ensure these individuals are represented in our sample, care is needed to include those aged 26 to 35 years in particular.

Thirdly, risky behaviours among young people are key contributing factors behind high school dropout rates. Severe concerns were flagged within the Youth Risk Behaviour surveys of 2002, 2008, 2010 and 2011, that affected in school and out of school learners. Such behaviours are drivers of poor mental health and emphasise the vulnerabilities of young people. Understanding the impact of these challenges is a key concern and must be captured in the design of the questionnaire posed to young people. In addition, similar themes must be covered in interviews with key informants to triangulate these views.

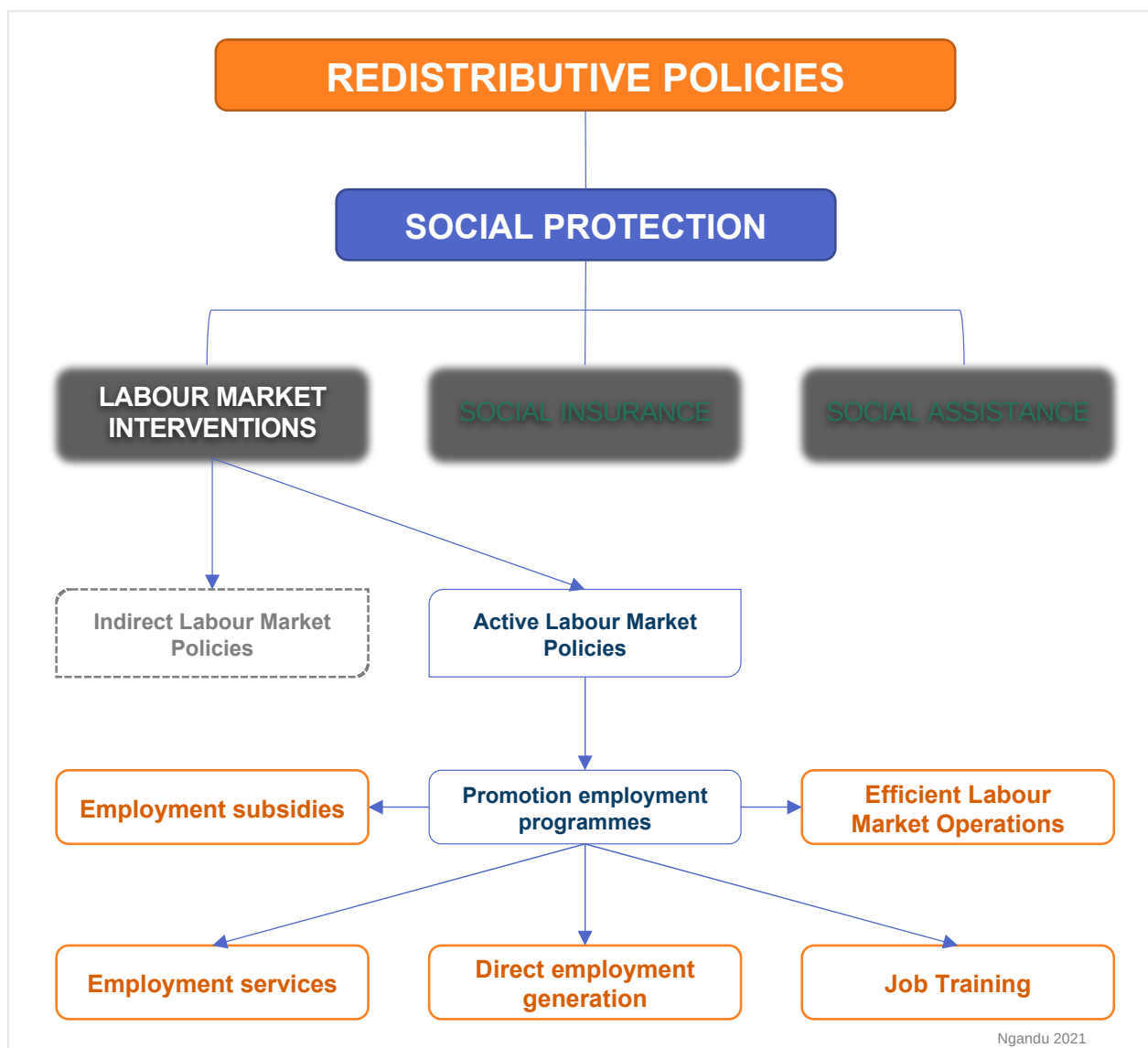
Fourthly, an interesting trend was identified about issues of citizenship, where despite similar qualification levels, a greater proportion of foreign workers were employed than their South African counterparts. These trends may explain some of the tensions across the country as South African workers compete for scarce jobs with their foreign counterparts. More research is needed to understand the disparity in employment rates. This trend must be tested in our survey of young people and examined in our interviews with labour unions.

Lastly, entrepreneurship is often identified as a pathway to formal employment, economic growth and job creation. Data from the LFS shows a growing interest among young people to start their own business. However, evidence also suggests high levels of vulnerability and unsustainability of small businesses within the first year of establishment. More often, the successful new businesses started by young people are by those who have higher qualifications. A productive education system is essential for producing the skills in demand by employers and benefit prospective entrepreneurs who must understand how to run a business. As part of our quantitative survey, these concerns must be unpacked among prospective entrepreneurs who wish to start a business.

3 REVIEW OF YOUTH EDUCATION, TRAINING AND EMPLOYMENT LEGISLATION AND POLICIES IN SOUTH AFRICA

This section conceptualises and contextualises youth employment interventions within the basket of social policies that have been designed to achieve broad social objectives. Within the umbrella of redistributive labour market interventions, which fall under social protection and include both indirect and active labour market interventions, these interventions include several types of policy and programmes designed and implemented to promote employment.

Figure 20: Youth employment programmes as active labour market interventions



Source: Authors

It is thus critical that we understand the context within which the suite of investments in employment enhancing policies and programmes function, more so given that these policy and programme design and implementation involves multi-sectorial stakeholders.

3.1 LEGISLATION IMPLEMENTED POST-1994 RELEVANT TO YOUTH EMPLOYMENT

After 1994, the new democratic South African government recognised the problem of poor economic participation of young people. Accordingly, the government introduced numerous policy interventions to bring youth into the mainstream of the economy to enhance social inclusion and cohesion. This section provides a review of legislation, policies, and programmes implemented in South Africa since 1994. It's important to note that these policies and frameworks are based on international treaties and frameworks made by the ILO, the UN, and the African Union, among other groups, that support the full inclusion of youth as contributing members of society.

3.1.1 *The Constitution of Republic of South Africa (1996)*

The Constitution outlines the rights, responsibilities, and principles by which all citizens must abide and provides the foundation for enabling legislation for an inclusive country that builds the capabilities of its people, and youth development. However, it has also been criticized for lacking specific statutory provisions on the right to work or access to social security (Govindjee & Dupper, 2011).

In the wake of the Constitution, several acts were introduced to protect young people and promote their development and employment opportunities which are worth briefly noting before exploring the most relevant Acts in a bit more detail. These include the Probation Services Act (1994), Children's Act, Act No. 35 of 2005, and the Employment Services Act (2014) (Swartz, 2009; The Department of Planning Monitoring and Evaluation (DPME), 2019).

3.1.2 *National Youth Development Act 54 of 2008 and the National Youth Development Agency*

The **National Youth Development Act** legislates the National Youth Development Agency's (NYDA) establishment, an entity mandated to promote South African youth development (The Presidency RSA., 2008). With the Act passed, the NYDA was then established as an institution primarily focussed on tackling challenges faced by the nation's youth and addressing youth development issues at national, provincial, and local government levels. According to a report by National Youth Development Agency (2011), the agency designs and implements programmes that aim to improve the lives of young people and enhancing their employment opportunities.

3.1.3 Further Education and Training Act (2006,2013)

As amended in 2013 and renamed the Technical and Vocational Education and Training Act, the Further Education and Training Act's (Further Education and Training Act, 2006) primary goals are to promote collaboration between various institutions of higher education in the public and private sectors and to make training opportunities available to all.

3.1.4 The Skills Development Act (1998, 2008,2009) and the Skills Development Levy Act

The Skills Development Acts have been developed with the core purpose of increasing access to skills development opportunities for the labour force in general and youth more specifically. Through the payment of levies by employers, it has incentivised employers in both the public and private sectors to ensure the provision of skills programmes for the workforce (Skills Development Levy Act 9 of 1999, 1999)⁸ and (Skills Development Levy Act 9 of 1999, 1999). The Skills Levy Act provides for financial resources to fund skills development programmes.

3.1.5 Employment Tax Incentive Act of 2013

The Employment Tax Incentive Act is a youth wage subsidy devised to encourage job creation for young people. The South African government introduced the employment tax incentive as a policy intervention on the youth labour demand, and has been described as a useful tool to facilitate sharing the cost of expanding job opportunities between the private and public sectors (The Presidency RSA., 2013).

3.1.6 Broad Based Black Economic Empowerment Act of 2003 and the Broad Based Black Economic Empowerment Amendment Act of 2013

The acts incentivise the empowerment of black people with a specific focus on women, persons with disabilities and those living in rural areas. The Code of Good Practice encourages businesses to support black people, especially the unemployed, in obtaining accredited skills development. Companies gain points toward their B-BBEE status by doing this. This enhances companies' opportunities for providing services to the state as their B-BBEE status is enhanced.

3.1.7 Unemployment Insurance Act as amended 2001 and 2016

The Unemployment Insurance Act (Unemployment Insurance Act, 2002) aims to define the terms under which benefits are paid to unemployed workers in the formal labour market and to include maternity benefits. The act mandates contributions from both employers and employees to the Unemployment Insurance Fund, which was created to handle such payments.

3.1.8 The Employment Services Act (2014)

The Employment Services Act (Employment Services Act as Amended 2014, 2014) paved the way for government to facilitate implementation of public employment programmes such as Expanded Public Works Programme (EPWP) and the Community Work Programme (CWP).

3.2 EMPLOYMENT POLICIES AND FRAMEWORKS PROMOTING YOUTH LABOUR MARKET ACCESS POST-1994

Though few policies explicitly exist that shape youth employment interventions, frameworks such as the National Development Plan do influence and shape these initiatives. This section provides an overview of the policy frameworks which have defined the nature of specific youth programmes implemented and assessed in this study.

3.2.1 Macro-Economic Policy Frameworks

Job creation has always been recognised as a central priority for the country. To create jobs, the **Reconstruction and Development Programme (RDP)** saw a role for the state to offer jobs through public works programmes, emphasising youth and women. The goal was to provide young people with experience while they continued education and training. Many RDP initiatives focused on infrastructure development, building schools and clinics. Several community-based programmes were launched in this period, which employed 240,000 people, potentially showing promising results (Martha, 2019 p. 45). However, by 1996, the RDP was replaced by the **Growth Employment and Redistribution (GEAR)** policy framework, which was unable to sustain the gains in job creation (Martha, 2019) (The Department of Planning Monitoring and Evaluation (DPME), 2019).

The Accelerated and Shared Growth Initiative for South Africa (AsgiSA) framework was introduced in 2005 and aimed at reducing poverty and unemployment by half by 2014. Between 2003 and 2008, the country experienced its longest sustained economic boom but had been unable to reverse the high levels of unemployment. The Global Financial Crisis of 2008 led to a global recession with South Africa losing its economic gains and increasing in terms of unemployment, with the youth more adversely impacted (DPME, 2019). In 2007, ASGISA was complemented by the **National Industrial Policy Framework (NIPF)**, which focused on industrialization but also led to policy confusion, as it undermined the logical flow of policy development and implementation (DPME, 2019).

The **New Growth Path (NGP)** policy framework was launched in 2010 and shortly thereafter was replaced by the National Development Plan (NDP) in 2012, which aim to employ 24 million by 2030 and increase the number of employed by 11 million. The NGP and NDP emphasised the need for education and training and promoted economic growth through labour absorption. This policy commitment has been followed by substantial financial resources necessary to education and skills development. These funds have aimed to

reduce historic backlogs in access to services while stimulating growth and job creation (De Lannoy et al., 2018). The NDP further recognises the destabilising effect that youth unemployment may have on the economy and therefore entitles the youth to social protection. Furthermore, developing an entrepreneurial culture among the youth was an important element of stimulating job creation. Programmes developed under this policy umbrella were tasked to develop entrepreneurial capabilities or offer tax incentives which develop a climate for entrepreneurship (Morris, 2013).

Figure 21: An Enabling Framework for enhancing youth transitions into the labour market



3.2.2 Strategic Priorities for Youth wellbeing, development and economic participation

Across many frameworks there have been five strategic priorities of the state (The Presidency, 2008), relevant to youth development as reflected in the figure below.

Figure 22: Five Strategic priorities for youth development as per the Presidency, 2008



Education and skills development are recognised as central to providing young people pathways to work. Such policies have focused on realigning historical inequities in access to education across all levels of the system. They also focus on developing the skills that employers require, which are crucial for gaining entry to the job market (National Treasury, 2011a). In addition, these policies focus on learnerships and training initiatives that develop concrete pathways to access technical or vocational jobs. In recent years, there is a greater emphasis on developing digital capabilities valued by employers (DPME, 2019) (The Presidency, 2008).

The **health and wellbeing-related concerns** focused on protecting the interests of young people in guarding against teen pregnancy, substance abuse and integrating healthcare within the school system. These policies intended to give young people the best chance at remaining in good physical and mental health while enrolled in the school system and as they transitioned to work (DPME, 2019 p. 87).

In terms of **promoting economic participation and transformation**, the policies concentrate on developing a balanced and robust economy, positioned to address social inequalities while emphasizing youth development. These interventions are facilitated at multiple levels of government and implemented by a variety of agents across the government (DPME, 2019).

Another objective of these policies was to build **social cohesion** across the nation by targeting young people. Through programmes such as the National Youth Service, the state (with civil society involvement) aimed to instil a culture of service, patriotism while promoting civic education.

The **development of responsive structures** to advance youth development such as the National Youth Development Agency (NYDA) have been established to reach young people in mass, delivering information through awareness campaigns and creating access to educating and training interventions (DPME, 2019).

These themes largely informed how the country's macro-economic policy frameworks have endeavoured to respond to youth unemployment. From a continental perspective, the policies pre-2006 have also contributed to shaping the African Union's African Youth Charter adopted in 2006 and to which South Africa is a signatory (DPME, 2019) (The Presidency, 2008). These frameworks are described in the following section.

3.2.3 **White Paper on Post School Education and Training**

The White Paper on Post School Education and Training (PSET) (Department of Higher Education and Training, 2014) outlined a forward looking plan for how young people would transition from schooling into education and training towards enhancing their labour market outcomes. The policy provides guidance to the Department of Higher Education (DHET) as what is required to ensure a capacitated PSET system is in place, appropriately resourced and ensuring cooperation and partnerships between higher education and training institutions and employers. Importantly it encouraged school leavers to channel their education and training towards the Technical and Vocational Education and Training system (TVET).

3.2.4 National Youth Service Policy (2003)

This policy framework (NATIONAL YOUTH SERVICE, n.d.) encourages youth to serve the community through voluntary initiatives and through this mechanism find ways for accessing education and training opportunities as well personal development, income generation and employment, while at the same time contributing to the realisation of national development priorities.

3.2.5 National Youth Accord (2013)

The Youth Employment Accord of 2013, was designed was aimed at improving education and skilling of South African youth, assisting them in gaining employment and starting businesses. The Accord sets a framework for cooperation between social partners addressing problems of youth unemployment and supporting youth-owned enterprises (Department of Planning Monitoring and Evaluation, 2020). Its priorities would thus be achieved with the cooperation of the government, organised business, and various community interests. The Youth Employment Accord has been shown to have a good effect on several initiatives, including entrepreneurship, second-chance school options, job placements, and internships. According to the Department of Economic Development (2013a), collaboration between the public, private, labour, and community sectors was the key to the Youth Employment Accord's many accomplishments.

3.2.6 National Youth Policy (2009-2024; 2015-2020 & 2020-2030)

The National Youth Policy 2020-2030 (NYP) was adopted to promote the economic participation, social cohesion, health, educational and wellbeing related factors in respect of youth. Informed by various iterations of the NYP 2009-2014 and 2015-2020, the updates to the policy were a response to lurking challenges, identification of gaps, and for introducing new and improved measures to fast-track youth employment (Department of Planning Monitoring and Evaluation, 2020).

The draft policy developed by the (Department of Planning Monitoring and Evaluation, 2020) are the source for the five strategic focus areas discussed above, namely *education, skills and second chances; economic participation and transformation; health and well-being; social cohesion and nation-building and effective and responsive youth development mechanisms*. Lastly, the government increased financial support for poor learners through the no-fee schools programme and the National Student Financial Aid Scheme (Department of Planning Monitoring and Evaluation, 2020) to address socioeconomic inequalities. Overall, educational attainment improved and will continue to do so with increased participation in the basic education system and through the implementation of other various supporting policies (Department of Planning Monitoring and Evaluation, 2020).

3.2.7 Integrated Youth Development Strategy 2011

The Integrated Youth Development Strategy instructs the National Youth Development Agency (NYDA) to develop an Integrated Youth Development Strategy and Plan for the country, recognising that the NYDA must act in alignment with other public, private and civil actors when implementing youth development programmes. Furthermore, the strategy must link policy provisions defined with the National Youth Policy, National Skills Development Act and the National Industrial Policy Framework (National Youth Development Agency, 2011) (Mtwezi, 2014).

3.2.8 Summary

South Africa's constitutional and legal framework is broadly acclaimed and recognised as a leading progressive framework internationally. The focus on equity and social justice within the constitution has demanded that each subsequent macro-economic framework recognises the centrality of addressing youth unemployment challenges. To different degrees, in each policy framework, priority was afforded to themes such as education/skills development, health and wellbeing, economic transformation/participation, social cohesion and developing responsive structures for youth development. However, with changing administrations and multiple stakeholders responsible for implementing programmes to deliver on policy targets, there have been several challenges.

Between 1994 and 2020, there have been six major policy frameworks. The RDP and NGP each lasted two years before they were replaced, leading to a sense of incongruity in these policy frameworks' long-term implementation plans. Furthermore, with multiple agencies responsible for delivering these services, their interpretation of their mandates tends to diverge and converge, causing duplication and variation in how policies are implemented. In one instance, this duplication required the NYDA to develop an integrated strategy that describes how multiple arms of government can effectively coordinate their efforts in promoting youth employment. This duplication and ambiguity in mandates impede the delivery agents' ability to fulfil their objectives. These issues must be tested in interviews with key informants. The subsequent impact of these challenges must also be quantified through specific questions posed to beneficiaries of the delivery agents.

In the following section, the experiences of programme implementation are reviewed to determine if there are any cascading concerns from policy implementation that impact how programmes are designed and delivered.

4 INTERVENTION SOLUTIONS TO ENHANCE YOUTH EMPLOYMENT

In response to the various policy initiatives, those specifically developed in response to youth unemployment as well as other general policies seeking to enhance well-being, poverty eradication and alleviation and social and economic development of the population at large (as discussed in Chapter 3), a plethora of interventions have been implemented giving effect to the policy intent. Importantly, as indicated previously the stakeholders engaged in the implementation of such programmes include the state, across all spheres of government, private sector and the social sector.

4.1 Typology of Education, Training and Employment Interventions targeted to Youth

Table 4 below provides an overview of the various programmes implemented by the public sector and its linkage to a specific policy imperative. The programmes have been clustered around three groups namely programmes that are addressing ***demand side, supply side and misalignment needs***. Each of these is elaborated on briefly below before exploring in detail some of the main intervention solutions that operate at a post-school level (and excluding Agency Building Programmes and Social Support Services as beyond the scope of this report).

Table 4: Overview of Youth Education and Employment Related Programmes in the Public Sector

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

Source: the National Planning Commission (2017, p.26)

Demand side programmes seek to create employment opportunities for youth, characterised by programmes such as the Expanded Public Works Programme (EPWP), Community Works Programme (CWP) and the National Youth Service (NYS) Programmes. These programmes are responding to the lack of employment opportunities in the labour market. Furthermore, such programmes seek to enrol large numbers of unemployed in state-funded employment programmes, which typically pay below-market wages in order not to enable job displacement. The demand constraint that this programme addresses is the lack of employment opportunities arising from a lack of or slow economic growth and job creation.

Supply side programmes seek to address the limitations arising from the education and training system with respect to the skills levels of the workforce. It does this by increasing the pool of an appropriately skilled workforce and does this by providing opportunities for skills transfer. A specific focus on these programmes is entrepreneurial development interventions to support the development of small, medium, and micro-enterprises.

Misalignment programmes respond to the failure of the markets arising from the mismatch between the skills needs in the labour market pool and the available job opportunities. These mismatches include the lack of access to information on available jobs, the absence of or weak career guidance and counselling, disparities arising from Apartheid legacy of spatial settlements which make job seeking unaffordable to the unemployed, the lack of work readiness of many graduates, negative perceptions of employers about youth in general and black youth more specifically and finally young people's unrealistic expectations with regard to work and employment. The delivery of work integrated learning interventions seeks to address these challenges.

In the sections that follow some of the types of programmes implemented in response to the policy imperatives are described briefly.

4.2 Demand Side Intervention Solutions

4.2.1 Public Employment Programmes

According to the NPC, there are over 30 programmes providing direct employment of which a large number are found within the EPWP programme, followed by CWP and others which have been implemented to target specific areas such as the National Rural Youth Service Corp (NARYSEC).

4.2.1.1 Expanded Public Works Programme (EPWP)

Box 1: An overview of the Expanded Works Programme (EPWP)

Objective: To provide work opportunities and income support to poor and unemployed people through the labour-intensive delivery of public and community assets and services, thereby contributing to development.

Target group: Lowly skilled and poor unemployed

Policy perspectives: Reconstruction & Development Programme (RDP) (1994); White Paper for Social Welfare (1997); National Development Plan (NDP), “The provision of WO’s is one of the most effective forms of social protection...There is no special grant for the unemployed working-age population. But various labour market activation schemes exist; these include the public works programmes as well as training and skills development programmes.” (p.360).

Funding: Leverage on Public Sector Budgets. This includes:

- Equitable Share, such as Non-State Sector (CWP & Non-Profit Organisation (NPO) Components)
- Conditional Grants under DORA
 - EPWP Integrated Grants (Provincial: Infrastructure & E&C Sectors); Municipal (Infrastructure, E&C, as well as Social Sectors)
 - Provincial Social Sector Grant
 - Others: HCBC; Sports & Recreation; National School Nutrition Programmes
 - In the case of NPOs, the Government piggy-backs on donor funding to support the creation of work opportunities

Year initiated: 2004

Working in 5-year phases; currently in 4th phase of implementation (3rd was in 2014/15 –2018/19).

Source: EPWP, 2017; EPWP, 2019.

Vaughan et al. (2016) explained that the Expanded Public Works Programme is a large-scale public works program created to produce a million job opportunities. The primary focus of the EPWP is on labour intensive methods in construction and infrastructure related programmes. The EPWP projects employ workers on a temporal or on-going basis either by government, contractors or by the other non-governmental organisations under the Ministerial Conditions of Employment for the EPWP or learnership employment conditions. The programme pays attention to women, youth and people with disabilities. EPWP’s definition of youth concentrates on people aged between 18 and 35 years (Department of Public Works, 2017). EPWP has been creating opportunities in sectors including infrastructure, non-state, environmental and social development, and it had targeted to create 1,0 million jobs over five years since 2004.

EPWP promotes labour absorption as a national programme offering direct income transfers to poor households. Work opportunities are created in four sectors: infrastructure, non-state environment, environment and culture, and social. These opportunities are created by increasing labour intensity in infrastructure projects, non-profit organisations, community work, environmental and culture programmes, and promoting social sector programmes (Department of Public Works & Infrastructure, n.d.-a).

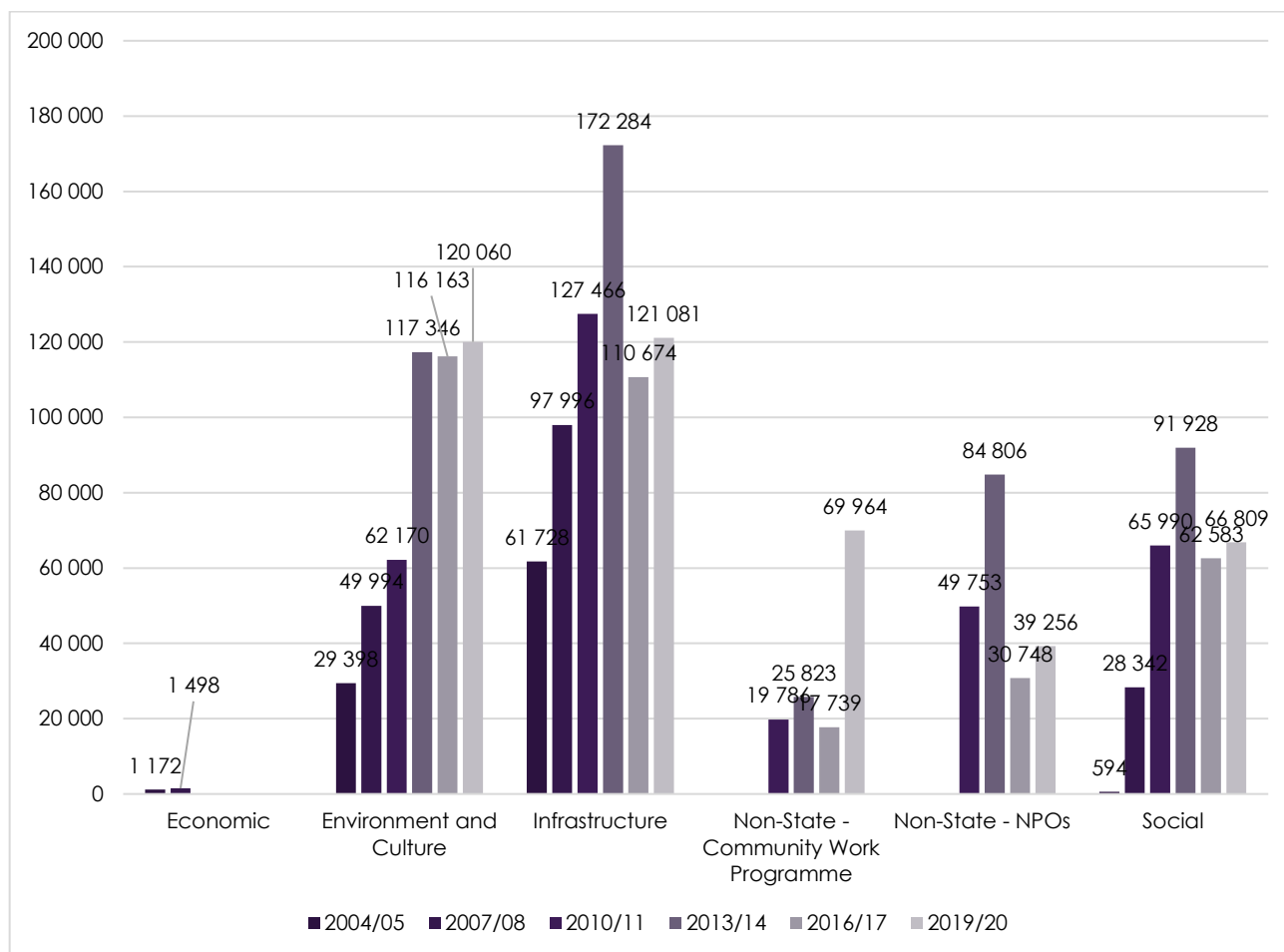
Although EPWP is a nationwide programme involving all spheres of government and state-owned enterprises, the leading government departments responsible for implementation and monitoring are Public Works; Social

Development; Cooperative, Governance and Traditional Affairs and, Environmental Affairs. At a local level, municipalities are responsible for carrying out administrative tasks related to EPWP projects and delivering reports to provincial governments regarding targeted outcomes of the programme. Furthermore, municipalities are responsible for structuring and managing administration, budgeting and planning processes, promoting the community's social and economic development, and participating in national and provincial development programmes (Ethekewini Municipality, 2006).

By analysing the monitoring and evaluation reports published by the Department of Public Works and Infrastructure, one can monitor the programme's performance per sector and year. The department furthermore publishes the percentage of jobs created which are youth related. Based on the available data at a national level, the following trends are apparent.

Firstly, the highest number of jobs created for young people by the programme from 2010/11 forward are placed within the infrastructure and Environment/Culture sectors. Within the infrastructure sector, these jobs peaked in 2013/14 with 172,284 jobs created (Figure 23). In this year, the equivalent number of jobs based on the person/year indicator was 45,835. This indicator implies that 45,835 jobs were created that lasted the length of a year. However, while infrastructure jobs peaked in 2013/14, these jobs sharply decreased in 2016/17 by 36% to 110,674. Within the Environment and Culture sector, youth jobs have become more consistently produced from 2013/14 to 2019/20, averaging 117,856 new jobs in this period, following a substantial increase between 2010/11 and 2013/14 of 89% (Department of Public Works & Infrastructure, n.d.-b).

Figure 23: Gross number of jobs created for the youth between 2004/05 and 2019/20, per sector



Source: (Department of Public Works & Infrastructure, n.d.-b)

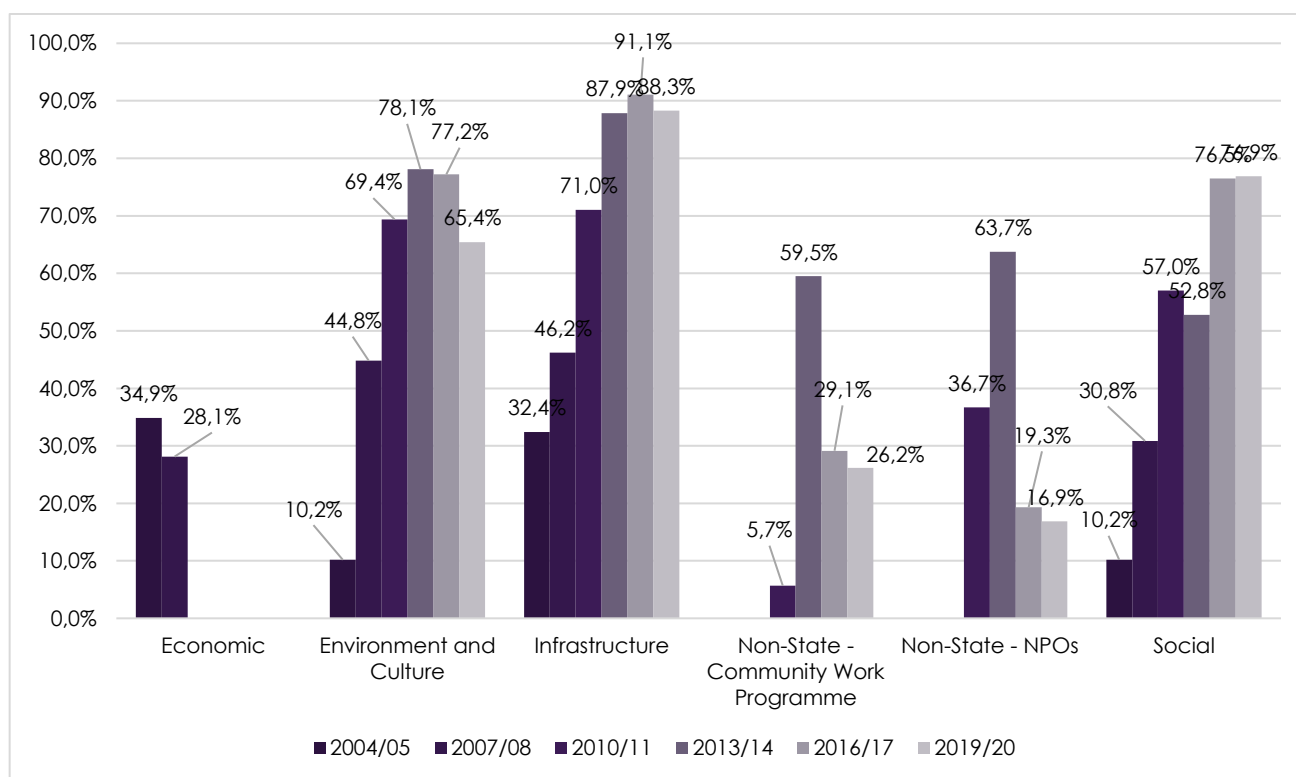
Regarding the cost per youth job created, one recognises the high costs of jobs produced in the infrastructure sector. In 2019/20, one job created for a young person cost on average R90,735. Comparatively, a job created in the Environment and Culture sector, an equivalent job for a young person, cost R28,160 in 2019/20 on average. In terms of cost per job, the most efficient sector is non-profit organisations, where one job costs approximately R15,154 in 2019/20. This sector produced 12,540 jobs for young people that lasted an average of a year.

The cost per job in Community Work Programmes increased substantially from R7401 in 2013/14 to 94,202 in 2016/17. These large spikes in spending warrant a closer review (Department of Public Works & Infrastructure, n.d).

Another concerning trend that emerged from EPWP's performance data review is the high underspending affecting most sectors. For instance, in 2016/17, the infrastructure sector underspent by 91%, according to the published quarterly Monitoring and Evaluation (M&E) Reports. Similarly high levels of underspending are found since 2010/11 in Environment & Culture and the Social sector (Figure 24). Ultimately the grants allocated

to job creation are not reaching the desired beneficiaries in these three sectors in particular (Department of Public Works & Infrastructure, n.d.-c).

Figure 24: Underspending in EPWP programmes between 2004/05 and 2019/20, per sector



Source: (Department of Public Works & Infrastructure, n.d.-b)

However, a “trilemma” facing the EPWP development contribution has been reported. The programme contribution is delivered through the provision of three outcomes, namely, social protection (income), employment and provision of assets and services (EPWP, 2019) where there are trade offs involved when one tries to maximise one. That is, increasing one output results in decreases in the other and the nature of these trade offs differ between sectors and programmes.

4.2.1.2 Community Works Programme

Box 2 : Overview of Community Works Programme objectives

Objective: To supplement livelihood strategies by providing a basic level of income security through work. It provides an employment safety net to eligible members of target communities by offering them a minimum number of regular days of work each month.

Target group: targeted at unemployed and underemployed youth, women and persons with disabilities as a priority target group. It aims to give those willing and able to work the opportunity to do so and afford them the dignity and social inclusion that comes from this.

Year initiated: Piloted in late 2007 and introduced in 2008

* <https://www.tips.org.za/projects/past-projects/inequality-and-economic-inclusion/item/1490-community-work-programme>

The Community Works Programme was introduced in 2008 as a response to the global economic meltdown of 2008/9 which had a significant impact on employment and economic development in South Africa. The programme was initially piloted by the Presidency and subsequently transferred to the Department of Cooperative Governance and Traditional Affairs (CoGTA). The programme aims to improve employability and economic opportunities for young people through community-based employment programmes and targeted economic programmes (Levinsohn et al., 2014). It has a focus on social outcomes with projects including early childhood development, food gardens, community safety and promoting arts and culture. It is modelled along the lines of India's National Rural Employment Guarantee Act, 2005, which introduced the first "right to work" where unemployed people had the right to demand government to provide them with a minimum number of days of work for which they would receive a minimum income (World Bank, 2014).

The CWP offers two days of work up to a maximum of 100 days per year at community level undertaking "useful work", which is supposed to be determined by people at ward level who live in that area. The area based approach allows for large numbers of unemployed to be gainfully engaged and receiving an income and in this way stimulate the local economy. The key rationale for this programme is to provide unemployed people with consistent and regular access to income without any exit requirement. The critical aspect of CWP is that the work to be done must be supported by local government (Lieuw-kie-song & Philip, 2010).

4.2.1.3 National Youth Service

Objective: Expanded public works, **National Youth Service Programme** is a the department initiative launched in April 2007 to engage young South Africans in service delivery in order to strengthen youth participation in service delivery, promote youth participation in building environment and to assist youth to gain work-related skills necessary to access sustainable livelihood opportunities.

Minimum requirements: a youth between ages of 18 to 35 years; Grade 12 preferably with Math's and Science; Must reside around the project area; At least 80% must be coming from a previously disadvantaged background; Should have a valid Green bar coded South African Identity Document; 60 % females and 40 % males.

Year initiated: April 2007

Source: NYSP pamphlet

The National Youth Service Programme (NYSP) engages South African young in community service to improve service delivery, enhance patriotism, promote nation building, encourage social cohesion, and help youth gain vocational skills needed for sustainable livelihoods. It is the Expanded Public Works Programme's infrastructure sub-programme which focuses on maintaining government facilities. The National Development Agency (NDA), the nation's biggest youth service program serves as secretariats of the National Youth Service (NYS). The NYS program's main objective is to empower young people to participate actively in

the nation's democracy while generating income and improving their employability. The specific objectives of the programmes are:

- To create work and training opportunities for the unemployed youth while at the same time addressing the shortage of artisan skills in the building industry;
- Ensure participation of the youth in community service delivery and thereby instilling the spirit of patriotism in young South Africans.
- Ensure that youth develop skills, understanding and aspirations for working within the built environment.

The targeted groups take part in a formal, accredited skills-learning program that lasts four months for theory and eight months for active, practical participation on a construction site as an example. After participating on the construction site, it is expected that the youth would have acquired business and entrepreneurial skills. The Department of Higher Education and Training provides funding for technical education, and is informed of the training requirements by the EPWP Training Unit. The chosen technical training trades, such as bricklaying, painting, plastering, carpentry, electricity, and other optional trades like pipe-laying, mechanical, water reticulation, and air conditioning, must be able to meet the project's requirements for the built environment and construction.

Table 5: National Youth Service (NYS) implementation process

Time frame for implementation of the Programme is:	This above process takes about 3 months:	EPWP NYS Beneficiaries can exit into three different pathways:
• Placement of an Advertisement or community awareness takes 1 month and 1 week • Briefing session takes 1 day • Selection of youth (including SpEEEx from Department of Labour) 3 weeks • Notify/ mobilise selected youth – 1 week • Induction training – 5 days • Life skills training -5 days	• Computer Skills Training (NEW) – 2 week • Driver's Learners programme (NEW) – 2 weeks • Technical skills training – 8-12 weeks (depends on the trade) • On-site built environment exposure – 6 months • Project Status – must be from 4 (design stage onwards)	• Further learning and training through institutions of higher learning e.g. FET Colleges. • Through employment by the Department, contractor or private company. • And Small micro medium enterprise development • All exited learners are kept on Departmental database for future opportunities.

4.2.1.4 National Rural Youth Service Corps (NYRSEC)

The National Rural Youth Service Corps (NYRSEC) is the youth flagship programme of the Department of Rural Development and Land Reform (DRDLR) which also forms part of the Comprehensive Rural Development Programme (CRDP). NYRSEC was launched in 2011 for youth aged 18-35 years with a minimum educational level of Grade 10. The minimum educational level has been raised to Grade 12. The intervention focuses on aspects of discipline, patriotism and service delivery in rural communities and youth are required to stay in

the programme following their recruitment from rural communities. The first two years of the programme address skills development while the second two years focuses on development of enterprises. Its objectives are to:

- train youth through developed programmes that are linked to the needs of the community in rural areas and economic priorities within the respective province
- develop youth with multidisciplinary skills through civic education
- capacitate youth in retaining knowledge and technical skills acquired through the provided programmes
- increase the number of rural communities that receive support in their self-development through the CRDP

The skills development provided is in the domains of construction, agriculture, disaster mitigation, office management, basic administrative skills, project administration, and enterprise development. As at June 2021, more than 25,244 young people across all nine provinces have been trained as a result of the programme.

4.2.1.5 Presidential Youth Employment Initiative (PYEI): A comprehensive cross-cutting initiative centred around a National Network

The Presidential Youth Employment Intervention is government's current focus intervention to address the country's youth unemployment problem. The intervention is coordinated by a Project Management Office (PMO) in the Presidency. The intervention is implemented by a number of government departments with roles in employment creation and youth development.

The intervention's ultimate goal to transition more young people from "learning to earning. It seeks to "coordinate, accelerate and enhance existing programmes and unblocks pathways to employment, learning and youth enterprise." The stated purposes of the interventions are to: (i) link youth to opportunities, (ii) drive system change to address barriers, and (iii) stimulate and aggregate demand.

A number of key sectors are focused on as part of the intervention. These are: digital, technology and global business services; agriculture; installation repairs and maintenance; social services; and the automotive sector. The intervention consists of four core components: the National Pathway Management Network (NPMN) that guides young people towards opportunities, demand-led skilling, local ecosystem enablement (to facilitate self-employment and enterprise) and a revitalized National Youth Service (NYS). We outline each of these in more detail below.

4.2.1.5.1 The National Pathway Management Network (NPMN)⁶

The NPMN is described as “a network of networks for young people looking for learning and earning opportunities, enterprise support, resources and support with work seeking”. It connects existing major networks and platforms serving young people. Partners in the NPMN are shown in the Table below.

Table 6. National Pathway Management Network partners

Type of partner	Partners
Governmental	• Department of Employment and Labour • Department of Higher Education and Training • Department of Small Business Development • Department of Public Works and Infrastructure • Department of Science and Innovation • Department of Women, Youth and Persons with Disabilities • Department of Communications and Digital Technologies • Department of Trade, Industry and Competition • Gauteng Province (Tshepo 1 million) • National Youth Development Agency
Non-governmental	• Southern Africa Labour and Development Research Unit (SALDRU) • University of Johannesburg with development partners • Youth Explorer • Harambee (SAYouth.mobi) • mLabs • Youth Employment Services (YES) • National Business Initiative • Confederation of Associations in the Private Employment Sector (CAPES)

Key objectives of the NMPN are:

1. Accelerating the creation of new opportunities for young people
 - This includes (i) identifying and implementing interventions to unlock growth opportunities that will absorb new entrants at scale; (ii) developing public and private sector partnerships for joint planning and delivery; and (iii) changing policy, regulations and incentives to improve labour absorption by the private sector.
2. Aggregating the supply of, and demand for learning and earning opportunities for young people.
 - The NPMN consolidates existing opportunities in one place. It aims to become the go-to platform both for young people and opportunity holders that want to reach them.
3. Addressing barriers young people experience when looking for opportunities.

⁶ This summary draws primarily from the following source: Presidency of South Africa. (2022). Presidential Youth Employment Initiative Fact Sheet 1: A National Pathway Management Network to connect young people to opportunities. Available online at:

https://www.stateofthenation.gov.za/assets/downloads/pyei/Fact_Sheet_1_National_Pathway_Management_Network_PYEI.pdf

- These barriers include high data costs, lack of access to personalised counselling, qualifications that are not aligned to market needs, and insufficient information about available services and resources.
- 4. Supporting young people to grow their skills and employability.
 - By using the NPMN, they can access a wide range of relevant employment services and learning opportunities. This allows young people to embark on a long-term growth path towards goals that align with their preferences and strengths.
- 5. Generating information to guide future support.
 - The NPMN provides nuanced information on the skills held by the young people developing their profiles on the network and how they compare to what employers are looking for. This can help service providers adapt training offerings and develop tailored bridging interventions.

To achieve these objectives, the Presidential Youth Employment Initiative (PYEI) aims to promote coordination and partnership between stakeholders, reach more young people through multiple⁷, pilot service expansion to widen the reach of the NPMN and incentivize innovation.

4.2.1.5.2 Demand-led skilling⁸

This component of the PYEI is being delivered through the Skills Strategy for the Economic Recovery and Reconstruction Plan (ERRP). The Skills Strategy focuses on increasing the relevance and delivery of interventions that address skills gaps of the population and emerging skill needs in the economy. It also seeks to ease transitions from education to work. The Department of Higher Education and Training (DHET) leads this component of the PYEI, together with Sector Education and Training Authorities (SETA) and the National Skills Fund (NSF).

⁷ Examples of relevant channels include the zero-rated mobile internet site, SAYouth.mobi (managed by Harambee Youth Employment Accelerator), telephonic support and career guidance available toll free and through chatbots on SA Youth Services, the mPowa app which provides location-based and profile-specific information about services on employment, education and entrepreneurship, and the Khetha platform that provides young people with guidance. Young people can also link to the network at physical sites, such as the DEL labour centres or NYDA local offices. Support and workplace experience opportunities can also be accessed through the Youth Employment Service (YES).

⁸ This summary draws primarily from the following source: Presidency of South Africa. (2022). Presidential Youth Employment Initiative Fact Sheet 2: Creating an agile workforce through demand-led skills building for young people. Available online at: https://www.stateofthenation.gov.za/assets/downloads/pyei/v2/202210_Fact_Sheet_2_Demand-led_Skills_Development.pdf

This component of the PYEI aims to:

- Address current skills gaps and mismatches
 - Within the framework of the Skills Strategy, the PYEI will focus support on priority sectors where meeting skills needs can rapidly unlock growth and job opportunities for young people.
- Support the transition from learning to earning through growing the NPMN
 - The NPMN matches young people with appropriate training opportunities and facilitates workplace experience.

Core activities under this component of the PYEI include improving coordination between skilling organisations and industry and business, improving matching and transitions of individuals into and within the labour market through the NPMN, and testing demand-led skills delivery models. With regard to this final activity, the PYEI is currently piloting a Pay-for-Performance model through the National Skills Fund. This initiative focuses on the “development of flexible, demand-led skills training to get young people work-ready”. The pilot will test the role of the NSF as an outcome funder. This means that payments will only be made for results that are achieved. The NSF will only pay for young people who are successfully placed in work opportunities once they have completed their training. An initial pilot in the digital and global business services sectors is planned to be implemented during the 2022/23 financial year. The goal is then to expand the model to other sectors and attract funders once the pilot has been successfully implemented.

4.2.1.5.3 Local ecosystem enablement⁹

This component of the PYEI is led by the Department of Trade, Industry and Competition (DTIC) and aims to create enabling local economies to create economic participation opportunities for young people.

There are two main objectives of this component of the PYEI:

- Aligning existing efforts and support innovations that create an enabling ecosystem
 - This includes coordinating existing local economic development interventions within government and catalysing financial support for the creation of enabling ecosystems to stimulate economic growth and job creation.

⁹ This summary draws primarily from the following source: Presidency of South Africa. (2022). Presidential Youth Employment Initiative Fact Sheet 3: Local Ecosystem Enablement to strengthen livelihoods, enterprise and self-employment. Available online at:

https://www.stateofthenation.gov.za/assets/downloads/pyei/v2/102022_Fact_Sheet_3_Local_Ecosystem_Enablement.pdf

- Leveraging and strengthening the integrated approach of the PYEI via the NPMN
 - For example, this involves improving the reach and relevance of efforts that facilitate linkages to skills training, livelihood support, workplace experience and employment opportunities for young people.

Key activities that are part of this component are increased alignment of efforts¹⁰ and experimentation meet the needs of SMMEs and young entrepreneurs, local pilots of the National Pathway Management Network, and the establishment of a Local Ecosystem Enablement Fund (LEEF). The LEEF is aimed at bridging a gap that exists in providing support to individuals in marginalised communities in particular. The Fund will be managed by the Industrial Development Corporation (IDC) and will provide opportunities to test approaches that enhance the environment in which these businesses operate.

4.3 Supply Side Intervention Solutions

4.3.1 Bursaries and Scholarship programmes

Access to higher education is crucial, as demonstrated in Chapter 2. However, there are insufficient university places in the current suite of South African higher education institutions to accommodate all the applicants, and young people hailing from impoverished areas are unable to attend tertiary education institutions as they do not have access to decent funding (Walker & Mkwanaenzi, 2015).

The core objective of a bursary programme is that it promotes wider access for previously disadvantaged learners to higher education and to address skills shortages within the sector and more widely across South Africa. The career prospects of bursary holders are expected to be enhanced, likewise the skills acquired are expected to promote mid and high-level skills for the sector. The focus on improving soft skills includes those related to management, leadership and relationship building skills (INSETA, 2020a). Important outcomes include:

¹⁰ The dtic has established a Local Ecosystem Enablement Coordination Committee (LEECC). This committee brings together representatives from concerned national departments and provincial governments. It also includes key agencies such as the Industrial Development Corporation (IDC), the Small Enterprise Development and Financing Agencies (SEDA and SEFA), the Jobs Fund and the National Youth Development Agency (NYDA). The LEECC interfaces with relevant actors from the private sector and non-governmental organisations and provides a platform to guide specific PYEI interventions.

- Higher employment levels were evident for bursary programme beneficiaries, compared to those who participated in work integrated learning, learnerships and internship interventions (Education, Training and Development Practices Sector Education and Training Authority, 2020).
- There was no relationship between the amount funded and the academic success of a student (Naidoo & McKay, 2018).
- It may be that NFSAS is indebting students without enabling them to gain a tertiary qualification. In particular, low income students may be profoundly underprepared for university study, hence simply funding such students without putting measures in place to build their capacity for tertiary study is unproductive (Naidoo & McKay, 2018).

In order to improve bursary outcomes:

- Use multiple criteria both academic and non-academic to determine who qualifies for a bursary, especially the difference between the environment of the institution and the environment from which a student comes
 - Student funding must make provision for strengthening institutional life such as residence activities which provide an engaging environment in which students can become immersed in the academic environment (Burke et al., 2017)
2. Fundamental changes to engagements with relevant stakeholders is required. This requires much closer relationships with students, government and industry in order to ensure a sustainable, effective, accountable and flexible approach to student funding (Dewey, 2009)

4.3.2 Technical Vocational and Occupational Programmes

South Africa faces twinned challenges of not being able to absorb the rapidly expanding supply of workers, yet the labour market is characterised by structural mismatches between labour demand and supply of unskilled workers. This concern about skills shortages and mismatches finds expression in a number of key policy and strategy documents including the National Development Plan; Skills Development Act; Human Resource Development Strategy for South Africa; National Skills Development Strategy (NSDS) III; White Paper for Post School Education and Training, and the most recent National Skills Development Plan.

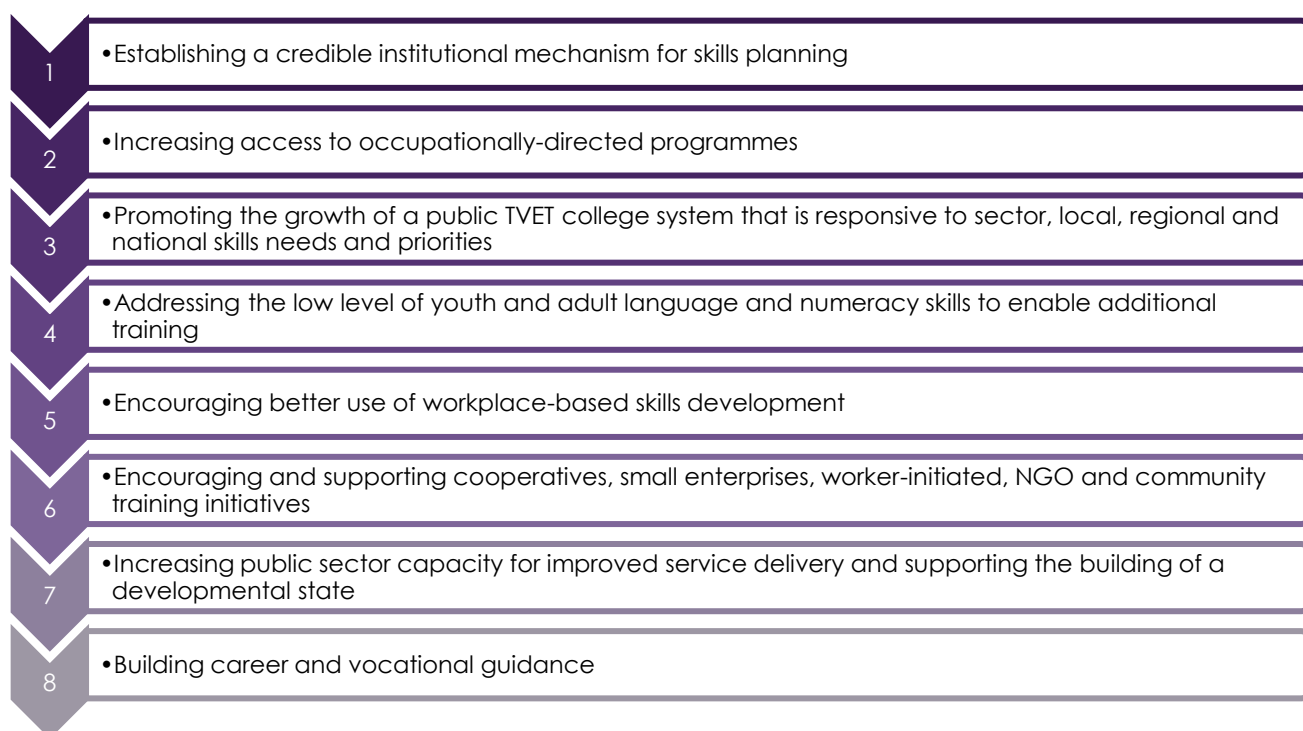
The third iteration of NSDS, which covers the period 2011-2016, was formulated with the specific aim of improving the effectiveness and efficiency of the skills development system. Whilst the NSDS I for the period 2001-2005 focused on equality and the need to cultivate lifelong learning in the workplace, NSDS II during 2005-2010 was focused on equity, quality training and skills development in the workplace. NSDS III gave priority to strengthening the relationship between public colleges and universities, the SETAs and employers.

Responding to skills challenges and attempting to smooth the learning to work transitions, the framework recognised the inadequate skills levels and poor readiness of new entrants into the labour market. This refers

to those leaving formal secondary and tertiary education, entering the labour market for the first time. The situation is even more precarious for those who lack any form of formal education, are in long term unemployment, with no basic numeracy and literacy skills, and thus lacking necessary entry level skills and work experience. Employers prefer to employ individuals with some form of formal education or work experience. As it is, about 60% of the unemployed in South Africa have never worked before (Staden, 2015).

Consequently, NSDS III identified 8 strategic outcomes that have served to guide the SETAs since 2011, details of which are illustrated in Figure 25 below.

Figure 25: NSDS III Strategic Outcomes



Source: DHET (2011)

With reference to the role of PSET institutions, the recent DHET Strategic plan of 2019/20 highlights the following as key issues of focus for TVET's in the next five years:

- To substantially expand access to education and training for youth and adults, regardless of whether they have completed school or not;
- To improve the alignment between universities, TVET colleges, SETAs, the South African Qualifications Authority (SAQA) and quality councils to improve student and learner mobility across institutions and qualifications;
- To expand the availability of opportunities for workplace training for students in colleges and universities and to expand other forms of workplace training such as learnerships and apprenticeships;
- To ensure that our PSET prioritises funding of the marginalised, enabling them to access post-school institutions and fulfil dreams of careers thought to be unrealisable;

• • •

- To further develop post-graduate studies to ensure the expansion of the academic profession and the development of high-level knowledge and skills;
- To diversify provision based on open learning principles to improve learning opportunities across the post-school education and training sector by expanding and strengthening the post-school distance education landscape;
- To integrate disability into the broader policy arena by introducing a nation policy to guide education and training institutions in the post-school domain; and
- To integrate recognition of prior learning (RPL) into the post-school education and training system.

DHET has created pathways for young people to access post-school training through TVETs, enabling them to obtain some form of qualification, for over 800,000 young people in the first year of study. The TVET sector has incrementally grown, from approximately 368,000 enrolled learners in 2010, to a total reported enrolment of approximately 730,000 in 2015 (National Planning Commission, 2017a). However, the NPC posits that the programmes offered by TVETs have little bearing on the needs of the economy or in respect of addressing employment needs. However, strengthening TVET's is important because:

- TVET plays a crucial role in terms of providing training opportunities and career advancement avenues for the increased number of school leavers (Zite & Deebom, 2017).
- TVET institutions can respond to the different training needs of learners from different socio-economic and academic backgrounds (African Union, 2007).

4.3.3 National Student Financial Aid Scheme (NSFAS)

Given the historical segregationist context of the South African post-schooling system, soon after the democratic government was voted into power in 1994, the National Student Financial Aid Scheme (NSFAS) was established in terms of the National Student Financial Aid Scheme Act 56 of 1999 to “provide financial aid to eligible students who meet the criteria for admission to a further education and training programme or to a higher education programme”. This was to facilitate transformation in both access and success of previously disadvantaged groups to further and higher education in South Africa. The fund was to be initially administered through the then Tertiary Education Fund of South Africa (TEFSA). NSFAS was formally established by statute in 1999, with the ratification of the National Student Financial Aid Scheme Act No. 56 of 1999, which then fully incorporated TEFSA into NSFAS.

As per the NSFAS Act No 56 of 1999, its formal mandate thus set out the following responsibilities, the:

- a. allocation of funds for loans and bursaries to eligible students;
- b. development of criteria and conditions for the granting of loans and bursaries to eligible students in consultation with the Minister;
- c. raising of funds;

• • •

- d. recovery of loans;
- e. maintenance and analysis of a database and undertaking research for the better utilisation of financial resources;
- f. advising of the Minister on matters relating to student financial aid; and
- g. performance of other functions assigned to it by this Act or by the Minister.

While these provisions remain the core mandate, some significant changes since the 1999 Act include:

- the expansion of NSFAS funding to students at technical, vocational education and training (TVET) institutions in 2007;
- the implementation in 2016 of a more centralised system of funding, no longer being administered through post-school education and training (PSET) institutions, but awarded directly to students (the NSFAS student-centred model) (DHET, 2016);
- the household income eligibility limit increasing from R122,000 p.a. to R350,000 p.a. in 2018, along with the income threshold for persons with disabilities being set at R600 000;
- since 2018, all support would be in the form of a bursary, rather than a combination of bursary and loan;
- since 2018, the Department of Social Development partnered with NSFAS in a more formal collaboration to improve the identification of bursary applicants that receive social grants, and finally;
- Directives were given to NSFAS in 2019 to progressively standardise allowances across institutions and between Universities and Technical Vocational Education and Training (TVET) colleges.

NSFAS receives funding from a range of sources. The most significant contribution to student funding remains from the Department of Higher Education and Training (DHET), followed by the Department of Basic Education (DBE) (+8%) and the National Skills Fund (NSF) (+6%). Bhorat and Pillay (2017) indicate that between 1999 and 2013 NSFAS funding grew from R441 million to R8.5 billion. Continued growth in funding meant that by the 2016/17 financial year, NSFAS disbursed R12.4 billion to both public universities and TVET institutions, representing an increase in funding of 34% from R9.2 billion in the 2015/16 academic year (NSFAS Annual Report, 2016/17). Even since then student funding has continued to grow exponentially, with an effective growth of just over 200% in the space of four years (NSFAS Annual Report 2020/21).

While there has been exponential growth in the size of allocation across time, periods of sharp increase can be recognised directly after the inclusion of the TVET subsystem in funding, and then of course, directly after the #FeesMustFall campaign, but also a recognition that there is no parity between funding across the University and TVET subsystems and that NSFAS, together with DHET, should lead policy change to address the inequalities.

Since its establishment the amounts directed towards funding students to access higher education represents a substantive commitment to growing access to higher education:

- The 2018 shift in eligibility to R350,000 p.a. meant “an additional 24% of [South African] households were incorporated into the poor and working-class category” (Garrod & Wildschut, 2020: 2).
- Increased growth in applications and the number of students funded in the post-school education and training system.
- Analysis in March 2021 indicated that, of these applications, 57% were identified as social grant beneficiaries (SGBs)
- Despite COVID-19, announcements on the numbers of eligible students were made much earlier in the year. In the past funding decisions were often only finalised much later in the academic year, causing much distress to students.

As highlighted in NSFAS Vital Statistics Reports between 2018 to 2020 and NSFAS Research Report 12, a few features of the group of students receiving NSFAS funding have remained relatively consistent since 2018:

- The majority of NSFAS funded students are female and the overwhelming majority of beneficiaries are African
- The majority of NSFAS funded students can be found at universities
- The majority of NSFAS applications come from KZN
- The proportions of NSFAS funded students coming from the different broad fields of study tend to shift from year to year. In 2020, the majority came from the broad field of Humanities (38%), followed by Science, Engineering and Technology (SET) (26%); Education (18%) and Business, Economics and Management studies (18%) (NSFAS Vital Statistics 2020). In 2021 however, the biggest proportion of students were funded for programmes that fell into the broad Education field (just about 40% of the funded pool) with Business and Commerce constituting the smallest proportion of the funded student pool at just over 9% and SET and Humanities representing roughly 30% and 19% of the funded pool respectively (NSFAS Research Report 12, 2021: 12).
- It is clear from the 2021 data that SASSA beneficiaries have grown to be quite a substantial proportion of the NSFAS funding applicant and funded pool, with the majority coming from quintiles 1-3 schools (almost 80%) (NSFAS Report 12, 2021: 9), however this has not always been the case. This shows the extent to which identification and targeting of potentially eligible students has improved, enhancing poor and vulnerable learners’ access to institutions of higher learning.
- Students with disabilities however do not constitute a big proportion of both the applicant and funded pool, in 2021 persons with disabilities constituted roughly 0.3% of the funded student pool (NSFAS Report 12, 2021, 12).

It is clear that NSFAS is a core public funding mechanism that has facilitated and, in many ways, improved access to post-school education and training for individuals coming from the poorest households in South Africa. However, providing access is only the first step, and arguably the most important yardstick of the system is whether students are able to be successful in their education and training. The difficulty in assessing NSFAS' impact in this regard is the fact that ensuring educational success of poorer students is definitely dependent on the efficiency of NSFAS in disbursing student funds timeously and effectively, but equally important is the extent to which the individual student applies themselves appropriately and the extent to which the institution of learning supports and creates an enabling environment for learning and achievement. That being said, there is some literature that has considered the extent to which NSFAS funded students perform better or worse than self-funded students.

A growing body of literature does suggest that NSFAS funding has impacted positively, not only on student access, but also progression and success in post-school education and training in South Africa (De Villiers et al, 2006, 2013; National Treasury PER Cohort Study, 2016; Wildschut et al, 2020).

Despite the absence of empirically grounded research, NSFAS uses a rough calculation to measure the relative success of NSFAS funded students over time. Begun in 2018, an annual calculation is made of the proportion of NSFAS graduates relative to the whole DHET body. In the latest version (2020) it was possible to identify 64 928 NSFAS funded students that had graduated in 2018. The total number of graduates from public Higher Education Institutions (HEIs) in 2018 was 214 332. This means that NSFAS funded students constituted 30% of graduates in 2018. This had grown from the 2017 figure of 25.5%.

The DHET tracer studies for 2017, 2018 and 2019 also suggests that the overall throughput for students receiving NSFAS funding is better than that of the systemic throughput rate. For example, 62,5% of the 2006 cohort of NSFAS funded students were found to have graduated after ten years compared to only 54,4% for the national cohort. Similarly, 63,1% of NSFAS funded students of the 2009 cohort were found to have graduated after seven years in comparison to 55,2% of the national cohort (Department of Higher Education and Training, 2020).

While the drop-out rates are also lower for NSFAS funded students in comparison to the national cohort, it is noteworthy to find a gender differential in that the drop-out rates for males tend to be higher than females. For example, the 2009 female cohort had a drop-out rate of 19% by year 10, while for male this was 26,3% (DHET 2020, pages 142 and 144) .

Thus, on the whole, there is evidence of better academic outcomes for NSFAS funded students in comparison to the national cohort, proxied by graduation and retention. However, as noted by Naidoo and McKay (2018, p. 160) "despite the extensive funding problems, there are significant gaps in the literature on student funding, bursary allocations, and bursaries in general with respect to South Africa.

Acknowledging that a range of factors, other than funding, impact on student success, however, some recent analysis (Wildschut et al, 2020) finds a positive (albeit weak) and statistically significant correlation between being NSFAS funded and average academic performance. Similarly, exploring funding as a predictor needs to be carefully conceptualised, as equally important is the psychological and social exclusion students tend to face in the post-schooling environment. As Mngomezulu et al. (2017: 144) note, “[h]ow students negotiate alienating dilemmas of being socialised into university environments needs to be opened up for more rigorous enquiry”.

In sum then, while the overarching positive impact of NSFAS funding in the long term (in relation to graduation, throughput, and retention) has become a dominant narrative in the South African discourse (De Villiers et al., 2013; DHET, 2018, 2019), we know very little about the short to medium term impact as measured by performance in modules. This has implications for facilitating more proactive policy making at a national level, but also intervention at the programme and institutional levels.

The National Student Financial Aid Scheme (NSFAS) has a very clear social mission: to alleviate financial constraint for admission to post school education and training (PSET) for those that are academically qualified. Reviewing the increases in applications, awards, lower rates of drop-out and higher rates of completion, it is clear that through NSFAS, the DHET has made significant progress in increasing access to higher education for individuals from poor and working-class households. Amidst this overarching narrative it is not possible to ignore that the Scheme faces significant internal and external inefficiencies. Policy changes require significant financial investment for the systems, controls and processes to effectively support implementation, however, such changes have not been aligned to the administrative budget of the organisation, which currently accounts for 0.9% of the student funding budget, and this imposes strict limitations and more seriously, this shortfall manifests in continuing inefficiencies in administering student funds as well as weaknesses in the implementation of internal controls, which ultimately culminates into poor audit outcomes (NSFAS Annual Report 2020/21).

4.3.4 Role of Sector Education and Training Authorities (SETA)

The Sector Education and Training Authorities (SETAs) were established to ensure and facilitate the development of skills in relation to sectoral identified skills needs. Initially, 25 (now 21) SETAs replaced the 33 industry training boards that existed prior to 2000. SETAs have been charged with a myriad of objectives and responsibilities, but one which has been amplified in the White Paper of Post School Education and Training is that of *“obtaining accurate data about workplace skills needs, as well as supporting providers in delivering programmes necessary in their sectors”* (DHET, 2014). As the key institutions which mediate between education and work, SETAs are responsible for the development of a skills pipeline through promoting and supporting access to bursaries for acquisition of a qualification, learnerships and apprenticeships or internships.

4.3.5 Artisan Programmes

There has long been the recognition that South Africa needs to address the ongoing shortage of qualified artisans in several identified trades. A number of national policies and strategies recognise this need, these include the Human Resource Development Strategy for South Africa, the National Skills Development Strategy, the Industrial Policy Action Plan (IPAP2), the New Growth Path and its related National Skills Accord for economic development, and the National Development Plan. The latter plan has set out a target for the country to produce 30,000 artisans per annum by 2030. According to the Draft National Artisan Development Strategy and Implementation Plan 2017, the rationale behind this target arises from the envisaged role that mid-level skills can play in contributing towards employment creation (DHET, 2018).

Since 1994, the state has implemented a range of interventions aimed at increasing the pool of artisans in the workforce and it is reported that between 2008 and 2015 artisan employment growth increased marginally from 42% to 44%. Speculations about the reasons for choosing/not choosing artisan pathways include:

- It is seen as manual work and inferior to academic studies
- Lower participation of women due to perceptions that artisan work is mainly for men (Wildschut & Meyer, 2016a)
- Joining programmes by default as a means of securing an income during learnerships for youth who come from low socio-economic status.
- Lack of funding for university entry (Teti, 2016).
- Lower requirements for TVETs compared to universities (Teti, 2016).

Efforts to better regulate artisan trade testing were further strengthened by the introduction of the Trade Test Regulations, 2014 (DHET, 2015). The regulations aim to:

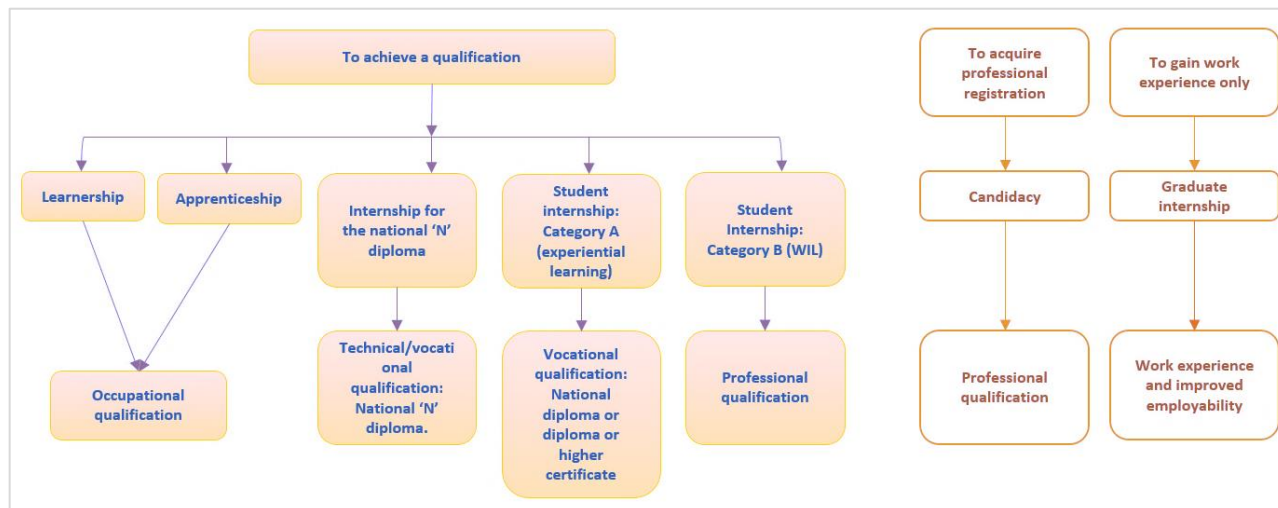
- provide for a single national artisan trade testing and certification system across all economic sectors;
- enable improved access to trade testing by allowing any person to apply for a trade test at any nationally accredited trade test centre subject only to the centre being accredited for the relevant trade;
- enable the improvement in the quality of trade testing by setting minimum national standards for trade testing in order to provide industry and the broader economy with suitably qualified artisans;
- enable the development of a single national standardised approach to recognition of prior learning for all artisan trades;
- enable a single standardised efficient and effective trade testing monitoring and reporting system.

4.3.6 Workplace-based Integrated learning Programmes

These placement programmes seek to bridge the gap between theoretical learning and work-based competencies and behaviours through learnerships and internships. SETAs have significantly rolled out

relevant workplace-based learning initiatives (WPBL) including (Figure 26) learnerships, apprenticeships, internships, and skills programmes in their respective sectors to assist learners and graduates with required workplace experience.

Figure 26: An overview of various categories of workplace-based learning in South Africa



Source: DHET (2015)

WPBL¹¹ provide a recognised occupational qualification through a structured institutional learning and applied competence developed through workplace experiential learning. Such programmes thus incorporate practical exposure and training in a workplace setting. Furthermore, these programmes are required to enhance skills upgrading across all levels of the existing workforce in firms (those who enter as 18.1 or employed learners) as well as provide vocational education and training for the (young) unemployed to facilitate transitions to the labour market (those who enter as 18.2 or unemployed learners). What remains unclear however is the socio-economic impact of these interventions on the lives of the beneficiaries.

4.3.7 Enabling Institutional Programmes

Enabling programmes are those where government transfers resources to other institutions to implement programmes. These include the Jobs Fund, Small Enterprise Finance Agency (SEFA), and the National Youth Development Agency (NYDA), among others.

¹¹ Also defined as an educational approach that aligns academic and workplace practices for the mutual benefit of students and workplaces (CHE, 2011).

4.3.7.1 *The Jobs Fund*

The Jobs Fund supported programmes have demonstrated the value of partnering with the private sector and with other institutions in creating and sustaining employment.

4.3.7.2 *National Youth Development Agency*

The NYDA was established in 2009 as a merger of the Umsobomvu Youth Fund and the National Youth Commission. It derives its mandates from the National Youth Development Agency Act 2008, the National Youth Policy (2009 -2014) and the Integrated Youth Development Strategy (IYDS). The NYDA's role involves advocacy for youth development in the public, private and civil sectors, initiating youth development programmes and monitoring and evaluating youth development interventions. The interventions include distributing the NYDA grant to aid youth-owned enterprises, supporting young entrepreneurs through the NYDA Business Development Support Services and funding cooperatives and business development services, among other functions (National Youth Development Agency, 2015a). As the central hub for youth employment initiatives, a number of NYDA's interventions permeate through other categories of interventions and are mentioned more than once in this report.

Among the skills and training interventions reported by the NYDA between 2014/15 and 2019/20, the NYDA focused on sharing information about youth development opportunities, promoting career guidance and training youth for entry to the job market. The NYDA's achievements are reported in its Annual Reports from 2014/15 to 2019/20. In general, these programmes appear successful and have repeatedly surpassed their annual targets, reaching more young people than expected.

Creating and producing youth development information and knowledge is one of the NYDA's key performance areas (National Youth Development Agency, 2015b). In 2019/20, the NYDA held 388 events to reach the youth and estimated that 1.89 million youth benefited from these events, and NYDA reports that they consistently exceed their targets.

Career guidance interventions were reported in 2014/15, 2015/16 and 2017/18. This programme was run in partnership with the national and provincial Departments of Basic Education. As presented in **Error! Reference source not found.** the targeted number of young people was constantly surpassed. The NYDA partly credits the Deputy President's involvement in 2016/17 as a reason for its success and the interest from young people (National Youth Development Agency, 2016b, 2017b).

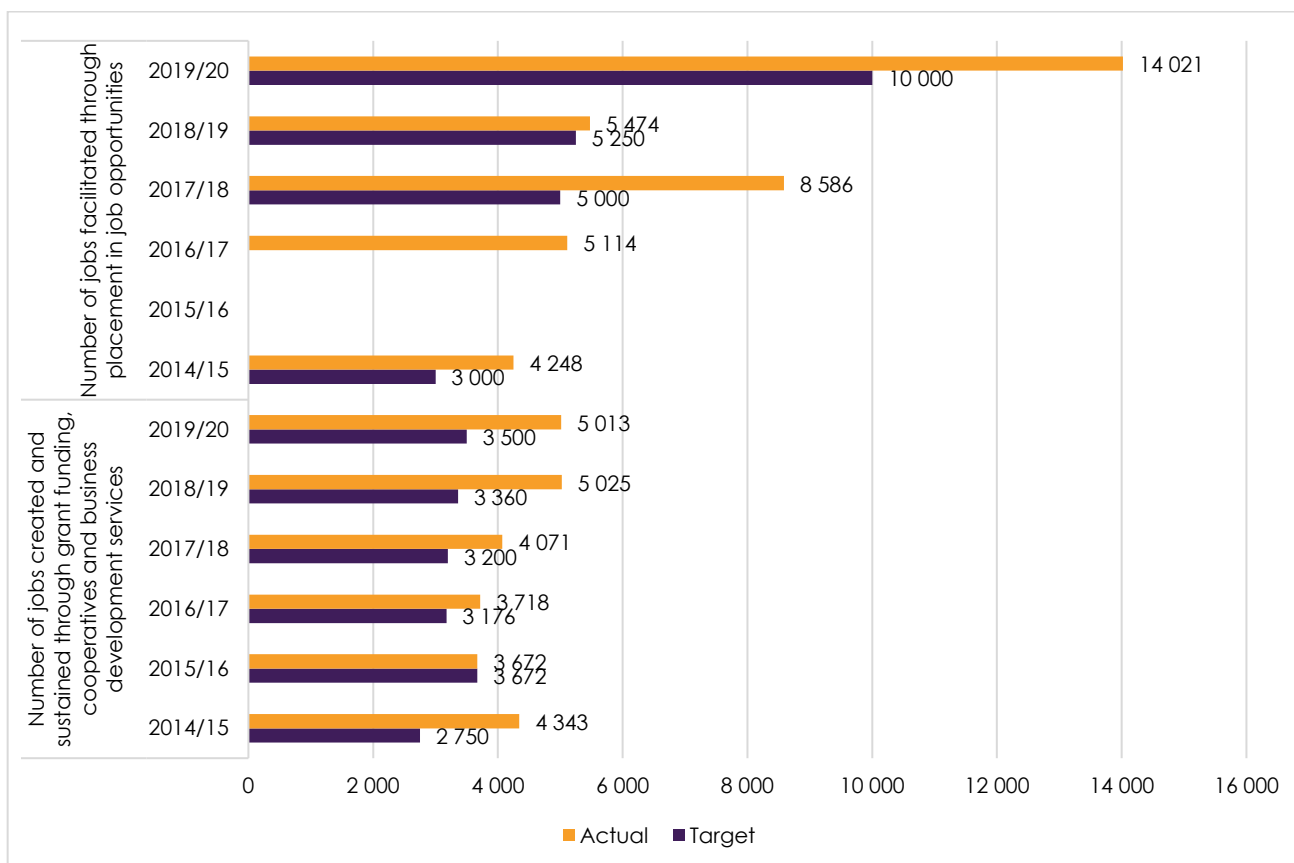
With respect to training programmes that prepare young people for the working environment and other general life skills, these initiatives have steadily grown between 2015/16 and 2019/20 (see **Error! Reference source not found.**) (National Youth Development Agency, 2016b, 2017b, 2018b, 2020b). Although the NYDA does appear to be exceeding its targets, one cannot comment on the monetary value of each output as the NYDA Annual Reports do not provide programme budget and expenditure information.

In other training programmes initiated by the NYDA, the YouthBuild programme was launched to provide young people with vocational skills such as plumbing and welding. The programme attracted 2342 young people in 2014/15, which fell to 2080 in the following year. The programme operates in partnership with the EPWP and civil society. In addition to the YouthBuild initiative, the NYDA manages the Solomon Mahlangu Scholarship Programme (SMSP), which funds exceptional young people's attendance at higher learning institutions. Their main goal is to empower young people from rural areas that produced outstanding academic results. The number of SMSP beneficiaries were reported in 2015/16 and 2016/17, reaching 444 young people in 2016/17 (**Error! Reference source not found.**) (National Youth Development Agency, 2016b, 2017b).

In addition to the support offered by the NYDA to existing entrepreneurs, the institution also contributes to job creation by linking young people to available vacancies or by creating sustainable job opportunities through grant funding of cooperatives and business development services. In terms of job placements, in 2019/20, 14,021 young people were placed in jobs through partnerships through NYDA. The programme was much more successful in 2019/20 compared to 2018/19 with a 156% increase in placed jobs (see Figure 27). In 2018/19, the majority of jobs were placed in the retail sector (42%), followed by the service sector (22%) (National Youth Development Agency, 2019a).

With respect to sustainable jobs created, the NYDA intervention has remained relatively consistent between 2014/15 and 2019/20. The highest number of jobs were created in 2018/19 with 5025, with a slight decrease in 2019/20 reaching 5013. On average, over this period, the NYDA surpassed its target by 32% enterprises (National Youth Development Agency, 2015b, 2016b, 2017b, 2018b, 2019a, 2020b). Much of its success in 2019/20 was attributed to the 1000 grants in 100 days campaign (National Youth Development Agency, 2020b). In this year, 57% of the funds used for job creation were sourced through the NYDA Grant Programme, while a further 41% was sourced from the NYDA Voucher programme (National Youth Development Agency, 2020a).

Figure 27: Number of jobs created/facilitated by the NYDA



Source: (National Youth Development Agency, n.d.)

4.3.7.3 Harambee Youth Employment Accelerator

The Harambee Youth Employment Accelerator Programme is a non-profit social enterprise partnership between the private sector, state and non-profit sector which seeks to provide solutions to the youth unemployment by implementing interventions at scale. It provides support to youth through a comprehensive approach which includes information dissemination, a focus on work-seeking and workplace skills development programme and with an explicit focus on transversal skills required in the workplace. It further creates linkages between employers and potential employees through matching available job opportunities to unemployed youth.

It is also the anchor partner for the establishment and management of the SA Youth Mobi, a once-stop free platform which enables youth to seek employment, education and training opportunities and information as well as access to a range of work-seeker services. SA Youth Mobi is part of the Presidential Youth Employment Intervention (PYEI) and is supported by Harambee, the Department of Employment and Labour, the Department of Higher Education and Training, the National Youth Development Agency, the Youth Employment Service and the Development Bank of South Africa.

4.3.8 Business and Entrepreneurial Programmes

4.3.8.1 Department of Small Business Development Services

Figure 28: An overview of the Department of Small Business Development Services

Objective: Enhancing support to small business and cooperatives, with an emphasis on programmes to advance entrepreneurship amongst women, the youth, and people with disabilities to contribute to job creation and economic growth.

Year initiated: 2014

The department was reorganized to be a standalone department in 2014 by the President to demonstrate government's commitment to place SMMEs and cooperatives at the centre of economic growth and job creation.

The department targets township and rural-based enterprises which are owned by entrepreneurs who are based in the townships or rural areas, predominantly black, women, youth or person with disability owned and managed. The following quotas are in place:

- For scale manufacturing enterprise, it must be 70% black-owned and managed – percentage of black ownership is at least 51% and company management composition is at least 51% black.
- 40% of small scale manufacturing enterprises must be women-owned and managed – percentage of women ownership is at least 51% and company management composition is at least 51% women.
- 30% of small scale manufacturing enterprises must be youth-owned and managed – percentage of youth ownership is at least 51% and company management composition is at least 51% youth.
- 6% of small scale manufacturing enterprises must be persons with disability-owned and managed – percentage of persons with disability ownership is at least 51% and company management composition is at least 51% persons with disability (Department of Small Business Development, Localisation as a driver for economic recovery, 2022).

According to the departments annual report for 2018/19 641 black SMME'S were supported through the Black Business Supplier Development Programme (BBSDP) and 1,696 informal business were supported through the Informal Micro-Entreprise Development Programme (IMEDP)(Department of Small Business Development, Annual Report, 2018/19). In addition, sixty-seven thousand SMMEs countrywide were assisted with entrepreneurship awareness training sessions. In terms of outcomes, it was reported that 4,865 jobs were created and 6,694 Spaza shops were supported.

4.3.8.2 NYDA supported Entrepreneurial Programmes

In terms of the NYDA's support of entrepreneurs, aspiring entrepreneurs are supported through the NYDA Business Development Support Services initiative, while existing young entrepreneurs are supported through NYDA grant funding. However, the number of aspiring entrepreneurs backed by the NYDA has decreased between 2014/15 and 2019/20 with a sharp decrease in 2017/18. No explanation was provided by the NYDA

stating why the targeted number of beneficiaries fell in this year. The NYDA cites its partnership with the Small Enterprise Development Agency (SEDA) as a reason for its success. The types of support offered in this programme include market linkages, mentorship, business management training and governance training (National Youth Development Agency, 2015b, 2016b, 2017b, 2018b, 2019b, 2020b).

In addition to supporting aspiring entrepreneurs, the NYDA provides grant funding to existing young entrepreneurs. The fund covers individuals, enterprises and cooperatives managed by young people. Generally, the grant reaches more registered companies run by young people compared to individuals or cooperatives. In 2019/20, 914 of the 1136 beneficiaries were enterprises (National Youth Development Agency, 2015b, 2016b, 2017b, 2018b, 2019a, 2020b). Such support is crucial for fledgeling business owners, given the high failure rate of businesses in their first five years of operation (GreenTec Capital Africa Foundation, 2020).

4.3.9 School Based Initiatives

These are programmes targeted to learners in basic education which include career guidance interventions and programmes to increase and enhance the numbers and quality of achievement of learners in the Maths, Science and English fields.

4.3.10 Second Chance – Matric

Objective: The aim of the Second Chance Matric Programme is to provide support to learners who have not been able to meet the requirements of the National Senior Certificate (NSC) or the extended Senior Certificate (SC), thereby meeting the goals of the NDP and the sector thus increasing learner retention.

Benefits:

- Learners are able to meet the requirements of the NSC or SC and obtain a Grade 12 matric certificate.
- Increase learner retention
- Increase computer skills, job opportunities and career pathing
- Learners are able to access bursary opportunities for further studies

*<https://www.education.gov.za/Programmes/SecondChanceProgramme.aspx>

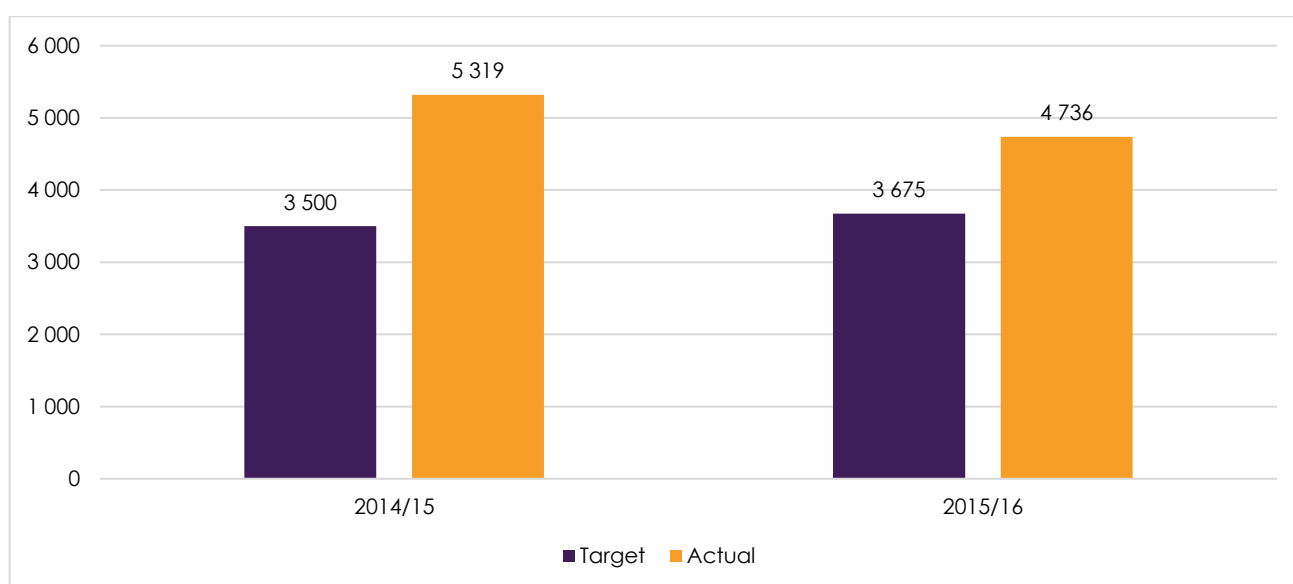
The second chance matric program is designed specifically for people who have either not completed the National Senior Certificate or Senior Certificate requirements or who want to improve their matric results and can take Grade 12 exams outside of the conventional school system (Gustafsson, 2020). These exams can be taken by full-time or part-time candidates younger than 21 years old. To qualify for the NSC, second-chance students must have reached Grade 12 inside the schooling system and have left school less than three years ago.

According to the NYDA annual reports for the period 2014 to 2016 the NYDA Matric Rewrite programme the number of enrolments exceeded their expected targets during those e years as reflected in Figure 29. A

partnership agreement with the Education, Training and Development Practices Sector Education and Training Authority (ETDP SETA) assisted the NYDA in raising an additional R3.6 million in funding. This contribution increased to R6 million the following year (National Youth Development Agency, 2015b, 2016b).

In 2016 the programme was transferred from ETDP SETA to the Department of Basic Education (DBE), and a pilot programme in 2016/17 was meant to reach 10,000 young people focusing on seven subjects. Challenges with reporting systems meant that the DBE fell short of its target by 44% in 2017/18. In 2017/18, it performed far better, reaching 73,780 young people and surpassing its target by 269%. The DBE cited the support of the DHET community colleges and partnerships with NGOs as reasons for its strong performance. This was further sustained through a ministerial roadshow in all provinces. The DBE also cited the availability of support and resources as reasons for its achievement. During the period 2017 – 2020 the department appointed an additional 1200 teachers and 90 centre managers, further improving its capacity (Department of Basic Education, 2017, 2018, 2019, 2020).

Figure 29: Number of young people enrolled in the NYDA Matric Rewrite programme



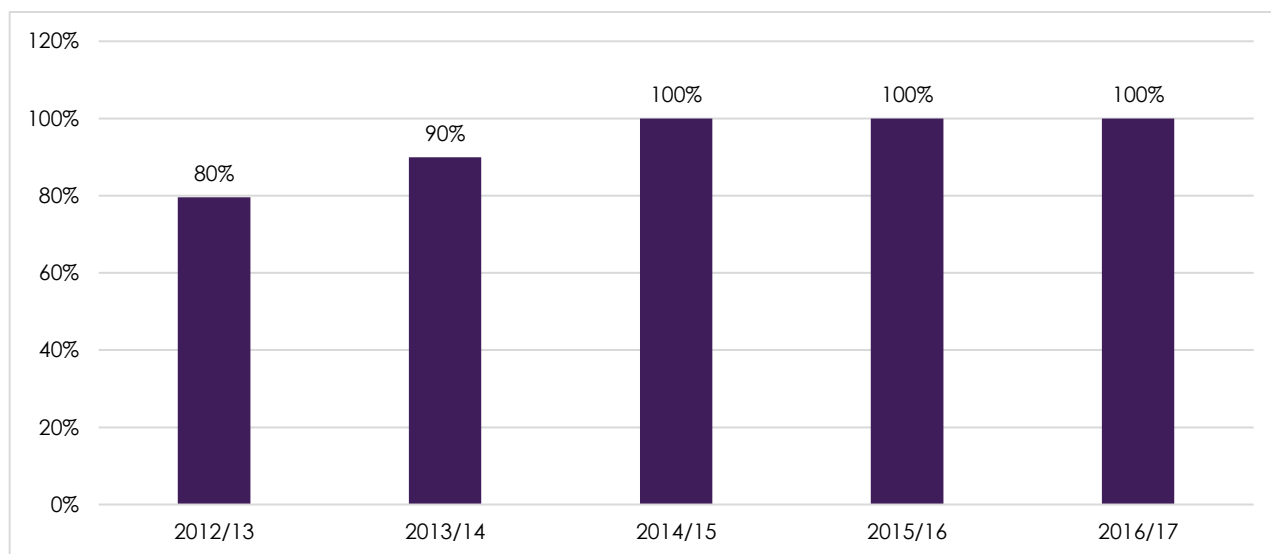
Source: (National Youth Development Agency, n.d.)

In 2013/14, the ETDP SETA reported on their progress in enrolling young people into Matric Second Chance programme to rewrite their exams. ETDP SETA records suggest that it has seemingly had less success in running the programme as indicated by the underachievement of enrolment targets between 2013/14 and 2016/17, by 21%, 7%, 22% and 18%, in each year, respectively. In 2014/15, the lack of intake in the Free State due to recruitment delays was cited as a reason for underachievement. In 2015/16, there were recruitment challenges in general (ETDP SETA, 2014a, 2015a, 2016a, 2017a) (Figure 30).

On closer inspection of the institutions financing of the programme, one notes the large underspending ranging from 80% in 2012/13 to 100% in 2016/17 (ETDP SETA, 2014b, 2015b, 2016b, 2017b) (Figure 30). In

2016/17, ETDP SETA notes its resolution to transfer the programme to the Department of Basic Education (DBE), which it believes is better prepared for implementation (ETDP SETA, 2017b).

Figure 30: ETDP SETA Matric Second Chance Programme Underspending



Source: (ETDP SETA, n.d.)

The further disruption experienced in basic education arising from COVID-19 and its impact on lower performance in matric result makes the need for providing effective alternative pathways to certification (Gustafsson, 2020).

4.3.11 Work Seeker Support Programmes

High levels of poverty and inequality can make job searches unaffordable to poor and vulnerable work seekers. As a result of Apartheid's spatial planning, most work seekers reside in areas which are far from job opportunities, making the job search expensive. Furthermore, most job seekers do not have the skills or knowledge to prepare adequately for interviews (National Treasury, 2016). Employment services are intended to provide support to job seekers to navigate the complex processes of securing employment by enhancing job searching capabilities, establishing databases which link employers to skilled unemployed people, providing training for job searching such as developing curriculum vitae' and interview skills, and provision of vocational guidance amongst others.

4.3.11.1 NYDA Youth Advisory Centres

The NYDA has established in Youth Advisory Centres (YACs) in some communities, which provide such walk in support. The YACs serve as an entry point for accessing employment support across a spectrum of interventions offered by the NYDA (National Treasury, 2011b), including Harambee.

4.3.11.2 *Employment Services of South Africa (ESSA)*

The DoEL introduced an online recruitment platform known as Employment Services of South Africa (ESSA) in 2007 to enable unemployed people to register as a workseeker. Registration can also be done at the DoEL Labour Centres. The automated work seeker registration matches unemployed work seekers to registered employment opportunities, as well as to enhance work seekers skills rendering them more employable (Arends et al., 2015). The ESSA system is located in Labour Centres dispersed throughout South Africa, which includes a footprint of more than a 100 offices with higher concentrations in densely populated areas. It was designed to reduce costs related to job search activities for work seekers. It is a free service which assists both employers and job seekers. Work seekers can use the ESSA platform even if they have no qualifications (South African Government, 2022).

Employers utilise ESSA as one of various avenues for recruiting, ranging from formal to informal. The shortcoming of ESSA is that many prospective users do not have computer access, and few Labour Centres have their own workstations allowing customers to capture their information onsite. In addition it has not been able to provide job preparation and skills training interventions at the required scale (Prinsloo et al., 2011).

Labour centres in locations with high unemployment and few vacancies have experienced the most difficulties in placing job seekers, particularly in the Free State, Northwest, KwaZulu Natal, and Mpumalanga provinces. Employers have suggested improvements to the ESSA system with the top three being improving service levels (82%), conducting proper screening of candidates (57%), and undertaking reference checking (49%). Other interventions suggested a focus on improving job readiness skills and candidate suitability, and providing follow up support to workseekers (Prinsloo et al., 2011).

4.3.12 *Employment Subsidies/Tax Incentive Schemes*

Employment subsidies are incentives to employers to increase employment and to promote job creation, in some instances with specific demographic equity targets to be achieved. Evidence suggests that once someone is in a job, they are likely to remain employed. This makes a compelling argument for enabling young work seekers to secure their first job.

The Employment Tax Incentive (ETI), introduced in 2014, is a wage subsidy programme which provides tax relief to employers when they employ people between the ages of 16 to 29 years and for which they would earn less than R6,000 per month. It has been renewed and expanded three times since then with a total tax credit worth R4,8 billion having been paid out to firms who have utilized the benefit. The intervention aims to stimulate employment of young people in the formal sector by reducing both the perceived risks and the direct financial costs associated with hiring younger workers. Additionally, it is known that the more time unemployed youth spend out of the workforce the less likely they are to find a job, and the subsidy attempts

to interrupt this cycle (Mlatsheni & Leibbrandt, 2015). Furthermore, Burns et al. (2010) suggest that paying a subsidy to the firm and not the worker is the preferred subsidy design for sustainable labour force growth. With a projected end on the 28th February 2029, the subsidy is paid to the employer directly for a maximum period of two years. The assumption is that the employer will not suffer any risk from employing someone and that by the time the two years have lapsed the employer should be in a position to determine whether to employ the person thereafter (The Presidency RSA., 2013).

According to Bhorat et al (Bhorat et al., 2020), the number of jobs supported by the ETI has grown rapidly since 2014, reaching over 1 million people in 2016. These results indicate that a total of 35 333 jobs were saved between 2014 and 2016 due to the implementation of the ETI. Bhorat et al (2020) noted that the programme had a positive effect on firms that utilized the ETI compared with firms that didn't in respect of employment of young people. It did not however have any impact on the quality of jobs attained. Interestingly they found the increase in employment was larger for smaller firms, although there was employment growth in large firms.

The impact of the ETI is found to be statistically significant but small in magnitude: During a time when employment levels were decreasing, it is estimated that for every 1 job lost in a non-ETI claiming firm, ETI firms only lost between 0.51 and 0.66 jobs on average (Bhorat et al., 2020). However a recent study of the ETI has cast doubt on the efficacy of the ETI to create jobs with the methodology for estimating jobs created being questioned (Budlender & Ebrahim, 2022). The authors have suggested that while they posit that the methodology they employed did not reveal that ETI had made an impact on job creation, they are not concluding this categorically as there is insufficient evidence about the impact of the policy. They did however find that firms claiming ETI increased their employment of youth compared to non ETI claiming firms and this is a positive affect. Given the substantial financial benefit that private firms are receiving, the authors believe that evidence of its efficacy needs to be generated to inform its further expansion.

5 CONCEPTUAL FRAMEWORK: YOUTH TRANSITIONS INTO THE LABOUR MARKET

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

Youth transitions into the labour market are vital for future employment success (Bradley & Nguyen, 2004), therefore this is the prime time to intervene, and this is recognised in the intervention solutions which are provided in South Africa explored in the previous chapter.

Studies assessing the transitions of youth into the labour market have brought to the fore the diversity of transitional experiences and pathways which importantly are multiple, and not linear (Nilsson, 2019)(Elder,

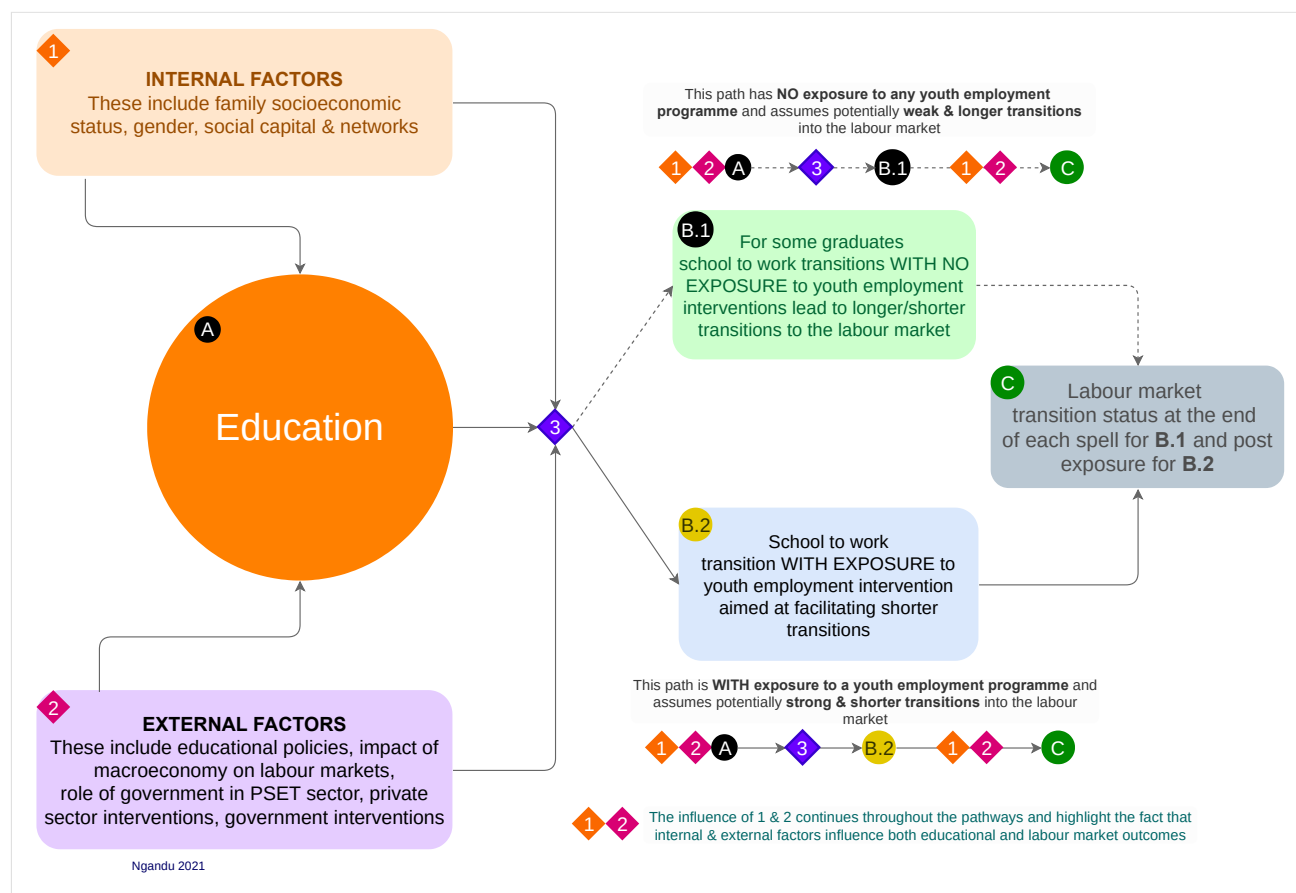
2009). For some this could involve extensive investment in post schooling education and training, or where a person combines post schooling education together with work and period of unemployment or inactivity until they achieve stable employment. Achieving a successful transition is a process and could only be realized after a few years and possibly after successive employment opportunities before the person settles into a good job (Bradley & Nguyen, 2004).

One of the critical elements of this study was to understand the context within which these transitions occur as a result of the implementation of the various youth employment programmes, and the extent to which they contribute to longer or shorter transitions and to successful transitions.

Figure 31 highlights that post one's school education internal and external factors interact in a way that create two possible pathways into the labour market. **Pathway B.1** is without exposure to any youth intervention, whilst **pathway B.2** is with some form of exposure. The basic development hypothesis that underpins these interventions is the assumption that transitions without exposure are likely to create weak and long duration transitions for young people and that exposure, by reducing the risk of employing young graduates or reducing educational deficits will create more efficient labour market transitions.

The figure also highlights that within the external environment there are multiple stakeholders who are also implementing various youth employment interventions. While this is desirable it causes challenges regarding how each intervention's outcomes and impacts can be assessed within the context of an impact assessment.

Figure 31: Conceptual Framework for youth transitions into the labour market



Source: Authors adapted from (Nilsson, 2019)

Implicit in the design of these interventions is the targeting and recruitment mechanisms used, which not only play a role in ensuring that the right beneficiaries are enrolled but are key in the ability to design the appropriate methodology for the impact evaluation. Under normal circumstances each youth employment intervention would have been designed and implemented with a theory of change that spelt out the intended outcomes that a given intervention was expected to achieve.

The conceptual framework provides an anchor to the study design, informing particularly the primary data collection and the analysis of the findings. It does this by seeking to understand the internal and external factors that contribute to enhanced labour market transitions and to assess if the pathways of the different employment and training interventions support stronger and shorter transitions into the labour market or not.

6 RESEARCH METHODOLOGY

The approach adopted for this study was informed by Government Wide Monitoring and Evaluation Framework and the National Evaluation Policy Framework (NEPF) (Department of Performance Monitoring Evaluation, 2011) which emphasised measuring the performance of public sector programmes

6.1 Evaluation of the Impact of Public Policies

Evaluation refers to a systematic process of collecting and analysing information about the characteristics and outcomes of policies, programs, and projects as a basis for judgments, to improve effectiveness, and/or inform decisions about current and future investments. Patton (2002) posits that such evaluations require a holistic understanding of the dynamics through which social investments yield results and attempt to respond to three key questions namely:

- *“are we doing the right things;*
- *are we doing them right; and*
- *are we doing them in a large enough scale to bring about measurable impact?”*

It is posited that (Gertler, Paul J., Sebastian Martinez, Patrick Premand, Laura B. Rawlings & Vermeersch., 2016) *“unlike general evaluations, which can answer many types of questions, impact evaluations are structured around one particular type of question: what is the impact (or causal effect) of a policy on an outcome of interest?”*. Impact evaluations are an attempt to determine whether the changes observed can be attributed to specific policy or programme intervention. It seeks a response to the question of *“what would have happened to those receiving an intervention if they had not in fact received it?”*

The Centre for Disease Control, USA (Centre for Disease Control, undated, p. 1) defines policy as *“a law, regulation, procedure, administrative action, incentive or voluntary practice of governments and other institutions.”* It posits that policy evaluation while sharing some similar attributes as programme evaluations differs in the following ways:

- The focus is at systems community level, as opposed to programme or project level;
- Clear boundaries are more difficult to define;
- Scale and scope of data collection is much larger;
- Type and number of stakeholders may be different;

Policy evaluations may focus on different aspects namely policy content, policy implementation and policy impact with each type of evaluation serving different purposes as outlined below in **Table 7: Evaluation purpose types**

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Table 7: Evaluation purpose types

Purpose of the Evaluation	Policy Content	Policy Implementation	Policy Impact
	To understand the process of policy selection and promulgation	Understand how the policy was implemented	Assess if there is sufficient evidence to demonstrate outcomes and impacts
	To assess the extent to which the policy content articulates key requirements	To identify barriers and facilitators to implementation of the policy	Determining of the changes observed can be directly attributed to the policy solutions
	To compare policies across different communities for differences and similarities	To document and track the logic model process	To assess if contextual factors influenced the nature and level of impact?

6.2 Evaluation Framework

The Evaluation Framework informing this study draws from international best practice in the evaluation of such programmes, the specific objectives as outlined in the Department of Employment and Labour Terms of Reference as well as pragmatic considerations of availability of data, the costs associated with use of different techniques and the timeframe for implementing the study.

The framework embraces the four main dimensions of evaluation practice as elaborated in the National Evaluation Policy Framework (NEPF)(Department of Performance Monitoring Evaluation, 2011) namely:

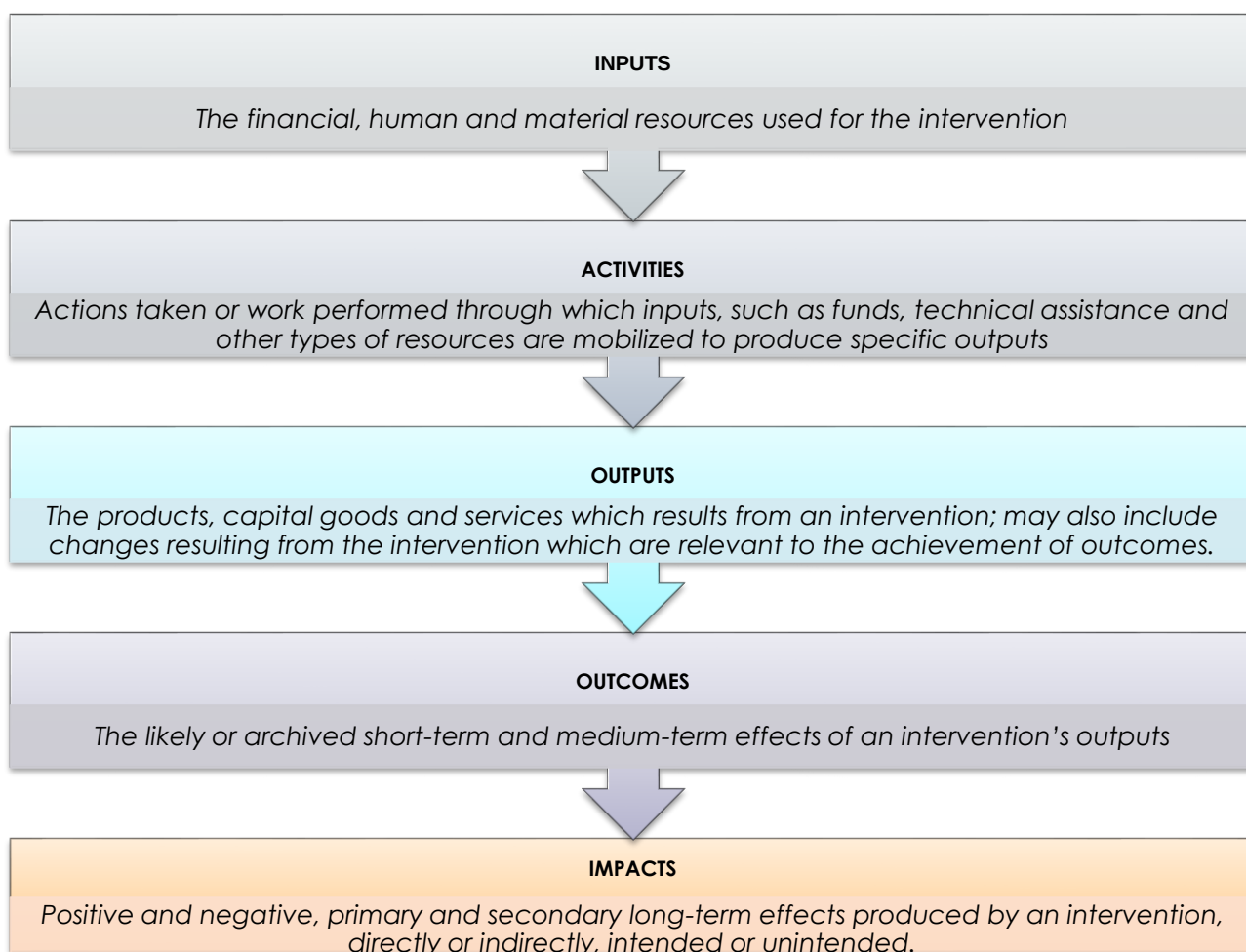
- Improving policy or programme performance by providing feedback to managers;
- Improving accountability for where public spending is going and the difference it is making;
- Improving decision-making e.g., on what is working or not working;
- Increasing knowledge about what works and what does not work with regards to public policy, plan, programme or project.

Internationally accepted criteria for evaluating the outcomes and impacts of an intervention include *relevance, effectiveness, efficiency, impact and sustainability* (OECD, 1999). Each of these criteria is briefly defined as they provided guidance in the development of the evaluation framework and methodology:

- **Relevance:** The extent to which Youth Employment policies and interventions are suited to the needs and priorities of the target beneficiaries and to the achievement of key national priorities and departmental mandates.

- **Effectiveness** measures the extent to which the policy met its objectives. This assessed the extent to which policy **objectives** were achieved (results) and what contributed to these results (process). It would also explore the factors which contributed to the achievement or non-achievement of these outcomes.
- **Efficiency** measures how the inputs to the programme solutions implemented translated to outputs. This is defined as the extent to which the solutions implemented delivered the intended outputs at the least cost and was able to demonstrate complementarity with other modes of intervention.
- **Impact**: Extent to which the policies have positively or negatively affected change, either directly or indirectly, intended or unintended, in high level outcome and impact indicators. The nature and complexity of the environment and context of the different target beneficiaries suggests that it could be challenging to attribute the direct effects to the Youth Employment policies or programmes
- **Sustainability** is focused on measuring the extent to which the benefits accrued from exposure to these policy solutions continued beyond when the programme had ceased.

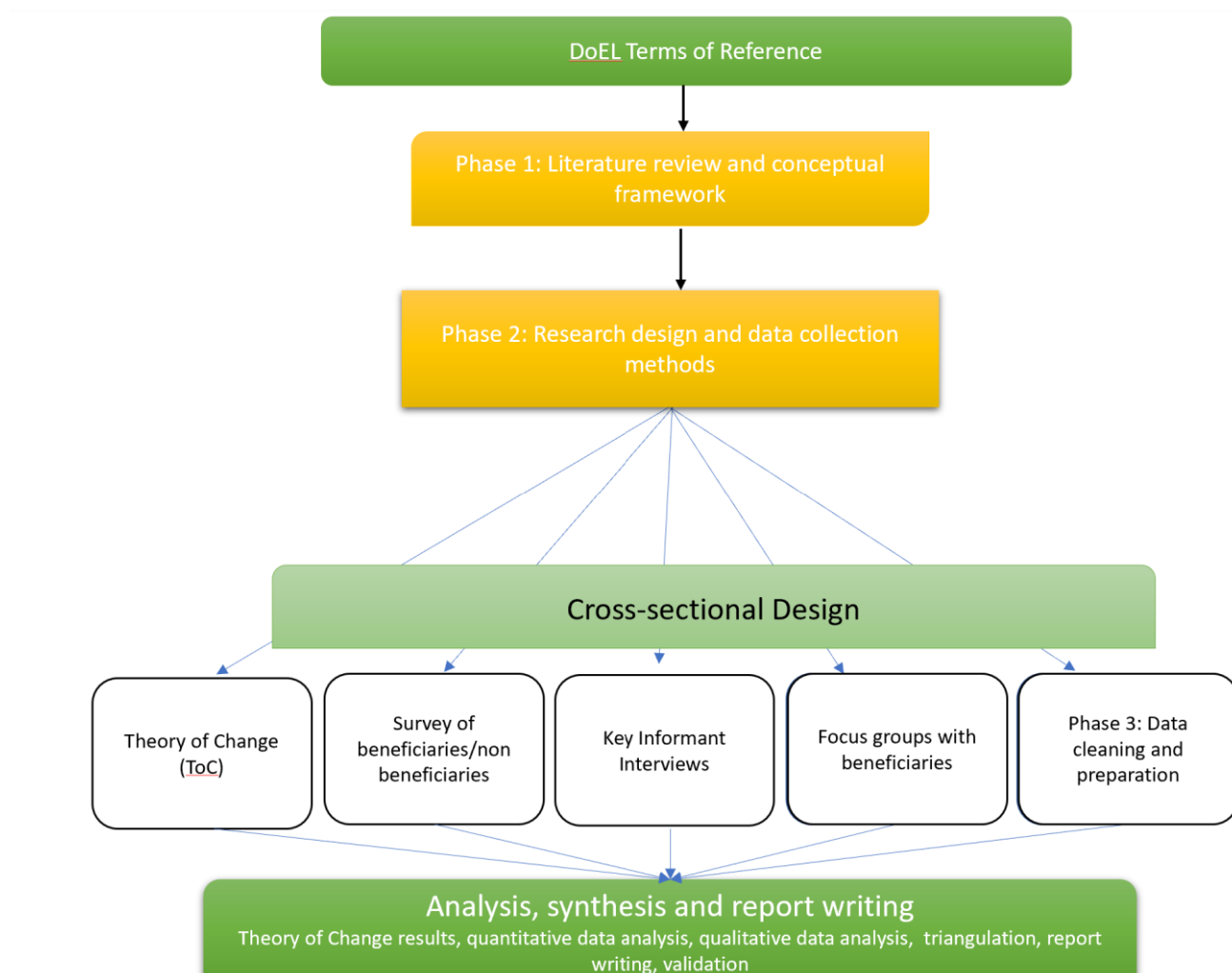
Figure 32: Monitoring and Evaluation Framework



Source: (Fretheim et al., 2009)

The evaluation framework advocated a cross-sectional mixed methods study design with primary and secondary qualitative and quantitative enquiry approaches including reconstruction of a theory of change, a survey with beneficiaries exposed to government interventions aimed at enhancing access into the labour market as well as with a comparison group who did not participate in any of these interventions non-beneficiary survey. This was followed by eight focus groups conducted with beneficiaries and key informant interviews with targeted stakeholders drawn from among policy makers, implementers, researchers, and practitioners among others. Data management including cleaning, transcription, coding, and safe storing of the data followed. Data analysis, synthesis and triangulation of findings contributed to the production of this report. The schematic representation of the methodology is shown in Figure 33 below. The cross-sectional design components are summarised in this section.

Figure 33: Cross-Sectional Research Design



Source: Authors

6.3 Literature Review

The literature review in Chapters 2, 3 and 4 informed the theoretical backbone of the study based on an identification and review of legislation and policy in respect of youth employment and a descriptive review of programme solutions implemented give effecting to the policies adopted. Inclusion criteria were defined for the documents reviewed including both grey and peer reviewed academic papers and included programme reports, evaluation studies and theoretical papers on post school education and training and youth transitions into the labour market. The literature review contributed to the articulation of an indicative theory of change for youth employment policies, choice of research design, identification of appropriate methodologies to be adopted for the study and importantly the selection of indicators for tracking outcomes and impacts of the policies.

6.4 Secondary Data Analysis of Employment Trends from 1994 to 2020

The secondary data analysis of youth employment trends from 1994 to 2020 examined publicly released survey data providing a description of youth employment trends in the country. The data sources including Statistics South Africa census data and quarterly labour force surveys and administrative data from the Departments of Basic Education (DBE) and Higher Education and Training (DHET) and the Medical Research Council (MRC). The Statistics South Africa data focused on disaggregating youth employment and unemployment trends using variables such as gender, race, employment status, citizenship, education level, income levels, occupation, industry employment trends and data on entrepreneurship. The data from the Departments of Basic Education and Higher Education were analysed to understand throughput trends of students through the education system for the reference period of this study, while the Medical Research Council data provided reasons for learner school dropout rates and its relationship to the scale of youth at risk behaviour which permeate through communities.

6.5 Cross -Sectional Data Collection Methods

6.5.1 Survey of Beneficiaries and Non-Beneficiaries

Survey targeted to two distinct groups of stakeholders:

- People who had been exposed to post school programme interventions implemented arising from policies adopted to promote pathways for youth into the labour market and sustainable livelihoods;
- Non-beneficiaries, people who had not been exposed to any post school interventions.

6.5.1.1 Survey Instrument

The survey instrument included *socio-demographic data* of the respondent and their household, *previous work/self-employment experience*, extent and nature of *exposure to post school programme interventions* and

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perceptions of the *value and significance of exposure* to these programmes, *labour market status* of respondent at two data points including *at the time of the interview (2021/ 2022)* and *three years prior* to that.

For each of the responses to current labour market status listed below some of the issues probed were:

- **Employed fulltime** - classification of the sector in which employed; quality of the employment as it related to decent work;
- **Employed part time** – in addition to issues probed above, further probes included understanding of the factors contributing to this status, what other activities was the respondent engaged in;
- **Self employed** - motivation for self-employment, nature and industry of the business, nature of support received for running the business and successes and challenges experienced;
- **Studying fulltime** – factors influencing full time study, aspirational goals in respect of the outcomes linked to further studies;
- **Unemployed** – understanding of their perception of the factors contributing to their current status, forms of support they were receiving, job seeking efforts and challenges arising thereof.

Across all these status outcomes perceptions of the relevance and value of exposure or non-exposure to programmes which had contributed to their current status are explored.

6.5.1.2 Construction of a database of respondents

A well-chosen sample is generally drawn randomly from the defined population group and the database of the population group would contain most of necessary information about the population of interest. This is necessary for the effective selection of the sample group as it would need to be largely similar to the population to allow for inferences to be made about the population from that sample. For this study the population group was defined as all adults over 18 years (as from 1994) and up to approximately 60 years of age as they would likely have accessed or not interventions implemented since democracy.

A critical challenge which the study was confronted with was the absence of a database of the study population, namely a comprehensive database of all those who had participated in the programmes implemented arising from the policies introduced to enhance labour market access.

DoEL was the coordinating department for Employment Programmes coordination and had only in the past two years taken on this expanded mandate. It was not in possession of such a database which covered the beneficiaries of over 40 different programme types implemented nationally, provincially and locally and in both the public and private sectors across the reference period of the study from 1994 to 2020.

To mitigate this challenge the research team had proposed approaching the relevant institutions responsible for the implementation of these interventions to request them to share their beneficiary database. However, this plan had to be abandoned arising from the promulgation of the POPIA Act in 2020, which restricted the

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use of available data for recruitment of potential respondents unless the respondents on that database had agreed to allow their information to be shared or to be used for research purposes.

An alternate strategy was developed involving a two-pronged approach namely:

- Targeting specific institutions such as universities, professional associations, government and private sector implementing institutions and others to assist with disseminating a call for both beneficiaries and non-beneficiaries to register on a purposively designed study database. This database of institutions had been developed as part of the stakeholder engagement during the theory of change consultations.
- Launching a social media campaign to recruit respondents via facebook, twitter and webpages of specific institutions, likely to be a platform widely visited by the targeted respondents.

The recruitment advert in Figure 34 below defined the inclusion criteria.

Figure 34: Recruitment Advert

The recruitment advert is a vertical poster with a blue header and a green body. The header contains the text: "HSRC invites you to participate in a Research Study on the Benefits of Youth Skills Development and Employment Programmes". Below the header are four small images: a woman drawing on a whiteboard, a woman in a yellow hard hat and safety vest holding a clipboard, a young boy in a white lab coat working with a microscope, and a person lying on their back with a laptop and smartphone nearby. The green body contains the following text: "Are you unemployed / employed / studying / running a business? ... We'd like to talk to you!". Below this is a section titled "Are you also:" with two checkboxes: "A South African citizen or Permanent Resident; and over 18 years" and "Did you receive an opportunity in any of the programmes below:". The second checkbox is followed by a list of programs: "Received a Bursary or Scholarship for further studies;", "Attended a skills development programme", "Participated in Internship, Learnership and Artisan Programmes", "Worked on the Expanded Public Works Programmes (EPWP) and Community Work Programme (CWP)", "Second Chance Matric", "Received Business Management and Entrepreneur Training", "Received financial support to start a business", "Took part in the National Youth Service Programme", "Programmes that offer technical, vocational or occupational (TVET) skills resulting in a qualification or apprenticeship.", and "Did you receive assistance with finding a job and writing your CV.". Below this list is the text: "We want to hear about your experiences.". Then, a section titled "Why should you participate?" followed by: "Your answers will help guide how government can improve on these programmes to help youth access the labour market". At the bottom, a blue banner contains the text: "Click here to register. If you are selected a researcher will contact you. <https://redcap.link/StudyRecruitForm>". The bottom left corner features the logo of the Department of Employment and Labour, Republic of South Africa. The bottom right corner features the HSRC logo, Human Sciences Research Council.

Source: Constructed by HSRC

In addition, two other sources were drawn on to create the population database namely

- SA Youth Mobi platform – developed by the private sector in partnership with government as part of the Presidential Youth Employment Initiative (PYEI) which purported to have 2 million registered users. Harambee as the responsible institution managing the platform undertook an SMS campaign free of charge.

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- Moyo Messenger data free platform, funded by private sector, which functioned along the lines of WhatsApp to registered users who received access free message and information on government services.

In total 10,520 respondents registered for inclusion on the database and a sample was drawn from this population.

6.5.1.3 Survey Sample Achieved

A study sample was drawn from the over 10,500 respondents in the reconstructed population database. Although the original proposal indicated a sample of 1,000 respondents, given the diversity of this population group the research team aimed to achieve a sample of 2,000 respondents. Based on an equi-proportional distribution of the population in the sample a total of 2,503 individuals were contacted, of which 112 (% = 4%) individuals did not consent to participate in the survey. A further five responses were incomplete arising from calls being interrupted. These were also excluded as part of the data cleaning. Thus, 2386 valid survey responses were collected (Table 8). These 2386 individuals are referred to as the study respondents.

- Among the respondents, 1,707 (72%) had participated in an employment or educational intervention, also referred to as a programme intervention. These respondents are referred to as participants in this report.
- The remaining 679 (28%) respondents did not participate in any employment or educational intervention, and are referred to as non-participants in the analysis of this report

Table 8: Respondent Profile of HSRC DoEL Survey 2021/22

Indicator	n	%	% of Consent	% of Complete
Total Sample Size	2503	100%		
Consented to participate	2391	96%		
Not Consented	112	4%		
Completed the Survey	2386		99%	
Incomplete Survey	5		1%	
Participated in a Programme Intervention	1707			72%
Did not participate in a Programme Intervention	679			28%

Source: HSRC DoEL Survey 2021/22

6.5.2 Focus Groups with respondents exposed to policy interventions

Eight virtual focus groups were conducted using the VEEDO DataFree platform which allows respondents to participate without incurring any data costs. The focus groups were conducted with a purposively selected sample of beneficiaries who had participated in the survey. The groups were selected based on stratification of the respondent database by gender, type of intervention they had been exposed to, current labour market status, whether they were employed or not and their spatial location based on level of gross domestic product

of their location (GDP) (Table 9). The groups were expected to be comprised of between eight to ten participants, with focus group sessions ranging between 60 and 90 minutes on average.

Table 9: Focus group characteristics

<i>Focus Group Member Characteristics</i>
1. Respondents without matric
2. Respondents with disabilities (including those employed and unemployed)
3. Unemployed Respondents at the time of the survey
4. Employed Respondents at the time of the survey
5. Respondents exposed to entrepreneurship training
6. Non-beneficiary Respondents
7. Respondents who received a TVET qualifications or post school diploma
8. Unemployed respondents from high GDP provinces (KZN, GT, WC)
9. Unemployed respondents from lower GDP provinces (EC, FS, GP, LP, NC, NW, Mpumalanga)

Nine focus groups were envisaged, but as is evident in Table 10 below only eight of the nine focus groups were hosted with a total of 59 respondents with the majority of the respondents being female (41). The number of participants per group varied due to load shedding challenges which impacted connectivity.

Table 10: Focus Group Sessions conducted

Focus Group Number	Group characteristics	Number of participants	Gender	
			Male	Female
FG1	Youth without Matric	8	3	5

FG2	Youth with TVET/Diploma	5	nil	5
FG3	Youth with entrepreneurship training	3	2	1
FG4	Employed youth	10	3	7
FG5	Unemployed youth in high-GDP provinces (KZN, GT, WC)	6	3	3
FG6	Youth with disabilities	7	2	5
FG7	Unemployed youth in low-GDP provinces (L, MP, FS, NW, EC, NC)	15	5	10
FG8	Youth exposed to multiple interventions	5	Nil	5
Total		59	18	41

Four key areas were explored with the programme beneficiaries to understand their labour market experience as follows:

1. Challenges facing youth in South Africa today.
2. Understanding the learning intervention, they participated in, and perceived value thereof.
3. Understand their current employment situation; and
4. What suggestions they might have for enhancing young people access to jobs and creating businesses.

6.5.3 Key Informant Interviews

Key informant interviews were conducted with a selected sample of sector experts and stakeholders representing policy makers, implementers, researchers and academics as well as private sector stakeholders involved in education, training and labour market interventions.

The sample frame which informed the development of a database of prospective key informants was informed by several criteria including the stakeholders engagement with a policy area under review, the role of the stakeholder in implementing relevant interviews, sector/academic experts and statutory bodies which have responsibility for engagements with stakeholders.

As indicated in Table 11: Key Informant Interviews – Planned vs Actual interviews undertaken

below a total of 29 stakeholders were identified and slightly less than 50% of these interviews were conducted (n=14).

Table 11: Key Informant Interviews – Planned vs Actual interviews undertaken

Stakeholder		Number of experts and stakeholders contacted	Number of experts and stakeholders interviewed
The Presidency		2	1
National Treasury		3	2
Government departments/Entities		15	9
	DBE	1	0
	DHET	1	0
	DoEL	4	3
	DPME	1	0
	DSD	1	1
	DSI	1	0
	GTAC	2	1
	NSA	1	1
	Jobs Fund	1	1
	Nedlac	1	1
	NYDA	1	1
Non-Profit Institution		1	1
	Harambee	1	0
Private Sector Institution		2	0
	Private Sector Training institution	1	0
	Youth Employment Programming	1	0
Academic/Sector Experts		6	1
Total		29	14

6.6 Data Cleaning and Analysis Approach

Quantitative data was captured using a platform called REDCAP, a secure electronic web-based data capture and management software platform developed by the Vanderbilt University in the USA and made available to the HSRC for use under a license. The platform provides:

1. An intuitive interface for validated data capture.
2. Audit trails for tracking data manipulation and export procedures.
3. Automated export procedures for seamless data downloads to common statistical packages.
4. Procedures for data integration and interoperability with external sources

The instrument included both pre-coded and open-ended questions, with the interview duration being approximately 25 minutes.

All data management processes (e.g., data cleaning, assessing the completeness of collected records, identifying outliers, assessing any missing data, duplicate records, and errors) were done using the statistical software package STATA. Once the data had been cleaned, it was analysed using the same statistical package.

Qualitative data was captured through online recordings and interview notes. These audio files were transcribed into scripts. The transcripts were then coded thematically by linking responses with the key study objectives and research questions. Data was coded and analyzed using the Atlas.ti version 22 program, a Computer Assisted Qualitative Data Analysis Software (CAQDAS). The justification for employing a CAQDAS is that the program serves as a "container" for all the information from a given project, including data, codes, memos, and results. Thus, managing, extracting, contrasting, and exploring the data included in the texts for analysis is made simpler and easier (Ngalande & Mkwinda, 2014). Furthermore, the software assists in building networks and relationships, resulting in creating a graphical view of the data. Although the software permits organising of transcripts in preparation for analysis, it does not analyse the data as the analytic part remains the responsibility of the researcher.

Coding, according to Linneberg & Korsgaard (2019), is a crucial step in the process of transforming unstructured qualitative data into a trustworthy and understandable "narrative." The fundamental act of coding consists of selecting a cohesive unit of your empirical data, such as a word, a paragraph, or a page, and labelling it with a single word or phrase that captures its main idea. Because it reduces the quantity of data and facilitates analysis, coding is a crucial component of qualitative analysis.

Table 12 provides an example of coding process; how codes and themes were created for the current study. Based on the information from the transcripts, two codes: 'Lack of work experience & 'High rate of unemployment - were assigned to give meaning to the information in the transcripts. Therefore, 'Challenges faced by SA youth' was generated through the grouping of codes.

Table 12: The coding process

Theme	Codes	Information from the transcript
Challenges faced by SA youth	High rate of unemployment	<i>"I think the major challenges facing the youth is high unemployment rate". (Participant 1 FG 7)</i>
	Lack of work experience	<i>"The challenge I face in securing a job is lack of experience." (Participant 3 FG 1).</i>

6.7 Theories of Change for Successful Transitions into the Labour Market

The proposed methodology for this review is a theory-based mixed methods approach with greater emphasis on a desktop review of available documentary evidence and administrative data sources both current and historical and complemented by primary data collection. The **Theory of Change (ToC)** is a tool for developing solutions to complex social problems. The ToC provides a roadmap that describes how a set of activities are understood to produce a series of results that are meant to produce the outcomes and final impacts. It maps out the causal pathway of what is required from a programme (inputs, activities) in order to achieve planned outputs and bring about change (outcomes) towards achieving a given long-term goal or impact (unemployment reduction). There is often a commonly understood vision of the long-term goals, how they will be reached and what will be used to measure progress along the way. This is referred to as the **"pathway", "logic model or "theory of change"** (Independent Science and Partnership Council, 2012)

The objective was to reconstitute the ToC to capture the causal pathways that lead to the goal of youth focused employment policies and programme interventions. The rationale behind the policies and programme interventions were to be defined by a set of contextual factors that identified the problem context.

The findings on the outcomes as defined by a sub-set of the outcome questions, would validate the extent to which the causal pathways were working. That is, were the youth-oriented policies and programmes benefiting youth and the economy at large? How are the policies and programmes contributing to active and positive transitions of youth into the labour market? Are the jobs secured of a decent nature, as it relates to job characteristics such as benefits and the provision of a living wage or better?

Once the ToC had been successfully reconstituted, the logframe was developed. One advantage of the logframe was that it allows for define the total success of a programme. The latter can be disaggregated into two, **implementation success** and **strategic success**. The studies focus was on the strategic success of the implemented programmes as it relates to the effectiveness of the policies, the key question being, *how well do programme outputs contribute to the realisation of the goal intent of the relevant policy?*

Figure 35 below outlines the process undertaken towards the reconstruction of the Theories of Change in respect of each of the youth employment enhancement policies. Critical to this process was identifying

stakeholders who have been responsible for the design of the policy, implementation of solutions in response to a policy as well as those involved in the monitoring and evaluating the various programmes.

Figure 35: Theory of Change Process

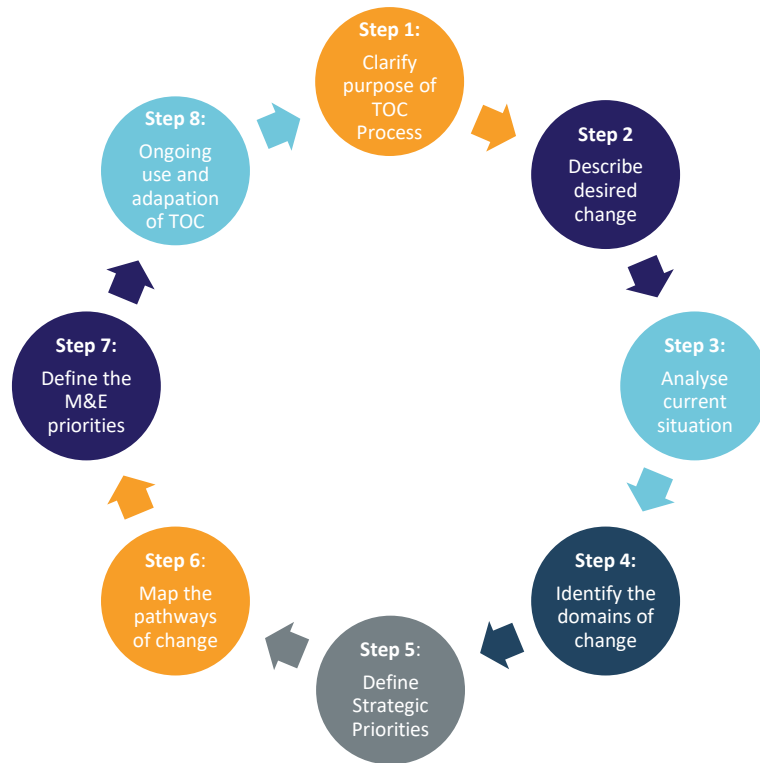
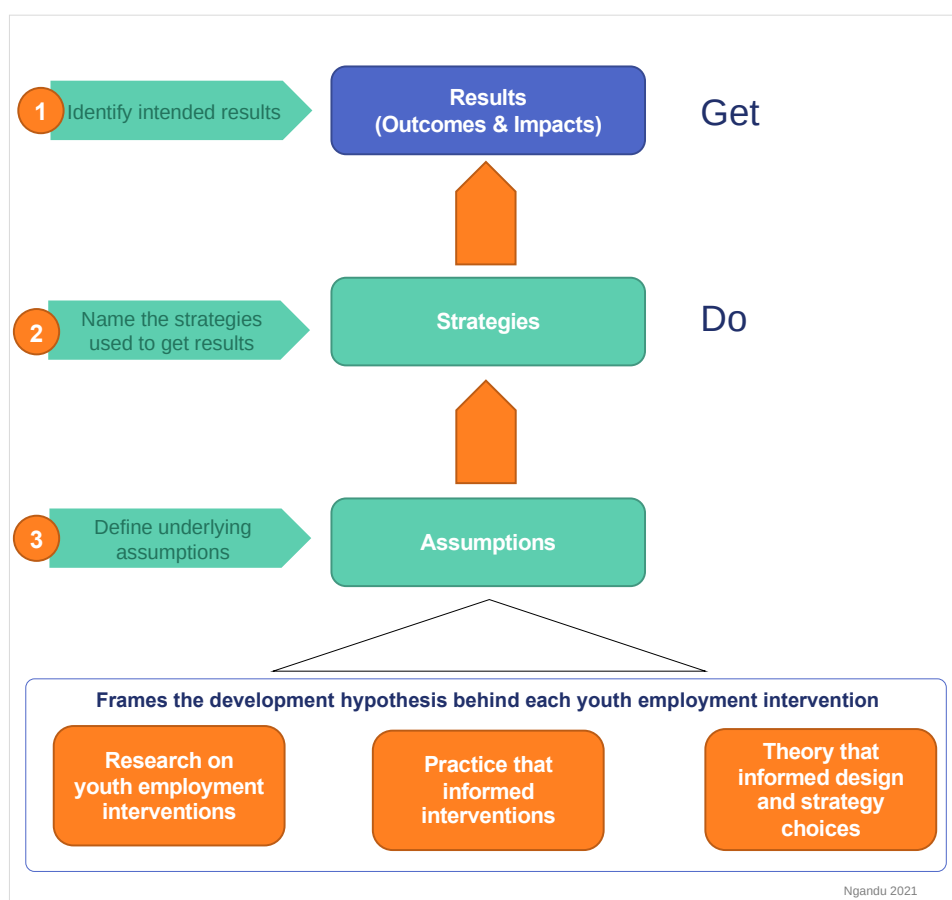


Figure 36 below provides a schematic of a generic theory of change, and the steps that would be used to reconstitute the youth employment policy ToC.

Figure 36: Generic Theory of Change for Youth Employment Policies



Source: Authors

6.8 Study Limitations

The methodological challenges of the database construction arose primarily from a lack of access to reliable and historical data on participation in the various youth interventions implemented to enhance youth access to the labour market. To address this in a comprehensive manner would have required that a national census of the adult population be conducted, which had both time and resource implications, neither of which were feasible.

The constraint on accessing beneficiary registers of programme interventions, arising from the promulgation of POPIA, necessitated the study to identify alternate approach to the construction of a study population database and the sampling of youth from that population database. The study opted to recruit potential respondents via several platforms including the Harambee/SA Youth Mobi platform, a non-profit youth employment accelerator which involves a partnership with state, private sector and the non-profit sector, the datafree private sector Moyo mobile data-free application, HSRC Facebook and Twitter social media accounts and targeted emails to institutions in the relevant sectors inviting them to disseminate the call to potential respondents. Recruitment advertisements were shared on these platforms, with careful attention to the inclusion and exclusion criteria for the study population.

In the sampling of the respondents for the survey, care was taken to balance the demographic distribution of the selected respondents in terms of indicators of gender, age, level of education and spatial location. However, the study is inherently biased by this population group, who were younger and mainly unemployed people.

Without being able to generate an effective estimate of the beneficiary population size across the selected interventions, the research team was unable to determine an appropriate sample size at a confidence level and margin of error relevant to a study of this nature. It was also not possible to randomise respondents to reflect the total beneficiary population in South Africa. Thus a critical limitation is that the findings cannot be generalised across all youth beneficiaries in the population. This limitation further constrained the ability to make inferences about the population of interest based on the findings from the sample included in this study.

In addition, it did not allow for reweighting the findings to more adequately benchmark weighting on the data to reflect the country's demographic distribution.

6.9 Ethical considerations

The study was undertaken in line with principles of ethical research involving human subjects. These principles include special attention to communicating the aims of the study, and the rights of people participating in the research – written informed consent, and confidentiality. The study proposal, evaluation framework and data collection instruments as well as information and consent forms were submitted to the HSRC Research Ethics Committee (REC) for approval before any primary data collection could be undertaken. The study received ethics approval REC 6/21/07/21.

7 RESEARCH FINDINGS

7.1 Socio-Demographic Profile of Study Participants

A total of 2,386 respondents completed the survey and of this group 1707 respondents were beneficiaries who had been exposed to an intervention and are referred to as '**beneficiaries**'. The remaining 679 respondents had not been exposed to an intervention and are referred to as '**non-beneficiaries**'.

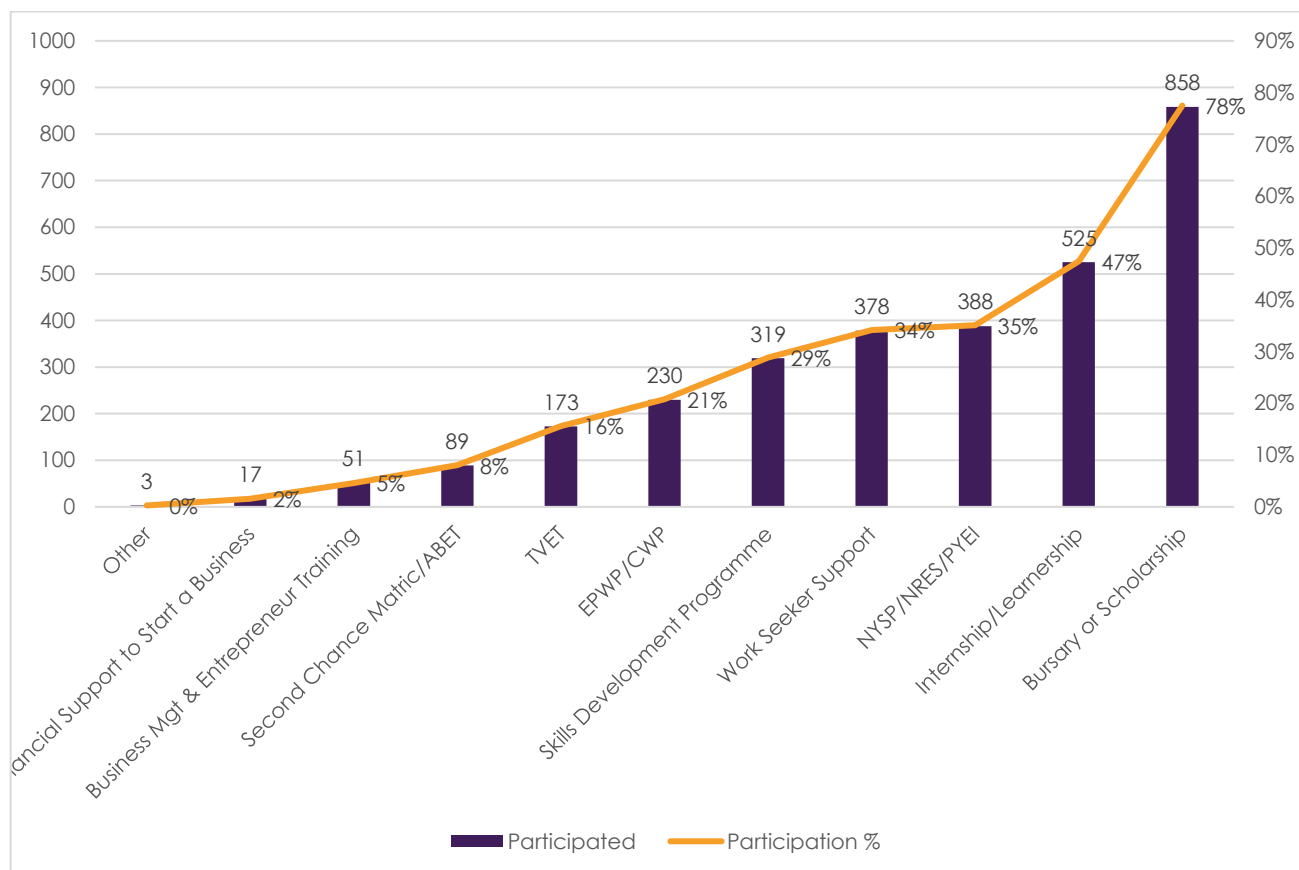
7.1.1 Distribution by Intervention Participation

Out of the 2386 respondents who completed the survey, 1107 had participated in an Intervention. These interventions have been clustered into the following typology of intervention types:

- Bursary or Scholarship
- Internship or Learnership
- National Youth Service Programme, National Youth Rural Employment Scheme & Presidential Youth Employment Initiative
- Work Seeker Support
- Skills Development Programme
- Expanded Public Works Programme or Community Works Programme
- Technical, Vocational Education and Training
- Second Chance Matric & Adult Basic Education and Training
- Business Management and Entrepreneur Training
- Financial Support to Start a Business
- Other

Notably, a respondent has often participated in more than one intervention. To evaluate the effectiveness of the programme, we asked the respondent to identify their most significant intervention which has contributed to their labour market status. Given the respondent's participation in multiple programmes, note that the sum of the participation figure amounts to more than 1107. The most common intervention that respondents were exposed to were Bursary or Scholarships with 78% of beneficiaries receiving such an opportunity. The next most common intervention was the Internship or Learnership with 47% of Beneficiaries, followed by the NYSP/NYRES/PYEI interventions with 35% of respondents and Work Seeker Support with 34%. These figures are represented graphically in the Figure 37 below.

Figure 37: Distribution of Beneficiaries by Intervention (n = 1707)

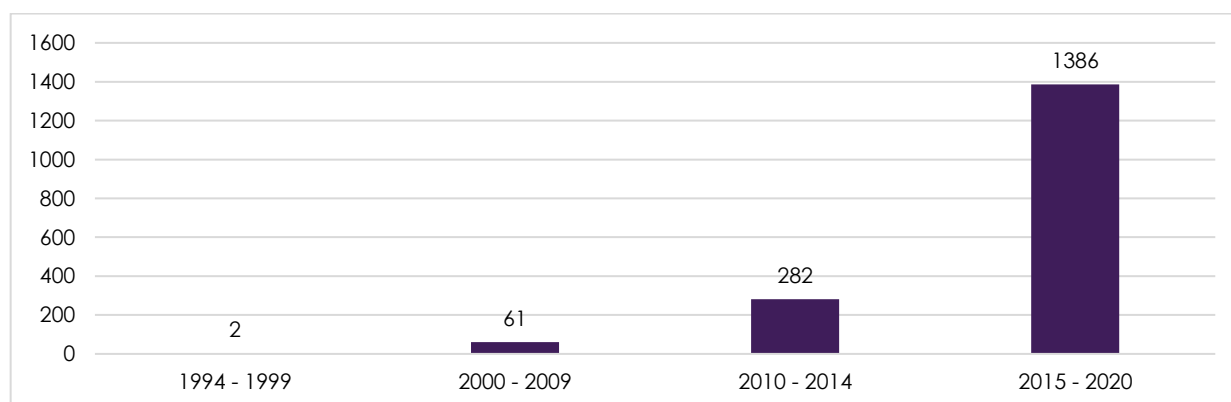


Source: HSRC DoEL Survey 2021/22

7.1.2 Distribution by year of participation

Majority of the beneficiaries participated in a programme intervention between 2015 and 2020 (n = 1386) with a substantially fewer (282) participating in an intervention from 2010 to 2014 and 61 from the previous decade (2000-2009) (Figure 38). As some beneficiaries participated in more than one programme intervention, the number of responses reported here does not equate to the total number of survey respondents.

Figure 38: Participation of Respondents in interventions between 1994 and 2020 (n = 2386)



Source: HSRC DoEL Survey 2021/22

7.1.3 Distribution by gender

Notably, most respondents who participated in our survey were female (72%).

7.1.4 Distribution by age cohort

The age profile revealed that majority (70%) of beneficiaries were aged between 20 and 29 and of those 41% were aged between 25 and 29.

7.1.5 Respondent's nationality

There were only two of the 1707 respondents who were non-South African.

7.1.6 Distribution of respondents by population group

Across all respondents, Black Africans were in the majority (93%).

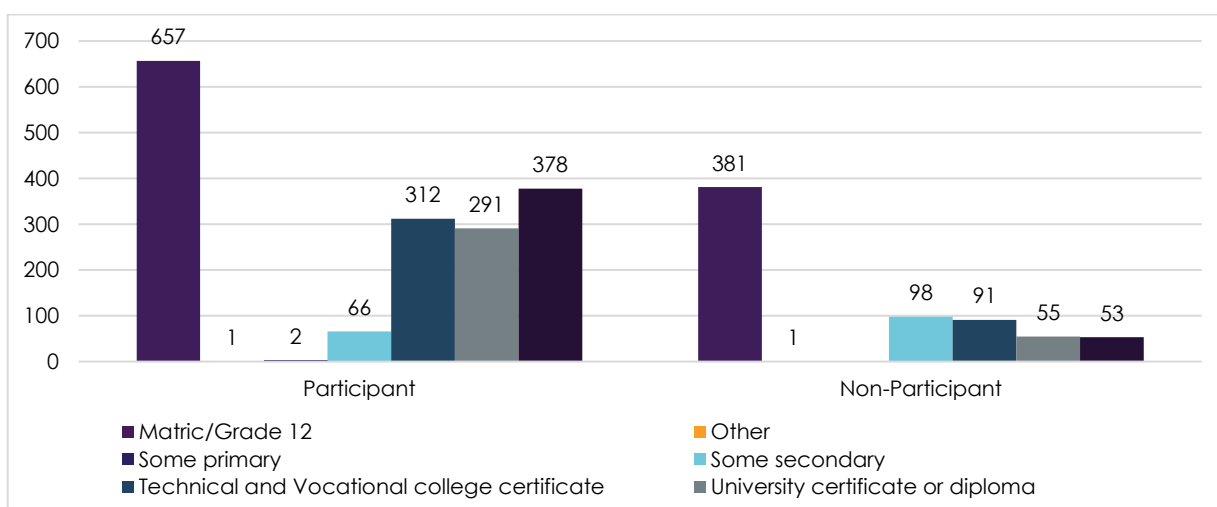
7.1.7 Representation by Disability Status

A total of 40 (2%) respondents reported that they had a disability of which approximately two thirds (27) were beneficiaries and one third (13) were non-beneficiaries of any programme.

7.1.8 Distribution of respondents by Educational Status

Figure 39 below reflects the highest level of education attained by respondents, with under half (44%) who had a matric, followed by a third (33%) with a postgraduate diploma or degree university qualification and less than a fifth (17%) who held a post-school TVET qualification. Importantly substantially fewer beneficiaries had only a secondary education (4%) compared to non-beneficiaries (15%). This trend was also consistent across other education levels for beneficiaries compared to non-beneficiaries.

Figure 39: Programme Participation by Highest Level of Education attained (n = 2386)

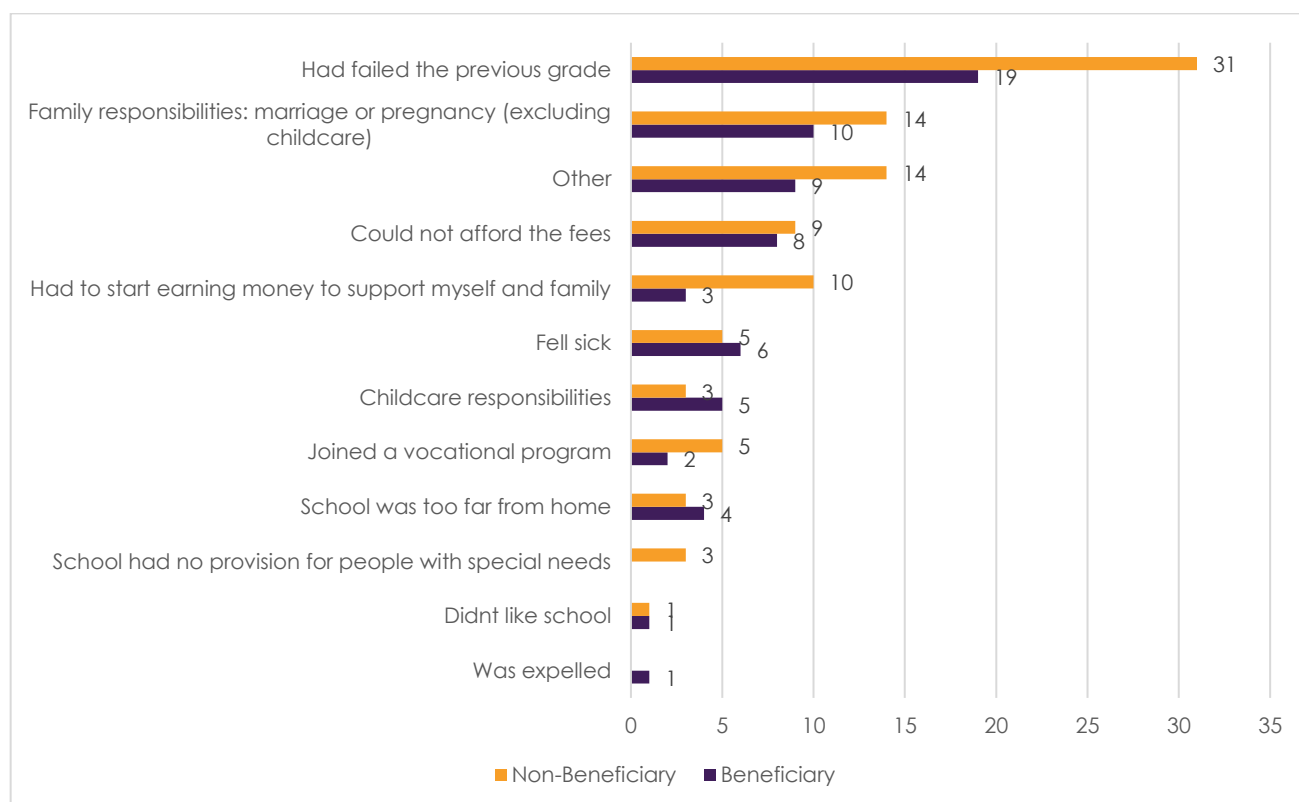


Source: HSRC DoEL Survey 2021/22

7.1.8.1 Lack of a Matrics

The study probed the reasons why respondents who had only completed some secondary or primary schooling had not completed Matric and the main reason reported was that they failed the grade and left the schooling system. The second most cited reason was family responsibilities namely marriage or pregnancy, which prompted them to drop out (**Error! Reference source not found.**).

Figure 40: Reasons for limited or no formal education among respondents with primary or secondary schooling (n= 166)



Source: HSRC DoEL Survey 2021/22

7.1.9 Distribution by the province of participation

The highest number of respondents were from the Gauteng province (637), followed by KwaZulu-Natal (533), Eastern Cape (399), and Limpopo (238). Respondents provincial locations included all the nine provinces although in much smaller numbers and collectively accounted for the balance of 579 respondents. The same pattern is evident when disaggregating the beneficiary status of the study participants with more beneficiaries than non-beneficiaries in the sample.

7.2 Perceived Socio-Economic Challenges confronting Youth in South Africa

Participants were asked to share their broad perspectives during focus group sessions on what they thought were key pressing issues facing the youth of South Africa. Alongside persistent youth unemployment, other challenges cited included: the absence of access to advanced technology, crime, gender-based violence,

depression, high reliance on aid from the state, HIV and AIDS, lack of funding for education, inadequate financial support for entrepreneurs, increasing birth rates, lack of access to education for persons with disabilities, lack of job search skills such as networking amongst the unemployed, lack of career guidance, lack of productivity in companies, lack of work experience, policies inhibiting participation in second government internship, corruption and nepotism, poverty, and drug and substance abuse.

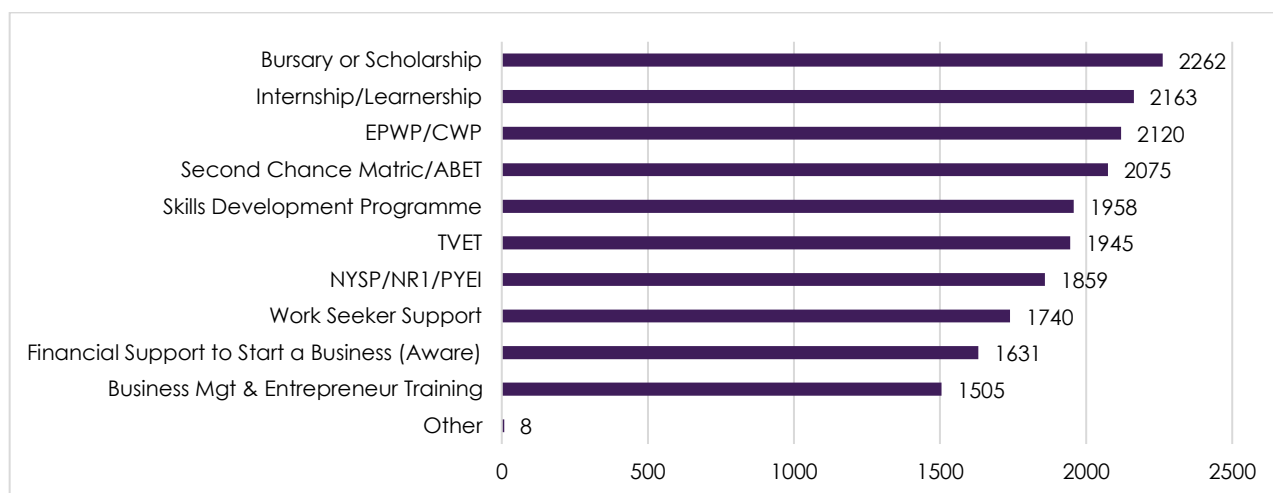
7.3 Awareness of Education, Training and Employment Programme Interventions

The awareness of development interventions is central to such programmes' accessibility and promoting transparency in who is targeted and who benefits from such programmes. This section provides an overview of respondents' exposure to the interventions, including levels of awareness about the programmes offered, sources of information and reasons for participation in a programme.

7.3.1 Youth Awareness of Education, Training and Employment Interventions

First, respondents were asked about their level of awareness of the different programme interventions and the sources of information they relied on to know about interventions made available for youth. The most commonly reported intervention was the bursary/scholarship, followed by internships or learnerships, EPWP/CWP and Second Chance Matric (Figure 41). The least commonly known intervention was the Business Management and Entrepreneur Training and financial support programmes.

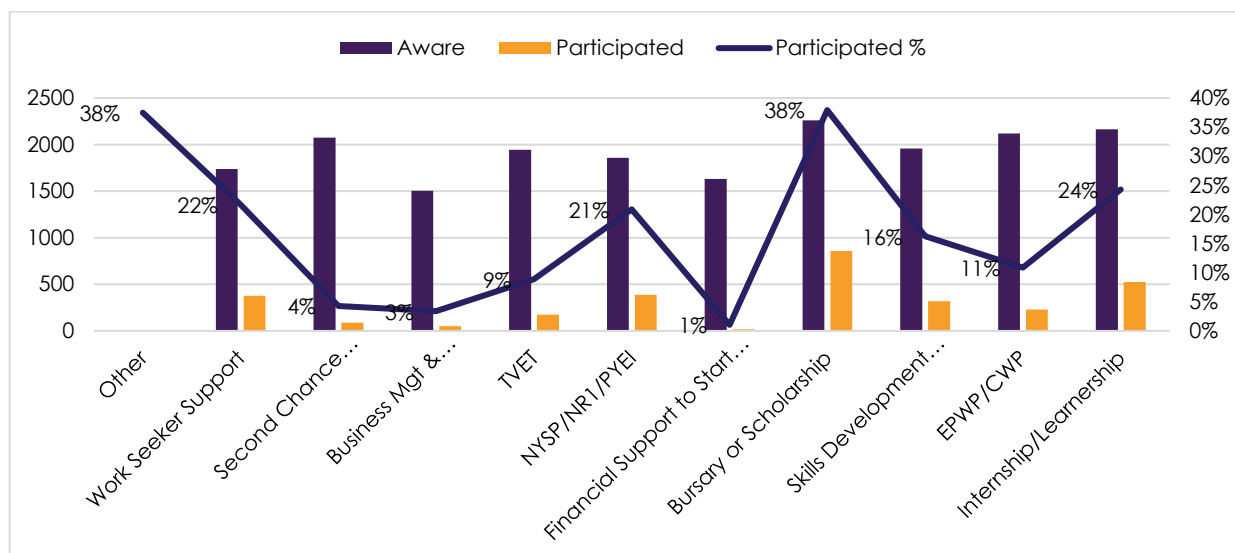
Figure 41: Awareness of Employment Programme Interventions for all respondents (n = 2386)



Source: HSRC DoEL Survey 2021/22

When comparing the awareness levels of programme intervention against the number of respondents who participated in the intervention, it is evident that the high rates of awareness do not necessarily translate into higher participation rates. The highest participation rate is found with Bursaries and Scholarships (38%), followed by Internships or Learnerships (24%).

Figure 42: Comparing awareness of Programme Interventions to participation in the intervention (n = 2386)



Source: HSRC DoEL Survey 2021/22

7.3.2 Accessibility of Information on Interventions of Programme Participants

The study probed the extent to which beneficiaries had access to information about the interventions. As indicated in Table 13, interestingly, there were high levels of awareness across all interventions, with over 80% awareness of bursary/scholarships and internship/learnerships and between 60 - 79% awareness of skills development, EPWP/CWP, Entrepreneurship, Business Financing, and TVET interventions. This positive awareness is noted in answers that recognise each intervention “to some extent” or “to a great extent.” Approximately half of the intervention beneficiaries reported positive awareness of Second Chance Matric (49%), Work Seeker (50%) and National Youth Service programmes (53%).

Table 13: Availability of Information about a Programme Per Programme intervention for Participants only (n = 1707)

	n: Not at All	n: To a Limited Extent	n: To Some Extent	n: To a Great Extent	%: Not at All	%: To a Limited Extent	%: To Some Extent	%: To a Great Extent
Bursary or Scholarship	4	70	167	187	0.93%	16.36%	39.02%	43.69%
Internship/Learnership	2	53	159	139	0.57%	15.01%	45.04%	39.38%
None	8	78	126	58	2.96%	28.89%	46.67%	21.48%
Skills Development Programme	2	30	85	47	1.22%	18.29%	51.83%	28.66%
NYSP/NYRES/PYEI	1	30	52	77	0.63%	18.75%	32.50%	48.13%
EPWP/CWP	4	29	58	43	2.99%	21.64%	43.28%	32.09%
Multiple	0	13	34	25	0.00%	18.06%	47.22%	34.72%
TVET	1	14	32	19	1.52%	21.21%	48.48%	28.79%
Second Chance Matric/ABET	1	4	11	15	3.23%	12.90%	35.48%	48.39%
Business Mgt & Entrepreneur Training	1	8	6	4	5.26%	42.11%	31.58%	21.05%
Financial Support to start a business	0	1	4	3	0.00%	12.50%	50.00%	37.50%
Work Seeker Support	0	1	1	0	0.00%	50.00%	50.00%	0.00%

Source: HSRC DoEL Survey 2021/22

7.3.3 Sources of Information

Understanding the sources of information which respondents drew on reveals that for specific interventions respondents relied on varied sources as outlined in Table 14 below. Approximately half of the bursary beneficiaries (53%) secured information about bursaries from the educational institution. Similarly, half of beneficiaries (8%) reported that family and friends were crucial to accessing information on EPWP/CWP interventions. Social media was credited with providing information on the National Youth Service/PYEI interventions by half of the beneficiaries (48%).

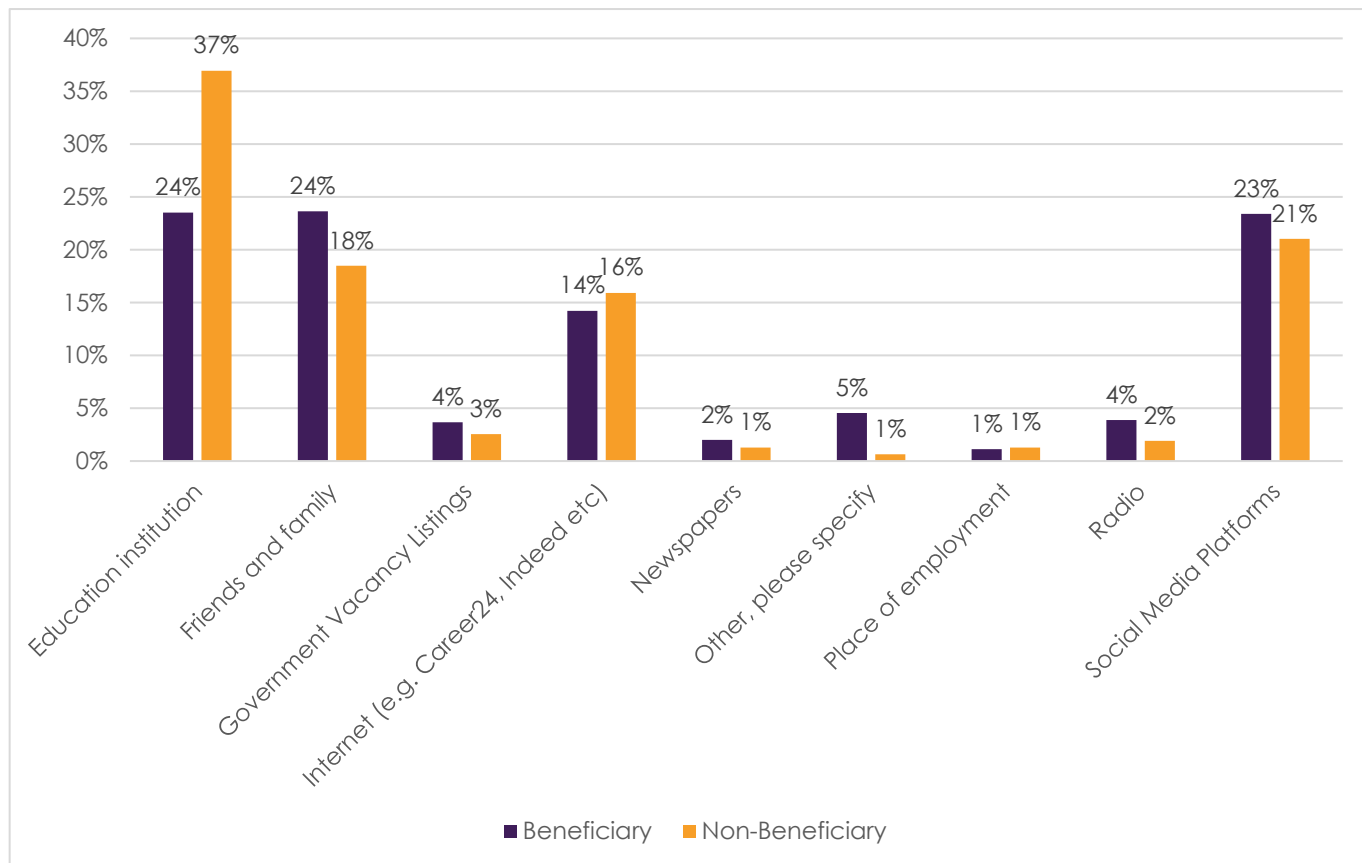
Table 14: Source of information about intervention by type of intervention (n = 1707)

	<Non- Respon se>	Education institution	Friends and family	Governme nt Vacancy Listings	Internet (e.g., Career24, Indeed, etc.)	Newspaper s	Other, please specify	Place of employ ment	Radio	Social Media Platforms	Total
%: Internship/ Learnership	0.00%	15.01%	22.10%	7.65%	16.43%	3.12%	4.82%	2.27%	2.27%	26.35%	100.00%
%: No Significant Intervention	77.78%	0.74%	3.70%	0.00%	1.85%	0.37%	3.70%	0.00%	0.00%	11.85%	100.00%
%: Skills Development Programme	0.00%	9.15%	34.76%	1.22%	12.20%	4.88%	3.66%	0.61%	5.49%	28.05%	100.00%
%: NYSP/ NYRES/ PYEI	0.00%	5.63%	16.25%	0.00%	24.38%	1.25%	3.75%	0.00%	1.25%	47.50%	100.00%
%: EPWP/ CWP	0.00%	1.49%	47.76%	11.19%	11.19%	2.99%	6.72%	2.24%	2.24%	14.18%	100.00%
%: Multiple Significant Interventions	0.00%	23.61%	18.06%	5.56%	13.89%	0.00%	6.94%	2.78%	1.39%	27.78%	100.00%
%: TVET	0.00%	21.21%	31.82%	0.00%	18.18%	0.00%	4.55%	3.03%	3.03%	18.18%	100.00%
%: Second Chance Matric/ ABET	0.00%	38.71%	38.71%	0.00%	3.23%	0.00%	9.68%	0.00%	0.00%	9.68%	100.00%

Source: HSRC DoEL Survey 2021/22

Figure 43 examines where respondents are sourcing information about the interventions. In aggregate, Education Institutions, friends and family, social media platforms, and the Internet are the most popular sources of information.

Figure 43: Sources of intervention information by Beneficiary Status (n = 1684)



Source: HSRC DoEL Survey 2021/22

7.3.4 Lack of access to information about employment and training opportunities

Concerns were raised by some key informant interview participants around the difficulties young people without jobs face in finding information about training and employment opportunities. It is acknowledged that one of the barriers preventing these people from utilizing some of the programs is that they are either unaware of them or unsure of where to look for information on them.

“Which is why I think interventions like the one that I saw XX is involved in the at UCT, where they try and sort of match sources of information about opportunities for training and the labour market to young people where they live, you know. We have to do better at reaching people, to bring them in.”

7.4 Nature and Extent of Youth Exposure to Youth Education/Training and Employment Policy Interventions

Policies are generally given expression through the introduction of programme interventions. These are referred to in this report interchangeably as programme interventions.

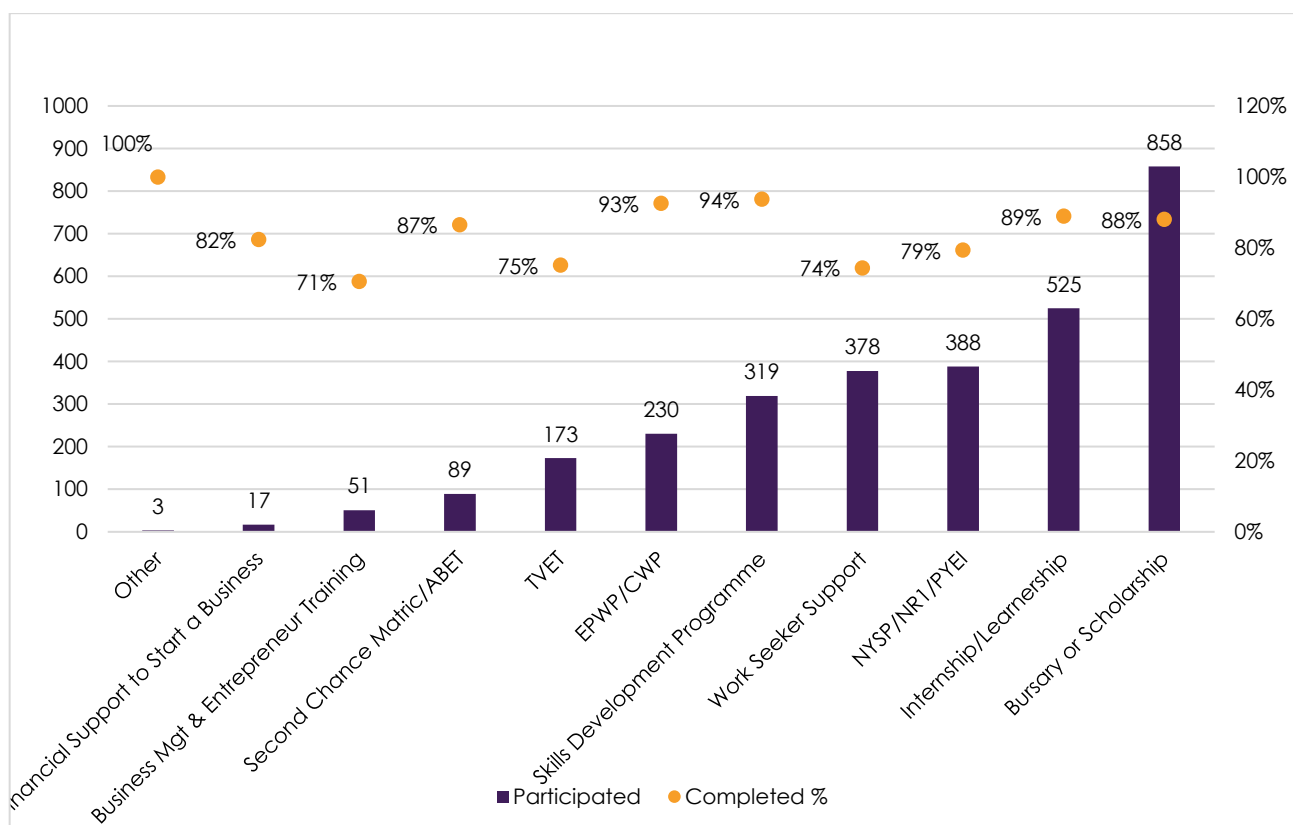
7.4.1 Reported Intervention Exposure and Completion

Furthering the understanding of intervention exposure as reported earlier the completion rates for participation in the programme is assessed as an outcome indicator with the assumption that completion implies that the participant has achieved a higher qualification. In

Figure 44 below, the self reported findings indicate substantially high completion rates of above 70% across all the interventions. Taking into account the outlier of 100% reported for “other intervention”, which we exclude as it reflects only three respondents, the highest completion rate was found in Skills Development Programmes (94%) and EPWP/CWP (93%), followed by bursaries (88%), internships and learnerships (89%) and the PYEI (79%).¹²

¹² A caution is noted in interpreting this data as it does not consider the data is self-reported and may not be aligned with empirical evidence in literature on outcomes of these programmes.

Figure 44: Number of Respondents who Benefited and Completed an Intervention (n = 1707)



Source: HSRC DoEL Survey 2021/22

7.4.2 Beneficiary Expectations of participation in an Intervention

The factors motivating participation in these learning and employment interventions are unsurprising and are associated with the nature of the intervention in which they have participated. The reasons for participation are elaborated in Table 15 below and summarised here.

Acquiring a qualification appeared to be a major factor in participating in bursary/scholarship intervention (84%), followed by TVET intervention (64%) and 58% for the Second Chance/ABET intervention.

Improving skills was the main reason reported by those who participated in a skills development intervention (79%), Entrepreneurship intervention and Internships and Learnerships (74%).

Earning an income was the primary motivating factor for those who participated in EPWP/CWP (81%), Youth Employment interventions (79%) and 61% who indicated this for participation in an entrepreneurship financial support intervention (61%). Slightly over half of those who participated in internships and learnership interventions (54%) indicated this as well.

Gaining **workplace experience** was a key factor reported by those who participated in an internship or learnership intervention (81%), business management and entrepreneurship training (74%), followed by

participation in youth employment interventions and over half of those who participated in a skills development intervention (57%) reporting this as the main reason.

Table 15: Reasons for Participating in an Employment Intervention by Most Significant Programme (multiple response)

	Improve Skills	Improve Education	Get a qualification	Earn an income	Gain work experience	Other
Bursary or Scholarship	40%	44%	84%	23%	29%	8%
Internship/ Learnership	71%	36%	53%	54%	81%	3%
No Significant Programme	7%	1%	0%	4%	6%	15%
Skills Development Programme	79%	26%	35%	34%	57%	5%
NYSP/ NYRES/ PYEI	49%	14%	13%	79%	63%	7%
EPWP/ CWP	40%	7%	12%	81%	54%	2%
Multiple Significant Programmes	64%	19%	40%	19%	64%	6%
TVET	45%	27%	64%	20%	33%	20%
Second Chance Matric/ ABET	26%	42%	58%	16%	16%	6%
Business Mgt & Entrepreneur Training	74%	37%	32%	21%	74%	5%
Financial Support to start a business	50%	25%	25%	63%	25%	25%
Work Seeker Support	0%	0%	50%	0%	50%	0%

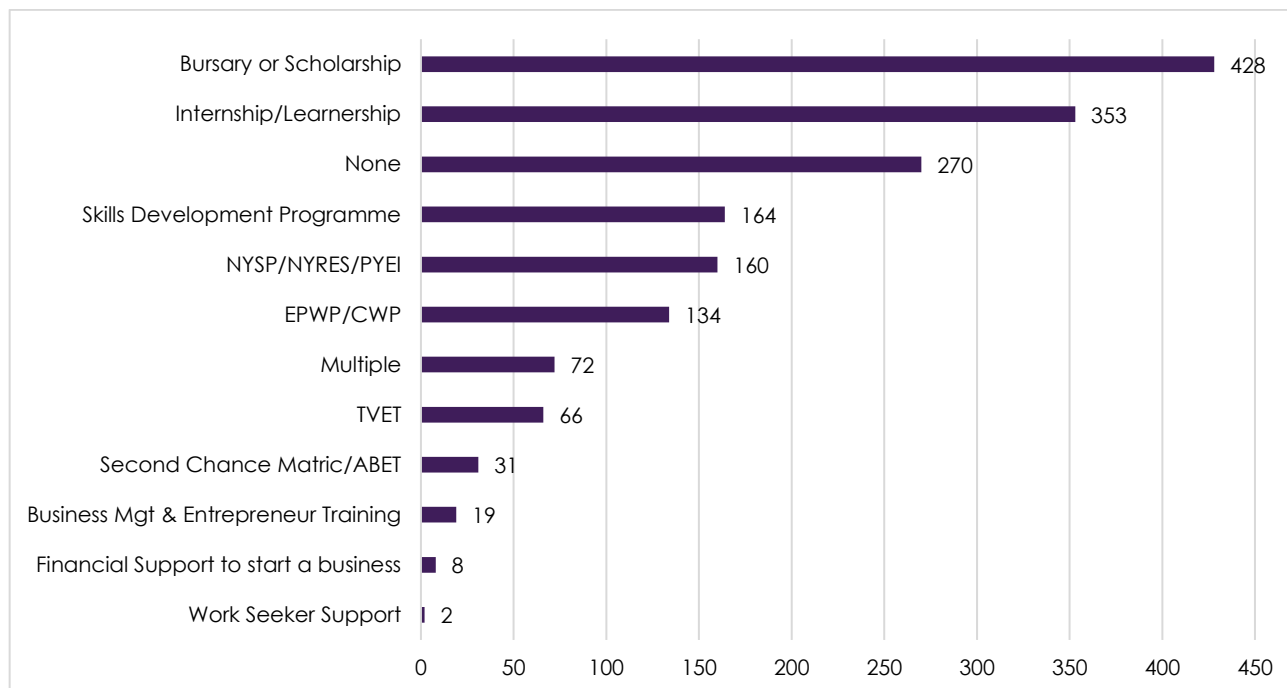
Source: HSRC DoEL Survey 2021/22

7.4.3 Most Significant Programme intervention

Noting that some beneficiaries reported being exposed to more than one intervention, they were asked to indicate the **most significant intervention** they had participated in, contributing to their labour market outcome. *Bursaries/Scholarships* followed by *Internship/Learnership Programmes* (n = 353) were identified as significant to their current employment status.

Figure 45 below also reflects that a relatively large number of beneficiaries did not identify their “*most significant programme intervention*” which is reflected as “None” (n = 270). In contrast, a few beneficiaries selected more than one intervention as significant, which has been recorded as multiple (n = 72).

Figure 45: Most Significant Programme Intervention Identified by those exposed to an intervention (n = 1707)



Source: HSRC DoEL Survey 2021/22

In addition to the above distribution, it is important to understand the distribution of the *most significant interventions* selected and its relationship with the number of beneficiaries who participated in the intervention. As a proportion of the number of participants per intervention, the strongest performing “*most significant intervention*” reported by 67% of beneficiaries was Internships/learnerships. This was followed by EPWP/CWP (58.2%), Skills Development Programme (51%), bursary or scholarship (50%), and Financial Support to start a business (47%). The weakest relative interventions are Work Seeker Support (1%) and Second Chance Matric/ABET (35%). While 378 respondents had participated in the Work Seeker Support Intervention, the 4th highest participation among respondents, only 1% of all beneficiaries believed this was their most significant intervention in accessing the labour market (DoEL Survey 2021/22).

7.4.4 Perceived Relevance of Most Significant Programme Intervention

Beneficiaries were asked to rate the relevance of the *most significant intervention* they had identified, and as indicated in Table 16 below, beneficiaries overwhelmingly reported participation in the intervention as “relevant” or “very relevant”. This trend is highlighted in the literature as a tendency towards “*positive bias*”, where a person recalls an experience flatteringly (MATLIN, 1978).

Where respondents did not select their most significant programme intervention, a greater proportion of responses tended towards less relevant responses, namely “not relevant, limited, and fairly relevant”. Beneficiaries reported that TVET interventions (45%), Business Management and Training (42%) and Work Seeker Support (50%) as very relevant when describing their *most significant* intervention (Table 15).

Table 16: Perceived relevance of the Most Significant Intervention

	<Non-Response>	Not relevant	Limited relevance	Fairly relevant	Relevant	Very relevant
n: Bursary or Scholarship	2	6	20	57	204	139
n: Internship/Learnership	1	9	9	32	215	87
n: No Significant Interventions	10	33	17	44	125	41
n: Skills Development Programme	1	0	10	21	92	40
n: NYSP/NYRES/PYEI	1	3	8	17	84	47
n: EPWP/CWP	1	2	8	29	77	17
n: Multiple Significant Interventions	0	0	7	29	23	13
n: TVET	0	0	1	4	31	30
n: Second Chance Matric/ABET	0	2	3	4	16	6
n: Business Mgt & Entrepreneur Training	0	0	2	0	9	8
n: Financial Support to start a business	0	1	2	0	5	0
n: Work Seeker Support	0	0	0	0	1	1
%: Bursary or Scholarship	0%	1%	5%	13%	48%	32%
%: Internship/Learnership	0%	3%	3%	9%	61%	25%
%: No Significant Intervention	4%	12%	6%	16%	46%	15%
%: Skills Development Programme	1%	0%	6%	13%	56%	24%
%: NYSP/NYRES/PYEI	1%	2%	5%	11%	53%	29%
%: EPWP/CWP	1%	1%	6%	22%	57%	13%
%: Multiple Significant Interventions	0%	0%	10%	40%	32%	18%
%: TVET	0%	0%	2%	6%	47%	45%
%: Second Chance Matric/ABET	0%	6%	10%	13%	52%	19%
%: Business Mgt & Entrepreneur Training	0%	0%	11%	0%	47%	42%
%: Financial Support to start a business	0%	13%	25%	0%	63%	0%
%: Work Seeker Support	0%	0%	0%	0%	50%	50%

Source: HSRC DoEL Survey 2021/22

7.5 Work Seeking Methods and Duration

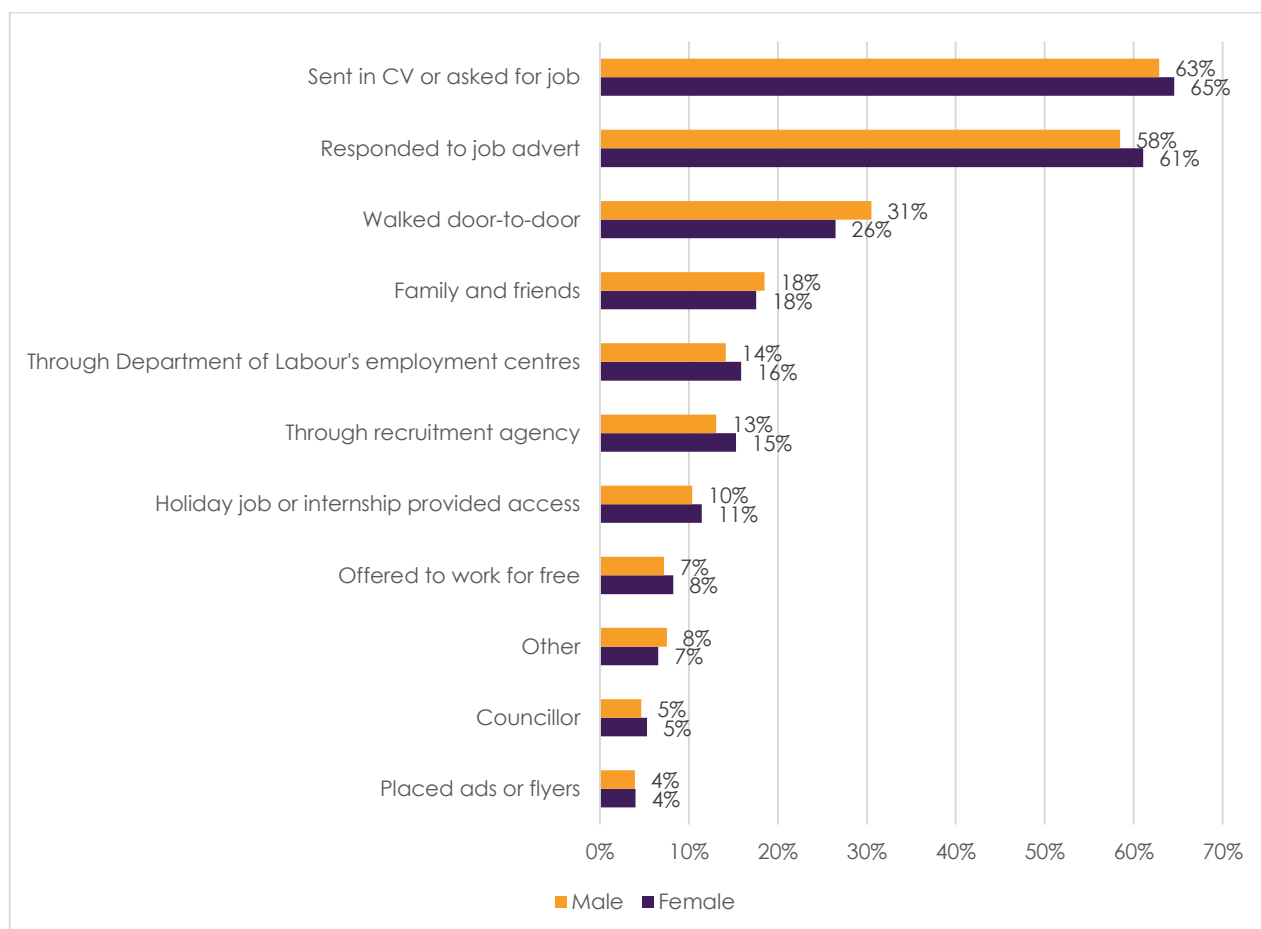
7.5.1 Job Search Approaches

This section explores the job searching methods utilised by respondents. Consistently, one finds evidence in the literature that there are different methods and intensity or effort (how much time or effort a job seeker puts into a job search) of job searching tend to yield significantly different outcomes (Wanberg, Ali & Csillag, 2020).

As indicated in Figure 46, the most popular search methods among males and females involved sending in a CV asking for a job, responding to a job advert or walking door to door. There is less preference for finding jobs via family and friends, possibly highlighting the respondents' low networking capital to draw from when looking for employment. In addition, one notes the slight disparity between males and females who walk door

to door to find. There is a greater prevalence of males (31% compared to 26%) who do so, potentially highlighting the risks females incur when walking through their respective economic centres.

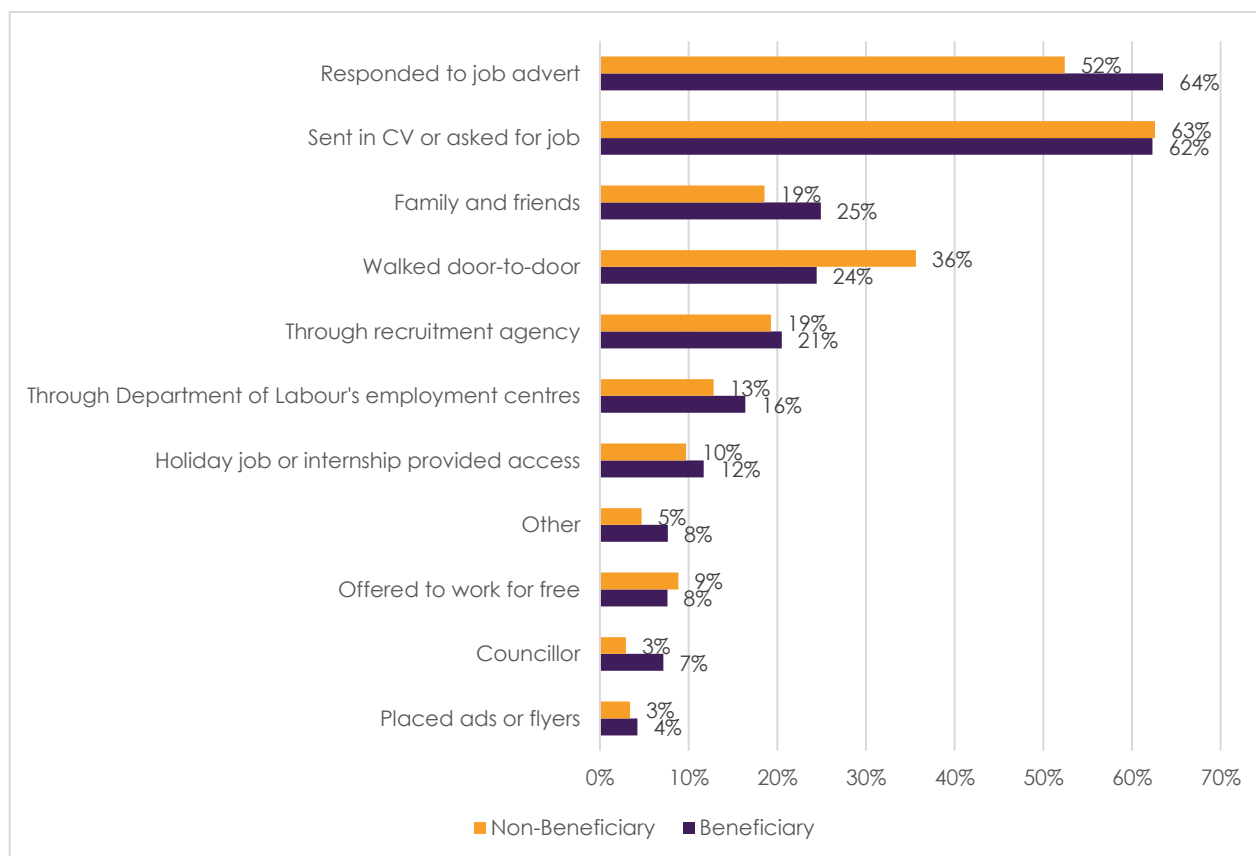
Figure 46: Job Search Methods by Gender (n = 2386)



Source: HSRC DoEL Survey 2021/22

When comparing the job search methods by Beneficiary Status, the broadest difference in job search behaviours relates to finding work by walking door to door. As reflected in Figure 47 a higher percentage of non-beneficiaries opted to walk door-to-door to find an opportunity compared to beneficiaries (36% compared to 24%). A smaller proportion of non-beneficiaries also looked for work via the recommendations of family and friends (there is a 6% difference, with 25% of beneficiaries utilising this approach). Again, the most popular methods to find work involves responding to a job advert, sending in a CV, following the recommendations of family and friends and walking door-to-door.

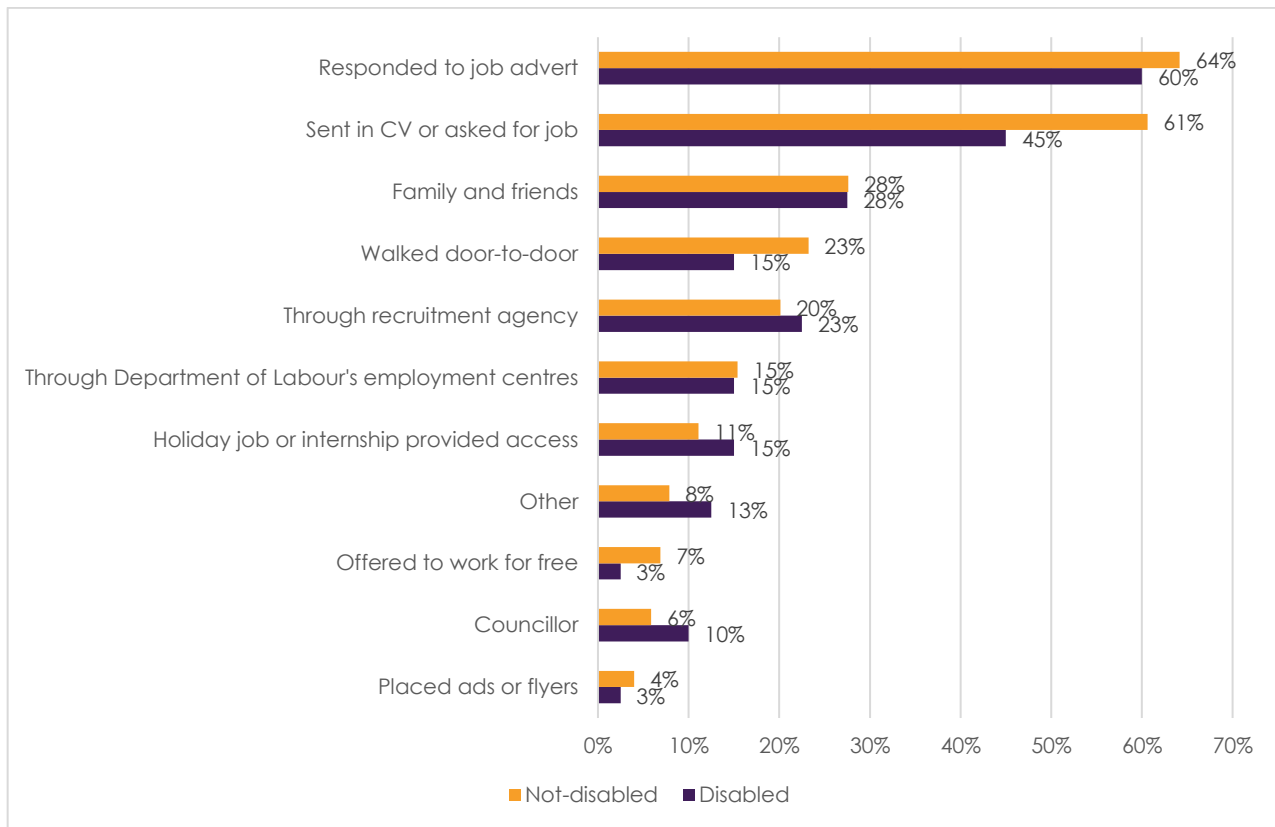
Figure 47: Search Methods by Beneficiary Status (n = 2386)



Source: HSRC DoEL Survey 2021/22

When examining how these trends might differ by disability status, we must remember that only 40 responses were collected from persons with disabilities. However, by comparing their job search methods against those without disabilities, one could identify differences in how they look for employment. To begin, there are a lower proportion of persons with disabilities (45%) than those without disabilities (61%) that look for work by sending out CVs (Figure 48). While this is the second most common approach, there is a substantial divergence from those without disabilities. Persons with disabilities also appear less likely to find work by walking door-to-door (15% compared to 23%). This trend is likely due to their mobility limitations.

Figure 48: Job Search Methods by Disability Status (n = 2386)



Source: HSRC DoEL Survey 2021/22

When analysing how the respondents have sought work, the table below compares responses among intervention beneficiaries per intervention that they have signalled as most significant in accessing the labour market. Across all of the *most significant interventions*, respondents indicated that their favoured approaches were responding to a job advert and submitting their CVs to a prospective employer (Table 17). Reliance on social networks and walking door-to-door were also commonly mentioned methods. The least reported job searching method was *placing adverts or flyers regarding the respondents' services on notice boards or in post-boxes*.

Table 17: Number of respondents who indicated using each method of finding work by most significant intervention type (n = 1707)

	Responded to job advert	Sent in CV or asked for job	Family and friends	Walked door-to-door	Through recruitment agency	Through Department of Labour's employment centres	Holiday job or internship provided access	Other	Offered to work for free	Councillor	Placed ads or flyers
n: Bursary or Scholarship	255	244	85	90	122	79	55	34	25	36	10
n: Internship/Learnership	254	259	90	72	52	49	49	17	42	18	22
n: None	132	138	68	83	58	47	25	39	7	24	4
n: Skills Development Programme	101	109	44	48	20	14	15	17	18	6	11
n: NYSP/NYRES/PYEI	128	95	51	36	32	31	21	5	17	14	8

	Responded to job advert	Sent in CV or asked for job	Family and friends	Walked door-to-door	Through recruitment agency	Through Department of Labour's employment centres	Holiday job or internship provided access	Other	Offered to work for free	Councillor	Placed ads or flyers
n: EPWP/CWP	88	85	45	40	16	26	20	3	10	17	5
n: Multiple	44	58	8	24	29	22	2	4	1	5	9
n: TVET	48	40	19	12	6	6	5	9	4	1	1
n: Second Chance Matric/ABET	14	15	9	8	9	2	1	2	1	1	0
n: Business Mgt & Entrepreneur Training	14	13	5	4	2	3	7	1	5	0	0
n: Financial Support to start a business	4	7	1	0	3	1	0	0	0	0	2
n: Work Seeker Support	2	1	0	0	1	0	0	0	0	0	0
Total (n)	1084	1064	425	417	350	280	200	131	130	122	72

Source: HSRC DoEL Survey 2021/22

In sections 7.5.1.1 to 7.5.1.10, intervention beneficiaries described the various job searching activities they had utilised, differentiated by the most significant intervention type and highest education level.

7.5.1.1 Holiday Job or Internship

In Table 18: Holiday job or internship to access to work by most significant intervention and highest education level (n = 200)

below, 200 beneficiaries indicated that they had used a holiday job or internship to gain access to work. Most beneficiaries indicated a bursary or scholarship as the most significant intervention type (n = 55), followed by an internship or learnership (n = 49). Most respondents had obtained at least Grade 12 qualification for all significant intervention types, a TVET college certificate or a university certificate or diploma.

Table 18: Holiday job or internship to access to work by most significant intervention and highest education level (n = 200)

	Matric/Grade 12	Some secondary	Technical and Vocational college certificate	University certificate or diploma	University degree/ masters/PhD	Total
n: Bursary or Scholarship	7	1	16	10	21	55
n: Internship/Learnership	21	1	11	12	4	49
n: None	7	1	4	4	9	25
n: NYSP/NYRES/PYEI	16	0	1	1	3	21
n: EPWP/CWP	10	3	4	2	1	20
n: Skills Development Programme	4	2	5	4	0	15
n: Business Mgt & Entrepreneur Training	4	0	1	2	0	7
n: TVET	1	0	3	1	0	5
n: Multiple	0	0	1	1	0	2
n: Second Chance Matric/ABET	1	0	0	0	0	1
%: Bursary or Scholarship	13%	2%	29%	18%	38%	100%

%: Internship/Learnership	43%	2%	22%	24%	8%	100%
%: None	28%	4%	16%	16%	36%	100%
%: NYSP/NYRES/PYEI	76%	0%	5%	5%	14%	100%
%: EPWP/CWP	50%	15%	20%	10%	5%	100%
%: Skills Development Programme	27%	13%	33%	27%	0%	100%
%: Business Mgt & Entrepreneur Training	57%	0%	14%	29%	0%	100%
%: TVET	20%	0%	60%	20%	0%	100%
%: Multiple	0%	0%	50%	50%	0%	100%
%: Second Chance Matric/ABET	100%	0%	0%	0%	0%	100%

Source: HSRC DoEL Survey 2021/22

7.5.1.2 Volunteer for Unpaid Work

A total of 130 respondents indicated that they had offered to take on unpaid work (Table 19: Volunteer for unpaid work by rk by most significant intervention type and highest education level (n = 130)

), with most respondents reporting accessing an internship or learnership (n = 42) or bursary or scholarship (n = 25) as the most significant intervention types. Almost half of all respondents had obtained a Grade 12 qualification (n = 63) or a higher qualification, and none having none had a lower qualification than Grade 12.

Table 19: Volunteer for unpaid work by rk by most significant intervention type and highest education level (n = 130)

	Matric/Grade 12	Some secondary	Technical and Vocational college certificate	University certificate or diploma	University degree/ masters/PhD	Total
n: Internship/Learnership	30	0	4	4	4	42
n: Bursary or Scholarship	1	0	3	4	17	25
n: Skills Development Programme	9	2	4	3	0	18
n: NYSP/NYRES/PYEI	9	0	2	2	4	17
n: EPWP/CWP	4	2	2	2	0	10
n: None	4	0	1	0	2	7
n: Business Mgt & Entrepreneur Training	3	0	0	1	1	5
n: TVET	2	0	1	1	0	4
n: Second Chance Matric/ABET	1	0	0	0	0	1
n: Multiple	0	0	0	1	0	1
%: Internship/Learnership	71%	0%	10%	10%	10%	100%
%: Bursary or Scholarship	4%	0%	12%	16%	68%	100%
%: Skills Development Programme	50%	11%	22%	17%	0%	100%
%: NYSP/NYRES/PYEI	53%	0%	12%	12%	24%	100%
%: EPWP/CWP	40%	20%	20%	20%	0%	100%
%: None	57%	0%	14%	0%	29%	100%
%: Business Mgt & Entrepreneur Training	60%	0%	0%	20%	20%	100%

%: TVET	50%	0%	25%	25%	0%	100%
%: Second Chance Matric/ABET	100%	0%	0%	0%	0%	100%
%: Multiple	0%	0%	0%	100%	0%	100%

Source: HSRC DoEL Survey 2021/22

7.5.1.3 Sending their CV or Asking for a Job

This trend is explored further in Table 20 below, with most respondents reporting an internship or learnership (n = 259) or a bursary or scholarship (n = 244) as the most significant programme intervention. Almost all beneficiaries had obtained a Grade 12 (n = 431) or higher (n = 597) qualification.

Table 20: Sending in CV or asking for a job - gave access to work by most significant intervention type and highest education level (n = 1064)

	Matric/Grade 12	Other	Some primary	Some secondary	Technical and Vocational college certificate	University certificate or diploma	University degree/ Masters /PhD	Total
n: Internship/Learnership	164	0	0	0	38	35	22	259
n: Bursary or Scholarship	32	0	0	1	34	54	123	244
n: None	37	0	0	8	32	26	35	138
n: Skills Development Programme	69	0	0	2	17	19	2	109
n: NYSP/NYRES/PYEI	42	0	0	1	14	17	21	95
n: EPWP/CWP	43	0	0	16	10	12	4	85
n: Multiple	12	0	0	1	8	21	16	58
n: TVET	8	1	0	1	24	6	0	40
n: Second Chance Matric/ABET	10	0	1	3	1	0	0	15
n: Business Mgt & Entrepreneur Training	8	0	0	1	2	2	0	13
n: Financial Support to start a business	5	0	0	0	2	0	0	7
n: Work Seeker Support	1	0	0	0	0	0	0	1
%: Internship/Learnership	63%	0%	0%	0%	15%	14%	8%	100%
%: Bursary or Scholarship	13%	0%	0%	0%	14%	22%	50%	100%
%: None	27%	0%	0%	6%	23%	19%	25%	100%
%: Skills Development Programme	63%	0%	0%	2%	16%	17%	2%	100%
%: NYSP/NYRES/PYEI	44%	0%	0%	1%	15%	18%	22%	100%
%: EPWP/CWP	51%	0%	0%	19%	12%	14%	5%	100%
%: Multiple	21%	0%	0%	2%	14%	36%	28%	100%
%: TVET	20%	3%	0%	3%	60%	15%	0%	100%
%: Second Chance Matric/ABET	67%	0%	7%	20%	7%	0%	0%	100%
%: Business Mgt & Entrepreneur Training	62%	0%	0%	8%	15%	15%	0%	100%
%: Financial Support to start a business	71%	0%	0%	0%	29%	0%	0%	100%

%: Work Seeker Support	100%	0%	0%	0%	0%	0%	0%	100%
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Source: HSRC DoEL Survey 2021/22

7.5.1.4 Responding to a Job Advert

As seen in Table 21, the most indicated means of finding work was by *responding to a job advert* (n = 1084). Most beneficiaries using this method reported a bursary or scholarship (n = 255) or an internship or learnership (n = 254) as the most significant programme intervention. Almost half of the respondents had a Grade 12 qualification (n = 449), while the majority had a tertiary qualification (n = 605).

Table 21: Responding to a Job advert gave access to work by most significant intervention type and highest education level

	Matric/ Grade 12	Other	Some primary	Some secondary	Technical and Vocational college certificate	University certificate or diploma	University degree/ masters/ PhD	Total
n: Bursary or Scholarship	25	0	0	1	41	68	120	255
n: Internship/Learnership	155	0	1	2	33	38	25	254
n: None	44	0	0	3	22	22	41	132
n: NYSP/NYRES/PYEI	65	0	0	2	15	22	24	128
n: Skills Development Programme	70	0	0	4	17	7	3	101
n: EPWP/CWP	52	0	0	13	15	6	2	88
n: TVET	5	1	0	1	34	6	1	48
n: Multiple	7	0	0		8	18	11	44
n: Second Chance Matric/ABET	11	0	0	1	1	0	1	14
n: Business Mgt & Entrepreneur Training	10	0	0	1	2	1	0	14
n: Financial Support to start a business	4	0	0	0	0	0	0	4
n: Work Seeker Support	1	0	0	0	1	0	0	2
%: Bursary or Scholarship	10%	0%	0%	0%	16%	27%	47%	100%
%: Internship/Learnership	61%	0%	0%	1%	13%	15%	10%	100%
%: None	33%	0%	0%	2%	17%	17%	31%	100%
%: NYSP/NYRES/PYEI	51%	0%	0%	2%	12%	17%	19%	100%
%: Skills Development Programme	69%	0%	0%	4%	17%	7%	3%	100%
%: EPWP/CWP	59%	0%	0%	15%	17%	7%	2%	100%
%: TVET	10%	2%	0%	2%	71%	13%	2%	100%
%: Multiple	16%	0%	0%	0%	18%	41%	25%	100%
%: Second Chance Matric/ABET	79%	0%	0%	7%	7%	0%	7%	100%
%: Business Mgt & Entrepreneur Training	71%	0%	0%	7%	14%	7%	0%	100%
%: Financial Support to start a business	100%	0%	0%	0%	0%	0%	0%	100%
%: Work Seeker Support	50%	0%	0%	0%	50%	0%	0%	100%

Source: HSRC DoEL Survey 2021/22

7.5.1.5 Door-to-Door Job searching

In Table 22 below, 417 respondents reported using *door-to-door job searching*, with most having indicated bursary or scholarship (n = 90) as the most significant intervention type, followed by those who did not report any interventions as significant to job searching (n = 83). Most beneficiaries had a Grade 12 or higher qualification.

Table 22: Number and percentage of participants who reported that walking door-to-door asking for work gave access to work by most significant intervention type and highest education level (n = 417)

	Matric/Grade 12	Other	Some secondary	Technical and Vocational college certificate	University certificate or diploma	University degree/ Masters/ PhD	Total
n: Bursary or Scholarship	8	0	0	18	29	35	90
n: None	23	0	6	20	16	18	83
n: Internship/Learnership	25	0	2	25	16	4	72
n: Skills Development Programme	23	0	3	14	5	3	48
n: EPWP/CWP	17	0	7	13	3	0	40
n: NYSP/NYRES/PYEI	21	0	0	7	5	3	36
n: Multiple	4	0	1	7	7	5	24
n: TVET	1	1	0	8	2	0	12
n: Second Chance Matric/ABET	7	0	1	0	0	0	8
n: Business Mgt & Entrepreneur Training	3	0	1	0	0	0	4
%: Bursary or Scholarship	9%	0%	0%	20%	32%	39%	100%
%: None	28%	0%	7%	24%	19%	22%	100%
%: Internship/Learnership	35%	0%	3%	35%	22%	6%	100%
%: Skills Development Programme	48%	0%	6%	29%	10%	6%	100%
%: EPWP/CWP	43%	0%	18%	33%	8%	0%	100%
%: NYSP/NYRES/PYEI	58%	0%	0%	19%	14%	8%	100%
%: Multiple	17%	0%	4%	29%	29%	21%	100%
%: TVET	8%	8%	0%	67%	17%	0%	100%
%: Second Chance Matric/ABET	88%	0%	13%	0%	0%	0%	100%
%: Business Mgt & Entrepreneur Training	75%	0%	25%	0%	0%	0%	100%

Source: HSRC DoEL Survey 2021/22

7.5.1.6 Department of Labour's Employment Centres

In Table 23 below shows the number of beneficiaries who reported gaining access to work *through the Department of Labour's Employment Centres*. Most beneficiaries had listed bursary or scholarship (n = 79) or internship or learnership (n = 49) as their most significant intervention. It is also noteworthy that many respondents who indicated this method of finding work had obtained university degrees (n = 138).

Table 23: Department of Labour Employment Centres by most significant intervention type and highest education level (n = 280)

	Matric/Grade 12	Some secondary	Technical and Vocational college certificate	University certificate or diploma	University degree/ Masters/ PhD	Total
n: Bursary or Scholarship	7	1	10	17	44	79
n: Internship/Learnership	22	1	9	9	8	49
n: None	7	3	12	12	13	47
n: NYSP/NYRES/PYEI	17	0	4	6	4	31
n: EPWP/CWP	12	4	4	4	2	26
n: Multiple	2	0	4	9	7	22
n: Skills Development Programme	6	0	6	1	1	14
n: TVET	0	0	5	1	0	6
n: Business Mgt & Entrepreneur Training	3	0	0	0	0	3
n: Second Chance Matric/ABET	2	0	0	0	0	2
n: Financial Support to start a business	0	0	1	0	0	1
%: Bursary or Scholarship	9%	1%	13%	22%	56%	100%
%: Internship/Learnership	45%	2%	18%	18%	16%	100%
%: None	15%	6%	26%	26%	28%	100%
%: NYSP/NYRES/PYEI	55%	0%	13%	19%	13%	100%
%: EPWP/CWP	46%	15%	15%	15%	8%	100%
%: Multiple	9%	0%	18%	41%	32%	100%
%: Skills Development Programme	43%	0%	43%	7%	7%	100%
%: TVET	0%	0%	83%	17%	0%	100%
%: Business Mgt & Entrepreneur Training	100%	0%	0%	0%	0%	100%
%: Second Chance Matric/ABET	100%	0%	0%	0%	0%	100%
%: Financial Support to start a business	0%	0%	100%	0%	0%	100%

Source: HSRC DoEL Survey 2021/22

7.5.1.7 Recruitment Agencies

A substantial number of respondents indicated that they accessed job opportunities gained through a recruitment agency. As shown in Table 24, a substantial portion of beneficiaries indicated a bursary or scholarship as their most significant intervention (n = 122). Interestingly a high number of respondents had achieved a university degree (n = 190)

Table 24: Number and percentage of participants who reported that access to work was gained through a recruitment agency by most significant intervention type and highest education level (n = 350)

	Matric/Grade 12	Other	Some primary	Some secondary	Technical and Vocational college certificate	University certificate or diploma	University degree/ Masters/ PhD	Total
n: Bursary or Scholarship	17	0	0	0	10	25	70	122
n: None	14	0	0	3	9	15	17	58
n: Internship/Learnership	20	0	0	1	13	12	6	52
n: NYSP/NYRES/PYEI	14	0	0	0	5	5	8	32
n: Multiple	4	0	0	0	5	9	11	29
n: Skills Development Programme	9	0	0	1	4	5	1	20
n: EPWP/CWP	4	0	0	4	4	2	2	16
n: Second Chance Matric/ABET	5	0	1	2	1	0	0	9
n: TVET	1	1	0	0	4	0	0	6
n: Financial Support to start a business	1	0	0	0	1	1	0	3
n: Business Mgt & Entrepreneur Training	1	0	0	0	0	0	1	2
n: Work Seeker Support	0	0	0	0	1	0	0	1
%: Bursary or Scholarship	14%	0%	0%	0%	8%	20%	57%	100%
%: None	24%	0%	0%	5%	16%	26%	29%	100%
%: Internship/Learnership	38%	0%	0%	2%	25%	23%	12%	100%
%: NYSP/NYRES/PYEI	44%	0%	0%	0%	16%	16%	25%	100%
%: Multiple	14%	0%	0%	0%	17%	31%	38%	100%
%: Skills Development Programme	45%	0%	0%	5%	20%	25%	5%	100%
%: EPWP/CWP	25%	0%	0%	25%	25%	13%	13%	100%
%: Second Chance Matric/ABET	56%	0%	11%	22%	11%	0%	0%	100%
%: TVET	17%	17%	0%	0%	67%	0%	0%	100%
%: Financial Support to start a business	33%	0%	0%	0%	33%	33%	0%	100%
%: Business Mgt & Entrepreneur Training	50%	0%	0%	0%	0%	0%	50%	100%
%: Work Seeker Support	0%	0%	0%	0%	100%	0%	0%	100%

Source: HSRC DoEL Survey 2021/22

7.5.1.8 Social Networks - Family and Friend as sources of information

As illustrated in Table 25, 425 respondents indicated that access to work was obtained by *family and friends sharing job information*. Many beneficiaries indicated that internships or learnerships (n = 90) and bursaries or scholarships (n = 85) are their most significant programme interventions. A substantial portion of individuals had a Grade 12 qualification as their highest level of education.

Table 25: Social Networks - Family and friends sharing jobs by most significant intervention type and highest education level (n = 425)

	Matric/Grade 12	Some primary	Some secondary	Technical and Vocational college certificate	University certificate or diploma	University degree/masters/PhD	Total
n: Internship/Learnership	54	1	1	13	16	5	90
n: Bursary or Scholarship	9	0	0	17	19	40	85
n: None	22	0	7	16	11	12	68
n: NYSP/NYRES/PYEI	27	0	1	3	10	10	51
n: EPWP/CWP	31	0	7	5	1	1	45
n: Skills Development Programme	28	0	7	4	2	3	44
n: TVET	4	0	1	12	2	0	19
n: Second Chance Matric/ABET	5	0	2	0	1	1	9
n: Multiple	0	0	0	3	3	2	8
n: Business Mgt & Entrepreneur Training	3	0	1	1	0	0	5
n: Financial Support to start a business	1	0	0	0	0	0	1
%: Internship/Learnership	60%	1%	1%	14%	18%	6%	100%
%: Bursary or Scholarship	11%	0%	0%	20%	22%	47%	100%
%: None	32%	0%	10%	24%	16%	18%	100%
%: NYSP/NYRES/PYEI	53%	0%	2%	6%	20%	20%	100%
%: EPWP/CWP	69%	0%	16%	11%	2%	2%	100%
%: Skills Development Programme	64%	0%	16%	9%	5%	7%	100%
%: TVET	21%	0%	5%	63%	11%	0%	100%
%: Second Chance Matric/ABET	56%	0%	22%	0%	11%	11%	100%
%: Multiple	0%	0%	0%	38%	38%	25%	100%
%: Business Mgt & Entrepreneur Training	60%	0%	20%	20%	0%	0%	100%
%: Financial Support to start a business	100%	0%	0%	0%	0%	0%	100%

Source: HSRC DoEL Survey 2021/22

7.5.1.9 Councillor providing information on Job opportunities

A few beneficiaries reported gaining access to employment through a councillor sharing jobs, as shown in Table 26 below. Of these respondents, most indicated that the most significant intervention was receiving a bursary or scholarship (n = 36), followed by those who indicated that none of the learning interventions was significant (n = 24). There were large numbers of individuals who achieved a Grade 12 qualification as well as those that received a university degree.

Table 26: Councillor sharing job information by most significant intervention type and highest education level

	Matric/Grade 12	Some secondary	Technical and Vocational college certificate	University certificate or diploma	University degree/master s/PhD	Total
n: Bursary or Scholarship	2	0	8	8	18	36
n: None	9	8	4	3	0	24
n: Internship/Learnership	7	1	4	4	2	18
n: EPWP/CWP	8	6	1	1	1	17
n: NYSP/NYRES/PYEI	13	0	0	0	1	14
n: Skills Development Programme	1	4	1	0	0	6
n: Multiple	0	0	3	1	1	5
n: TVET	0	0	1	0	0	1
n: Second Chance Matric/ABET	1	0	0	0	0	1
%: Bursary or Scholarship	6%	0%	22%	22%	50%	100%
%: None	38%	33%	17%	13%	0%	100%
%: Internship/Learnership	39%	6%	22%	22%	11%	100%
%: EPWP/CWP	47%	35%	6%	6%	6%	100%
%: NYSP/NYRES/PYEI	93%	0%	0%	0%	7%	100%
%: Skills Development Programme	17%	67%	17%	0%	0%	100%
%: Multiple	0%	0%	60%	20%	20%	100%
%: TVET	0%	0%	100%	0%	0%	100%
%: Second Chance Matric/ABET	100%	0%	0%	0%	0%	100%

Source: HSRC DoEL Survey 2021/22

7.5.1.10 Other Approaches to Job Searching

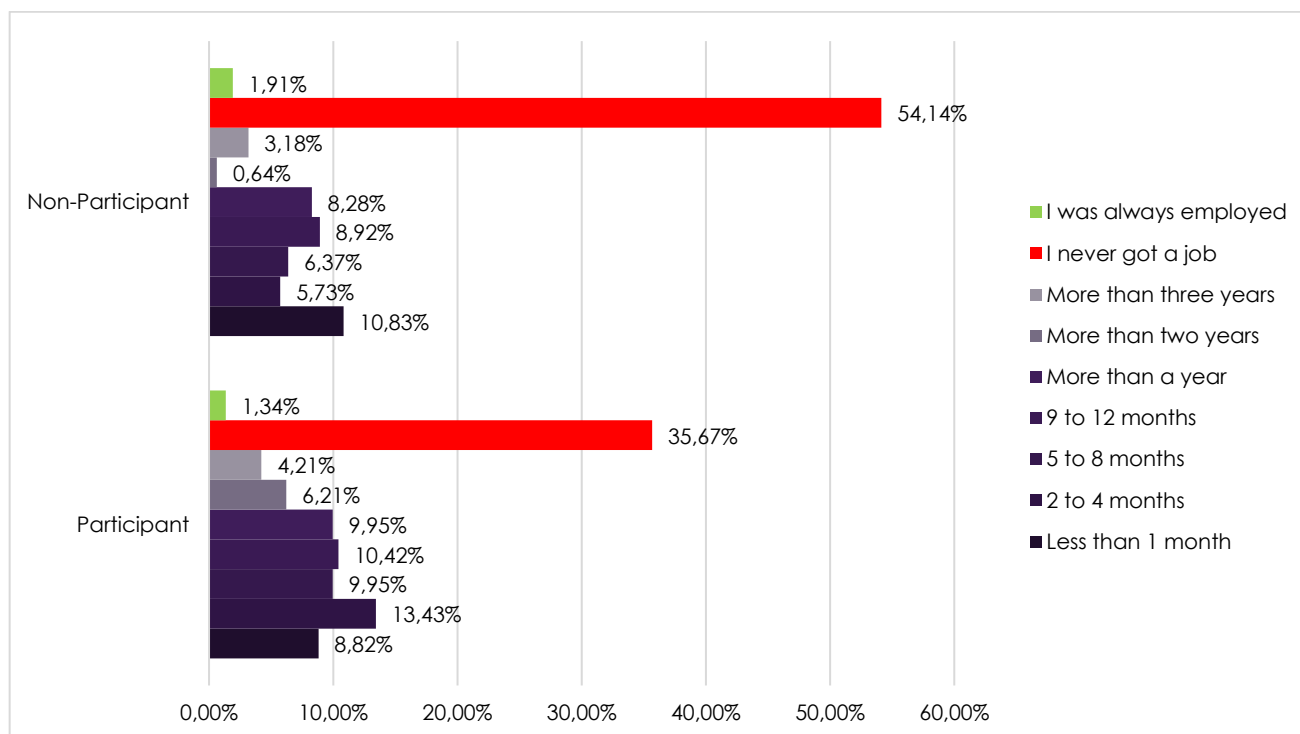
Several beneficiaries (n=131) reported identifying jobs through other means, including surfing the internet and specifying platforms such as SA Youth, Harambee, and the Moyo Messenger app (a datafree app that provides a similar service to WhatsApp). Social media platforms Facebook and WhatsApp are featured frequently as well. Their responses suggest that identifying job opportunities online has become the norm, and facilitating this, such as reducing data costs, could be instrumental. Interestingly, various networking approaches, such as registration on a database (college or government), reportedly facilitated recruitment and employment.

7.5.2 Job Search Duration

In analysing how long it had taken beneficiaries to find employment, we examined the relationship between the respondents' most significant programme intervention that they participated in and the number of months it took them to secure employment. **Error! Reference source not found.** also compares the different interventions and the time it took those employed participants to find work.

The relationship between beneficiaries' participation in an intervention () and the length of time taken to find employment reveals that 43% of the study participants found work within 12 months, while 20% reported finding work within the first year. However, by beneficiary status, it is evident that over a third (36%) of beneficiaries and over half (54%) of non-beneficiaries reported never having found a job.

Figure 49: Number of months taken to find work by Beneficiary status



Source: HSRC DoEL Survey 2021/22

When one compares the duration of job searching in relation to the most significant intervention the programme, the following trends emerged (Table 27) .

Table 27: Number of Months to find Work per Most Significant Programme (n = 1497)

n	Bursary or Scholarship	Internship/ Learnership	None	Skills Development Programme	NYSP/ NYRES/ PYE	EPWP/ CWP	Multiple	TVET	Second Chance Matric/ABET	Business Mgt & Entrepreneur Training	Financial Support to start a business	Work Seeker Support	Grand Total
Less than 1 month	15	44	11	23	17	5	3	8	3	2	0	1	132
2 to 4 months	37	44	25	43	19	8	8	12	1	4	0	0	201
5 to 8 months	35	25	22	21	19	6	8	7	3	1	1	1	149
9 to 12 months	49	34	23	10	10	15	6	4	4	0	1	0	156
More than a year	50	42	14	4	12	9	7	5	4	1	1	0	149
More than two years	39	14	6	1	10	3	10	6	3	1	0	0	93
More than three years	20	21	5	4	1	2	3	3	3	0	1	0	63
I never got a job	179	128	52	54	44	23	20	14	10	8	2	0	534
I was always employed	4	1	6	0	2	1	1	1	0	2	2	0	20
Total	428	353	164	160	134	72	66	60	31	19	8	2	1497
%													
Less than 1 month	4%	12%	7%	14%	13%	7%	5%	13%	10%	11%	0%	50%	9%
2 to 4 months	9%	12%	15%	27%	14%	11%	12%	20%	3%	21%	0%	0%	13%
5 to 8 months	8%	7%	13%	13%	14%	8%	12%	12%	10%	5%	13%	50%	10%
9 to 12 months	11%	10%	14%	6%	7%	21%	9%	7%	13%	0%	13%	0%	10%
More than a year	12%	12%	9%	3%	9%	13%	11%	8%	13%	5%	13%	0%	10%
More than two years	9%	4%	4%	1%	7%	4%	15%	10%	10%	5%	0%	0%	6%
More than three years	5%	6%	3%	3%	1%	3%	5%	5%	10%	0%	13%	0%	4%
Less than 1 Year	32%	42%	49%	61%	49%	47%	38%	52%	35%	37%	25%	100%	43%
More than 1 Year	25%	22%	15%	6%	17%	19%	30%	23%	32%	11%	25%	0%	20%
I never got a job	42%	36%	32%	34%	33%	32%	30%	23%	32%	42%	25%	0%	36%
I was always employed	1%	0%	4%	0%	1%	1%	2%	2%	0%	11%	25%	0%	1%

Source: HSRC DoEL Survey 2021/22

It is evident from the above table that study participants who claimed it took them longer than a year to find employment were more likely to have participated in the second chance matric program (32%). Notably, and partly as anticipated, a significant portion of people who had completed multiple programs reported that it had taken them over a year to find a job (30%).

7.6 Youth Aspirations for a Decent Job

Focus group participants were asked to describe what constitutes a decent job. There was much variability in terms of the job characteristics suggested by the participants. As reflected in Figure 50 respondents referred to a good/decent job as a paying job, a job where one's rights are not violated, characterized by a healthy working environment and good relations with colleagues, opportunities for career progression, and a stable

income. In fact, the focus group respondents mentioned income, job stability, and good working conditions were the main job characteristics they valued. Other job attributes are captured in the figure below.

Figure 50: Attributes of a decent job



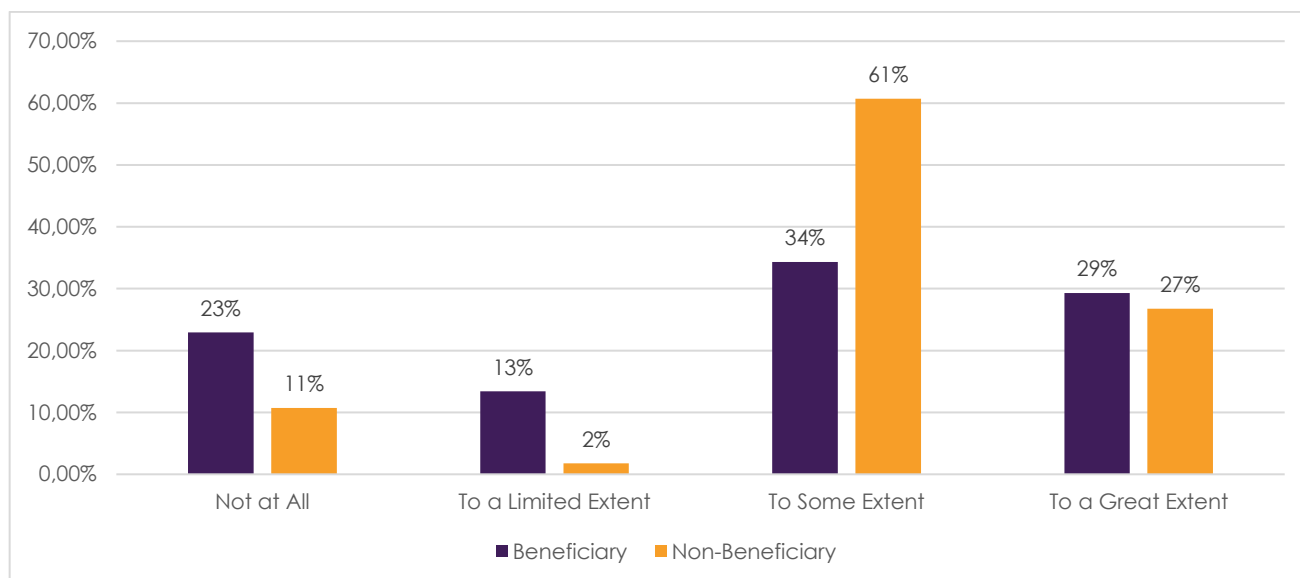
Source: Focus group interviews

7.7 Perceived Benefits of Exposure to Labour Market Interventions

7.7.1 Beneficiary career expectations

Employed respondents both beneficiaries and non-beneficiaries perceptions on career expectations being met was probed and surprisingly fewer beneficiaries (63%) reported not having their expectations met compared to non-beneficiaries (88%)(Figure 51). When comparing these trends by gender, there was no significant difference.

Figure 51: Career Expectations by Beneficiary Status (n = 653)



Source: HSRC DoEL Survey 2021/22

As some beneficiaries had participated in more than one programme intervention, the study probed which was their most significant programme intervention in relation to meeting their career expectations. Just over half of bursary beneficiaries (54%), internships and learnership beneficiaries (55%) and EPWP/CWP beneficiaries (52%) who reported their career expectations being met to some or to a great extent. This was markedly higher positive response for beneficiaries of skills development interventions and TVET's with over 70% and 62% respectively reporting expectations having been met. In contrast Second Chance Matric (16%). Business Management and Training (8%) and and

While beneficiaries had earlier indicated that these interventions had generally met their expectations, there is a marked difference when asked if their career expectations were met (Table 27). For interventions such as NYSP/ NYRES/ PYEI, Second Chance Matric/ ABET, Business Management & Entrepreneur Training and Financial Support to start a business, there was a high non-response rate for Entrepreneurship Training and Support (75%) followed by Financial Support for businesses (86%) followed by NYSP/ NYRES/ PYEI (31%) and Second Chance Matric/ ABET (33%). Interventions such as Bursaries or Scholarships, Internships/ Learnerships, Skills Development Programmes, EPWP/ CWP and TVET, appeared to have met beneficiary expectations with more than 50% indicating that the intervention met their career expectations to some or a great extent.

Table 28: Career Expectations Met by Most Significant Programme (n = 825)

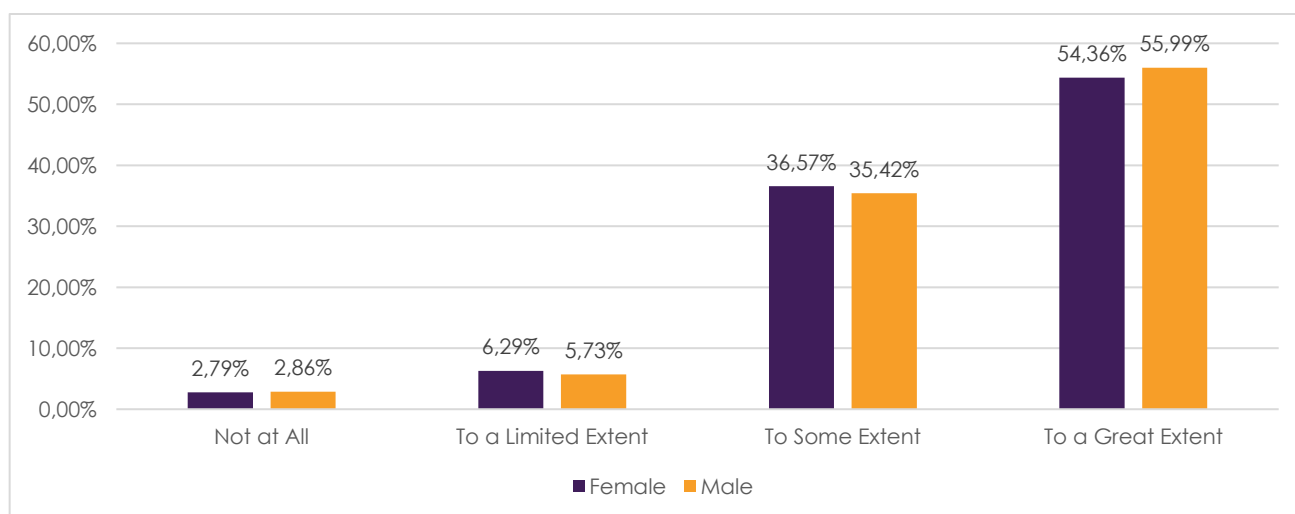
	<Non-Response>	Not at All	To a Limited Extent	To Some Extent	To a Great Extent	Grand Total
?: Bursary or Scholarship	25.52%	14.58%	6.25%	31.25%	22.40%	100.00%
?: Internship/Learnership	13.21%	22.64%	9.43%	22.01%	32.70%	100.00%
?: No Significant Interventions	76.42%	6.60%	4.72%	6.60%	5.66%	100.00%
?: Skills Development Programme	9.09%	12.12%	8.08%	31.31%	39.39%	100.00%
?: NYSP/NYRES/PYEI	31.18%	23.66%	11.83%	23.66%	9.68%	100.00%
?: EPWP/CWP	13.04%	18.84%	15.94%	31.88%	20.29%	100.00%
?: Multiple Significant Interventions	13.51%	32.43%	18.92%	24.32%	10.81%	100.00%
?: TVET	13.51%	5.41%	18.92%	45.95%	16.22%	100.00%
?: Second Chance Matric/ABET	33.33%	25.00%	25.00%	8.33%	8.33%	100.00%
?: Business Mgt & Entrepreneur Training	75.00%	16.67%	0.00%	8.33%	0.00%	100.00%
?: Financial Support to start a business	87.50%	0.00%	12.50%	0.00%	0.00%	100.00%
?: Work Seeker Support	0.00%	0.00%	0.00%	0.00%	100.00%	100.00%

Source: HSRC DoEL Survey 2021/22

7.7.2 The realisation of expectations arising from exposure to labour market-enhancing Interventions

Across all interventions, beneficiaries were asked whether their most significant programme intervention met their expectations generally. For both male and female beneficiaries, similar proportions believed their expectations of the intervention were met with 91% of male and female beneficiaries reporting that their expectations were met to some (36%) or a great (55%) extent.

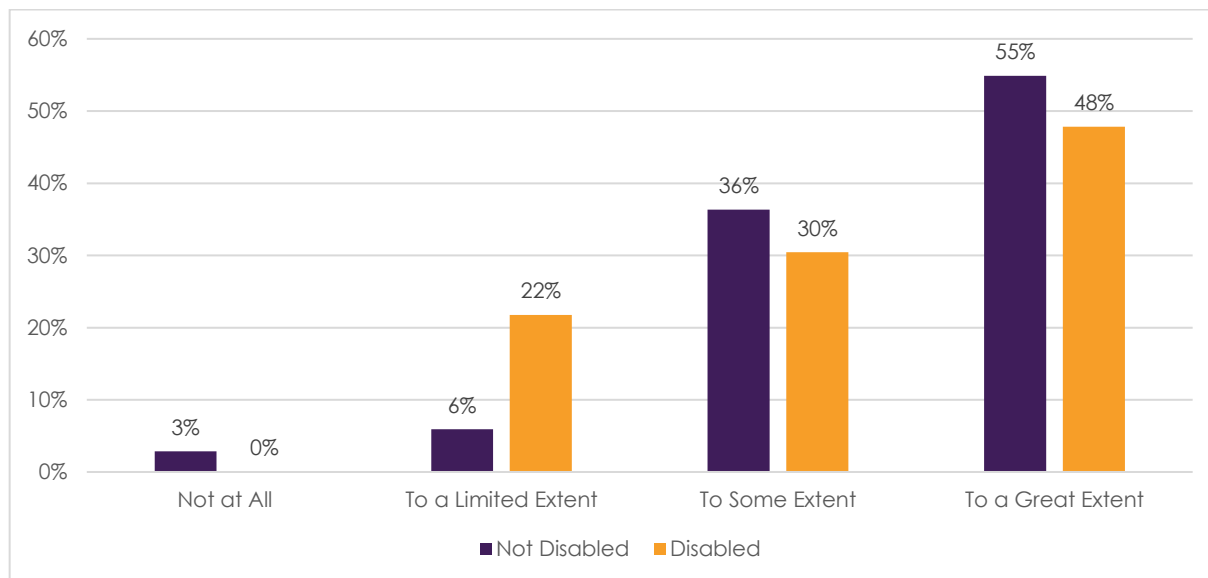
Figure 52: Intervention Expectations Met by Gender (n = 1497)



Source: HSRC DoEL Survey 2021/22

When comparing the views of beneficiaries with disabilities compared to beneficiaries without disabilities, it is clear that there is a significantly lower positive response from beneficiaries with disabilities with approximately a fifth (22%) reporting that their expectations were met to a limited extent, compared to the 6% of beneficiaries without disabilities (Figure 53). However, the very small sample size cannot be reasonably considered representative of beneficiaries with disabilities.

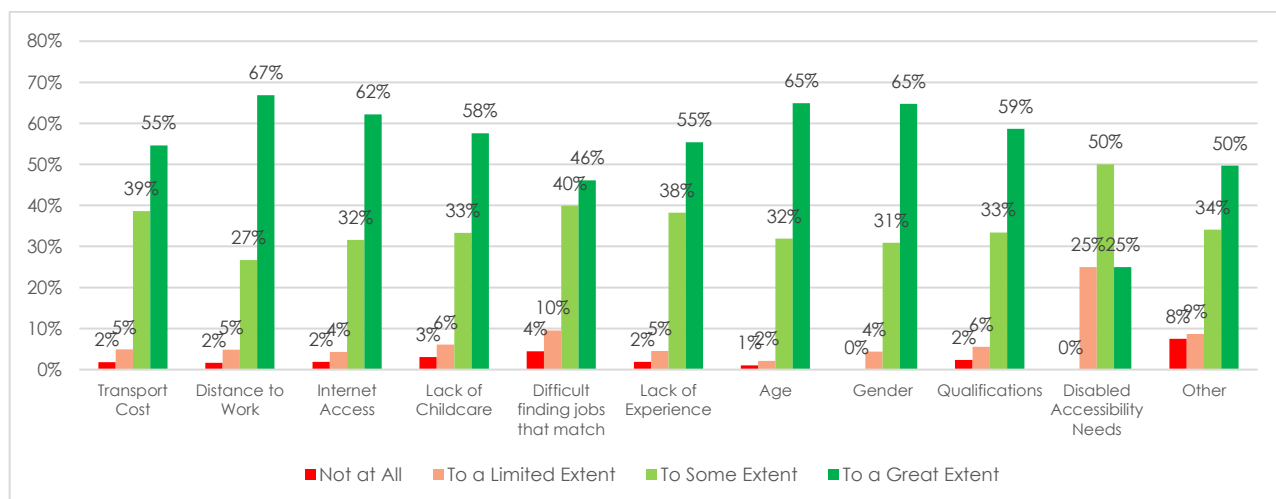
Figure 53: Expectations Met by Disability Status (n = 1497)



Source: HSRC DoEL Survey 2021/22

In order to understand factors which contributed to expectations not being met the study probed what challenges they had experienced with securing employment. Figure 54 below graph analyses the challenges they experienced with seeking work. These factors which respondents indicated impacted their ability to find a job to a great extent included transport costs, distance to workplace, lack of internet access, inability to find jobs matching their skills, lack of experience or appropriate qualifications, disability access, age and gender.

Figure 54: Challenges finding Work (n = 1497)



Source: HSRC DoEL Survey 2021/22

Among those who were beneficiaries of a bursary or scholarship, 95% indicated the intervention met their expectations to some or a great extent. Similar trends persist across all interventions.

Table 29: Most Significant Programme by Expectations Met by Type of Intervention (n = 1707)

	<Non-Response>	Not at All	To a Limited Extent	To Some Extent	To a Great Extent	Grand Total
n: Bursary or Scholarship		8	15	135	270	428
n: Internship/Learnership		5	20	120	208	353
n: No Significant Interventions	210	14	9	21	16	270
n: Skills Development Programme		2	9	70	83	164
n: NYSP/NYRES/PYEI		1	9	57	93	160
n: EPWP/CWP		4	11	78	41	134
n: Multiple Significant Interventions		1	11	24	36	72
n: TVET		2	5	19	40	66
n: Second Chance Matric/ABET		4	3	9	15	31
n: Total	210	41	92	533	802	1678
%: Bursary or Scholarship	0.00%	1.87%	3.50%	31.54%	63.08%	100.00%
%: Internship/Learnership	0.00%	1.42%	5.67%	33.99%	58.92%	100.00%
%: No Significant Interventions	77.78%	5.19%	3.33%	7.78%	5.93%	100.00%
%: Skills Development Programme	0.00%	1.22%	5.49%	42.68%	50.61%	100.00%
%: NYSP/NYRES/PYEI	0.00%	0.63%	5.63%	35.63%	58.13%	100.00%
%: EPWP/CWP	0.00%	2.99%	8.21%	58.21%	30.60%	100.00%
%: Multiple Significant Interventions	0.00%	1.39%	15.28%	33.33%	50.00%	100.00%
%: TVET	0.00%	3.03%	7.58%	28.79%	60.61%	100.00%
%: Second Chance Matric/ABET	0.00%	12.90%	9.68%	29.03%	48.39%	100.00%

Source: HSRC DoEL Survey 2021/22

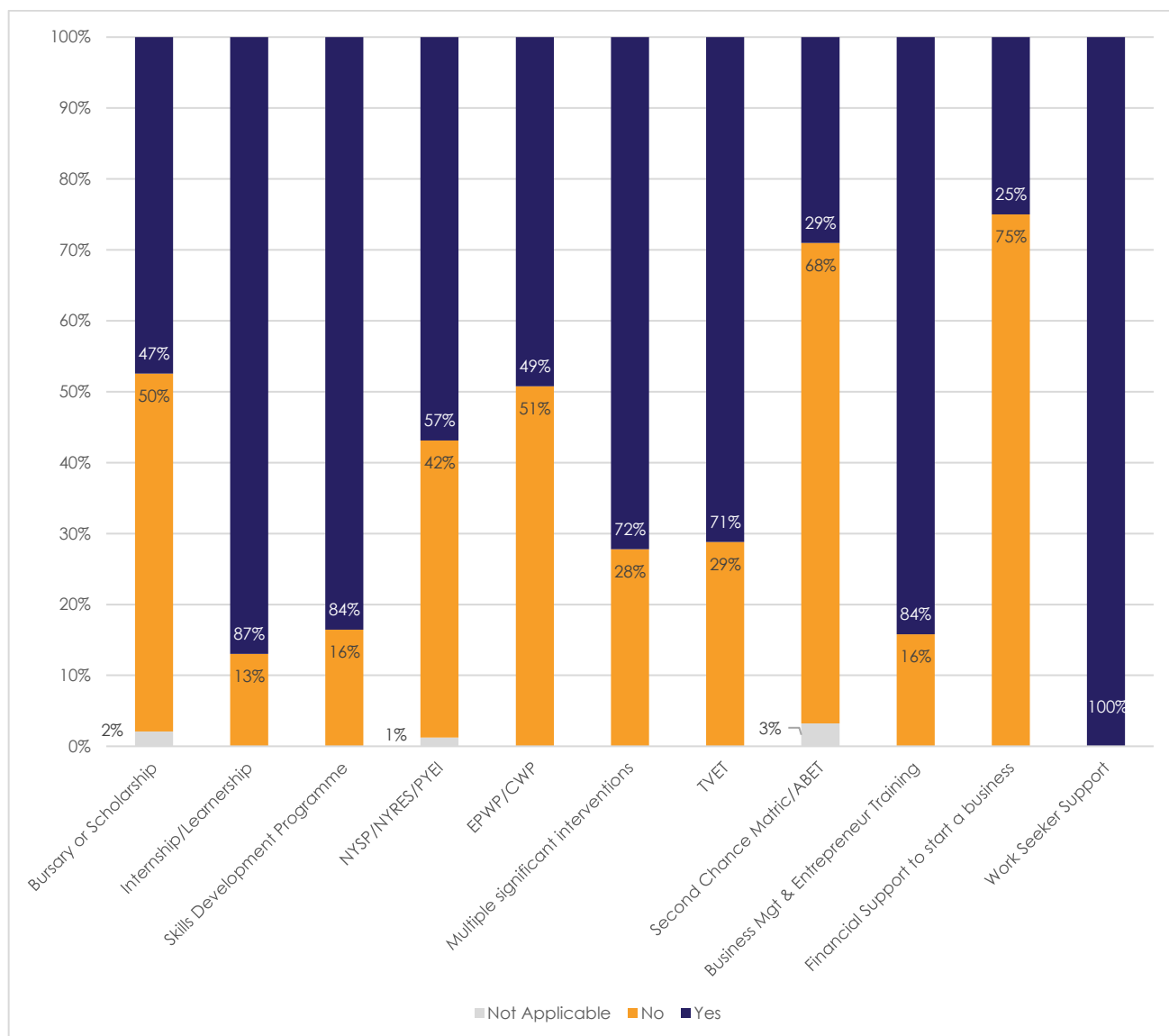
Focus group participants also highlighted the benefits they received from their participation in the youth labour market interventions. These responses included the ability to impact others whilst on the learning intervention; gaining experience and skills; learning to be independent; obtaining qualifications, and receiving income.

Most beneficiaries expected to gain work experience when enrolled in these interventions. However, they also stated that they received what they expected.

7.7.3 Exposure to additional Training and Skills Development by Intervention

The below figure indicates to what extent beneficiaries of interventions experienced training and skills development when participating in their most significant intervention. All beneficiaries who believed the Work Seeker Support intervention was their most significant intervention to access the labour market also believed they received Skills Development and Training. However, larger proportions of beneficiaries indicated that they received no skills development or training in the following interventions – Financial Support to Start a Business (75% - no skills development or training), Second Chance Matric / ABET (68%), EPWP/CWP (51%) and Bursary or Scholarship (50%).

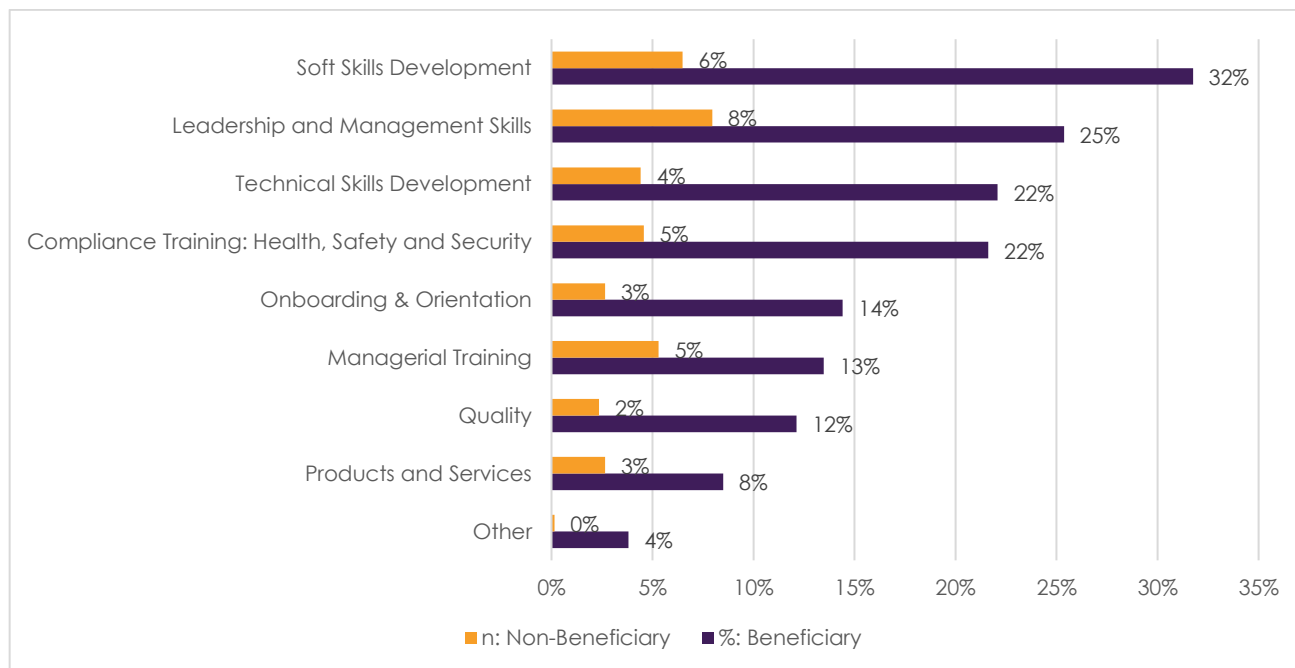
Figure 55: Interventions that exposed beneficiaries to training and skills development (n = 1437)



Source: HSRC DoEL Survey 2021/22

When further comparing the types of skills beneficiaries and non-beneficiaries have had exposure to, it is evident that beneficiaries have been exposed to valuable Skills and Development training to a far greater extent than non-beneficiaries. For instance, 32% of beneficiaries across all intervention types have received soft skills development training compared to 6% of non-beneficiaries. The other common skills that were gained among beneficiaries include leadership and management skills (25%), technical skills (22%) and compliance training in health, safety and security (22%) (See Figure 56, **Error! Reference source not found.**). With non-beneficiaries reporting that they have, to a degree, attained these skills outside of a formal public or private intervention, it may indicate that non-beneficiaries are gaining some support on an informal and limited basis.

Figure 56: Exposure to Skills and Development Training Types by Beneficiary Status (n = 2386)

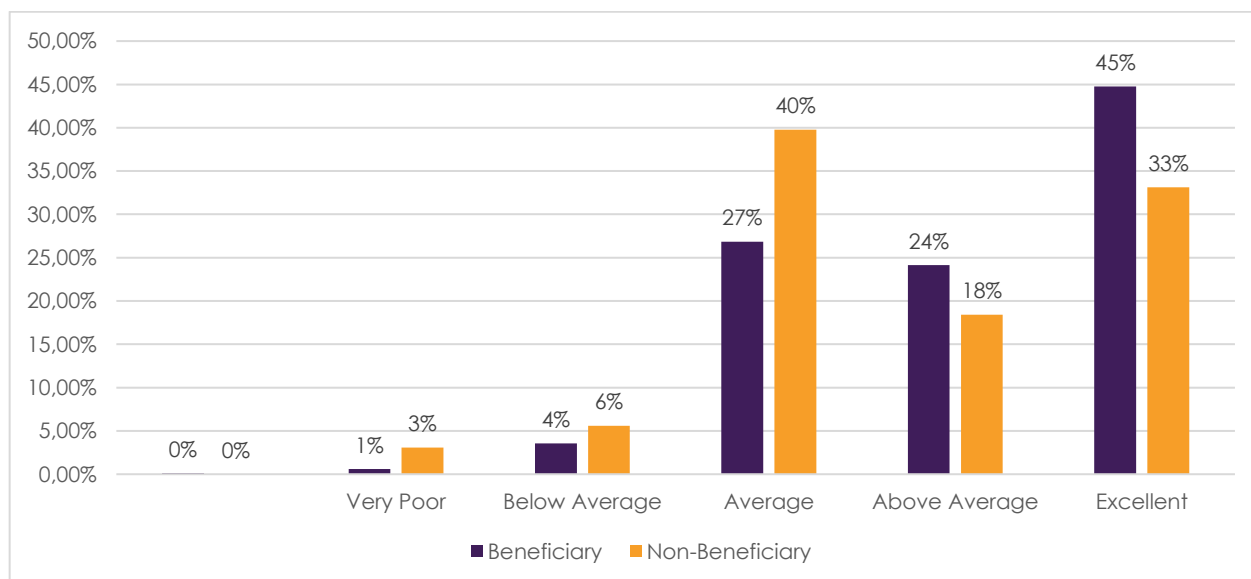


Source: HSRC DoEL Survey 2021/22

7.7.4 Exposure to Digital Skills Development

In addition to the aforementioned skills, respondents were also asked to assess their degree of digital skills. By comparing beneficiaries to non-beneficiaries, a greater proportion of beneficiaries believed they had attained excellent digital skills, 45% of Beneficiaries compared to 33% of non-beneficiaries. In contrast, 40% of non-beneficiaries believed they had average digital skills compared to 27% among beneficiaries.

Figure 57: Self-assessment of Digital Skills by Beneficiary Status (n = 2386)

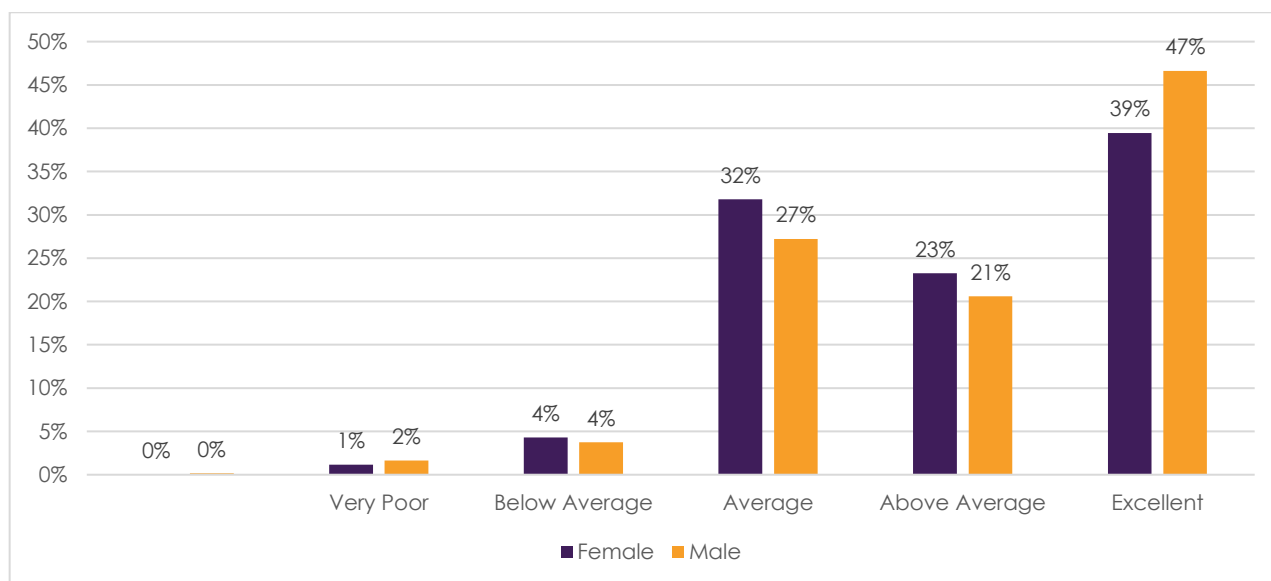


Source: HSRC DoEL Survey 2021/22

The below table outlines the distribution of how respondents self-assessed their digital skills. One notes that, among beneficiaries and non-beneficiaries, 64% of all respondents believed they possessed above-average or excellent digital skills. 31% of all respondents reported having average digital skills.

When assessing how males and females compare in terms of their assessment of their attained digital skills, a greater proportion of males (47%) believed they possessed excellent digital skills than females (39%). A slightly greater proportion of females (32%) reported having average digital skills than males (27%).

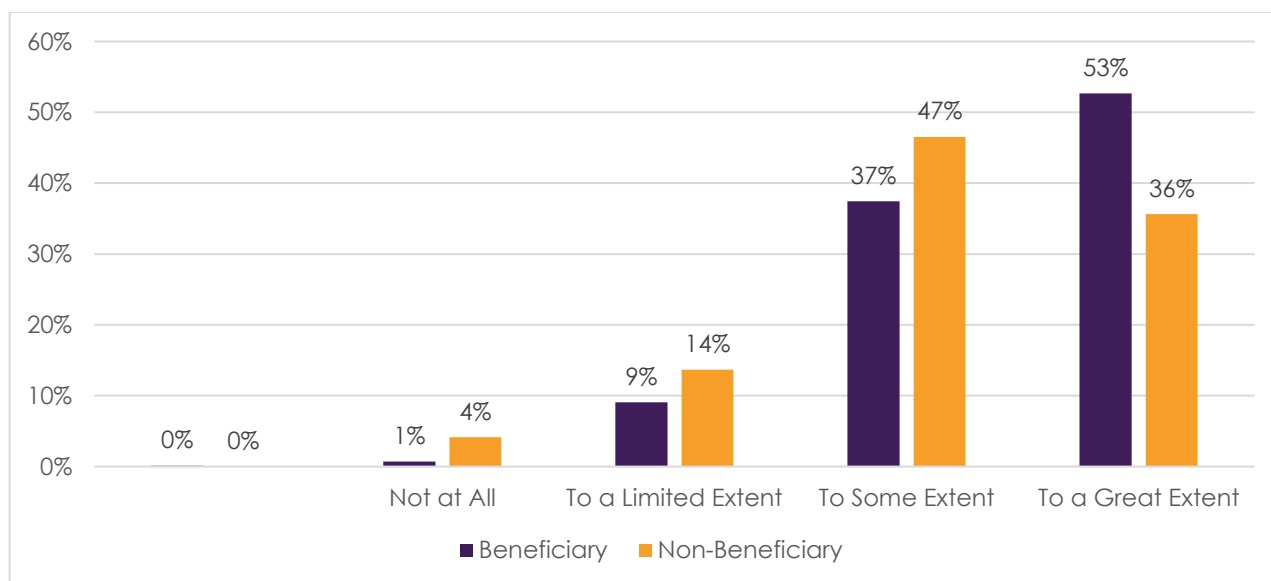
Figure 58: Self-assessment of Digital Skills by Gender (n = 2386)



Source: HSRC DoEL Survey 2021/22

Respondents were further asked if their digital skills were sufficient to work productively in a technology-intensive industry. A greater proportion of the intervention beneficiaries again reported having “to a great extent” (53%) the digital skills needed to be productive in such environments, compared to non-beneficiaries (36%). However, both beneficiaries and non-beneficiaries have reflected positively on these questions, begging for an in-depth study of such responses to evaluate their perceptions and ability critically.

Figure 59: Self-assessment of digital skills needed to work productively in a technology-intensive industry by Beneficiary Status (n = 2386)



Source: HSRC DoEL Survey 2021/22

When comparing males to females, a greater proportion of males indicated having stronger digital skills (“to a great extent” = 52%), thereby being better prepared to work in a technology-intensive industry. However, across genders, respondents have a generally positive assessment of their digital skills ability, with 88% of all respondents having ‘to some’ or a ‘great extent’ the digital skills needed for a technology-intensive industry.

Table 30: Self-assessment of digital skills needed to work productively in a technology-intensive industry by Gender (n = 2386)

	Female	Male	Grand Total
<No response>	0%	0%	0%
Not at All	2%	2%	2%
To a Limited Extent	10%	11%	10%
To Some Extent	42%	36%	40%
To a Great Extent	46%	52%	48%

Source: HSRC DoEL Survey 2021/22

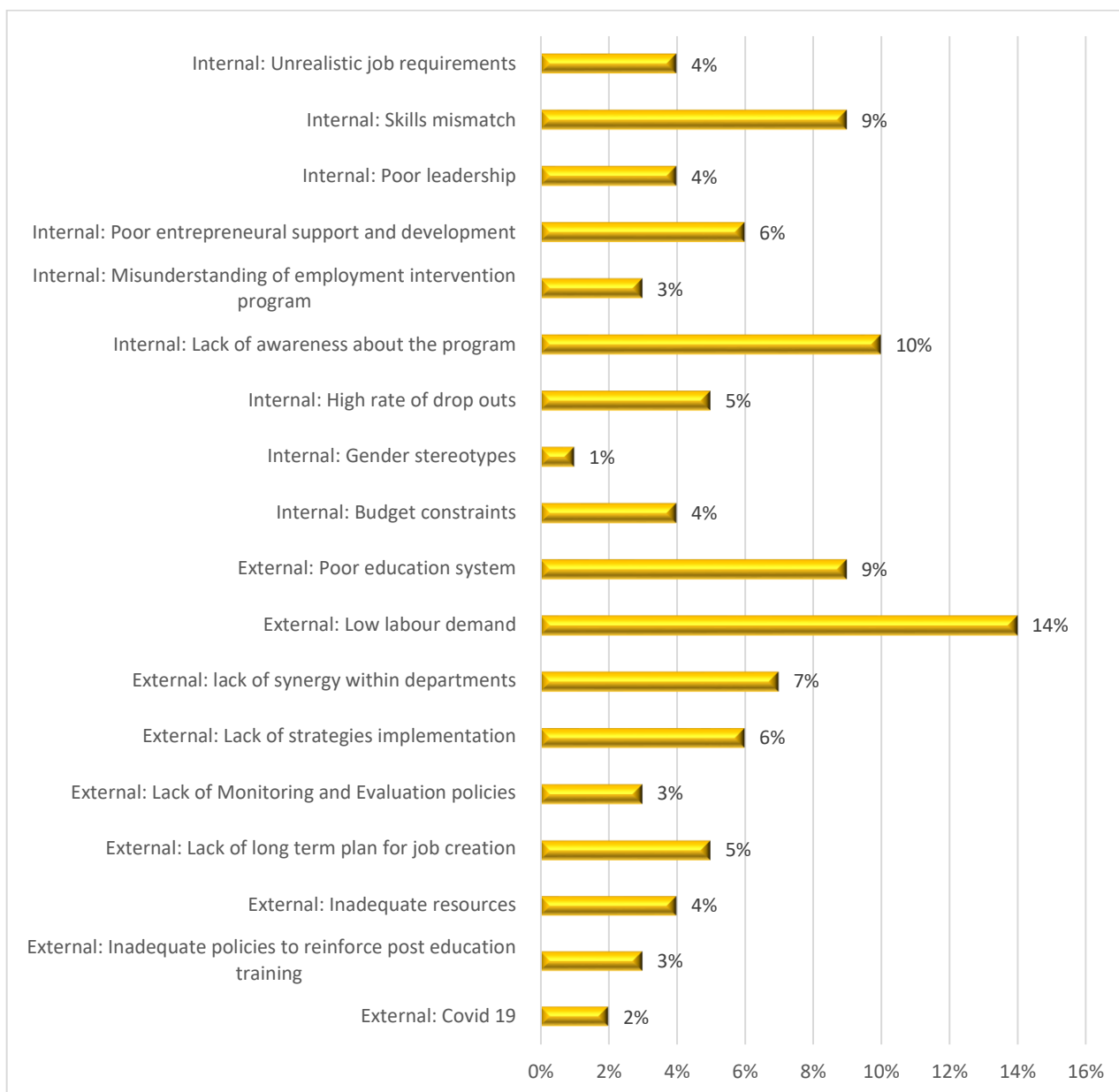
Regarding the significance of building digital skills, a stakeholder from the National Skills Authority emphasised the need to create qualifications in the ICT-related fields that will satisfy the labour market needs arising from the 4th Industrial Revolution (4IR).

“ But above that.....there has been emphasis, especially from our organisation to focus on those qualifications like your data analysts...robotics. There course is around digitalisation because there is demand for it”...

7.8 Factors Contributing to the Unsuccessfulness of the Youth Employment Initiatives

Interviews with the key informants identified several factors that undermine the success of the interventions which were classified as either internal or external. Figure 60 below depicts these factors and the percentage of comments attributed to them. Surprisingly, the COVID-19 pandemic was not significantly raised.

Figure 60: Internal and external factors contributing to the unsuccessfulness of interventions



Source: KII interview transcripts

The external factors termed *low labour demand* (14%) and *poor education system* (9%) were reported most frequently. The former factor describes the sluggish growth of the economy as the main problem that hinders the effective implementation of policies and programs that are designed to increase youth employment. A key informant stated the following, for example:

“So certainly policy has impacted on our ability, and where we have expanded fiscal policy we haven't necessarily spent it on the right things to be able to tackle the underlying issue, which is lack of economic growth which is not creating the room for us to create the programs we need to support young people's transitions into the labour market or public support for that or a work seeker grant or stuff like that... So certainly it brings you back to a growth problem because that lack of growth really then impacts on your ability at a macro level to be able to put together programs of meaningful change that address multiple overlapping crisis.” (Participant 8)

As a consequence of the above, low economic growth has an impact on the demand for labour. Due to the state of the economy, young people are not being given opportunities to work. This is encapsulated by the following quotes:

“Yeah, I think the primary one, as always, is that we have no labour demand. I think that is the first key, and then, obviously, the constraints are around why we have no labour demand. What structural barriers in the economy prevent economic growth, which is then translated into labour demand and absorption in the country? Operation Vulindlela deals with specifically with the structural reforms that are trying to deal with the treasury at a reform level, what then we need to do because this is the workaround stimulating demand and where the incentives can do this, especially in the short term I think there is that layer and then there are constraints on the demand side.” (Participant 3)

The second most reported external factor was the *poor education system* within South Africa, with several key informants noting that the education system does not produce skilled individuals who are employable.

“And the second thing is the quality of the education system - the primary, secondary, and tertiary education system - doesn't provide quality people to fill vacancies that may exist or even for sufficient people. So the quality of employment is poor, and the quality of skills is poor.” (Participant 4)

“The low levels of education, with a generally poor literacy, numeracy and communication skills need to be addressed to enable the youth to enter the labour market and secure a job.” (Participant 10)

Linked to this perspective of the quality of the education system, key informants noted that there is a lack of trust in South African post-secondary qualifications, particularly those achieved at TVET colleges. Potential employers question the credibility of the qualifications possessed by young people, leading to higher unemployment rates amongst South Africa youth.

Regarding internal factors, the highest reported was *lack of awareness about the program* (10%) followed by *skills mismatch* (9%). Key informants noted that young people may not have access to relevant information regarding support systems and interventions that are available to assist them. This links to the discussion in Section 7.3 where it was indicated that non-beneficiaries as well as those with lower levels of education showed less awareness of the interventions. Skills mismatch was also highlighted where key informants indicated that the qualifications that young people receive in institutions of higher learning do not translate into what is currently required by the labour market. This may also link to the above perspectives of the education system and trust in South African qualifications, as illustrated in these quotes:

“There is also an issue of mismatch. After young people have obtained qualifications or have finished a program often there is a mismatch. They do not necessarily have what is required labour market.” (Participant 5)

“And we've all heard talk about the problems in our education system, it is not producing what the economy needs to take up jobs in the economy, right? What are the strategies around that, you can throw money at a problem all you like, right, but you're going to continue to do it for 25 years if you don't address the problem, the root cause of problems, one of which is education.” (Participant 2)

7.9 Migration of Beneficiaries across Provinces

The migration patterns of beneficiaries from the province they were in whilst participating in an intervention were compared to their current location in 2021/22 was explored. In this case, we wanted to know whether there was significant outward migration out of the province where the beneficiary was residing whilst participating in the intervention and their current residence. To assess these migratory patterns, we computed transition matrices which show changes in these states between two periods.

In Table 30, we can see the transition matrix for the province of residence. The main diagonal with the highlighted percentages reveals the percentage of beneficiaries who did not change their province of residence, we note the following trends pertaining to their movement.

The greatest movements out of a province have been found in the Western Cape. 16% of these respondents have moved to other provinces, such as the Eastern Cape, Gauteng, and the Northern Cape. While the Northern Cape also reflects a similar percentage of movement, the province had a much smaller cohort with 19 respondents and therefore, the trend cannot be assumed to be representative of the province's trends.

Table 31: Comparison of beneficiaries' movements after participating in a youth employment intervention (n = 1707)

	Current Province									
Participating Province	EC	FS	GP	KZN	LP	MP	NC	NW	WC	Moved
N: EC	247	0	2	6	1	1	0	0	9	19
N: FS	0	60	5	3	0	0	0	1	1	10
N: GP	6	2	422	6	15	10	2	5	2	48
N: KZN	10	0	5	365	0	3	0	1	1	20
N: LP	0	0	12	0	163	5	1	3	1	22
N: MP	0	0	4	1	4	117	1	0	0	10
N: NC	0	0	1	0	0	0	16	1	1	3
N: NW	1	1	2	0	1	0	2	92	0	7
N: WC	11	0	2	0	0	0	1	0	72	14
%: EC	92.86%	0.00%	0.75%	2.26%	0.38%	0.38%	0.00%	0.00%	3.38%	7%
%: FS	0.00%	85.71%	7.14%	4.29%	0.00%	0.00%	0.00%	1.43%	1.43%	14%
%: GP	1.28%	0.43%	89.79%	1.28%	3.19%	2.13%	0.43%	1.06%	0.43%	10%
%: KZN	2.60%	0.00%	1.30%	94.81%	0.00%	0.78%	0.00%	0.26%	0.26%	5%
%: LP	0.00%	0.00%	6.49%	0.00%	88.11%	2.70%	0.54%	1.62%	0.54%	12%
%: MP	0.00%	0.00%	3.15%	0.79%	3.15%	92.13%	0.79%	0.00%	0.00%	8%
%: NC	0.00%	0.00%	5.26%	0.00%	0.00%	0.00%	84.21%	5.26%	5.26%	16%
%: NW	1.01%	1.01%	2.02%	0.00%	1.01%	0.00%	2.02%	92.93%	0.00%	7%
%: WC	12.79%	0.00%	2.33%	0.00%	0.00%	0.00%	1.16%	0.00%	83.72%	16%

Source: HSRC DoEL Survey 2021/22

In addition, the analysis reveals no significant differences in the patterns of females compared to males with respect to their migratory patterns after participating in an intervention. The proportions of males compared to females that remain in the province after completing an intervention are similar. In all provinces, the maximum divergence between genders is 6%.

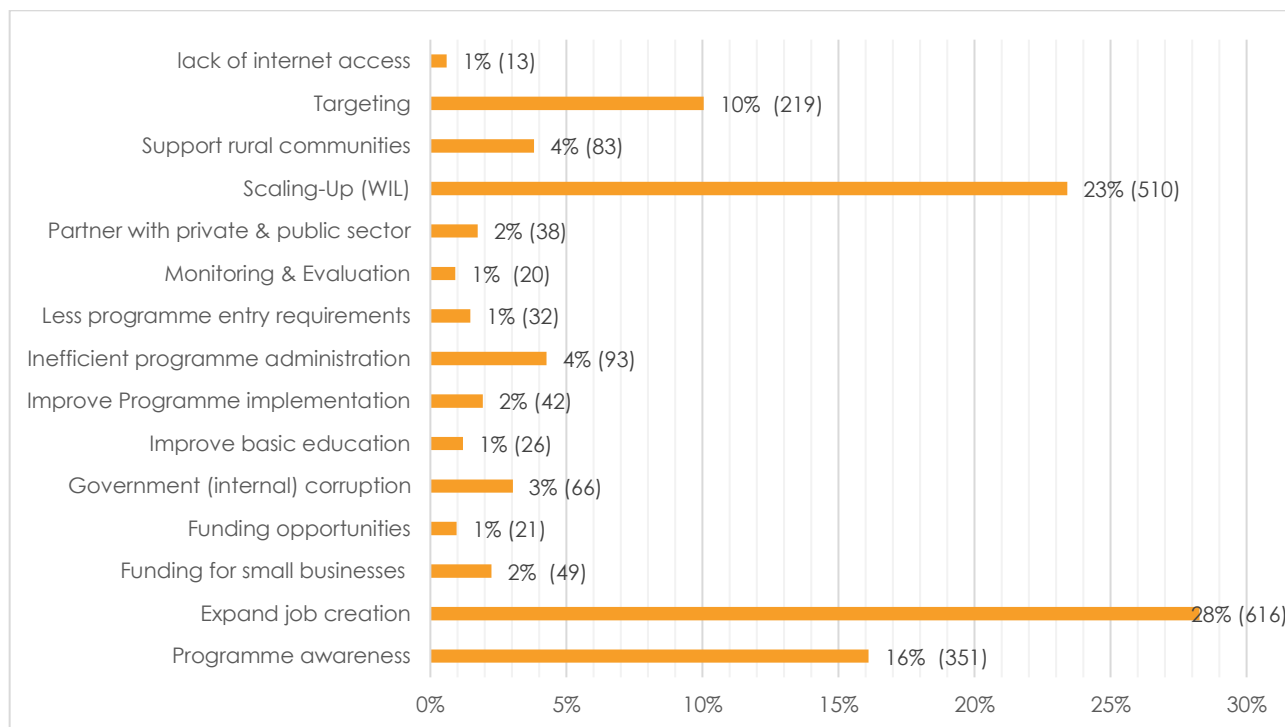
Given the limited number of respondents in non-economic centres of the country, a deeper inspection of the migratory patterns influenced by the programme interventions does not add value to the analysis.

7.10 Focus group participant's recommendations to Enhance Policy Interventions

During the focus group discussion, respondents were asked what advice they would give to the DoEL drawing on their experience in the programmes (Figure 57) with almost a quarter (28%) calling for the state to expand

job creation programmes followed by 23% who requested that access to work integrated learning programmes be increased and 16% who asked for greater awareness raising of these programmes.

Figure 61: Advice for Department of employment and labour



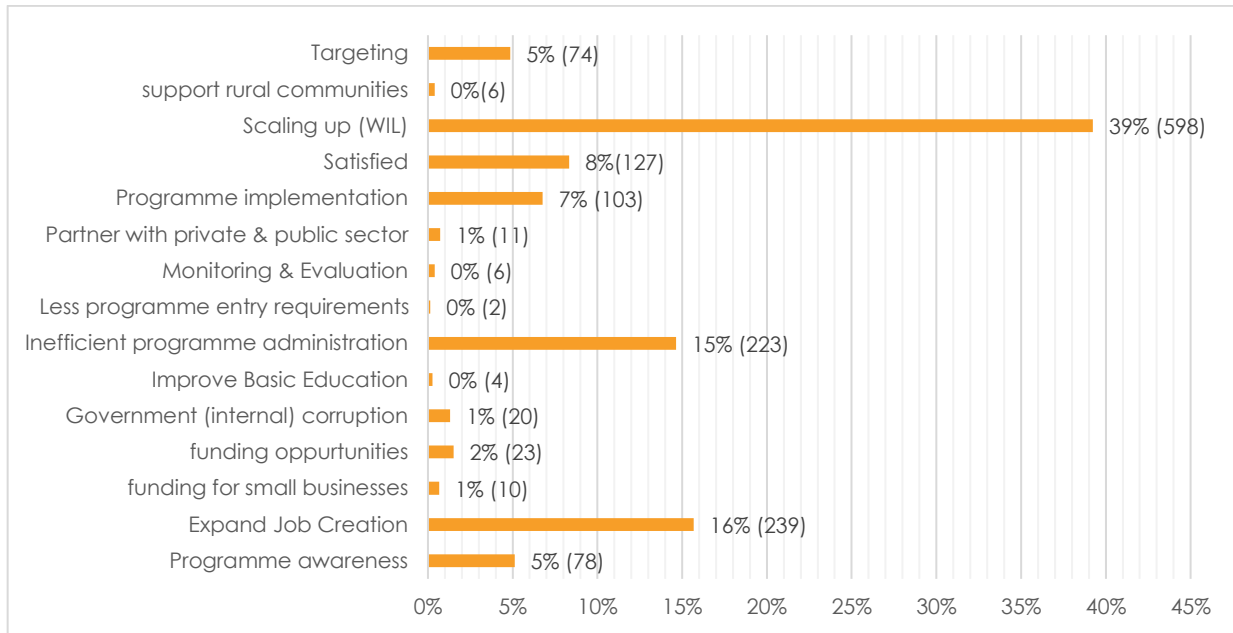
Source: HSRC DoEL Survey 2021/22

The most popular recommendations suggested by respondents involve expanding job creation (28%), Scaling up Work Integrated Learning (WIL) (23%), promoting programme awareness (16%) and Targeting interventions to an appropriate audience (10%)

Participants views were sought on how the overall quality of the programmes could be improved (Figure 58) with the responses below clustered into 15 themes with the most popular solutions identified being

Concerning how the quality of interventions could be improved, with popular solutions identified by respondents being similar to the recommendations indicated earlier namely scaling Work-integrated Learning (39%) and expanding job creation in general (16%).

Figure 62: Improve Quality of Programmes



Source: HSRC DoEL Survey 2021/22

7.10.1 Programme Awareness

According to Figure 61, 16% of respondents stated that the department should focus on awareness of interventions and learnerships at a high school and tertiary level. Beneficiaries also stated that there is a lack of awareness, specifically in rural areas of South Africa. As one participant mentioned, *"Information is limited and not everybody knows about the programmes, especially in rural Eastern [Cape]. There needs to be a way of reaching out to communities, especially in schools"* (interview with participant). It is recommended that the department supports rural communities by focusing on the needs of individuals in remote areas and offering additional advertising and educational opportunities in these communities. Lack of internet access also hinders participants' access to these opportunities, rendering them unable to apply for posts that match their qualifications.

A respondent stated that the department could improve by

"doing more road shows, visiting schools and doing career expo's, the information is limited especially rural [areas]. Information is only for a selected few, kids are not sure of the career paths they want to take and end doing learnerships that are not relevant to their desired careers. Private companies always advertise on social media their internships but for government departments its difficult seeing their adverts on social media, whereas most of the youth use social media all the time".

It is suggested that the department use data-free websites to reach its target audience, focusing on rural and urban areas. To create further awareness of their interventions and learnerships, the department should do more in-person and online advertising, focusing on social media to maximize information output and reach their target audiences and educate them about the various programmes relevant to them.

7.10.2 Expanding Job Creation

Figure 57 indicates support for expanding job creation, including providing permanent employment or job placements after the completion of the intervention or learnership. There was also a call to provide career guidance and more support for job seekers. As one participant noted, *"They must do stats on graduates that are available and make plans to get them employed. You must help graduates because we don't have funds for employment seeking"* (interview with participant).

When asked what would improve the programme, one respondent suggested the following: *"for the department to offer people who gained that work experience permanent positions"* (interview with participant). Respondents also suggested that permanent employment would significantly help the communities within where they are working. As a participant noted, *"...hire us permanently because our teachers here are only four, so we are great help to them, and it has improved the learning ability of slow learners because we pay attention to them"* (interview with participant).

7.10.3 Scaling Up (WIL)

In Figure 62, 23% of focus group participants indicated that the department should focus on scaling up and emphasising work-integrated learning (WIL). This includes creating more interventions, learnerships, internships and apprenticeships and focusing on rotations within each department to encourage capacity and skills development. *"the Department of Employment and Labour should try and provide more employment opportunities in the communities, more learnerships and skills development programs should be available as people struggle to obtain skills in order for them to get employment. In-service training should also be a priority as people struggle to start their careers after completing their studies as practical experience are needed in all fields"* (interview with participant). Other recommendations include larger intakes for learnerships, entrepreneurship and business management skills, and launching skills development centres in rural areas.

When asked how to improve the overall quality of the programme, one beneficiary stated, *"I wish the TVET had farms they work with to send students for practicals or in-service training"* (interview with participant). The main theme that emerged from 39% of respondents when asked how to improve the programme is a need for more practical training, skills development, capacity building and work-integrated learning throughout the programme. Respondents felt that their qualifications lacked on-the-ground training, leaving them with gaps in their technical knowledge after completing the programme.

7.10.4 Targeting

Targeting was another key theme identified in Figure 61, with 10% of the study participants feeling that the age limit of participation should be increased, whilst others believed there should be a sole focus on hiring youth. A respondent stated the following, *"I think the department should remove the age restriction in most programmes because once you turn 35, then opportunities start to dry out for you"* (Interview with participant).

Another participant stated that the department should prioritise work opportunities for youth, *“Youth must be given a chance in the workplace, older people must give way for youth to take part in most programmes”*. Another respondent indicated, *“the department needs to widen their search for unemployed youth, if there are 100 people who are unemployed in SA, for example, they need to create 100 interventions for the youth because now you get depressed at home and not even apply because there is a higher chance that you won’t be selected.”* These points highlight the need for more programmes to ensure more individuals gain access to these opportunities and long-term employment. Other key themes identified under targeting included doing thorough background checks on participants, hiring qualified individuals and creating recruitment opportunities in rural areas.

7.10.5 Inefficient Programme Administration

According to Figure 62, 4% of respondents felt that the department needs to improve the HR recruitment process, track and trace beneficiaries after completion of the programme to facilitate their employment activities and improve the application process overall. 4% of participants stated that better administration is required and databases need to be improved to link respondents to programmes that match their qualifications.

Programme administration was reported as being inefficient with room for improvement. This included delays in payment are an issue that came up amongst many beneficiaries: *“payment issue it is a problem because working for 2 or 3 months without pay demotivates us as employees”* (interview with participant). Beneficiaries also stated that delayed payments prevent many of them from receiving their certificates, also preventing them from applying for other jobs in that field. *“NSFAS should follow up with the institutions if payments went through because after completing your studies, you have to wait for long for your certificate because the institutions always claim not to be paid by NSFAS”* (interview with participant). Regular monitoring and evaluation are crucial, as well as reporting up-to-date information on the programmes. Many beneficiaries felt that without regular follow-ups, they could not know the progress of their application as they could not contact the department with enquiries. *“The helpdesk people must be friendly, and the response must be positive. They must have the WhatsApp number so that they can respond to the people immediately.”* (interview with participant).

7.10.6 Government Corruption

Figure 61 reveals that 3% of the study participants mentioned internal government corruption and nepotism as significant factors preventing individuals from entering the workplace. Many respondents called for greater transparency within government at the national and local levels. *“They should post online to everyone and not to municipalities because at municipalities there’s corruption. Councillors appoint own friends before we can get there”* (interview with participant). Respondents feel that public-sector corruption keeps them locked out

of various employment opportunities. One respondent stated the government should *“support youth ideas with funding. One needs to have insiders in order to get anywhere funding-wise”* (interview with participant), indicating that individuals are searching for funding opportunities, but due to nepotism, individuals are unable to receive funding.

7.10.7 Poor Programme Implementation

According to Figure 62, 7% of beneficiaries stated that there was poor programme implementation. Respondents felt that their skills did not match the programme to which they were placed. *“I wanted to get public management learnership so that I can get more knowledge on it, instead I got a learnership where I was doing inefficient programme administration work”* (interview with participant). Better equipment is also needed, as many respondents stated that a lack of functional equipment reduced the overall quality of the training, with one respondent stating that *“the computers were short and we sometimes had to share”*. Participants suggested that to improve the overall quality of the programme, hiring more qualified educators to teach these courses is needed. This could be done by hiring participants that have completed the training, as one respondent stated the following: *“Mustn’t let grade 12 people to teach pupils they must employ us who know a little bit more”*.

7.10.8 Overall Satisfaction with programme

Beneficiaries reported satisfaction indicated that they are satisfied with the bursary programme and that no significant improvements are needed. *“The bursary funding scheme is excellent it helps us a lot”* (interview with participant). Another respondent stated: *“all the programs I did were very beneficial to me, I learned a lot and the scholarship paid for me up until I graduated with no problems”*.

7.10.9 Other Notable Themes

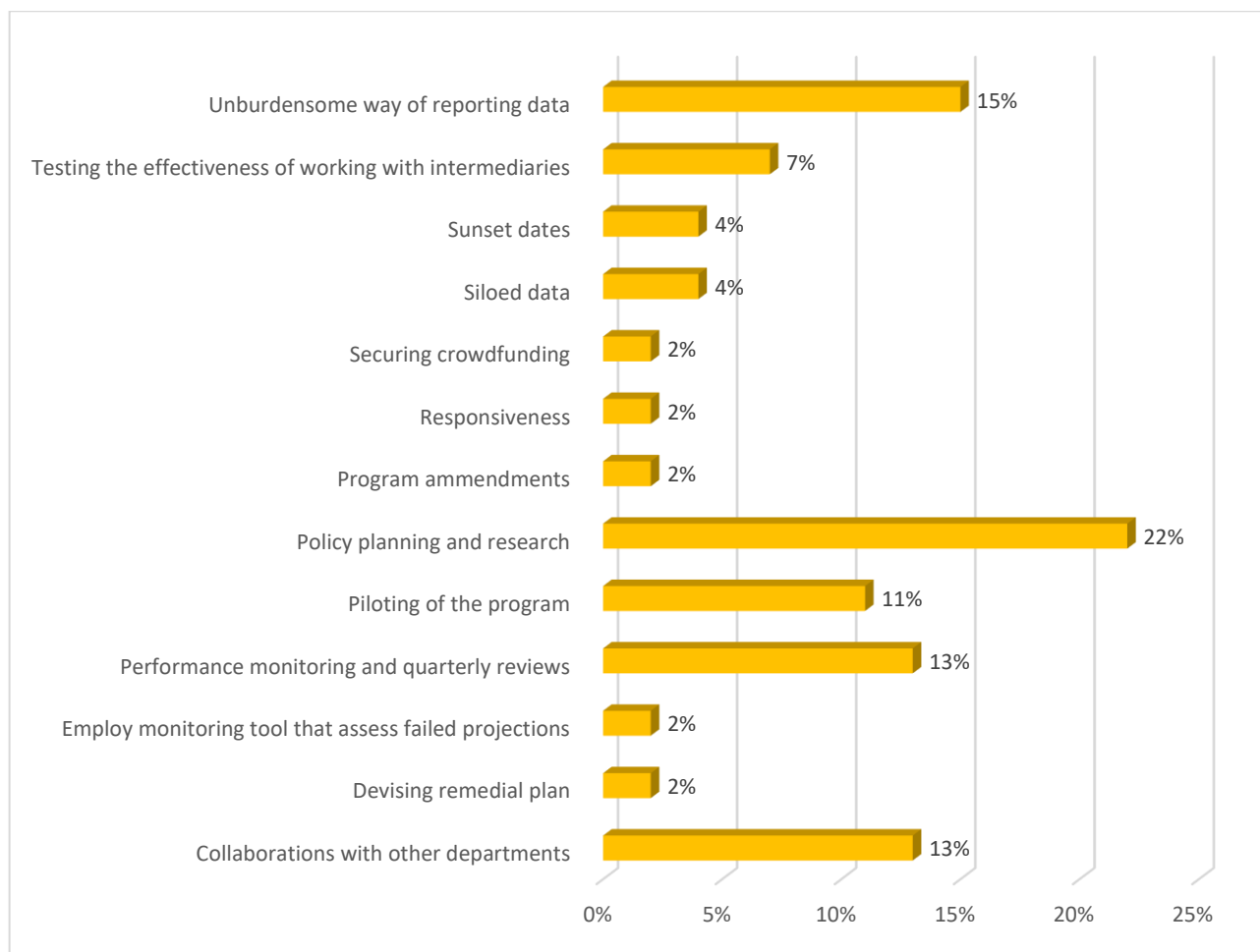
Other key themes that emerged include: offering funding for small businesses as well as general funding opportunities to assist participants beyond their studies; improving basic education; specific targeting of potential candidates through better systems and enhanced advertising; less experience and programme requirements to facilitate access to employment, and partnering with the private and public sectors to create more employment opportunities.

7.11 Strategies Used to Evaluate the Interventions

A key theme identified through analysis of data from the key informant interviews are the strategies used to evaluate the effectiveness of the interventions. Evaluations assist in establishing what aspects of a programme or project function effectively and what could be improved. Therefore, it is imperative to understand the tools utilised as a means to evaluate and monitor the program. Identified in the data were the securing of

crowdfunding, performance monitoring and quarterly reviews, devising remedial plans, sunset data, policy planning and research, and collaborations with other departments. Furthermore, the piloting of the program, identifying unburdensome way of reporting data, program amendments, siloed data, responsiveness and testing the effectiveness of working with intermediaries were noted as areas requiring improvement (see figure below). The highest number of responses related to *policy planning and research* (22%) and *unburdensome way of reporting data* (15%).

Figure 63: Strategies used to evaluate the interventions



Source: KII interview transcripts

With regards to policy planning and research, the ability for an organisation to plan from evaluation results is crucial. Committees focused on policy planning and research and impact evaluations were identified as a means to gain this information. Making informed decisions in these committees is facilitated when reported data is presented in a way that is easy to read and understand, as per the following quote from a key informant from the Presidency:

“When you come in to do an evaluation, you literally find nothing, you don't find data sometimes, the theory of changes, not even in they look like. You're really starting so much

from scratch. So, it has become a personal mission of mine that this particular way we design this as a strong monitoring system, that when you are calling in and evaluating a lot of their work is actually just making sense of all this data that you know that you have been analysing and collecting. So, there's that at a monitoring level so we've sort of landed with partners, that are like some of this is burdensome. These things, you know, do you? As this is a periodic, or an annual survey and interviews with employers. This is bi-annual collection and a rapid assessment, and these are the areas that you know that lend themselves to that, and we do want to actually start a panel survey of young people that we can track the transition of the same young people."

8 TRANSITIONS INTO THE LABOUR MARKET

One of the primary objectives of this study was to examine the extent to which the education, training, and employment policy interventions are achieving their mandates of supporting successful transitions into the labour market and other livelihood strategies. Findings from this section will thus assess intervention outcomes that involve the respondent's employment status and nature of employment.

Specifically, this section is related to the key research questions of the evaluation as highlighted below:

1. What are the destinations of programme beneficiaries who completed?
2. If employed, what is the nature of employment?
3. If not in employment, what are the perceived reasons for unemployment? What are the job search strategies employed by youth to seek employment?
4. If self-employed, what is the nature of self-employment, challenges, and alignment of entrepreneurship efforts with programme intervention?
5. If studying, what qualification and why?

An important indicator of impact in school-to-work transitions is the beneficiaries' labour market destination. Four labour market destinations were identified: ***employed, self-employed, unemployed, and engaged in further studies***. Based on the analytical framework for this study, the findings in this section assess the extent to which successful transitions have been achieved through exposure to the various education, training, and employment policy interventions.

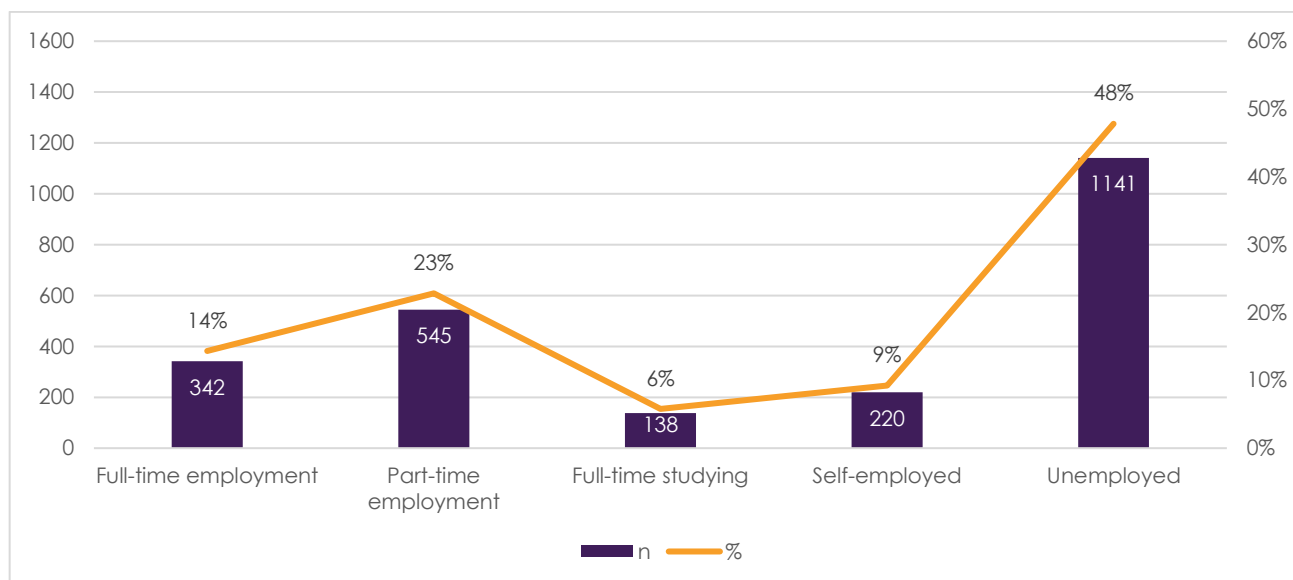
8.1 Labour Market Destinations of Beneficiaries and Non-Beneficiaries

The study included non-beneficiaries of policy interventions as a comparison between the group exposed to an intervention and those not exposed. This is important in assessing if any changes arising in the labour market status of beneficiaries can be attributed to exposure to the intervention.

8.1.1 2021/22 Employment Status

Figure 64 presents the labour market status of all respondents, including beneficiaries and non-beneficiaries. The data point was recorded at the point of the interview, which was conducted in 2021/22. At that stage, 48% of all respondents were unemployed, while 37% were employed, with 14% in full-time and 23% in part-time employment. 6% were studying full-time, while 9% were self-employed. The high unemployment may indicate the consequences of exiting the lockdown restrictions of the pandemic, and the higher rate of part-time employment emphasises the vulnerable nature of employment.

Figure 64: Labour Market Status (2021/22) (n = 2386)



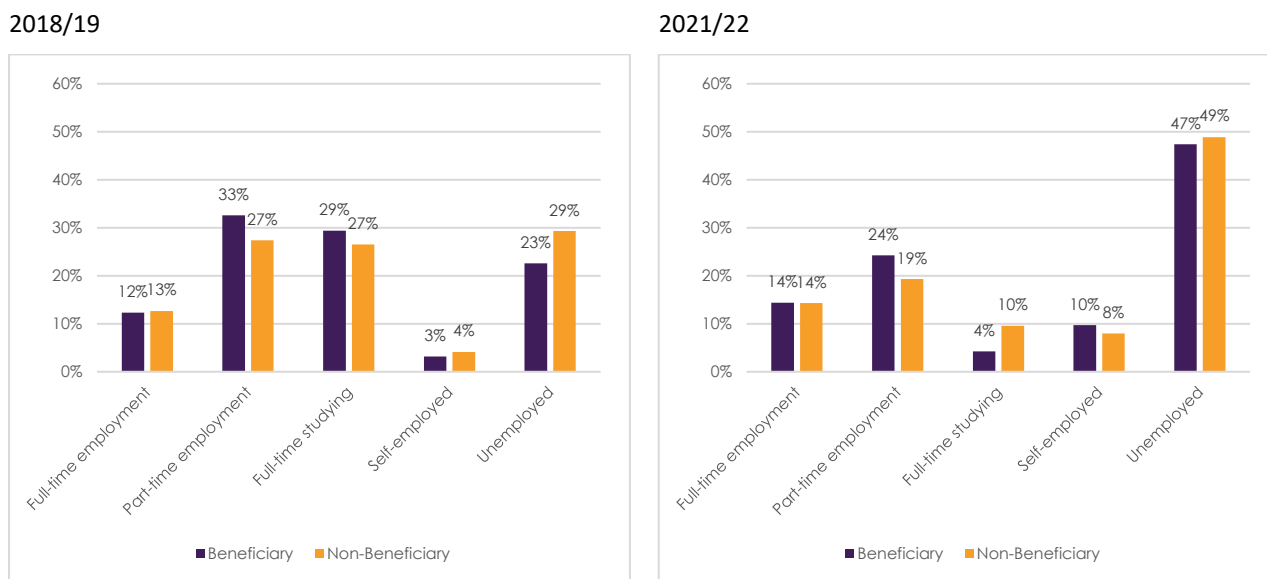
Source: HSRC DoEL Survey 2021/22

Notably, by comparing the respondent's labour market status between 2018/19 and 2021/22, one can identify the shift to unemployment in the three-year gap. The obvious reason for this shift will relate to the direct and indirect consequences of the pandemic on the South African economy. For instance, in 2018/19, one notes the higher proportion of unemployed people among non-beneficiaries (29%) compared to beneficiaries (23%). However, post-pandemic economic restrictions, the differences between beneficiaries and non-beneficiaries are minor across labour market statuses. In particular, the largest shifts occurred among those working part-time and those studying full-time. Many in vulnerable employment lost their jobs and attempted to start their own business or found themselves unemployed in 2021/22.

The differences in the labour market status of beneficiaries and non-beneficiaries, as reported for 2018/19, is not substantive when considering full-time employment and self-employment status. Small differences are observed for part-time employment, with 5% more beneficiaries engaged in part-time work compared to non-beneficiaries, with 7% fewer beneficiaries unemployed than non-beneficiaries.

The labour market status of beneficiaries and non-beneficiaries was compared in 2020/21 and also showed no discernible difference in full-time employment between the two groups. However, there are slightly larger differences regarding part-time employment, with 5% more beneficiaries engaged in part-time employment and 2% more beneficiaries being self-employed compared with the non-beneficiaries. There was a marginal difference of 2% between unemployed beneficiaries and non-beneficiaries as of 2021/2022.

Figure 65: Labour Market Status of Beneficiaries and Non-Beneficiaries in 2018/19 and 2021/22 (n = 2386)



Source: HSRC DoEL Survey 2021/22

8.1.2 Labour market status (2021/22) distribution by demographics

When disaggregating the 2021/22 Labour Market Status by gender, one notes that there is a greater proportion of unemployed females than males, indicating the vulnerabilities of females. A similar proportion of males and females are found across the *other statuses*.

Table 32: Labour Market Status (2021/22) by Gender (n = 2386)

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

Source: HSRC DoEL Survey 2021/22

When reviewing the 2021/22 Labour Market Status by Age Cohort, one notes that unemployment reduces slightly among older respondents. The high rate of unemployment among 20-24-year-olds (51%) reduces to 38% among 45 to 49-year-olds. This possibly highlights the value employers place on experience.

Table 33: Labour Market Status (2021/22) by Age Cohort (n = 2386)

	<No Answer>	20 - 24	25 - 29	30 - 34	35 - 39	40 - 44	45 - 49	50 - 54	55 - 59
n: Full-time employment		77	147	86	23	5	4		
n: Part-time employment	1	148	239	121	25	9	1	1	
n: Full-time studying	1	73	42	16	4		2		
n: Self-employed		46	83	65	20	4	1	1	
n: Unemployed	2	354	467	226	68	17	5		2
?: Full-time employment	0%	11%	15%	17%	16%	14%	31%	0%	0%
?: Part-time employment	25%	21%	24%	24%	18%	26%	8%	50%	0%
?: Full-time studying	25%	10%	4%	3%	3%	0%	15%	0%	0%
?: Self-employed	0%	7%	8%	13%	14%	11%	8%	50%	0%
?: Unemployed	50%	51%	48%	44%	49%	49%	38%	0%	100%

Source: HSRC DoEL Survey 2021/22

A review of the labour market status in 2021/22 by the respondents' Highest Education Level also reveals high unemployment across all levels of education. Most concerning is that respondents with a tertiary education qualification have the highest level of unemployment, with 62% of the group. Unemployment for other education levels ranges from 43% to 59%.

Table 34: Labour Market Status (2021/22) by Highest Level of Education (n = 2386)

	Some primary	Some secondary	Matric/Grade 12	Technical and Vocational college certificate	University certificate or diploma	University degree/ masters/PhD	Other
n: Full-time employment		15	148	62	59	58	
n: Part-time employment	1	32	235	106	92	79	
n: Full-time studying		6	74	28	15	15	
n: Self-employed		14	136	29	29	12	
n: Unemployed	1	97	445	178	151	267	2
Total	2	164	1038	403	346	431	2
?: Full-time employment	0%	9%	14%	15%	17%	13%	0%
?: Part-time employment	50%	20%	23%	26%	27%	18%	0%
?: Full-time studying	0%	4%	7%	7%	4%	3%	0%
?: Self-employed	0%	9%	13%	7%	8%	3%	0%
?: Unemployed	50%	59%	43%	44%	44%	62%	100%
Total	100%	100%	100%	100%	100%	100%	100%

Source: HSRC DoEL Survey 2021/22

8.1.3 Labour Market Status after Last Intervention

Intervention beneficiaries were also asked to share their Labour Market Status after completing their last intervention. Of the 1,707 beneficiaries, 210 (12%) did not provide an answer, as they might not have completed their first intervention at the time of the interview. These interventions have taken place from 1994 onwards; therefore, this status ranges across time periods relative to the beneficiary's participation in an intervention. Comparatively, the unemployment rate at this stage is lower than the beneficiaries' experiences in 2021/22.

Table 35: Labour Market Status after Last Beneficiary (n = 1707)

Row Labels	n	%
<no -answer>	210	12%
Full-time employment	170	10%
Part-time employment	529	31%
Full-time studying	74	4%
Self-employed	84	5%
Unemployed	640	37%

Source: HSRC DoEL Survey 2021/22

8.2 Labour Market Status of Beneficiaries across Three Time Periods

The dataset yielded three data points which could be used to estimate the general change in the respondent's employment status. These data points include:

- First, when the respondent completed their last programme intervention (note that non-responses are excluded from this analysis).
- The second data point was from three years before the survey was undertaken, i.e., 2018/19
- The third data point was from late 2021 to early 2022 when the study was undertaken during the COVID-19 pandemic.

The most evident impact is seen in respect of the unemployment indicator, as shown in Table 36, which reflects large swings following the respondent's participation in a programme intervention compared to after the effects of severe pandemic lockdown restrictions. The last intervention can be assumed to have occurred between 2010 and 2017/18, given that most respondents participated in an intervention after 2010.

However, analysing data between the last intervention, the 2018/19 data points, and 2021/22 adds complexity due to its timing. The last intervention could have been completed in 2020; therefore, the period of the last intervention is time-invariant. Thus, our analysis will mainly focus on the following:

- Changes in labour market status between the last completed intervention and 2021/22;
- Changes in the labour market status between 2018/19 and 2021/22

Table 36: Changes in Employment Status, comparing when the respondent participated in their Last Intervention, 2018/19 and 2021/22 (n = 1707)

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

Source: HSRC DoEL Survey 2021/22

8.2.1 Beneficiary Labour Market Status: 2018/19

The survey was conducted during the COVID-19 pandemic and when pandemic restrictions started to be relaxed. However, it must be noted that the impact of the pandemic on employment was significant. The survey purposively included a question to understand the labour market status of the respondents three years before the interview. This was included as the pandemic was a confounding factor¹³ which could influence our assessment of the impact of these policies more holistically.

The findings revealed a substantially different employment outcome for respondents in 2021/22 compared to earlier periods, with higher unemployment in 2021/22. While full-time employment rates did not appear to have improved significantly during this period, the unemployment rates were much lower. For example, while in 2020/21, the unemployment rates for Bursary respondents were 58%, in 2018/19, the rate was almost three times lower at 23%. Similarly, unemployment rates for beneficiaries of skills development programmes were 10% points higher in 2020/21 compared to 2018/19, and for EPWP/CWP beneficiaries, the rate of unemployment was 27% points higher. However, there was no change in the unemployment rates experienced by work seeker support respondents over the two periods.

In particular, one finds a greater prevalence of part-time employment and full-time studying in 2018/19. This high prevalence of part-time employment ranged from 22% among TVET participants to 50% among those who identified Work-Seeker Support as their most significant intervention. Those in part-time employment were vulnerable to the economic shock delivered through the COVID-19 pandemic, which likely influenced their transition towards unemployment in 2021/22.

Interestingly, more respondents were studying full-time in 2018/19 compared to 2020/21, as reflected in the differences for Bursary beneficiaries, who reported 4% in full-time study in 2020/21 compared to 46% in

¹³ A confounding factor provides an alternative explanation for a relationship or trend other than the factors being explored.

2018/19, a staggering difference of about 40% points. There was also double the number of Second Chance Matric beneficiaries studying in 2018/19 compared to 2020/21.

Table 37: Beneficiary Labour Market Status by type of Intervention in 2018/19 (n = 1707)

	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Grand Total
n: Bursary or Scholarship	26	195	103	7	97	428
n: Internship/Learnership	78	56	138	11	70	353
n: None	23	104	70	8	65	270
n: Skills Development Programme	17	32	55	10	50	164
n: NYSP/NYRES/PYEI	14	52	59	5	30	160
n: EPWP/CWP	28	15	66	2	23	134
n: Multiple	13	15	29	3	12	72
n: TVET	5	23	15	1	22	66
n: Second Chance Matric/ABET	3	8	10	0	10	31
n: Business Mgt & Entrepreneur Training	1	1	8	5	4	19
n: Financial Support to start a business	2	1	2	2	1	8
n: Work Seeker Support	0	0	1	0	1	2
%: Bursary or Scholarship	6.1%	45.6%	24.1%	1.6%	22.7%	100.0%
%: Internship/ Learnership	22.1%	15.9%	39.1%	3.1%	19.8%	100.0%
%: None	8.5%	38.5%	25.9%	3.0%	24.1%	100.0%
%: Skills Development Programme	10.4%	19.5%	33.5%	6.1%	30.5%	100.0%
%: NYSP/NYRES/PYEI	8.8%	32.5%	36.9%	3.1%	18.8%	100.0%
%: EPWP/CWP	20.9%	11.2%	49.3%	1.5%	17.2%	100.0%
%: Multiple	18.1%	20.8%	40.3%	4.2%	16.7%	100.0%
%: TVET	7.6%	34.8%	22.7%	1.5%	33.3%	100.0%
%: Second Chance Matric/ABET	9.7%	25.8%	32.3%	0.0%	32.3%	100.0%
%: Business Mgt & Entrepreneur Training	5.3%	5.3%	42.1%	26.3%	21.1%	100.0%
%: Financial Support to start a business	25.0%	12.5%	25.0%	25.0%	12.5%	100.0%
%: Work Seeker Support	0.0%	0.0%	50.0%	0.0%	50.0%	100.0%

Source: HSRC DoEL Survey 2021/22

In the transition to 2021/22, one notes the impact of the COVID-19 pandemic, with a much higher prevalence of unemployed beneficiaries. The below table indicates that a large proportion of beneficiaries across nearly all programme interventions are unemployed in 2021/22. The unemployment percentages range from 37% among those who received Business Management and Entrepreneur Training, to 58% among those who received a Bursary or Scholarship. 88% of those who received financial support to start a business reported being self-employed. Notably, 35% of those who benefited from the NYSP, NYRES or PYEI programmes indicated they were employed part-time.

Table 38: Beneficiary Labour Market Status by type of Intervention in 2021/22 n = 1707)

	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Total
n = Bursary or Scholarship	50	19	88	21	250	428
n = Internship/Learnership	71	16	72	49	145	353
n = None	17	16	70	19	148	270
n = Skills Development Programme	24	5	40	29	66	164
n = NYSP/NYRES/PYEI	34	2	56	9	59	160
n = EPWP/CWP	25	6	35	9	59	134
n = Multiple	7	2	25	5	33	72
n = TVET	15	3	17	5	26	66
n = Second Chance Matric/ABET	1	4	7	4	15	31
n = Business Mgt & Entrepreneur Training	1	0	2	9	7	19
n = Financial Support to start a business	0	0	1	7	0	8
n = Work Seeker Support	0	0	1	0	1	2
% = Bursary or Scholarship	11.68%	4.44%	20.56%	4.91%	58.41%	100.00 %
% = Internship/Learnership	20.11%	4.53%	20.40%	13.88%	41.08%	100.00 %
% = None	6.30%	5.93%	25.93%	7.04%	54.81%	100.00 %
% = Skills Development Programme	14.63%	3.05%	24.39%	17.68%	40.24%	100.00 %
% = NYSP/NYRES/PYEI	21.25%	1.25%	35.00%	5.63%	36.88%	100.00 %
% = EPWP/CWP	18.66%	4.48%	26.12%	6.72%	44.03%	100.00 %
% = Multiple	9.72%	2.78%	34.72%	6.94%	45.83%	100.00 %
% = TVET	22.73%	4.55%	25.76%	7.58%	39.39%	100.00 %
% = Second Chance Matric/ABET	3.23%	12.90%	22.58%	12.90%	48.39%	100.00 %
% = Business Mgt & Entrepreneur Training	5.26%	0.00%	10.53%	47.37%	36.84%	100.00 %
% = Financial Support to start a business	0.00%	0.00%	12.50%	87.50%	0.00%	100.00 %
% = Work Seeker Support	0.00%	0.00%	50.00%	0.00%	50.00%	100.00 %

Source: HSRC DoEL Survey 2021/22

8.2.1.1 Bursary or Scholarship

From our review of respondents who selected the Bursary or Scholarship as their most significant employment intervention, we found a similar distribution as noted among respondents across all interventions (as highlighted in the preceding table). For those who were full-time or part-time employed or were studying full-time in 2018/19, a large portion of this group found themselves unemployed in 2021/22.

Specifically, for full-time employed respondents in 2018/19, 38% found themselves unemployed in 2021/22. A further 59% of those studying full-time and 52% of those employed part-time in 2018/19 fell into unemployment by 2021/22. 92% of respondents who were studying full-time in 2018/19 either completed their studies or left their educational programmes, transitioning out of studying. 22% (n = 43) of those studying had found part-time employment in 2021/22.

Positively, 29% of those who were self-employed in 2018/19 found full-time employment when the study's fieldwork was conducted in 2021/22.

8.2.1.2 *Internship or Learnership*

We found similar trends in our analysis of respondents who selected Internships or Learnerships as their most significant employment intervention. 48% of those studying full-time in 2018/19 found themselves unemployed in 2021/22. Similarly, 31% of those employed part-time were unemployed three years later. A smaller proportion of those who were full-time-employed (24%) in 2018/19 became unemployed in 2021/22.

The two positive changes related to respondents who were studying full-time or self-employed three years ago. 16% of those studying full-time transitioned to part-time employment in 2021/22, and 18% of those who were self-employed found full-time employment by 2021/22.

8.2.1.3 *No Significant Intervention*

Among respondents who did not identify any significant employment intervention that helped them find work, we found a greater proportion of these respondents were unemployed in 2021/22 compared to 2018/19. 57% of those studying full-time, 53% employed part-time and 52% employed full-time in 2018/19 transitioned into unemployment in 2021/22.

28% of those studying full-time shifted to part-time employment in 2021/22. This could have resulted from completing their studies and looking for employment, or they might have dropped out due to a lack of funding to continue studying. It is difficult to determine whether this is a positive or negative trend without understanding the context of the respondent's studies.

8.2.1.4 *Skills Development Programme*

Among respondents who selected the Skills Development Programme as the most significant to find employment, 44 and 35% of those studying full-time or part-time employed in 2018/19, respectively, found themselves unemployed in 2021/22. Notably, 80% of those who were self-employed in 2018/19 remained self-employed in 2021/22, perhaps highlighting the value these programmes have contributed to the respondents' continued self-sufficiency.

8.2.1.5 *NYSP/ NYRES/ PYEI*

Among our identified employment interventions, the NYSP, NYRES and PYEI programmes have presented the most positive transitions over the last three years. However, these positive trends are countered by a large but comparatively smaller portion of currently unemployed respondents.

On the positive side, 21% and 27% of those who studied full-time in 2018/19 had found full-time or part-time employment in 2021/22, respectively. In addition, 30% of those who were previously unemployed found part-time employment in 2021/22. Conversely, 36%, 48% and 27% of those who were employed full-time, studying full-time or self-employed in 2018/19, respectively, found themselves unemployed in 2021/22.

8.2.1.6 EPWP/ CWP

Among respondents who selected the EPWP or CWP programmes as the most significant to find employment, there were high proportions among those employed full-time (36%), studying full-time (35%) and part-time employed (49%) who transitioned to unemployment in 2021/22. On the positive side, 27% of those studying full-time found full-time employment and 26% of those previously unemployed found part-time employment.

8.2.1.7 Multiple Significant Programmes

Among respondents who identified more than one intervention as the most significant programme intervention, which was useful in assisting them in finding employment, there were high proportions among those employed full-time (54%), studying full-time (27%) and part-time employed (52%) who transitioned to unemployment in 2021/22. On the positive side, none of those previously self-employed became unemployed. It must be cautioned that there was a low rate of respondents in this group.

Table 39: Comparison of Beneficiaries of Multiple Interventions employment status from 2018/19 to 2021/22 (n = 72)

	2021/22					
2018/19	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Changed
n: Full-time employment	2	0	4	0	7	11
n: Full-time studying	3	1	7	0	4	14
n: Part-time employment	2	0	10	2	15	19
n: Self-employed	0	0	0	3	0	0
n: Unemployed	0	1	4	0	7	5
?: Full-time employment	15.38%	0.00%	30.77%	0.00%	53.85%	85%
?: Full-time studying	20.00%	6.67%	46.67%	0.00%	26.67%	93%
?: Part-time employment	6.90%	0.00%	34.48%	6.90%	51.72%	66%
?: Self-employed	0.00%	0.00%	0.00%	100.00%	0.00%	0%
?: Unemployed	0.00%	8.33%	33.33%	0.00%	58.33%	42%

Source: HSRC DoEL Survey 2021/22

8.2.1.8 TVET programmes

Among respondents who identified TVET initiatives as the most significant interventions to find employment, there was a comparatively smaller proportion than the other interventions who transitioned to unemployment in 2021/22. Thus, it is noted that 20% of those employed full-time, studying full-time (30%) and part-time employed (27%) transitioned to unemployment in 2021/22.

Table 40: Comparison of respondents' employment status from 2018/19 to 2021/22 - TVET (n = 66)

	2021/22					
2018/19	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Changed
n: Full-time employment	3	0	0	1	1	2
n: Full-time studying	7	2	6	1	7	21
n: Part-time employment	2	0	7	2	4	8
n: Self-employed	0	0	0	1	0	0
n: Unemployed	3	1	4	0	14	8
#: Full-time employment	60.00%	0.00%	0.00%	20.00%	20.00%	40%
#: Full-time studying	30.43%	8.70%	26.09%	4.35%	30.43%	91%
#: Part-time employment	13.33%	0.00%	46.67%	13.33%	26.67%	53%
#: Self-employed	0.00%	0.00%	0.00%	100.00%	0.00%	0%
#: Unemployed	13.64%	4.55%	18.18%	0.00 2021/22%	63.64%	36%

Source: HSRC DoEL Survey 2021/22

8.2.1.9 Second Chance Matric / ABET

The Second Chance Matric / ABET analysis, where the relationship between the respondents' Employment Status in 2018/19 and 2021/22 did not show any discernable trends.

8.2.2 Beneficiary Labour Market Status: 2021/2022

The survey explored the labour market status of beneficiaries exposed to an intervention when the interviews were undertaken. It revealed a high prevalence of unemployment among all beneficiaries, irrespective of interventions, excluding beneficiaries who received financial support for their business.

As indicated in Table 41, unemployment levels in these interventions ranged from 37% for beneficiaries who identified their most significant interventions as Business Management and Entrepreneur Training and Youth employment to 58% among Bursary/Scholarship beneficiaries. Part-time employment rates were notable among beneficiaries of the Youth employment interventions (35%) and for beneficiaries of multiple interventions (35%).

The highest full-time employment rates for Internships/Learnerships, TVETs and Youth Employment Services ranged between 18% to 23%. The higher unemployment levels reported are unsurprising as the study period coincided with the COVID-19 pandemic, which, as noted, has led to increased unemployment.

Table 41: Labour market status of Intervention Beneficiaries as at 2021/22 by type of Intervention (n = 1707)

	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Grand Total
n: Bursary or Scholarship	50	19	88	21	250	428
n: Internship/Learnership	71	16	72	49	145	353
n: None	17	16	70	19	148	270
n: Skills Development Programme	24	5	40	29	66	164
n: NYSP/NYRES/PYEI	34	2	56	9	59	160
n: EPWP/CWP	25	6	35	9	59	134
n: Multiple	7	2	25	5	33	72
n: TVET	15	3	17	5	26	66
n: Second Chance Matric/ABET	1	4	7	4	15	31
n: Business Mgt & Entrepreneur Training	1	0	2	9	7	19
n: Financial Support to start a business	0	0	1	7	0	8
n: Work Seeker Support	0	0	1	0	1	2
%: Bursary or Scholarship	11.7%	4.4%	20.6%	4.9%	58.4%	100.0%
%: Internship/Learnership	20.1%	4.5%	20.4%	13.9%	41.1%	100.0%
%: None	6.3%	5.9%	25.9%	7.0%	54.8%	100.0%
%: Skills Development Programme	14.6%	3.0%	24.4%	17.7%	40.2%	100.0%
%: NYSP/NYRES/PYEI	21.3%	1.3%	35.0%	5.6%	36.9%	100.0%
%: EPWP/CWP	18.7%	4.5%	26.1%	6.7%	44.0%	100.0%
%: Multiple	9.7%	2.8%	34.7%	6.9%	45.8%	100.0%
%: TVET	22.7%	4.5%	25.8%	7.6%	39.4%	100.0%
%: Second Chance Matric/ABET	3.2%	12.9%	22.6%	12.9%	48.4%	100.0%
%: Business Mgt & Entrepreneur Training	5.3%	0.0%	10.5%	47.4%	36.8%	100.0%
%: Financial Support to start a business	0.0%	0.0%	12.5%	87.5%	0.0%	100.0%
%: Work Seeker Support	0.0%	0.0%	50.0%	0.0%	50.0%	100.0%

Source: HSRC DoEL Survey 2021/22

8.2.3 Changes in the Labour Market Status of Beneficiaries between 2018/19 and 2021/22

When comparing how the respondents' employment status has changed from 2018/19 to 2021/22, one could infer the pandemic's role on their economic participation. The emerging patterns include:

- There is evidence that the unemployment status of beneficiaries doubled from 2018/19, when the unemployment rate was 23%. This rate jumped to 47% in 2020/21;
- There was a drop in the number of respondents studying full-time from 29% in 2018/19 to 4% in 2020/21.

- There was an increase in the proportion of self-employed respondents from 3% to 10% between 2018/19 and 2021/22.
- There is a small increase in full-time employment in 2020/2021. This increase may be a response to the stimulus interventions rolled out to address the short-term high unemployment levels.

When comparing the shift from the respondent's last intervention to 2021/22, there were clear shifts towards unemployment (Table 42). For instance, of those who were self-employed, 62% found themselves unemployed in 2021/22. Similarly, for full-time employed respondents in 2018/19, 51% found themselves unemployed in 2021/22. In addition, among those who were studying full-time in 2018/19, 43% found themselves unemployed in 2021/22. Interestingly, among those employed on a part-time basis in 2018/19, only 9% found themselves unemployed, with the majority opting to be self-employed. Lastly, among those previously unemployed in 2018/19, 24% of those respondents had found work on a part-time basis.

Table 42: Comparison of respondents' employment status from 2018/19 to 2021/22 (n = 1707)

	2021/22					
2018/19	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Changed
n: Full-time employment	91	7	17	24	71	119
n: Full-time studying	59	44	117	24	258	458
n: Part-time employment	47	5	215	51	238	341
n: Self-employed	6	0	3	40	5	14
n: Unemployed	42	17	62	27	237	148
#: Full-time employment	11.75%	8.76%	23.31%	4.78%	51.39%	88%
#: Full-time studying	8.45%	0.90%	38.67%	9.17%	42.81%	99%
#: Part-time employment	11.11%	0.00%	5.56%	74.07%	9.26%	94%
#: Self-employed	10.91%	4.42%	16.10%	7.01%	61.56%	93%
#: Unemployed	14.35%	4.28%	24.25%	9.72%	47.39%	53%

Source: HSRC DoEL Survey 2021/22

Upon closer inspection of these trends for each Employment Intervention grouping, the following patterns have emerged.

8.2.4 Changes in Beneficiary Labour Market Status from the last completed intervention to 2021/22

Table 43 shows how the respondents' employment status has changed since completing a particular intervention. In these instances, a respondent's status can shift between the different labour market statuses: full-time employment, part-time employment, part-time studying, self-employment, and unemployment. This is important for assessing the effectiveness of the youth program interventions.

A concerning trend is noted about the large percentage of respondents currently unemployed after previously studying full-time or working part-time. The study found that 41% of those studying during their last intervention were unemployed in 2021/22, while 38% of those employed part-time were unemployed in

2021/22. Among those who were unemployed when they participated in their intervention, 26% were employed part-time (15%) or full-time (12%) in 2021/22.

Table 43: Comparison of respondents' Employment Status Post Intervention and 2021/22 Employment Status (n = 1707)¹⁴

	2021/22					
Post Completion	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Change
n: <No answer>	3	7	36	4	75	n/a
n: Full-time employment	110	4	10	14	38	66
n: Full-time studying	10	33	8	7	41	66
n: Part-time employment	43	7	256	41	211	302
n: Self-employed	1	1	4	67	4	10
n: Unemployed	78	21	100	33	440	232
?: <No answer>	2.40%	5.60%	28.80%	3.20%	60.00%	n/a
?: Full-time employment	62.50%	2.27%	5.68%	7.95%	21.59%	38%
?: Full-time studying	10.10%	33.33%	8.08%	7.07%	41.41%	67%
?: Part-time employment	7.71%	1.25%	45.88%	7.35%	37.81%	54%
?: Self-employed	1.30%	1.30%	5.19%	87.01%	5.19%	13%
?: Unemployed	11.61%	3.13%	14.88%	4.91%	65.48%	35%

Source: HSRC DoEL Survey 2021/22

It further demonstrates the transition matrix for the respondents' employment status from their last completed intervention to 2021/22. The main diagonal with the grey blocks represents those beneficiaries whose labour market status did not change between the two points, last completed intervention and as of 2021/22. The figures not in the diagonal reflect the movements in employment status. For example, 110 beneficiaries remained in full-time employment in 2021/22, but 66 beneficiaries' status changed, with 38 moving to unemployed, 14 to self-employment and 10 to part-time employment. The red blocks reflect a shift towards unemployment, while the green blocks reflect a positive shift towards employment.

8.2.4.1 Bursary or Scholarship

When analysing the changes in employment status for beneficiaries of bursaries or scholarship interventions, it is evident that many of these beneficiaries have moved from full-time employment to unemployment. Over half (n=15; 53%) of the beneficiaries who previously studied full-time when receiving the bursary or scholarship identified as unemployed in 2021/22. Similarly, over half of the beneficiaries in part-time

¹⁴ The diagonal blocks highlighted in grey refer to beneficiaries who have remained in their employment status in the transition from completion of the last intervention compared to their employment status in 2021/22. The change value is calculated by totalling the number of percentage of beneficiaries who have moved from their original employment status (after completing their last programme intervention) to their employment status in 2021/22.

employment at the time of participating in an intervention (n=80; 51%) were unemployed in 2021/22. Similar trends exist for those in full-time employment (19%) and self-employment (20%), who were unemployed in 2021/22.

Table 44: Comparison of Employment Status Post Intervention and 2021/22 Employment Status for Bursary or Scholarship beneficiaries (n = 428)

Bursary or Scholarship	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Grand Total
n: Full-time employment	21	0	0	1	5	27
n: Full-time studying	0	11	1	1	15	28
n: Part-time employment	9	4	58	5	80	156
n: Self-employed	1	0	1	6	2	10
n: Unemployed	19	4	28	8	148	207
%, Full-time employment	77.78%	0.00%	0.00%	3.70%	18.52%	100.00%
%, Full-time studying	0.00%	39.29%	3.57%	3.57%	53.57%	100.00%
%, Part-time employment	5.77%	2.56%	37.18%	3.21%	51.28%	100.00%
%, Self-employed	10.00%	0.00%	10.00%	60.00%	20.00%	100.00%
%, Unemployed	9.18%	1.93%	13.53%	3.86%	71.50%	100.00%

Source: HSRC DoEL Survey 2021/22

8.2.4.2 Internship/ Learnership

When reviewing the employment status of the beneficiaries of Internships or Learnerships, a similarly large proportion of these beneficiaries find themselves unemployed in 2021/22. As shown in Table 45, 41% (n=11) of those studying full-time were unemployed in 2021/22. About a third (n=40; 33%) of those who were part-time employed and 22% (n=12) who were employed full-time were unemployed in 2021/22.

Table 45: Comparison of Employment Status Post Intervention and 2021/22 Employment Status for Internship/Learnership beneficiaries (n = 353)

Internship/Learnership	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Grand Total
n: Full-time employment	32	1	3	6	12	54
n: Full-time studying	5	8	0	3	11	27
n: Part-time employment	12	2	53	13	40	120
n: Self-employed	0	1	0	18	1	20
n: Unemployed	21	4	15	9	78	127
%, Full-time employment	59.26%	1.85%	5.56%	11.11%	22.22%	100.00%
%, Full-time studying	18.52%	29.63%	0.00%	11.11%	40.74%	100.00%
%, Part-time employment	10.00%	1.67%	44.17%	10.83%	33.33%	100.00%
%, Self-employed	0.00%	5.00%	0.00%	90.00%	5.00%	100.00%
%, Unemployed	16.54%	3.15%	11.81%	7.09%	61.42%	100.00%

Source: HSRC DoEL Survey 2021/22

8.2.4.3 No Significant Programme Intervention

After that, we examined the employment status of beneficiaries in 2021/22 after completing a programme focusing on beneficiaries who did not identify any significant programme. Despite some beneficiaries participating in one or more interventions, similar transitions were experienced for the part-time employed, full-time employed and those studying full-time. In these instances, 37% to 39% of respondents shifted into unemployment in 2021/22.

Table 46: Comparison of Employment Status Post Intervention and 2021/22 Employment Status for respondents who have not identified any significant programme intervention (n = 270)

None	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Grand Total
n: Full-time employment	5	1	0	2	5	13
n: Full-time studying	1	3	6	2	7	19
n: Part-time employment	5	0	16	5	16	42
n: Self-employed	0	0	1	5	0	6
n: Unemployed	5	5	13	1	51	75
?: Full-time employment	38.46%	7.69%	0.00%	15.38%	38.46%	100.00%
?: Full-time studying	5.26%	15.79%	31.58%	10.53%	36.84%	100.00%
?: Part-time employment	11.90%	0.00%	38.10%	11.90%	38.10%	100.00%
?: Self-employed	0.00%	0.00%	16.67%	83.33%	0.00%	100.00%
?: Unemployed	6.67%	6.67%	17.33%	1.33%	68.00%	100.00%

Source: HSRC DoEL Survey 2021/22

8.2.4.4 NYSP/ NYRES/ PYEI

A similar trend is also evident regarding beneficiaries of the NYSP, NYRES and PYEI interventions. The comparatively smaller population for this intervention did not allow for further analysis, although a similar trend towards unemployment emerged for 2021/22. Importantly, the reported lower unemployment rates, in 2021/22, compared to other interventions, may relate to the nature of the programme. In this instance, these interventions serve as a social safety net designed to mitigate economic shocks like the pandemic.

Table 47: Comparison of Employment Status Post Intervention and 2021/22 Employment Status for beneficiaries of the NYSP/ NYRES/ PYEI (n = 160)

	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Grand Total
n: Full-time employment	18	0	0	0	2	20
n: Full-time studying	2	1	0	0	2	5
n: Part-time employment	4	0	49	5	10	68
n: Self-employed	0	0	1	3	0	4
n: Unemployed	10	1	6	1	44	62
%: Full-time employment	90.00%	0.00%	0.00%	0.00%	10.00%	100.00%
%: Full-time studying	40.00%	20.00%	0.00%	0.00%	40.00%	100.00%
%: Part-time employment	5.88%	0.00%	72.06%	7.35%	14.71%	100.00%
%: Self-employed	0.00%	0.00%	25.00%	75.00%	0.00%	100.00%
%: Unemployed	16.13%	1.61%	9.68%	1.61%	70.97%	100.00%

Source: HSRC DoEL Survey 2021/22

8.2.4.5 Skills Development Programme

Among beneficiaries of the Skills Development Programme, it was found that 43% of those who were previously studying full-time and 41% of the part-time employed were unemployed in 2021/22.

Table 48: Comparison of Employment Status Post Intervention and 2021/22 Employment Status for beneficiaries of Skills Development Programmes (n = 164)

Skills Development Programme	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Grand Total
n: Full-time employment	14	1	3	3	1	22
n: Full-time studying	1	1	1	1	3	7
n: Part-time employment	4	0	22	4	21	51
n: Self-employed	0	0	1	12	1	14
n: Unemployed	5	3	12	9	40	69
%: Full-time employment	63.64%	4.55%	13.64%	13.64%	4.55%	100.00%
%: Full-time studying	14.29%	14.29%	14.29%	14.29%	42.86%	100.00%
%: Part-time employment	7.84%	0.00%	43.14%	7.84%	41.18%	100.00%
%: Self-employed	0.00%	0.00%	7.14%	85.71%	7.14%	100.00%
%: Unemployed	7.25%	4.35%	17.39%	13.04%	57.97%	100.00%

Source: HSRC DoEL Survey 2021/22

8.2.4.6 EPWP/ CWP

To a lesser extent, among beneficiaries of the EPWP and CWP Programmes, it was found that 32% (n=17) of those who were previously part-time employed had moved into unemployment in 2021/22. Like the NYSP/ NYRES/ PYEI interventions, unemployment in 2021/22 was lower in this intervention compared to the others. This trend again highlights the social protection aspects of such an intervention.

Notably, all previously studying in this group remained as such in 2021/22. Lastly, 24% (n=5) of those who were full-time employed had transitioned to unemployment when participating in this study's survey in 2021/22.

Table 49: Comparison of Employment Status Post Intervention and 2021/22 Employment Status for beneficiaries of the EPWP/CWP (n = 134)

EPWP/CWP	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Grand Total
n: Full-time employment	15	1	0	0	5	21
n: Full-time studying	0	5	0	0	0	5
n: Part-time employment	6	0	29	2	17	54
n: Self-employed	0	0	0	6	0	6
n: Unemployed	3	0	6	1	36	46
?: Full-time employment	71.43%	4.76%	0.00%	0.00%	23.81%	100.00%
?: Full-time studying	0.00%	100.00%	0.00%	0.00%	0.00%	100.00%
?: Part-time employment	11.11%	0.00%	53.70%	3.70%	31.48%	100.00%
?: Self-employed	0.00%	0.00%	0.00%	100.00%	0.00%	100.00%
?: Unemployed	6.52%	0.00%	13.04%	2.17%	78.26%	100.00%

Source: HSRC DoEL Survey 2021/22

8.2.4.7 TVET programmes

In addition, of those who participated in a TVET programme, 33% (n=5) had transitioned to unemployment in 2021/22 from part-time study. Positively, 28% (n=12) of the previously unemployed found full-time employment, as did 21% of respondents who transitioned to part-time employment.

Table 50: Comparison of Employment Status Post Intervention and 2021/22 Employment Status for beneficiaries of TVET Colleges (n = 66)

	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Grand Total
n: Full-time employment	2	0	1	1	0	4
n: Full-time studying	0	1	0	0	0	1
n: Part-time employment	1	1	7	1	5	15
n: Self-employed	0	0	0	2	0	2
n: Unemployed	12	1	9	1	20	43
?: Full-time employment	50.00%	0.00%	25.00%	25.00%	0.00%	100.00%
?: Full-time studying	0.00%	100.00%	0.00%	0.00%	0.00%	100.00%
?: Part-time employment	6.67%	6.67%	46.67%	6.67%	33.33%	100.00%
?: Self-employed	0.00%	0.00%	0.00%	100.00%	0.00%	100.00%
?: Unemployed	27.91%	2.33%	20.93%	2.33%	46.51%	100.00%

Source: HSRC DoEL Survey 2021/22

8.2.4.8 Multiple Significant Programmes

Lastly, a large proportion of beneficiaries who identified multiple significant programmes playing a role in their employment status saw a shift to unemployment. 50% of those who were employed full-time (n=5), 49% of those part-time employed (n= 16) and 33% of those studying full-time (n = 1) became unemployed in 2021/22. 33% of those studying full-time also found full-time employment, as did 13% of the previously unemployed.

Table 51: Comparison of Employment Status Post Intervention and 2021/22 Employment Status for respondents who identified multiple programmes as significant (n = 72)

Multiple	Full-time employment	Full-time studying	Part-time employment	Self-employed	Unemployed	Grand Total
n: Full-time employment	2	0	3	0	5	10
n: Full-time studying	1	1	0	0	1	3
n: Part-time employment	1	0	15	1	16	33
n: Self-employed	0	0	0	4	0	4
n: Unemployed	3	1	7	0	11	22
?: Full-time employment	20.00%	0.00%	30.00%	0.00%	50.00%	100.00%
?: Full-time studying	33.33%	33.33%	0.00%	0.00%	33.33%	100.00%
?: Part-time employment	3.03%	0.00%	45.45%	3.03%	48.48%	100.00%
?: Self-employed	0.00%	0.00%	0.00%	100.00%	0.00%	100.00%
?: Unemployed	13.64%	4.55%	31.82%	0.00%	50.00%	100.00%

Source: HSRC DoEL Survey 2021/22

8.2.5 Beneficiary Labour Market Status by Exposure to Multiple Interventions compared to 2018/19

From our preceding analysis, the respondents' employment status appears to be affected by the COVID-19 pandemic. Thus, to determine if the number of interventions a respondent participated in had any bearing on their success in finding employment, we compare their employment status from 2018/19 to the number of interventions in which they participated.

From the below table, it appears that those who completed four or more interventions had a higher chance of securing part-time employment. However, there seemed to be no added benefit in finding full-time employment or reducing unemployment.

Table 52: Influence of Number of Programme Interventions on the Respondent's 2018/19 Employment Status

	0	1	2	3	4	5	6	8
n = Full-time employment	86	131	47	20	8	4	0	0
n = Full-time studying	180	349	99	40	9	5	0	0
n = Part-time employment	186	373	100	46	20	13	3	1
n = Self-employed	28	41	11	1	1	0	0	0
n = Unemployed	199	270	69	29	13	4	0	0

	0	1	2	3	4	5	6	8
% = Full-time employment	12.67%	11.25%	14.42%	14.71%	15.69%	15.38%	0.00%	0.00%
% = Full-time studying	26.51%	29.98%	30.37%	29.41%	17.65%	19.23%	0.00%	0.00%
% = Part-time employment	27.39%	32.04%	30.67%	33.82%	39.22%	50.00%	100.00%	100.00%
% = Self-employed	4.12%	3.52%	3.37%	0.74%	1.96%	0.00%	0.00%	0.00%
% = Unemployed	29.31%	23.20%	21.17%	21.32%	25.49%	15.38%	0.00%	0.00%

Source: HSRC DoEL Survey 2021/22

8.3 THE EFFECTS OF THE COVID-19 PANDEMIC ON YOUTH UNEMPLOYMENT

The World Bank (2022) notes that South Africa's GDP fell by around 7 percent between 2019 and 2020. This contraction in the economy as a result of the COVID-19 pandemic and associated lockdown measures had a considerable impact on the labour market, and particularly youth in the labour market.

In terms of labour market participation, the labour force participation rate of youth aged 15 to 24 fell from 27.2% to 15.7% between the first quarter of 2020 and the second quarter of 2020 (when the lockdown measures were in place). For youth older than this (those between 25 and 34) the participation rate fell from 74.5% to 56.5% over this period (World Bank, 2022). The official youth unemployment rate therefore actually dropped over this period for young people (by 7 percentage points for 15 to 24 year olds, and by 8 percentage points for 25 to 34 year olds). However, this was reflection of a decline in participation and engagement in the labour market and not a meaningful reduction in youth unemployment. By the fourth quarter of 2020, the youth unemployment rate was back to its pre-Covid-19 shock level. Labour force participation however was slower to rebound for both groups of youth (World Bank, 2022; Espi-Sanchis, Leibbrandt and Ranchod, 2022).

The Department of Higher Education and Training's Skills Supply and Demand Report for 2022 demonstrated that the pandemic had effects across the labour market, it was employment of the youngest in the labour force that was most affected.

Espi-Sanchis, Leibbrandt and Ranchod (2021) argue that employment history was strongly correlated with employment outcomes in 2020: individuals with more extensive employment histories were more likely to remain employed, or among the non-employed, to find work. The authors also note that recovery in employment between April 2020 and October 2020 was not just because of individuals who had lost jobs "bouncing back", but that there was a substantial degree of job finding among people who were non-employed before the onset of the pandemic.

8.4 Employed (full-time and part-time)

The trends describing the experiences of respondents who were employed full-time or part-time are presented below, starting with the scale of Employed beneficiaries and non-beneficiaries in the dataset. 659 of the 1,707 beneficiaries (39%) are employed. 63% of this group were in part-time employment in 2021/22.

228 of 679 non-beneficiaries (34%) were also employed at this stage, with a comparative 58% also employed part-time. The high share of part-time employment indicates the vulnerability of the workforce.

Table 53: Labour Market Destination of Beneficiaries as of 2021/22 (n=887)

Employment Status	n: Beneficiaries	%: Beneficiaries	n: Non-Beneficiaries	%: Non-Beneficiaries
Full-time employment	245	37%	97	43%
Part-time employment	414	63%	131	58%
Total	659	100%	228	100%

Source: HSRC DoEL Survey 2021/22

The employment share was highest among the NYSP/ NYRES/ PYEI (56%), Work-Seeker Support (50%, n = 2), TVET (48%), beneficiaries that could not identify a single significant intervention (44%) and the EPWP/CWP (45%). The higher rates of employment in state interventions have highlighted the value of the state's contribution, particularly during the pandemic. However, one notes that the majority of employment is part-time work.

Table 54: Scale of Employed Beneficiaries by the selected most significant intervention

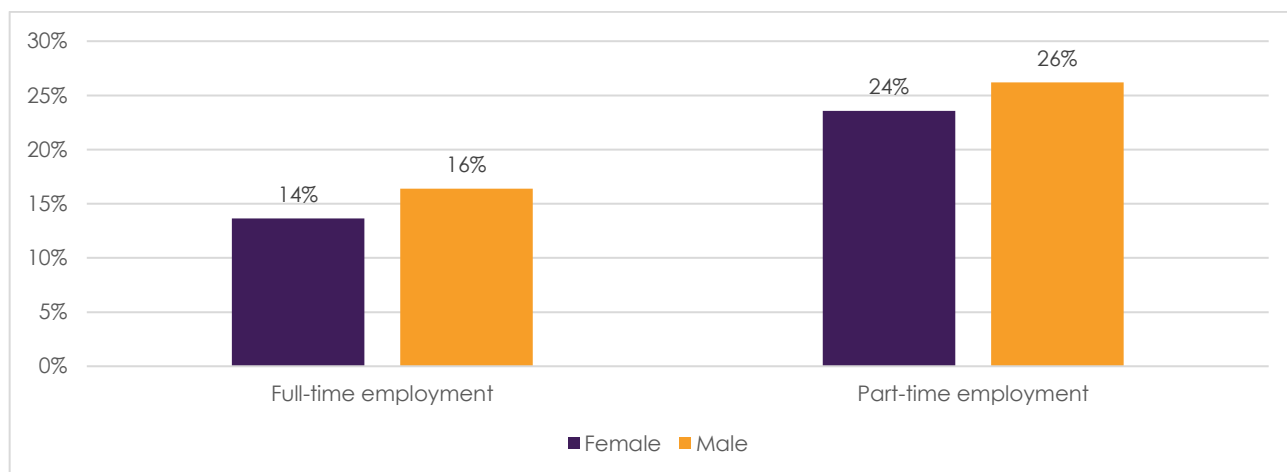
Row Labels	n: Full-time employment	n: Part-time employment	n: Employed Total	% of Intervention (Full-time employment)	% of Intervention (Part-time employment)	%: Employed Total
Bursary or Scholarship	50	88	138	12%	21%	32%
Business Mgt & Entrepreneur Training	1	2	3	5%	11%	16%
EPWP/CWP	25	35	60	19%	26%	45%
Financial Support to start a business	0	1	1	0%	13%	13%
Internship/Learnership	71	72	143	20%	20%	41%
Multiple significant programmes	7	25	32	10%	35%	44%
No significant programme	17	70	87	6%	26%	32%
NYSP/NYRES/PYEI	34	56	90	21%	35%	56%
Second Chance Matric/ABET	1	7	8	3%	23%	26%
Skills Development Programme	24	40	64	15%	24%	39%
TVET	15	17	32	23%	26%	48%
Work Seeker Support	0	1	1	0%	50%	50%
Employed Total	245	414	659			

Source: HSRC DoEL Survey 2021/22

8.4.1 Demographic Profile of the Employed

When reviewing the gender distribution of employed respondents, one notes that a slightly higher proportion of male respondents were employed (40% male to 36% female). This trend is further reflected in the distributions across full-time and part-time employment. Given the higher ratio of female awareness and access of intervention solutions, this is notable.

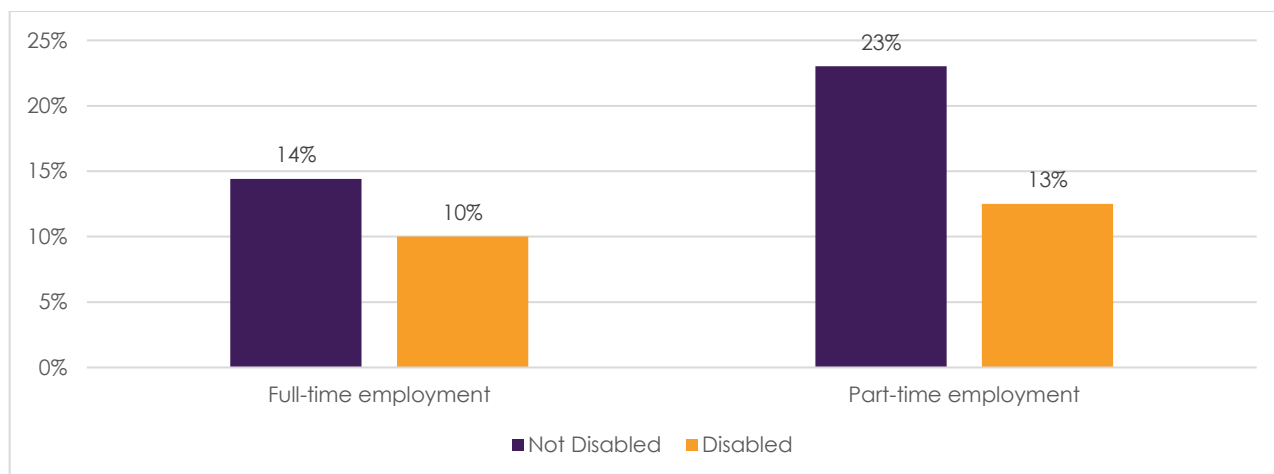
Figure 66: Employed Respondents by Gender (n = 2386)



Source: HSRC DoEL Survey 2021/22

A comparison of how respondents with disabilities have fared, highlights the low proportion of people with disabilities who have found part-time employment. Only 13% of the disabled have found part-time employment, compared to the 23% of respondents without disabilities. Further, only 10% have found full-time employment compared to the 14% of respondents without disabilities.

Figure 67: Employed Respondents by Disability (n = 2386)



Source: HSRC DoEL Survey 2021/22

8.4.2 Employment of Beneficiaries vs Non-Beneficiaries

A comparison of the employed beneficiaries and non-beneficiaries highlights the higher levels of respondents in part-time employment, with 24% of beneficiaries finding themselves in this category. This figure is 10% higher than the share of full-time-employed beneficiaries. Similarly, but to a lesser extent, 19% of non-beneficiaries are in part-time employment, compared to 14% in full-time employment.

Table 55: Employment of Beneficiaries vs Non-Beneficiaries (n = 887)

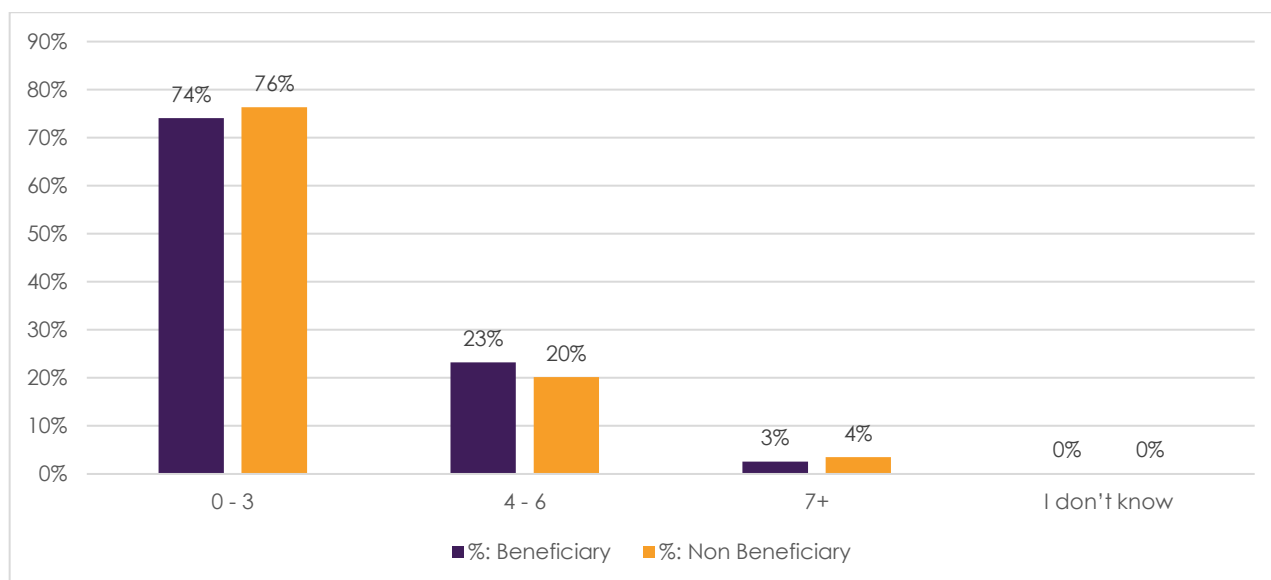
Employment Status	n: Beneficiaries	%: Beneficiaries	n: Non-Beneficiaries	%: Non-Beneficiaries
Full-time employment	245	14%	97	14%
Part-time employment	414	24%	131	19%
Total	659	39%	228	34%

Source: HSRC DoEL Survey 2021/22

8.4.3 Number of Jobs Since leaving school

Given the high proportion of respondents in part-time employment, it is also important to understand how frequently respondents are changing jobs. The limited number of work opportunities appears reflected in the number of jobs respondents have accessed. Most beneficiaries (74%) and non-beneficiaries (76%) have had three or fewer jobs. Only 23% of beneficiaries and 20% of non-beneficiaries have had the opportunity to change jobs on 4 to 6 occasions. Thus, despite the high proportion of part-time employment, one expects that employment opportunities are sparse, with long gaps between jobs.

Figure 68: Employed Respondents by Number of Jobs and Beneficiary Status (n = 887)



Source: HSRC DoEL Survey 2021/22

The long gaps between jobs may be confirmed when reviewing the number of jobs respondents have had compared to their age. For instance, 63% of those aged 30 to 34 have had three or fewer jobs.

Table 56: Employed Respondents by Number of Jobs and Age Cohort (n = 887)

	>No response<	20 - 24	25 - 29	30 - 34	35 - 39	40 - 44	45 - 49	50 - 54	Total
n: 0 - 3	1	209	294	130	22	5	1	0	662
n: 4 - 6	0	15	87	70	18	5	3	1	199

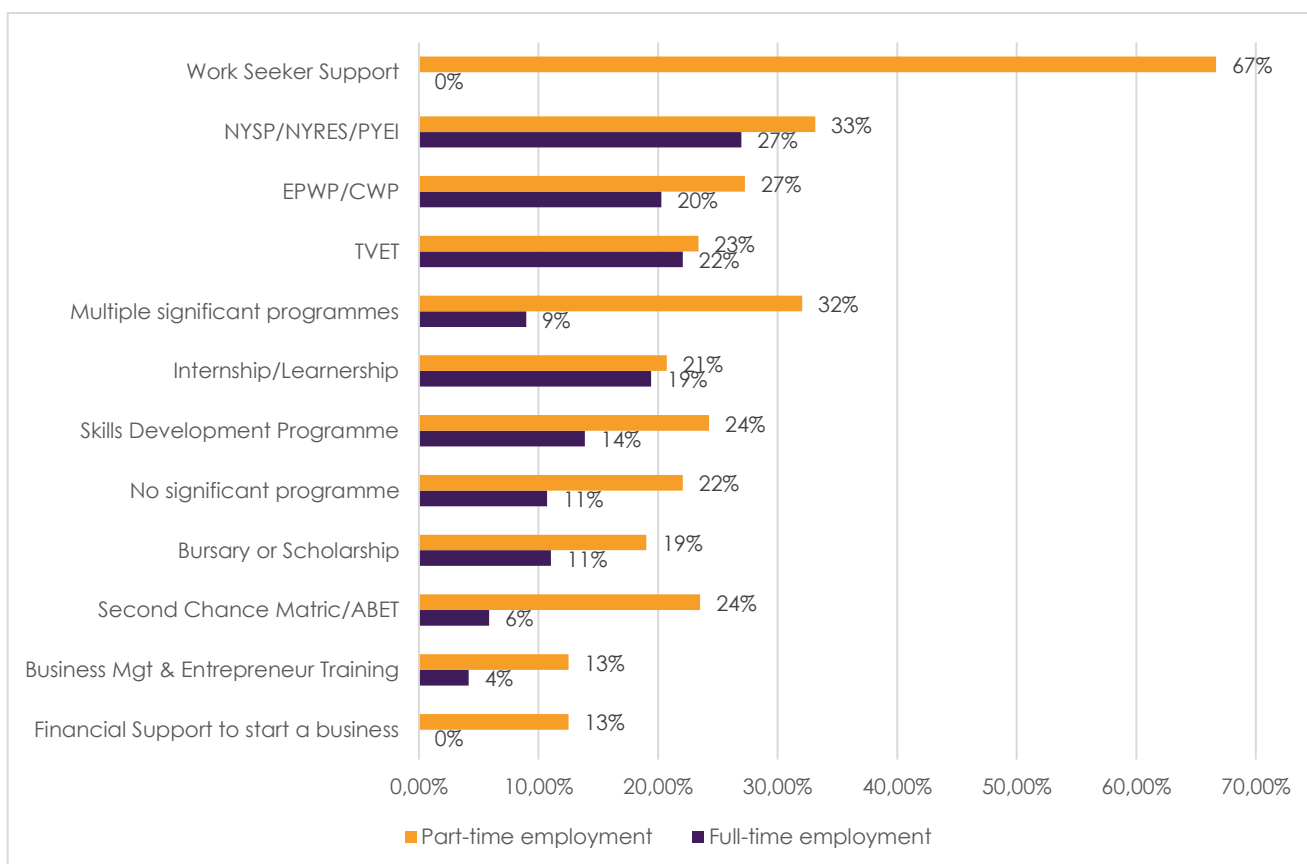
n: 7+	0	1	4	7	8	4	1	0	25
n: I don't know	0	0	1	0	0	0	0	0	1
n: Total	1	225	386	207	48	14	5	1	887
%: 0 - 3	100%	93%	76%	63%	46%	36%	20%	0%	75%
%: 4 - 6	0%	7%	23%	34%	38%	36%	60%	100%	22%
%: 7+	0%	0%	1%	3%	17%	29%	20%	0%	3%
%: I don't know	0%	0%	0%	0%	0%	0%	0%	0%	0%

Source: HSRC DoEL Survey 2021/22

8.4.4 Employed Beneficiaries (2021/22) by Most Significant Intervention

When analysing which intervention has been the most successful in promoting employment opportunities, one notes that state placement initiatives such as NYSP/ NYRES/ PYEI (60%) and EPWP/CWP (48%) have had the most success in helping respondents find either full-time or part-time employment. This intervention is followed by respondents who benefited from TVET programmes; 45% of them found employment in 2021/22. While the Work Seeker Support programme indicates that 67% of beneficiaries who selected this intervention as the most significant have found part-time employment, one notes the limited number of respondents that selected this intervention. In addition, among respondents who identified multiple programmes as significant, 41% of these respondents have found either full-time (9%) or part-time employment (32%).

Figure 69: Employed Respondents by Number of Jobs and Beneficiary Status (n = 887)



Source: HSRC DoEL Survey 2021/22

8.4.5 Nature of the Employment Contract

As noted, 659 beneficiaries are employed. To determine the quality of their employment, they were asked to indicate the nature of their employment contract with employers. This information helps establish whether they have any contract whatsoever and, if they do, whether it is written or verbal. The table below indicates that across all interventions, fixed-term contracts appeared to be the prevailing norm for most of the beneficiaries, with 80% of the 659 employed beneficiaries holding such a contract. 10% of beneficiaries possess a permanent contract. Most of these beneficiaries received an internship or learnership.

Table 57: Nature of the Employment Contract per Most Significant Employment Intervention (n = 659)

n	A verbal agreement (indefinite duration)	Casual (day to day/on and off)	No Contract	Written Contract (with fixed end date)	Written Contract Permanent (no end date)	Total
n: Internship/Learnership	1	11	3	101	27	143
n: Bursary or Scholarship	2	7	2	113	14	138
n: None	3	1	1	83	2	90
n: NYSP/NYRES/PYEI	1	5	3	71	7	87
n: Skills Development Programme	2	7	2	45	8	64
n: EPWP/CWP	1	2	2	50	5	60
n: TVET	1	1	2	27	1	32
n: Multiple	0	1	1	29	1	32
n: Second Chance Matric/ABET	0	1	1	6	0	8
?: Internship/Learnership	1%	8%	2%	71%	19%	100%
?: Bursary or Scholarship	1%	5%	1%	82%	10%	100%
?: None	3%	1%	1%	92%	2%	100%
?: NYSP/NYRES/PYEI	1%	6%	3%	82%	8%	100%
?: Skills Development Programme	3%	11%	3%	70%	13%	100%
?: EPWP/CWP	2%	3%	3%	83%	8%	100%
?: TVET	3%	3%	6%	84%	3%	100%
?: Multiple	0%	3%	3%	91%	3%	100%
?: Second Chance Matric/ABET	0%	13%	13%	75%	0%	100%
All Interventions	2%	6%	3%	80%	10%	

Source: HSRC DoEL Survey 2021/22

Across all programmes, the percentage of these respondents who held fixed-term written contracts ranged between 70% for the Skills Development Programme and 92% for the NYSP/NYRES/PYEI programmes. Positively, among these respondents, only 2% were employed based on a verbal agreement. In comparison, 3% were employed without a formal agreement, and 5% operated as casual labour. Given the large proportions of respondents with fixed-term contracts, one notes the precarity of their employment and their concerns about finding future employment post the conclusion of their contractual periods. Focus group

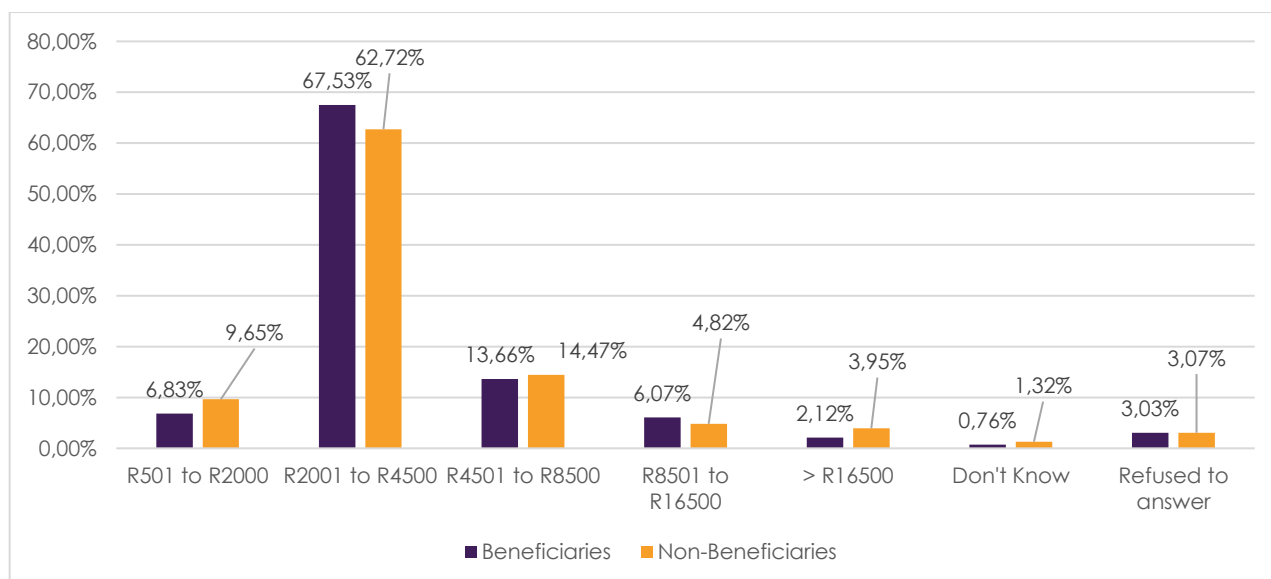
participants also echoed this concern and argued that youth disproportionately occupy temporary positions, with some found in positions with fixed-term contractual arrangements. This is also captured in the quote below from a focus group respondent:

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

8.4.6 Income Levels of currently Employed Beneficiaries

When analysing the monthly wages earned by employed respondents (n = 887), there were small differences between those exposed to an intervention and those without exposure. Over two-thirds of employed beneficiaries (68%) reported earning between R2 001 and R4 500, compared to 63% of non-beneficiaries. Fewer beneficiaries (7%) earned below R2 000 compared to 10% of the non-beneficiaries. Interestingly, a slightly smaller proportion of employed beneficiaries earned above R8501 (8%) compared to the 9% of non-beneficiaries.

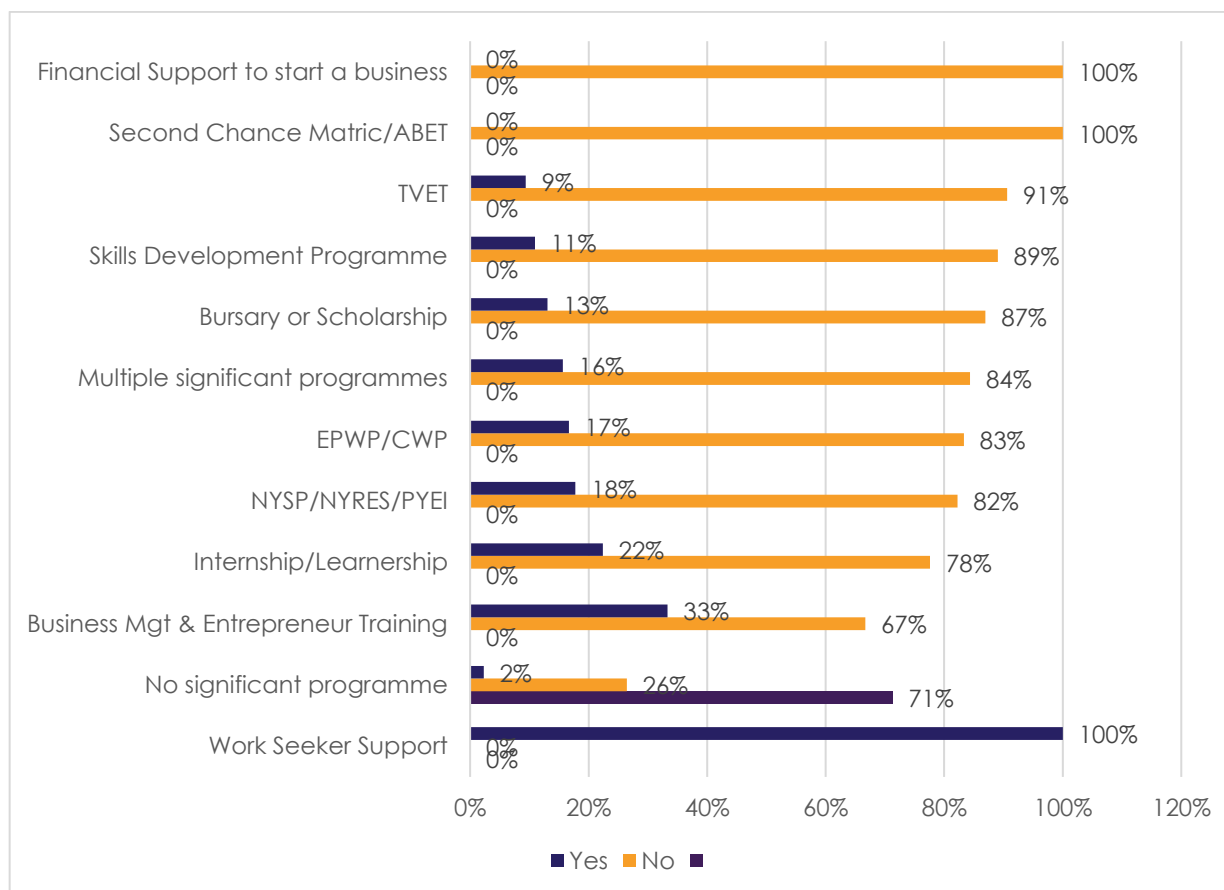
Figure 70: Beneficiary Status by Gross Monthly Wage Range among Employed Respondents (n = 887)



Source: HSRC DoEL Survey 2021/22

The majority of employed beneficiaries reported that the intervention did not affect their salary. All employed beneficiaries who received financial support to start a business or participated in the Second Chance Matric/ ABET intervention felt this way. 91% of those from a TVET intervention also affirmed a lack of change in salary. The interventions with the greatest proportion of changed salaries were in the Work-Seeker Support (100%), Business Management and Entrepreneur Training (33%) and those who received an Internship or Learnership (22%). Interestingly, 26% of those who could not identify any significant intervention reported that their salary had changed. However, 71% of this group also could not answer the question.

Figure 71: Employed Beneficiaries asked if the Most Significant Intervention has changed their salary (n = 659)



Source: HSRC DoEL Survey 2021/22

8.4.7 Employment with the institution that provided the most recent employment or training opportunity.

Respondents were also asked whether they were currently employed in the same institution that provided their most recent employment and training intervention. Most respondents (across all programme interventions) indicated that their current employer was not the provider of the last employment/training intervention in which they participated. The results in respect of the Work Seeker Support intervention are excluded as there was only one employed respondent.

Table 58: Respondents who were employed by the organisation offering the last employment intervention per the respondent's selected Most Significant Employment Intervention (n = 659)

	n: <No Answer>	n: No	n: Yes	n: Not Applicable	%: <No Answer>	%: No	%: Yes	%: Not Applicable
Internship/Learnership		111	31	1	0%	78%	22%	1%
Bursary or Scholarship		120	11	7	0%	87%	8%	5%
No Significant Programme	62	11	5	9	71%	13%	6%	10%
NYSP/NYRES/PYEI		57	6	1	0%	89%	9%	2%
Skills Development Programme		48	42		0%	53%	47%	0%

	n: <No Answer>	n: No	n: Yes	n: Not Applicable	%: <No Answer>	%: No	%: Yes	%: Not Applicable
EPWP/CWP		41	19		0%	68%	32%	0%
TVET		30	2		0%	94%	6%	0%
Multiple Significant Programmes		29	3		0%	91%	9%	0%
Second Chance Matric/ABET		8			0%	100%	0%	0%
Business Mgt & Entrepreneur Training		3			0%	100%	0%	0%
Financial Support to start a business		1			0%	100%	0%	0%
Work Seeker Support			1		0%	0%	100%	0%

Source: HSRC DoEL Survey 2021/22

While some of the beneficiaries are absorbed by the companies where they had trained, focus group participants expressed concern that some beneficiaries are driven into unemployment when companies that trained or supported them failed to offer them employment. Some of these sentiments are captured in the quotes below.

“...I participated in an internship programme with the Department of Health as an artisan assistant. The problem with this intervention was that even though there are chances of being absorbed you still had to wait (FG 5)”.

“I was expecting that people in charge of HR department would consider people who participated in the internship programme when permanent positions are advertised then hire them but that did not happen. I even wrote a motivation to HR seeking a contractual job at least...but I was never considered (FG 3)”

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

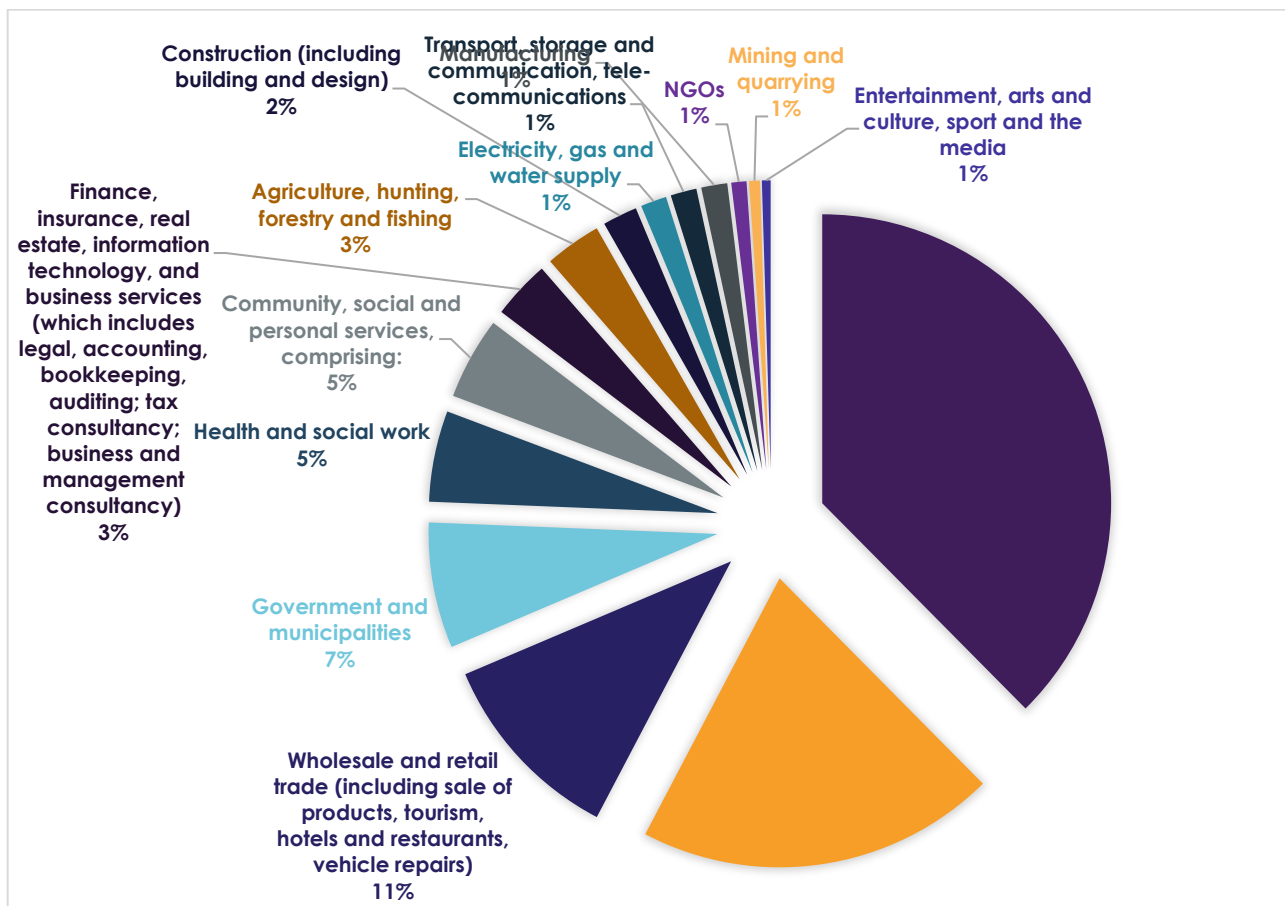
Illustrating the precarity of the beneficiary's employment situation, one of the participants indicated that although she had been offered permanent employment, she was amongst the first to be retrenched when COVID-19 hit.

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

8.4.8 Economic Sector of Current Employer

A review of the economic sector where employed respondents found work, as reflected in Figure 72, were in the Education and Research Sector (38%), followed by the wholesale and trade sector (11%), government and municipalities (7%), health and social work (5%) and community, social and personal services (5%).

Figure 72: Currently Employed Respondent's Employment Sector



Source: HSRC DoEL Survey 2021/22

For most employment interventions, namely Internships / Learnerships, Bursaries or Scholarships, where no intervention was identified as significant, the NYSP/ NYRES/ PYEI interventions, the Skills Development Programme, where multiple interventions were selected as significant, the EPWP/CWP, TVET programmes, or Second Chance Matric/ ABET, the most common economic sector of the beneficiary's employer was confirmed as Education and Research.

Table 59: Most Significant Employment Intervention per Employment Sector for Employed Respondents (n = 659)

	Agriculture, hunting, forestry and fishing	Community, social and personal services, comprising:	Construction (including building and design)	Education and research	Electricity, gas and water supply	Entertainment, arts and culture, sport and the media	Finance, etc ¹⁵	Government and municipalities	Health and social work	Manufacturing	Mining and quarrying	NGOs	¹⁶ Transport, etc ¹⁷	Wholesale and retail trade	Grand Total
n: Internship/ Learnership	6	10	8	55	2	2	6	8	11	4	3	4	4	20	143
n: Bursary or Scholarship	4	3	1	77	4	1	8	7	11	1	0	1	1	19	138
n: NYSP/ NYRES/ PYEI	1	3	0	68	0	0	1	5	1	0	0	0	1	10	90
n: No Significant Intervention	2	3	3	37	1	1	1	14	3	4	0	2	1	15	87
n: Skills Development Programme	3	6	2	24	1	0	4	5	4	1	1	0	2	11	64
n: EPWP/ CWP	8	9	2	16	3	0	1	8	7	0	0	0	2	4	60
n: TVET	0	0	0	17	0	0	3	2	3	2	0	0	0	5	32
n: Multiple Significant Interventions	1	1	0	12	0	0	3	9	1	0	1	0	1	3	32
n: Second Chance Matric/ ABET	0	2	0	3	1	0	0	0	0	0	0	0	0	2	8
n: Business Mgt & Entrepreneur Training	1	0	0	1	0	0	0	0	1	0	0	0	0	0	3
n: Work Seeker Support	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1
n: Financial Support to start a business	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1
%: Internship/ Learnership	4%	7%	6%	38%	1%	1%	4%	6%	8%	3%	2%	3%	3%	14%	100 %
%: Bursary or Scholarship	3%	2%	1%	56%	3%	1%	6%	5%	8%	1%	0%	1%	1%	14%	100 %
%: NYSP/NYRES/PYEI	1%	3%	0%	76%	0%	0%	1%	6%	1%	0%	0%	0%	1%	11%	100 %
%: None	2%	3%	3%	43%	1%	1%	1%	16%	3%	5%	0%	2%	1%	17%	100 %
%: Skills Development Programme	5%	9%	3%	38%	2%	0%	6%	8%	6%	2%	2%	0%	3%	17%	100 %
%: EPWP/CWP	13%	15%	3%	27%	5%	0%	2%	13%	12%	0%	0%	0%	3%	7%	100 %
%: TVET	0%	0%	0%	53%	0%	0%	9%	6%	9%	6%	0%	0%	0%	16%	100 %

¹⁵ Includes: Finance, insurance, real estate, information technology, and business services (which includes legal, accounting, bookkeeping, auditing; tax consultancy; business and management consultancy)

¹⁶ Including sale of products, tourism, hotels and restaurants, vehicle repairs.

¹⁷ Includes: Transport, storage and communication, tele-communications

%: Multiple	3%	3%	0%	38%	0%	0%	9%	28%	3%	0%	3%	0%	3%	9%	100%
%: Second Chance Matric/ ABET	0%	25%	0%	38%	13%	0%	0%	0%	0%	0%	0%	0%	0%	25%	100%
%: Business Mgt & Entrepreneur Training	33%	0%	0%	33%	0%	0%	0%	0%	33%	0%	0%	0%	0%	0%	100%
%: Work Seeker Support	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	100%
%: Financial Support to start a business	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%

Source: HSRC DoEL Survey 2021/22

8.4.9 Employed Beneficiary working in the same industry as the intervention

Intervention beneficiaries were asked if they managed to find work in the same industry as they were trained. Across the interventions, most employed beneficiaries have indicated that they are not working in the same industry. Only respondents from the NYSP/ NYRES/ PYEI group of interventions and Work Seeker Support show contrary responses. However, the Work Seeker Support results are unreliable due to the low number of responses received. For the other interventions, between 62% and 100% of employed beneficiaries were not working in the same industry. Among the NYSP/ NYRES/ PYEI interventions, an equal share (49%) did and did not work in the same industry they received training. This result may highlight a mismatch in the provision of skills compared to the demands of employers, or the transferability of skills from one industry to another.

Table 60: Employed Beneficiaries who work in the same industry as the intervention, per Most Significant Intervention (n = 659)

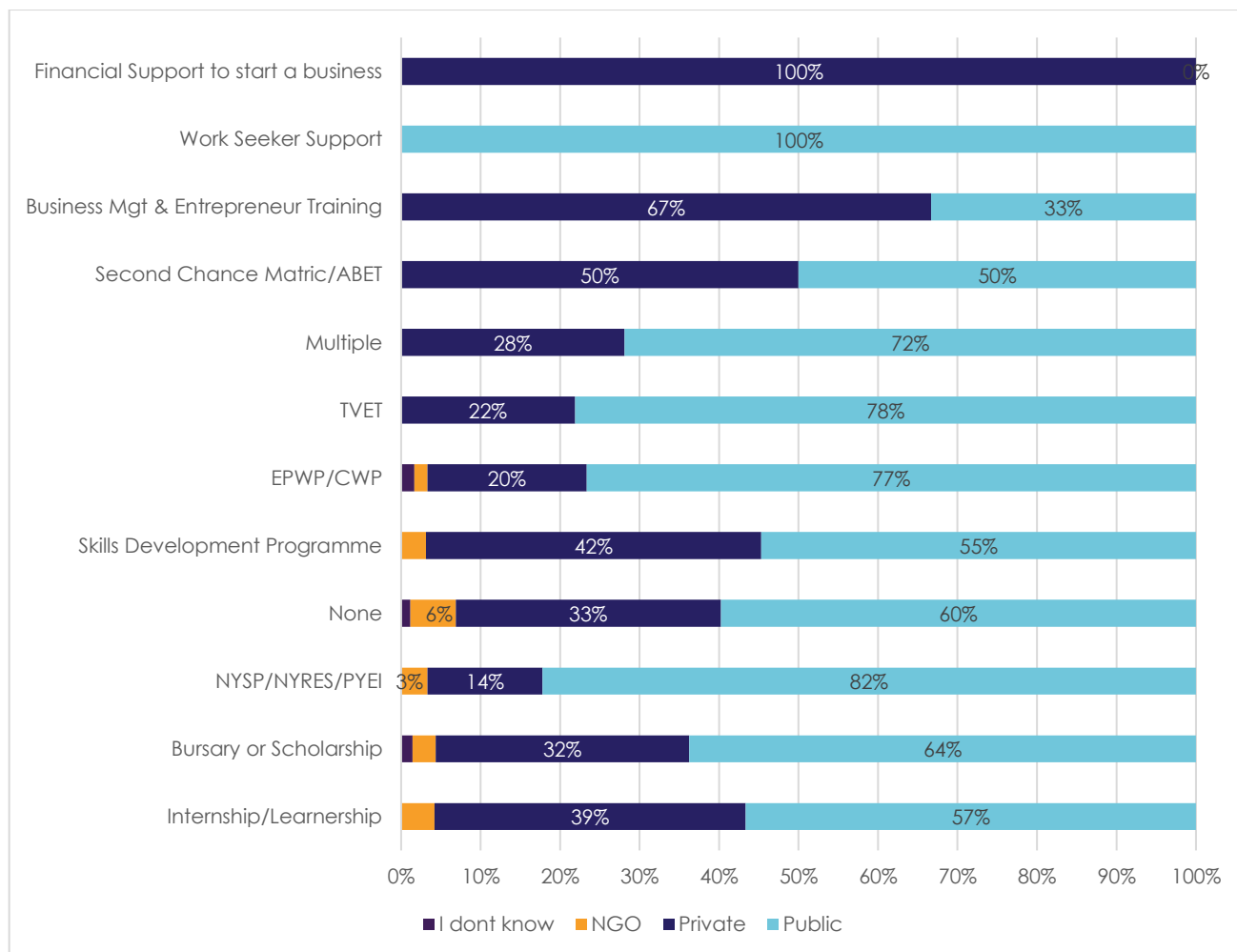
	n: I was not working	n: No	n: Yes	n: Total	%: I was not working	%: No	%: Yes
Internship/Learnership	3	104	36	143	2%	73%	25%
Bursary or Scholarship	5	116	17	138	4%	84%	12%
No significant programme	5	64	18	87	6%	74%	21%
Skills Development Programme	1	52	11	64	2%	81%	17%
NYSP/NYRES/PYEI	2	44	44	90	2%	49%	49%
EPWP/CWP	2	37	21	60	3%	62%	35%
TVET	1	24	7	32	3%	75%	22%
Multiple significant programmes		27	5	32	0%	84%	16%
Second Chance Matric/ABET	1	7		8	13%	88%	0%
Business Mgt & Entrepreneur Training		3		3	0%	100%	0%
Financial Support to start a business		1		1	0%	100%	0%
Work Seeker Support			1	1	0%	0%	100%
Grand Total	20	479	160	659	3%	73%	24%

Source: HSRC DoEL Survey 2021/22

8.4.10 Current Employer type

When analysing the relationship between the employer's sector (i.e., whether they operate in public, private or non-governmental sectors) and the most significant employment intervention, we note that most employed beneficiaries work for employers in the public sector, as indicated in Figure 73. Across all employment interventions, 65% of the employed respondents operated in the public sector, with 31% working for employers in the private sector. A further 3% work for non-governmental organisations. These trends indicate the public sector's contribution to providing employment opportunities. For instance, among respondents that identified *Bursaries or scholarships*, or *internships or learnerships* as the most significant employment intervention (the most common significant employment interventions), 57% and 64%, respectively, found employment in the public sector.

Figure 73: Most Significant Employment Intervention by Public, Private or Non-Governmental Sectors (n = 659)



Source: HSRC DoEL Survey 2021/22

8.4.11 Changes in Career Progression

A key objective of the study was to assess the difference intervention exposure had made on the respondents' career progression. This objective was underpinned by a need to assess the extent to which intervention participation had enabled beneficiaries to progress up the occupational ladder. From the perspective of the Theory of Change and analytical framework, we would expect career progression outcomes to be achieved in the medium- to long-term time horizons. As such, it should come as no surprise if we observe very low achievement levels for these progression indicators. Respondents were asked, "With respect to your career, did any of the following happen after you completed your programme? (Please tick all that apply)". The question had four pre-coded options and one open-ended option, namely:

- I received a promotion
- I received a pay raise
- I moved to a new role/position
- There was no change
- Other, please specify

Given that the respondent had the option to choose more than one outcome, the table below cannot indicate a relationship between these options. Table 6177 highlights that most respondents across the employment intervention groups felt the intervention resulted in no change in their lives. For instance, 28% of respondents who received a bursary or scholarship noted no change experienced in their lives after finishing their qualification.

Table 61: Intervention Outcomes perceived by Intervention Participants by Most Significant Interventions (n = 1707)

	n: Promotion	n: Pay Raise	n: New Role / Position	n: No Change	n: Other	%: Promotion	n: Pay Raise	%: New Role / Position	%: No Change	%: Other
Bursary or Scholarship	3	3	14	118	8	1%	1%	3%	28%	2%
Internship/Learnership	9	21	30	101	2	3%	6%	8%	29%	1%
None			2	23		0%	0%	1%	9%	0%
Skills Development Programme	3	5	8	50	3	2%	3%	5%	30%	2%
NYSP/NYRES/PYEI		5	10	74	5	0%	3%	6%	46%	3%
EPWP/CWP	2	2	7	49		1%	1%	5%	37%	0%
Multiple		3		23	6	0%	4%	0%	32%	8%
TVET	2	1	3	27		3%	2%	5%	41%	0%
Second Chance Matric/ABET		1		8	1	0%	3%	0%	26%	3%
Business Mgt & Entrepreneur Training			1	2		0%	0%	5%	11%	0%
Financial Support to start a business				1		0%	0%	0%	13%	0%
Work Seeker Support					1	0%	0%	0%	0%	50%

	n: Promotion	n: Pay Raise	n: New Role / Position	n: No Change	n: Other	%: Promotion	%: Pay Raise	%: New Role / Position	%: No Change	%: Other
	19	41	75	476	26					

Source: HSRC DoEL Survey 2021/22

8.4.12 Is Work Related to the Skills Learnt

The respondents were asked to what extent their work related to their acquired skills from the interventions in which they participated. In Table 62 below, 659 beneficiaries either employed full-time or part-time in 2021/22 indicated whether their work was related to skills they learnt in their respective programme interventions. Beneficiaries of Business Management & Entrepreneur Training (67%) or Second Chance Matric/ABET (50%) did not find that the skills they learnt corresponded with their current work.

Table 62: Work Related to Skills Learnt Per Most Significant Programme (n = 659)

	<No Answer>	Not at All	To a Limited Extent	To Some Extent	To a Great Extent	Grand Total
n: Internship/Learnership	0	29	12	47	55	143
n: Bursary or Scholarship	0	36	12	25	65	138
n: NYSP/NYRES/PYEI	0	13	4	31	42	90
n: None	62	10	1	7	7	87
n: Skills Development Programme	0	19	11	19	15	64
n: EPWP/CWP	0	12	9	23	16	60
n: TVET	0	13	4	8	7	32
n: Multiple	0	2	6	14	10	32
n: Second Chance Matric/ABET	0	4	1	2	1	8
n: Business Mgt & Entrepreneur Training	0	2	0	1	0	3
n: Work Seeker Support	0	0	0	0	1	1
n: Financial Support to start a business	0	0	1	0	0	1
n: Total	62	140	61	177	219	659
%:Internship/Learnership	0%	20%	8%	33%	38%	100%
%:Bursary or Scholarship	0%	26%	9%	18%	47%	100%
%:NYSP/NYRES/PYEI	0%	14%	4%	34%	47%	100%
%:No significant programme	71%	11%	1%	8%	8%	100%
%:Skills Development Programme	0%	30%	17%	30%	23%	100%
%:EPWP/CWP	0%	20%	15%	38%	27%	100%
%:TVET	0%	41%	13%	25%	22%	100%
%:Multiple	0%	6%	19%	44%	31%	100%
%:Second Chance Matric/ABET	0%	50%	13%	25%	13%	100%
%:Business Mgt & Entrepreneur Training	0%	67%	0%	33%	0%	100%
%:Work Seeker Support	0%	0%	0%	0%	100%	100%
%:Financial Support to start a business	0%	0%	100%	0%	0%	100%

	<No Answer>	Not at All	To a Limited Extent	To Some Extent	To a Great Extent	Grand Total
Grand Total	9%	21%	9%	27%	33%	100%

Source: HSRC DoEL Survey 2021/22

However, in contrast, many beneficiaries reported that the skills obtained through the intervention corresponded with their work. For instance, those involved in the Bursary or Scholarship (Great Extent = 47%), NYSP/ NYRES/ PYEI (Great Extent = 47%), EPWP/ CWP (Some & Great Extent = 65%), multiple significant programme interventions (Some & Great Extent= 75%) and Work Seeker Support (Great Extent = 100%) have stated that they used the skills acquired in their current work.

8.5 Self-Employment

8.5.1 Demographic Profile of the Self-Employed

220 respondents indicated they were Self-Employed in 2021/22, with 156 females (71%) and 64 males (29%). Of these 220 respondents, (2%) included people with disabilities. 59% of those with disabilities were aged between 20 and 29 years, and 62% (n = 136) had only completed their Grade 12. Thus, the self-employed respondents are young with limited education but are attempting to manage businesses. 75% of the self-employed respondents were beneficiaries of an intervention.

8.5.2 Self-Employment by Programme Intervention Type

166 Self-Employed respondents were beneficiaries of an intervention. 30% (n = 49) reported that their most significant intervention was accessing an Internship or Learnership. The next most popular interventions were the Skills Development Programme (17%) and receiving a Bursary or Scholarship (13%).

Table 63: Distribution of Self-Employed Beneficiaries by Most Significant Intervention (n = 166)

Row Labels	n: Beneficiary	?: Beneficiary
No Significant Intervention	19	11%
Internship/Learnership	49	30%
Skills Development Programme	29	17%
Bursary or Scholarship	21	13%
Business Mgt & Entrepreneur Training	9	5%
EPWP/CWP	9	5%
NYSP/NYRES/PYEI	9	5%
TVET	5	3%
Financial Support to start a business	7	4%
Multiple Significant Interventions	5	3%
Second Chance Matric/ABET	4	2%
Grand Total	166	100%

Source: HSRC DoEL Survey 2021/22

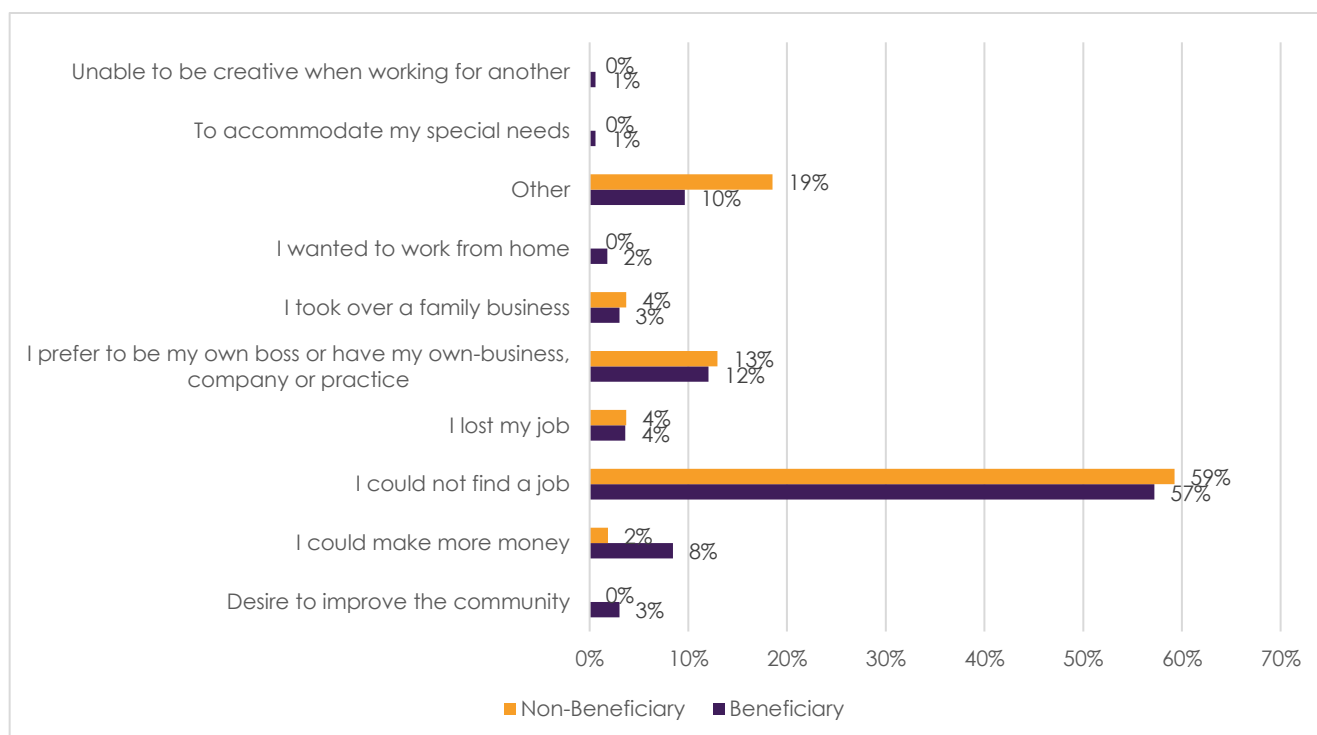
8.5.3 Reasons for Self-Employment

There is evidence that micro and macro labour market factors influence employment choices, including the decision to become self-employed. In addition, people's perceptions of whether entrepreneurship is a viable career path depend on various factors which include the general state of the economy, society (social culture, policy support, regional environment), and personal (e.g. marriage, number of children, occupation, level of education) characteristics and attitudes (Wan, 2017). This study explored the factors and reasons behind the intention to start businesses. The respondent's self-employment is primarily motivated by the factors shown in Figure 74 below. About 127 of the 220 respondents (57%) stated that they chose self-employment due to their inability to find employment. This included 57% of all beneficiaries and 59% of non-beneficiaries. As one of the respondents indicated:

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

A further 27 respondents (13% among non-beneficiaries and 12% among beneficiaries) voluntarily chose self-employment so that they could 'be their own boss', whilst about 15 respondents wanted to maximise their income earnings. 19% of non-beneficiaries had another reason not captured in this list explaining why they opted to be self-employed.

Figure 74: Reasons for Self-Employment (Across all Interventions) (n = 220)



Source: HSRC DoEL Survey 2021/22

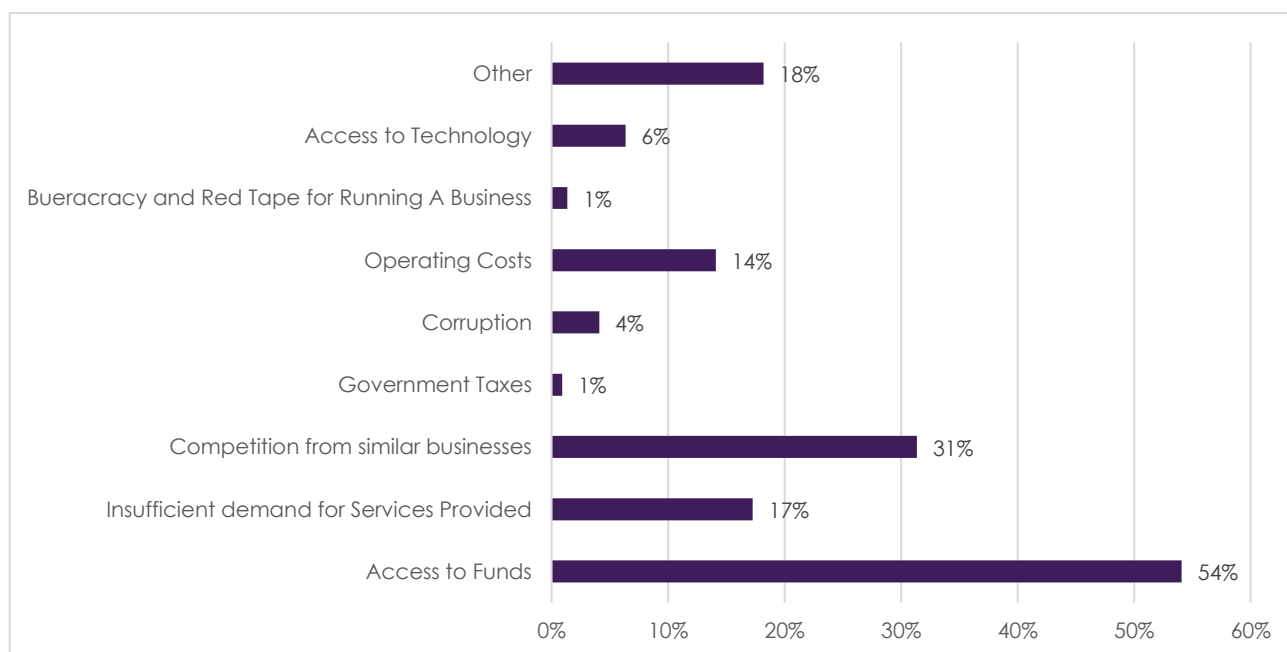
There were no visible Self-Employment trends compared to each programme intervention and per the demographic profile of these respondents.

8.5.4 Self Employment Challenges

Studies conducted in the past indicate that South Africa has a relatively low rate of youth entrepreneurship compared to other countries. To illustrate, on average, only one of every nine South Africans starting a business was found to be youth (DSBD, 2014). This is a concern given the high unemployment rate and the low participation of young people in the economy. The low entrepreneurship has been attributed to several challenges, including lack of access to capital, lack of business skills, high bureaucratic and administrative entry barriers, limited government support and weak market opportunities (Chidonga, 2011). One of the measures to improve entrepreneurial skills and knowledge has been entrepreneurial education.

Among the beneficiaries, the most common challenge highlighted by 54% of the 220 self-employed respondents was their difficulties accessing funds needed for their business. 31% of respondents noted that competition in their respective sectors from similar businesses was also challenging. A further 18% indicated that they experienced other challenges not included in the provided list.

Figure 75: Self Employment Challenges experienced by Intervention Beneficiaries (Across all Interventions) (n = 220)



Source: HSRC DoEL Survey 2021/22

Focus group respondents responses correlated with the survey data. Lack of finance and access to finance was identified as a key constraints to entrepreneurial activity.

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

"There is not support mechanism to start up such initiatives, we are demoralized as youth" (FG8)

"The challenge I faced while trying to start a business was financial support. Have tried to get support with no luck thus my main focus now is getting a jobs" (FG 1)

They also highlighted concerns about the culture of corruption, where they are expected to pay bribes to secure tenders.

"The main problem with running a business is that people fail to be suppliers for the government and private sector because you have to know someone who works for a supply chain department, or you must bribe for you to get a certain tender to be a supplier".

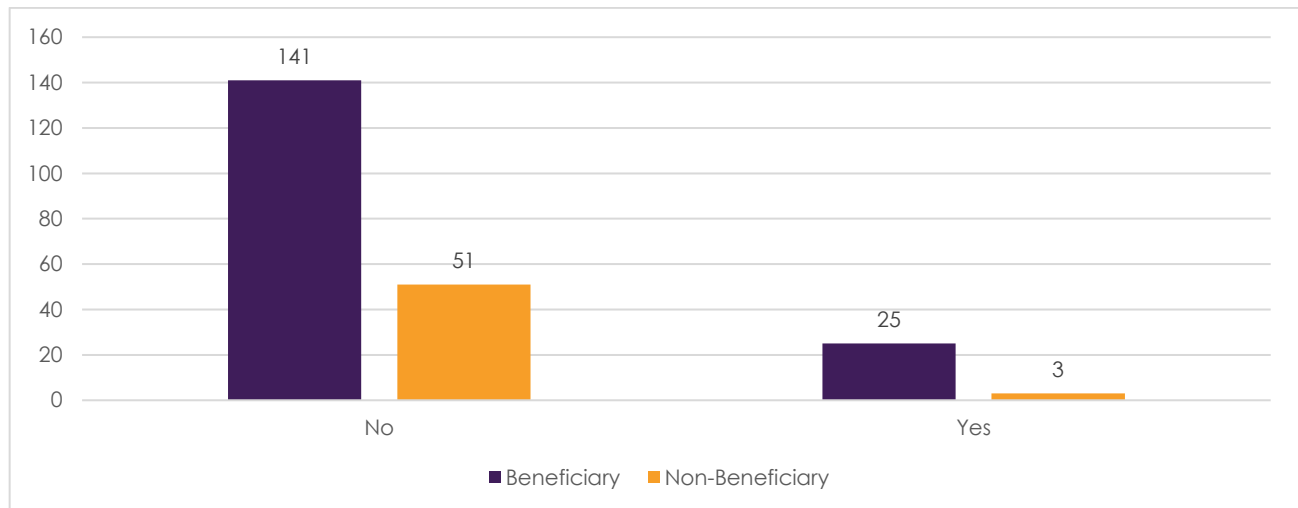
In general, the young people who participated in focus groups reported running small businesses, using their own homes as the base for operation.

"I'm currently running my own business. I do (Inaudible) card readings, reiki healing and teach people how to meditate. I also run my own dance school as well. It is something I used to do for my family but now I offer these as a service due to unemployment. I did have some money saved up to start operating because I needed candles, gemstones etc. I required a small start-up capital. If I get a job, I would do this part-time because the business does not render a stable income, the business is not".

Most respondents admitted that they needed financial assistance to afford the necessary infrastructure and a specific business location with the equipment needed. They also appeared to require more fundamental business management skills, which exacerbated their incapacity to identify market opportunities. Therefore, the lack of enabling environment and infrastructural support needs to be addressed to tackle the non-participation of youth in the economy.

Given the above experiences, self-employed respondents were asked whether they received any support in starting or managing their businesses. Only 28 of the 220 respondents (13%) indicated they had received some support.

Figure 76: Support received by all Self-Employed respondents (Across all Interventions) (n = 220)

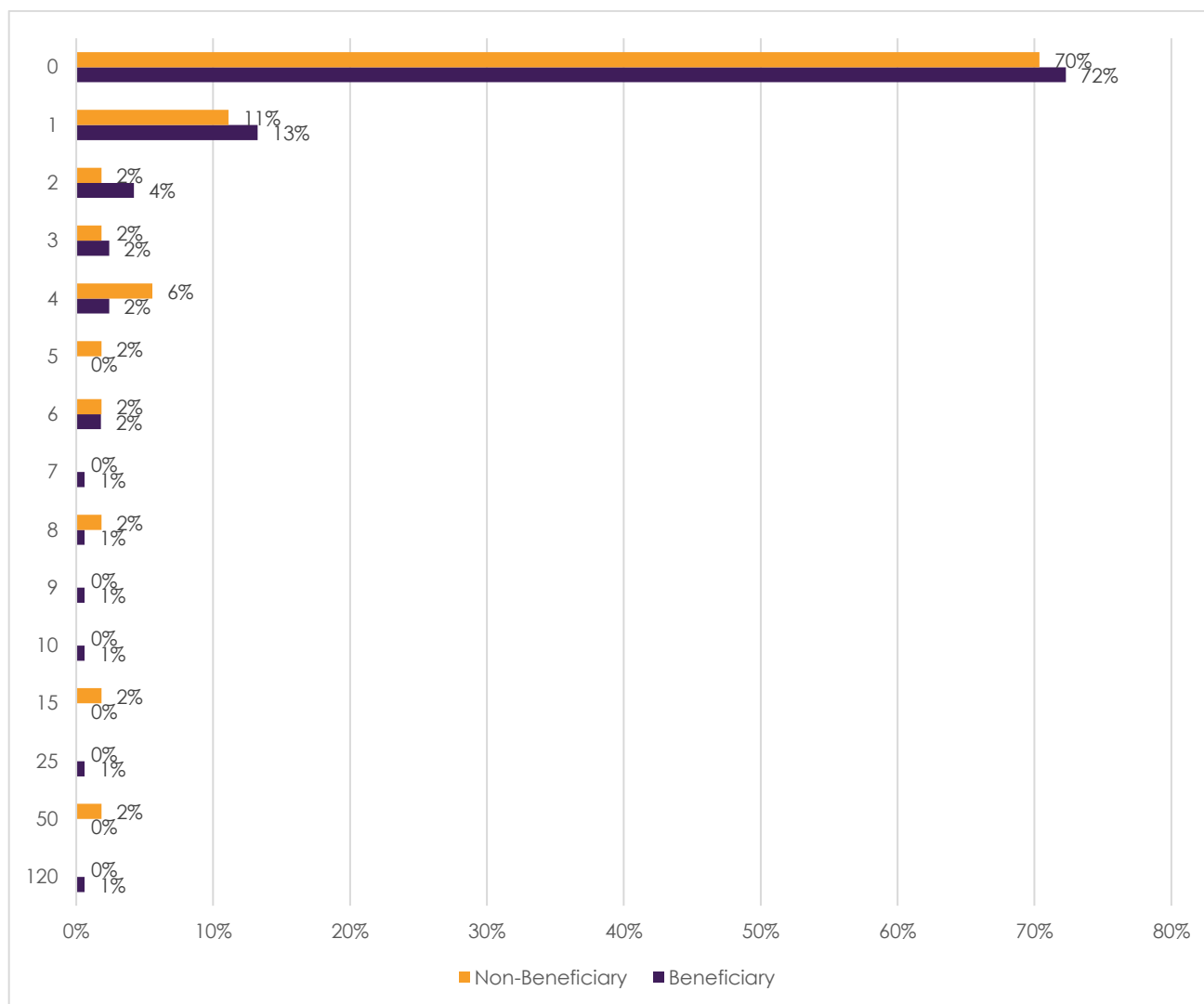


Source: HSRC DoEL Survey 2021/22

8.5.5 Employment Potential of Supported SMMEs

Given the expectation that those starting SMMEs would create employment opportunities, the respondents were asked how many jobs their businesses had created. The below figure compares beneficiaries to non-beneficiaries. It is evident that 72% of all self-employed respondents operate in a survivalist manner, as they have not created any other jobs. 13% of all self-employed respondents had created 1 other job, with a similar trend shared by intervention beneficiaries and non-beneficiaries. Six Self Employed Beneficiaries who selected Business Management and Entrepreneurial Training as their most significant intervention had created between 1 and 6 jobs each.

Figure 77: Number of jobs created among Self-Employed Respondents (n = 220)

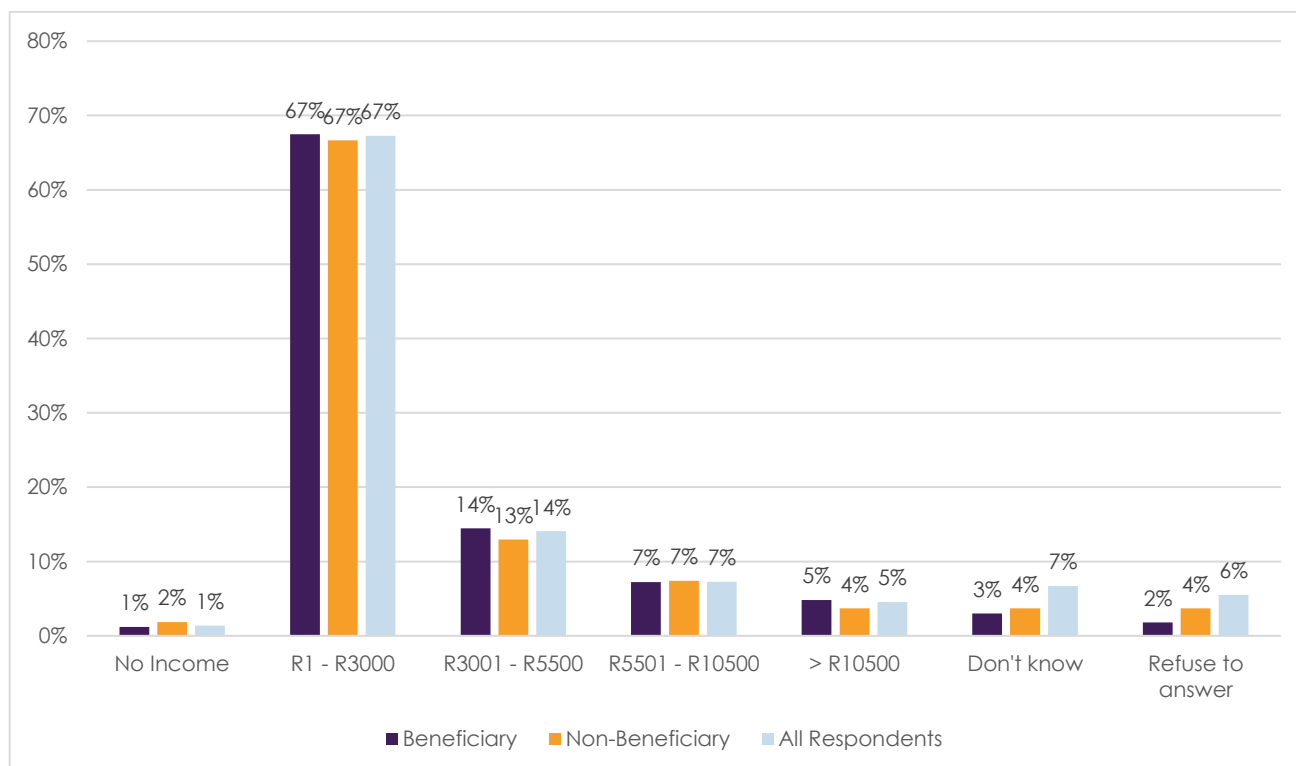


Source: HSRC DoEL Survey 2021/22

8.5.6 Self Employed – Income Range

In addition to not creating employment opportunities, results demonstrate that most self-employed respondents earn a meagre monthly income. 67% of all self-employed respondents earn up to R3000 a month. There is no discernable difference in earning patterns between beneficiaries and non-beneficiaries. A further 14% of self-employed respondents earn between R3001 and R5500.

Figure 78: Gross Monthly Income Range of Self-Employed Respondents (n = 220)



Source: HSRC DoEL Survey 2021/22

8.6 Full-Time Studying

8.6.1 Demographic Profile of Respondents in Full-Time Study

About 138 respondents were studying on a full-time basis in 2021/22. 72% of these respondents were female, while none had any disabilities. 83% of those studying full-time were aged between 20 and 29. 54% of the group had only completed Grade 12, while 42% had either completed a Technical or Vocational College Certification (20%), a University certificate or diploma (11%) or a University degree (11%). 73 of the 138 respondents were intervention beneficiaries, while 65 were non-beneficiaries.

Table 64: Highest level of Education of those studying on a full-time basis (n = 138)

	Matric/Grade 12	Some primary	Some secondary	Technical and Vocational college certificate	University certificate or diploma	University degree/masters/PhD	Other	Grand Total
n: Full-time studying	74		6	28	15	15		138
%, Full-time studying	54%	0%	4%	20%	11%	11%	0%	100%

Source: HSRC DoEL Survey 2021/22

8.6.2 Scale of Full-Time Study by Intervention Type

When reviewing which interventions Full-Time Study Beneficiaries selected as their most significant, the most popular interventions were receiving a Bursary or Scholarship (26%), Internship or Learnership (22%) or not being to identify any significant intervention (22%)

Table 65: Nature and Extent of distribution by Type of Intervention for Full-Time Study Beneficiaries (n = 73)

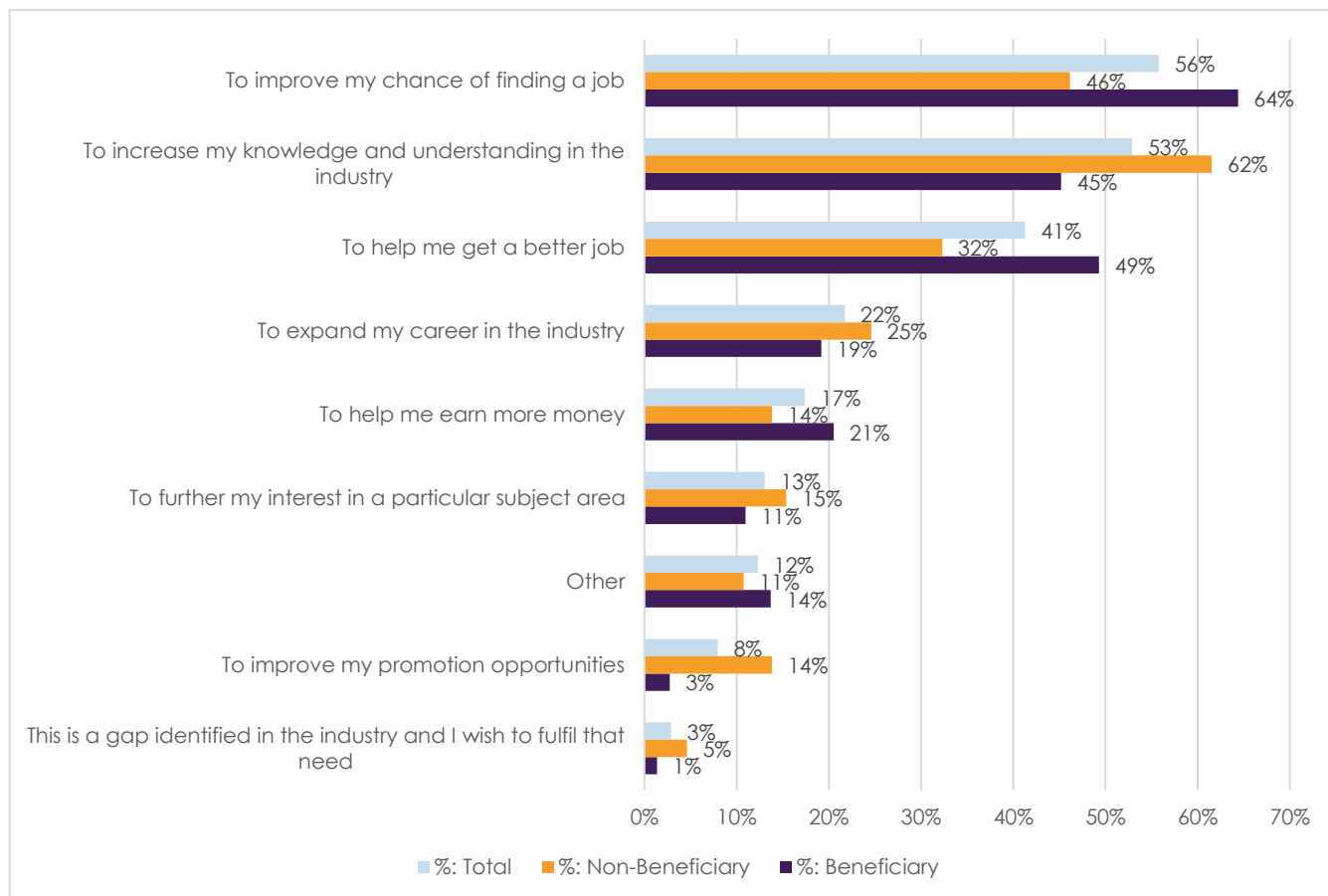
	n: Beneficiary	%: Beneficiary
No Significant Intervention	16	22%
Bursary or Scholarship	19	26%
Internship/Learnership	16	22%
Skills Development Programme	5	7%
EPWP/CWP	6	8%
TVET	3	4%
Second Chance Matric/ABET	4	5%
NYSP/NYRES/PYEI	2	3%
Multiple	2	3%
Business Mgt & Entrepreneur Training		0%
	73	100%

Source: HSRC DoEL Survey 2021/22

8.6.3 Reason for Full-Time Study

In general, the reasons given among those studying full-time were focused on improving their chance of finding a job (56%), achieving a higher qualification (63%), increasing their knowledge and understanding of the industry (53%), getting a better job (41%) or expanding their career in their industry (22%). Among those interested in finding a better job, there was a divergence between beneficiaries and non-beneficiaries, with a larger proportion of beneficiaries (64%) opting to study for this reason compared to non-beneficiaries (46%). Conversely, more non-beneficiaries (62%) want to increase their industry knowledge by studying than beneficiaries (45%).

Figure 79: Reasons for Full-Time Studying by Beneficiary Status (n = 138)

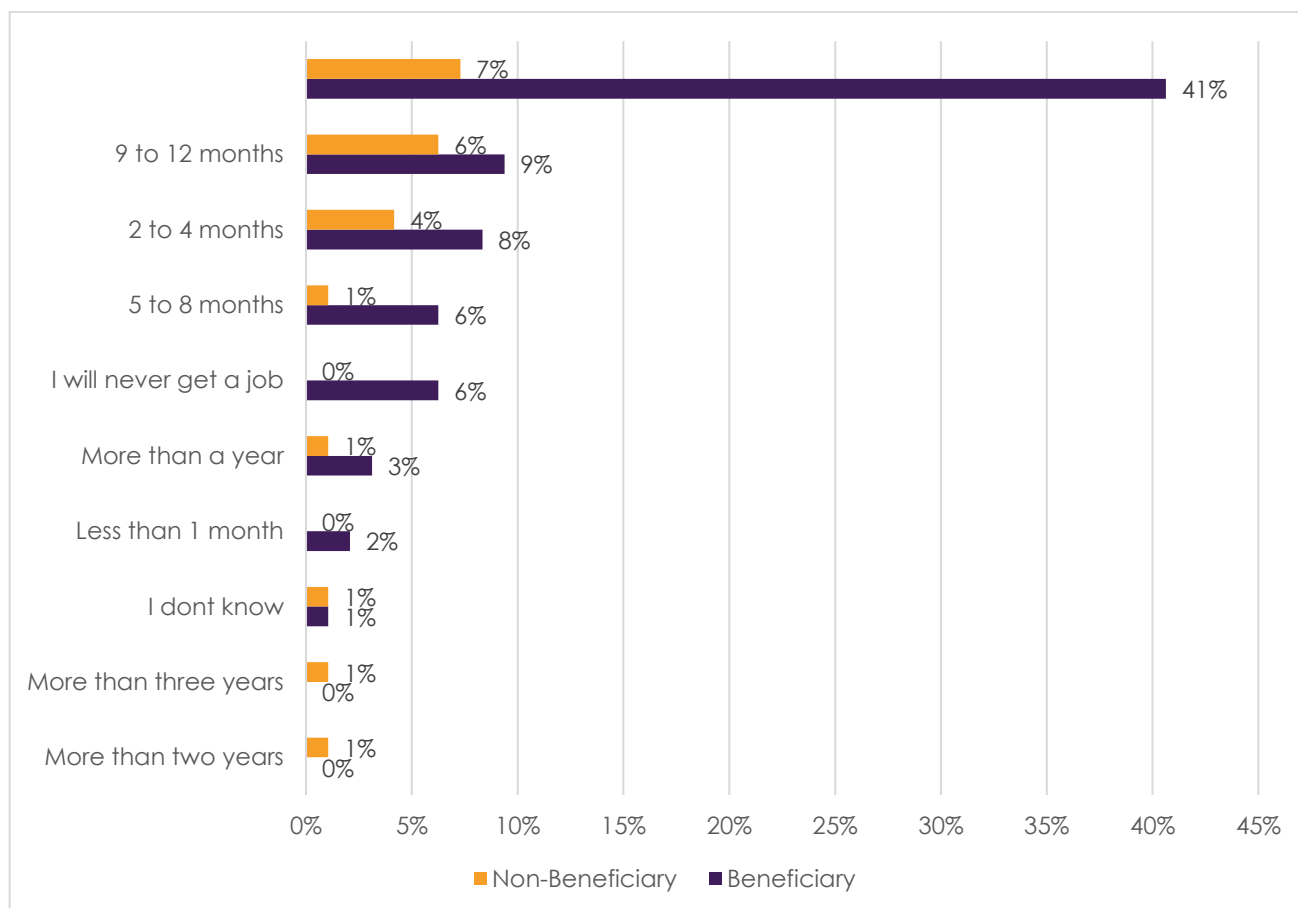


Source: HSRC DoEL Survey 2021/22

8.6.4 Time expected to Find Work

Given the above expectations, the time respondents expect to find work after completing their studies varies when comparing beneficiaries and non-beneficiaries substantially. Firstly, 41% of Beneficiaries studying full-time in 2021/22 chose not to answer the question, compared to the 7% of non-beneficiaries. Only 3% believe they will take longer than a year to find work, while the remainder expects they will find work within a year. 6% of beneficiaries are quite despondent and already believe they may never find work. The low levels of answers for a period in excess of 1 year differ quite starkly from the experiences reported by unemployed respondents in section 8.7.5.

Figure 80: Time expected to find work by Beneficiary Status for Full-Time Studying Respondents (n= 166)



Source: HSRC DoEL Survey 2021/22

8.7 Unemployed

8.7.1 Demographic Profile of the Unemployed

48% of all respondents were unemployed in 2021/22. The large group is predominantly female, with 74% of the respondents. In addition, 2% of respondents (n = 27) were people with disabilities, and 72% were aged between 20 and 29. 39% (n = 445) had only completed Grade 12, while 23% had completed a University degree.

8.7.2 The scale of Unemployed beneficiaries by Intervention

31% of unemployed beneficiaries received a Bursary or Scholarship, followed by 18% who attained an internship or learnership. A further 18% believed they had not participated in any intervention that would contribute significantly to accessing the labour market.

Table 66: Scale of Unemployment by Most Significant Intervention for Unemployed Beneficiaries (n = 809)

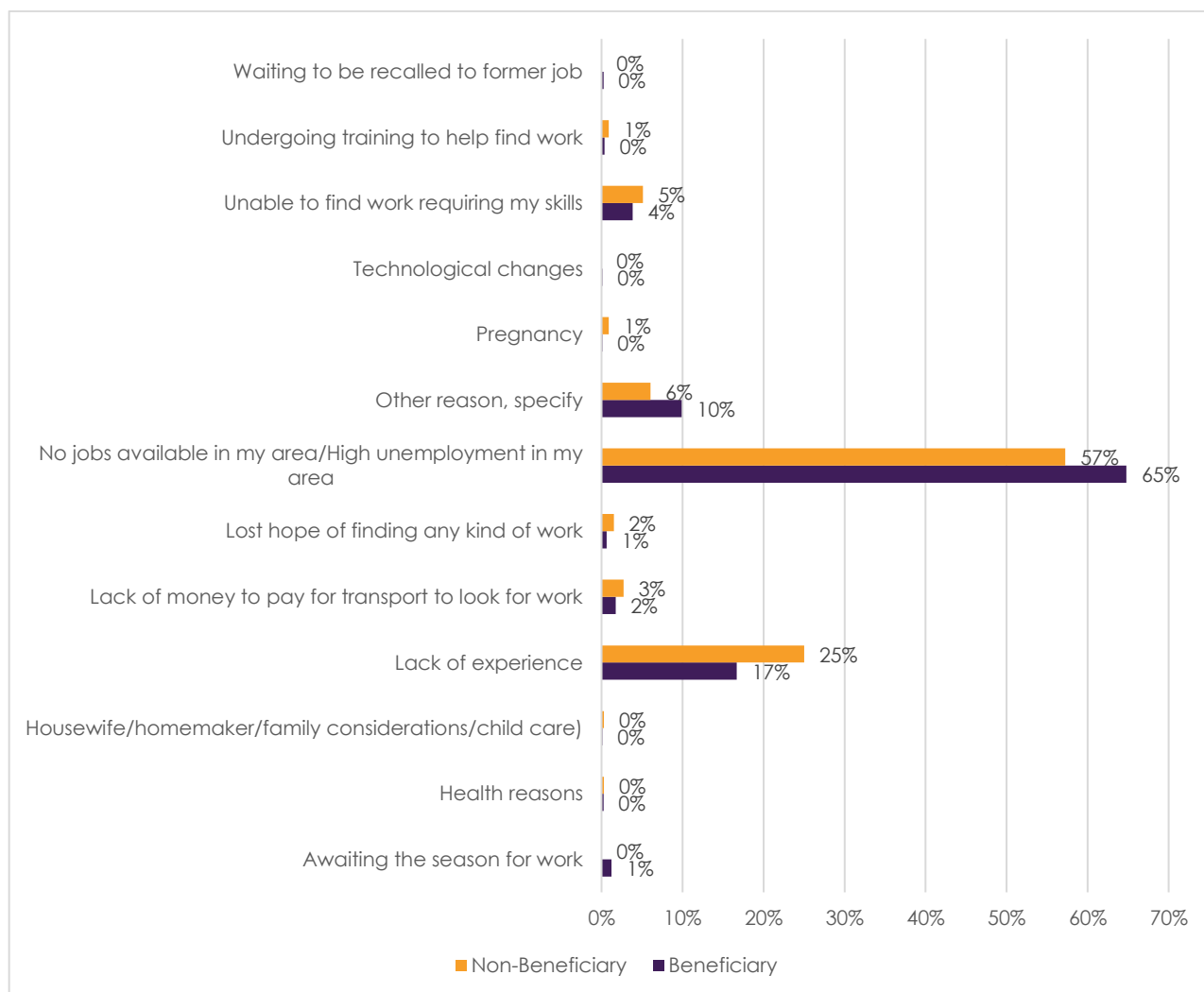
	n: Beneficiary	%: Beneficiary
No significant intervention	148	18%
Bursary or Scholarship	250	31%
Internship/Learnership	145	18%
Skills Development Programme	66	8%
EPWP/CWP	59	7%
NYSP/NYRES/PYEI	59	7%
Multiple significant interventions	33	4%
TVET	26	3%
Second Chance Matric/ABET	15	2%
Business Mgt & Entrepreneur Training	7	1%
Work Seeker Support	1	0%
	809	100%

Source: HSRC DoEL Survey 2021/22

8.7.3 Main Reason for Unemployment

As indicated in Figure 81, 809 beneficiaries were unemployed (47%) in 2021/22. The respondents were also required to identify what they perceived as the main reasons they were unemployed. Again, these perceptions provide very insightful information as they can influence the extent of searching for work and methods thereof. Among the 809 unemployed beneficiaries and the 332 non-beneficiaries, the main reasons for not finding work related to there being no jobs in the respondent's area (65% among beneficiaries, 57% among non-beneficiaries), lacking experience (17% among beneficiaries, 25% among non-beneficiaries) and other reasons (10% among beneficiaries, 6% among non-beneficiaries). The larger response recognising a lack of experience among non-beneficiaries highlights the lack of opportunities to which these respondents have had access.

Figure 81: Main Reason for Unemployment (Across all Interventions) (n = 809)



Source: HSRC DoEL Survey 2021/22

When comparing the reasons for unemployment against the respondent's chosen most significant intervention, the macro-level trends across interventions are prevalent at the programme level, with 'No Jobs available in my area' and 'Lack of experience' identified as the most prominent responses.

Additionally, the qualitative insights also captured these sentiments, when the respondents were asked about their perceptions of why they had not been able to find employment. The focus group participants attributed their state of unemployment to a lack of work experience, financial resources for looking for employment, the general scarcity of jobs, and inadequate skills to find suitable employment.

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

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

Several respondents asserted that their inability to find employment was due to corruption, nepotism, or the need to pay bribes in some instances. Additionally, respondents lamented how expensive it is for unemployed people to look for work, discouraging them from doing so.

"... People are getting employed through nepotism I no longer trust the system".

"I think it is corruption and nepotism, if you don't have any connections, you stand a little chance of getting a job. You also have to bribe to get a job" (FG 3)

They added that what is even more demoralising is when they apply for jobs that a potential employer already has reserved for someone else. One of the respondents said, *"...you find that it a waste of our time and resources, printing CVS and applying for posts while there are already individuals they have put in place"* (FG 1).

One of the additional challenges that young people raised was a lack of social networks, information, and guidance on what steps to take to secure alternative employment opportunities.

"...Lack of information on what to do after losing a job is also another challenge. One has to think outside the box, and not rely on hand outs, take me for example, I had to start from rock bottom when I was establishing my business" (FG 3)

Among those who participated in Internships or Learnerships and those that received Business Management and Entrepreneur Training (noting these as the most significant employment intervention they participated in), 72% and 71% of these respondents respectively identified "No Jobs in their area" as the main reason for their unemployment. This trend was followed by beneficiaries of the NYSP/NYRES/PYEI programmes (70%), those who received a Bursary or Scholarship (69%), the Skills Development Programme (67%), EPWP/CWP (63%), TVET (58%) and Second Chance Matric/ABET (53%). 54% of those flagging multiple programmes as significant in finding employment believed they were unemployed due to their lack of experience. This was substantially different from all other initiatives, where the responses ranged from 7% to 20%.

Table 67: Main Reason for Unemployment per Most Significant Programme (n = 809)

N	Bursary Scholarship	or Business Mgt & Entrepreneur Training	EPWP/CWP	Internship/ Learnership	NYSP/NYRES/PYEI	Second Chance Metric/ABET	Skills Development Programme	TVET	Work Seeker Support	Multiple	None
Awaiting the season for work	4	0	0	5	0	0	1	0	0	0	0
Health reasons	0	0	1	0	1	0	0	0	0	0	0
Housewife/homemaker/ family considerations/child care)	0	0	1	0	0	0	0	0	0	0	0
Lack of experience	49	1	10	12	8	1	10	3	0	18	23
Lack of money to pay for transport to look for work	3	0	0	2	3	1	0	2	0	1	2
Lost hope of finding any kind of work	2	0	2	0	0	1	0	0	0	0	0
No jobs available in my area/High unemployment in my area	171	5	37	105	41	8	44	15	0	11	87
Other reason, specify	13	0	4	14	3	3	10	5	0	2	26
Pregnancy	0	0	0	1	0	0	0	0	0	0	0
Technological changes	0	0	0	0	0	0	0	0	0	0	1
Unable to find work requiring my skills	7	1	4	6	3	1	0	1	1	1	6
Undergoing training to help find work	0	0	0	0	0	0	0	0	0	0	3
Waiting to be recalled to former job	1	0	0	0	0	0	1	0	0	0	0
%											
Awaiting the season for work	1.60%	0.00%	0.00%	3.45%	0.00%	0.00%	1.52%	0.00%	0.00%	0.00%	0.00%
Health reasons	0.00%	0.00%	1.69%	0.00%	1.69%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Housewife/homemaker/ family considerations/child care)	0.00%	0.00%	1.69%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Lack of experience	19.60%	14.29%	16.95%	8.28%	13.56%	6.67%	15.15%	11.54%	0.00%	54.55%	15.54%
Lack of money to pay for transport to look for work	1.20%	0.00%	0.00%	1.38%	5.08%	6.67%	0.00%	7.69%	0.00%	3.03%	1.35%
Lost hope of finding any kind of work	0.80%	0.00%	3.39%	0.00%	0.00%	6.67%	0.00%	0.00%	0.00%	0.00%	0.00%
No jobs available in my area/High unemployment in my area	68.40%	71.43%	62.71%	72.41%	69.49%	53.33%	66.67%	57.69%	0.00%	33.33%	58.78%
Other reason, specify	5.20%	0.00%	6.78%	9.66%	5.08%	20.00%	15.15%	19.23%	0.00%	6.06%	17.57%
Pregnancy	0.00%	0.00%	0.00%	0.69%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%

N	Bursary or Scholarship	Business Mgt & Entrepreneur Training	EPWP/CWP	Internship/Learnership	NYSP/NYRES/PYEI	Second Chance Matrix/ABET	Skills Development Programme	TVET	Work Seeker Support	Multiple	None
Technological changes	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.68%
Unable to find work requiring my skills	2.80%	14.29%	6.78%	4.14%	5.08%	6.67%	0.00%	3.85%	100.00%	3.03%	4.05%
Undergoing training to help find work	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	2.03%
Waiting to be recalled to former job	0.40%	0.00%	0.00%	0.00%	0.00%	0.00%	1.52%	0.00%	0.00%	0.00%	0.00%

Source: HSRC DoEL Survey 2021/22

8.7.4 Job Search Methods for the Unemployed

Given the high levels of unemployment, it is important to identify if there are concerning trends in how unemployed respondents search for work. The most common methods that are employed involve mailing, faxing or emailing a CV to companies (76% of unemployed respondents), using the internet (71% of unemployed respondents) or using social media (26% of unemployed respondents). A larger proportion of beneficiaries use the internet to find jobs than non-beneficiaries (74% of beneficiaries compared to 65% of non-beneficiaries). Very few respondents have sought out labour brokers (2% of unemployed respondents), offered to work for free (3% of unemployed respondents) or asked an NGO or Government Body dealing with special needs for assistance (4% of unemployed respondents). Building awareness about such opportunities and methods may help to address unemployment.

Table 68: Unemployed Respondent's Methods looking for Work, by Beneficiary Status (n = 1141)

	n: Beneficiary	n: Non-Beneficiary	n: Total	%: Beneficiary	%: Non-Beneficiary	%: Total
Mailed, Faxed, Email my CV to Companies	608	260	868	75%	78%	76%
Placed Newspaper Advert Looking for a Job	154	57	211	19%	17%	18%
Searched for jobs using the Internet	597	216	813	74%	65%	71%
Made enquiries at workplaces, farms, factories, shops	79	18	97	10%	5%	9%
Registered with a Private Employment Agency	82	26	108	10%	8%	9%
Approached the Department of Labour Employment Office	117	26	143	14%	8%	13%
Approached Recruitment Agencies	128	49	177	16%	15%	16%
Approached Labour Brokers	16	8	24	2%	2%	2%
Offered to work for free	23	7	30	3%	2%	3%
Gone from door-to-door, looking for work	114	53	167	14%	16%	15%
Waited at the side of the road	2	5	7	0%	2%	1%
Asked Family, Relatives for Assistance	95	35	130	12%	11%	11%
Asked Friends for Assistance	82	31	113	10%	9%	10%

Asked NGOs/Govt bodies dealing with Special Needs for Assistance	40	6	46	5%	2%	4%
Used Social Media	218	73	291	27%	22%	26%
Did Nothing		1	1	0%	0%	0%
Other	17	1	18	2%	0%	2%
	809	332	1141	100%	100%	100%

Source: HSRC DoEL Survey 2021/22

8.7.5 Length of Unemployment

The table below indicates how long unemployed respondents have been looking for work. If one groups the periods reported below together, one notes the comparatively longer delays experienced by non-beneficiaries searching for work. 65% of non-beneficiaries reported searching for work for more than a year, compared to 47% of beneficiaries. 51% of unemployed beneficiaries have sought work for less than a year, compared to 33% of unemployed non-beneficiaries. Potentially and promisingly, this indicates that a greater proportion of beneficiaries of interventions spend less time searching for work than non-beneficiaries.

Table 69: Unemployed Respondent's – Time looking for work by Beneficiary Status (n = 1141)

	n: Beneficiary	n: Non-Beneficiary	n: Total	?: Beneficiary	?: Non-Beneficiary	?: Total
Less than 3 months	121	24	145	14.96%	7.23%	12.71%
3 months - less than 6 months	60	27	87	7.42%	8.13%	7.62%
6 months - less than 9 months	82	15	97	10.14%	4.52%	8.50%
9 months - less than 1 year	150	45	195	18.54%	13.55%	17.09%
1 year - less than 3 years	265	137	402	32.76%	41.27%	35.23%
3 years - 5 years	90	52	142	11.12%	15.66%	12.45%
More than 5 years	25	26	51	3.09%	7.83%	4.47%
I dont know	16	6	22	1.98%	1.81%	1.93%
	809	332	1141	100.00%	100.00%	100.00%

Source: HSRC DoEL Survey 2021/22

8.7.6 When do you think you will be able to find a job?

The unemployed respondents were asked two questions about how long they thought it would take them to find a job. The first referred to the likelihood they would find work in under 6 months, and the second was whether they might find work between two and three years from the interview date. On the 6-month question, unemployed beneficiaries were slightly more optimistic, with 38% feeling that timeframe was either likely or very likely. Only 33% of unemployed non-beneficiaries held this view. A large proportion of beneficiaries (43%) and non-beneficiaries (36%) also opted for a neutral answer.

Table 70: Unemployed Respondent's – Likelihood of Finding Work in 6 Months, by Beneficiary Status (n = 1141)

	n: Beneficiary	n: Non-Beneficiary	n: Total	?: Beneficiary	?: Non-Beneficiary	?: Total
<No answer>	1		1	0%	0%	0%
Very unlikely	31	25	56	4%	8%	5%
Unlikely	122	79	201	15%	24%	18%
Neutral	346	118	464	43%	36%	41%
Likely	214	63	277	26%	19%	24%
Very likely	95	47	142	12%	14%	12%
Grand Total	809	332	1141	100%	100%	100%

Source: HSRC DoEL Survey 2021/22

When the question was posed regarding the longer time frame, a larger proportion of unemployed beneficiaries felt that this timeframe was plausible. 58% of unemployed beneficiaries believed that it was likely (36%) or very likely (22%), compared to 51% of unemployed non-beneficiaries.

Table 71: Unemployed Respondent's – Likelihood of Finding Work in 2 to 3 years, by Beneficiary Status (n = 1141)

	n: Beneficiary	n: Non-Beneficiary	n: Total	?: Beneficiary	?: Non-Beneficiary	?: Total
<No answer>	1		1	0%	0%	0%
Very unlikely	32	29	61	4%	9%	5%
Unlikely	82	52	134	10%	16%	12%
Neutral	228	81	309	28%	24%	27%
Likely	290	103	393	36%	31%	34%
Very likely	176	67	243	22%	20%	21%
Grand Total	809	332	1141	100%	100%	100%

Source: HSRC DoEL Survey 2021/22

8.7.7 Socio-economic support of the unemployed youth

Given the high rates of unemployment affecting our respondents, it is important to determine how they support themselves. As demonstrated below, the most common methods of support involved from household members (64% of unemployed respondents), and utilising the Child Support or Foster Care Grants (27%). There appears to be negligible differences in the distribution of these support methods when one compares the beneficiary against the non-beneficiary.

Table 72: Unemployed Respondent's – Likelihood of Finding Work in 2 to 3 years, by Beneficiary Status (n = 1141)

	n: Beneficiary	n: Non-Beneficiary	n: Total	?: Beneficiary	?: Non-Beneficiary	?: Total
Persons IN the household	525	208	733	65%	63%	64%
Persons NOT in the household	62	26	88	8%	8%	8%
Charity, church, welfare, etc.	5	4	9	1%	1%	1%
Receive Unemployment Insurance Fund (UIF)	9	3	12	1%	1%	1%
From savings or money previously earned	14	4	18	2%	1%	2%
Old age or disability pension	51	33	84	6%	10%	7%

Child support/foster care grants	216	88	304	27%	27%	27%
Other welfare grants	42	12	54	5%	4%	5%
Other sources of support	84	37	121	10%	11%	11%
	809	332	1141	100%	100%	100%

Source: HSRC DoEL Survey 2021/22

The interviewees were also questioned about how they were making ends meet now that they were jobless. The qualitative insight reveals that most young people rely on their families for financial support. One of the respondents said, “*I’m old and still unemployed. It’s like I went to school and got a qualification for nothing {yoh ah ah!}. I depend on my parents to support myself; I even ask for money to buy toiletries*”. Other sources of support include piece jobs, self-employment or social grants, whilst some stated there was insufficient financial support.

9 SUMMARY OF FINDINGS

This section of the report presents the summary of the key research findings in relation to the broad objectives of the study and proposes recommendations for moving forward. The main objective of the study was to investigate policy solutions adopted by the South African Government to facilitate youth entry into the labour market and assess the outcomes and impacts arising thereof. Central to this undertaking was:

- Identifying all relevant policy solutions introduced since 1994 to promote youth employment; and
- Evaluating the effectiveness of these national policies in facilitating access to the labour market.

9.1 Context

9.1.1 *Legislative and Policy Framework Review*

The South African government has developed a wide range of policy and legislations within the country's legal and regulatory framework to encourage the inclusion of young people in the labour market. The constitutional and legal framework is often credited as progressive, foregrounding issues of social justice. The policy and legislation covers macro-economic, education and training and active labour market focus areas complemented by social protection measures which are intended to align with each other. With multiple spheres of government and diverse delivery agents tasked to navigate the youth development space, there is much potential for duplicated mandates and difficulties in coordinating their activities.

Several key policies and legislation have been reviewed in this report, and the analyses have shown how South Africa has made progress in attempts to integrate the youth into employment. From the review, it can be deduced that there have been significant improvements between 2008 and 2015, in the areas of providing young people with educational possibilities and labour market interventions, entrepreneurial start-up prospects, and on-the-job training options that will prepare them for the workforce. However, it has been difficult to measure some of the impact and successes of other policies due to a lack of access to detailed reports, post-implementation evaluation and poor communication lines between the government and concerned stakeholders.

9.1.2 *Secondary data analysis review*

The report highlights several challenges that young people face through a review of descriptive trends that summarises the progression of young people into the workforce as part of the secondary analysis. First, as an ageing population, the challenges affecting unskilled young people today are being transferred to future adults. Second, while some promising employment trends pre-COVID-19, the pandemic has since caused a sharp reversal of this growth. Third, the skills deficit appears to be a primary concern making it more difficult for young people to find work, increasing the number of discouraged job-seekers in the market. In particular, the high school dropout rates in disadvantaged communities can be a driver of youth unemployment. These

high dropout rates warrant further study, with a considered review of the factors which pull learners out of school, which falls outside the ambit of this study. Other areas for future research involve exploring employment trends related to citizenship and understanding why non-South African citizens show higher employment rates, despite possessing similar qualifications. Lastly, employment through entrepreneurship is a crucial policy to reduce youth unemployment, although the evidence regarding SMME sustainability is low.

9.1.3 Programme Review

Drawing from this review it is evident that South Africa has and is implementing a diverse menu of interventions since democracy in 1994. According to the NPC report (2017), there are over 30 public sector programmes being implemented, with an approximate expenditure of R16.8 billion and reaching about 2,442,048 young people. The private sector spends about R400,000 and reaches 1,137,631 young people. The social sector is also responsible for implementing such programmes albeit at a much smaller scale. Cumulatively it is estimated that inclusive of spending at provincial level over R18.6 billion is spent covering over 4.5 million beneficiaries. What the review has also highlighted is the extensive expenditure and the large numbers involved in skills development and direct employment programmes.

In reflecting on the performance of the selected programmes against the dire youth unemployment challenges facing the country, a few concerns emerge which warrant further study. First, given the severely high numbers of unemployed youth and young people who are not economically active, the reviewed programmes have not adequately responded to the scale of the problem. With approximately half of all young people not finding sustainable work opportunities, and with over 50% of discouraged work-seekers not possessing a matric qualification, programmes such as the Matric Rewrite are desperately needed at a much larger scale than what has unfolded. In managing this programme, between 2016/17 and 2019/20, DBE, despite making gains compared to the efforts of ETDP SETA, has failed to respond to the high demand for such programmes.

Furthermore, our review of data reported in Annual Reports offers limited insights for evaluating these programmes. Accessing granular data from the relevant implementing agencies, with DoEL's assistance, will provide a deeper understanding of the challenges that limit the scale of these programmes. By relying on self-reported data, such as that disclosed within the aforementioned agencies' Annual Reports, our ability to assess the efficacy of the programmes and the adequacy of programme budgets is limited. In some instances, programme targets and achievements are reported without supplementary budget and expenditure information. Therefore, our evaluation cannot determine whether the reported budgets, targets and achievements are appropriate and responsive to the current societal demands.

Lastly, due to the federated nature of the country's system of governance, several public entities share mandates in solving the youth unemployment challenge. This duplication of responsibility among public entities results in higher administrative overheads and public bodies competing for resources to fulfil their

mandate. For example, our review of the ETDP SETA and NYDA's performance highlights that certain agencies are better capacitated to respond to their mandates. In this instance, NYDA repeatedly exceeded its targets (though the impact remains un-measured), while ETDP SETA did not, while it continually underspent its budgets at a subprogramme level. Further iterations of this study can explore this concern and identify more appropriate and capacitated delivery agents.

The findings from this literature review have critical implications for this study including preliminary identification of the gaps in knowledge about the outcomes of many of these programmes and the extent to which the programme employment outcomes have been sustained. It is further providing insights in respect of where the focus of the primary data collection should be focussed.

What it has also brought to the fore is the lack of articulation of theories of change in respect of the many of the policies implemented which create blind spots in assessing what the pathways are and the assumptions underlying these pathways towards the realisation of advancing significant increases in youth employment in South Africa.

A challenge in undertaking a review was in finding empirical documented evidence of the impact of these various programmes at scale. Many of the available studies relate to one project in a particular period and hence could not be easily generalized across all the providers. This will be addressed through efforts to engage with the custodians of these programmes to access available evidence and/or administrative data, if available to analyse the outcomes of such programmes.

The literature review has provided a conceptual framework informing the design of the study and for identifying some of the specific research questions to be explored.

9.1.4 Socio-demographic profile of participants

A total of 2,386 respondents participated in the survey, of which 1,707 had been exposed to one of the employment and education policy interventions. The remaining 679 had not been exposed to any intervention. The study sample was predominantly female (72%). In terms of age, 70% of all respondents were aged between 20 and 29 years, with 41% aged between 25 and 29 years. The majority of study respondents were Black Africans. There were only two respondents who were non-South Africans who participated in the study. About 2% (n=40) respondents were persons with disabilities, and of those, 27 had been exposed to a programme, while 13 had not been exposed to any programme.

In terms of the highest qualification of the study respondents, an eight percent (166) has not reached matric. The predominant reason given for a limited education was that they failed a grade and left the schooling system thereafter or had left school due to family responsibilities such as marriage or pregnancy, which may have prompted them to drop out. about 44% had completed secondary schooling with a matric.

This was followed by a third (33%) with a postgraduate diploma or degree university qualification, while 17% held a post-school TVET qualification. This demonstrates that the educational backgrounds and needs of the study participants were diverse, necessitating a variety of targeted interventions to meet both their educational and employment needs. Respondents who had exposure to the intervention (beneficiaries) had higher qualification levels compared to those without exposure (non-beneficiaries), with 23% more respondents with exposure having a university qualification.

9.1.5 Awareness of education, training, and employment policy interventions

The awareness of the various programme interventions closely relates to their participation in an intervention. Beneficiaries and non-beneficiaries were both knowledgeable about employment, education, and training policy interventions. For instance, 90% of young people indicated awareness about internships, learnerships, and bursaries/scholarships. In comparison, 60 to 79% said they were aware of TVET interventions, EPWP/CWP, skills development, entrepreneurship, and business financing. The least common interventions were Second Chance Matric (49%), Work Seeker (50%), and National Youth Service (53%) programs. The awareness of the various programme interventions closely relates to their participation in an intervention. highest intervention participation rate is also found with bursaries and scholarships (38%), followed by internships or learnerships (24%).

Concerning sources of information about the programmes, approximately half of respondents (53%) received information about bursaries directly from their educational institutions. Just under half (48%) reported that family and friends were key to information on EPWP/CWP interventions. Social media was also credited with providing information on the National Youth Service/PYEI interventions by just under half of the participants (48%) as well.

9.1.6 Nature and extent of youth exposure to education, training and employment policy interventions

The intervention with the highest level of exposure, as reported, was bursary or scholarship (n = 858), followed by internship or learnership (n = 525). The next most accessed interventions reported were the youth employment schemes such as the National Youth Service Programme (NYSP) and the National Rural Youth Services Corps (NYREC) or the Presidential Youth Employment Initiative (PYEI) (n = 388), Work Seeker Support (n = 378), and Skills Development Programme (n = 319). Far fewer respondents reported exposure to the Expanded Public Works Programme (EPWP) or the Community Works Programme (CWP) (n = 230) and to TVET (n = 173) interventions. Only a small number of respondents had been exposed to Second Chance Matric/Adult Basic Education and Training (ABET) (n = 89), Business Management and Entrepreneurial Training (n = 51) and lastly, financial support to start a business (n = 17).

There were substantially high completion rates (over 70%) across all the interventions. Notably, the highest completion rate was found in Skills Development Programmes (94%) and EPWP/CWP (93%), followed by internships and learnerships (89%), bursaries (88%), and Second Chance Matric (87%).

In terms of when respondents participated in the education, training and employment intervention, most of the respondents had been involved in an intervention between 2015 and 2020 (n = 1,386), 282 participated in the intervention from 2010 to 2014 and 61 from the previous decade (2000 to 2009). Only two beneficiaries had participated in an intervention in the first years after democracy (1994 and 1999).

Another area of interest was an understanding of beneficiary expectations for participating in the various learning and employment interventions. There was a strong association between expectation and the nature of the intervention. For instance, **acquiring a qualification** appeared to be a major factor in participating in bursary/scholarship intervention, followed by TVET intervention and for the Second Chance/ABET intervention. **Improving skills** was the main reason reported by those who participated in a skills development intervention, Entrepreneurship intervention and Internships and Learnerships. **Earning an income** was the primary motivating factor for those who participated in EPWP/CWP, Youth Employment interventions and entrepreneurship financial support intervention, as well as internships and learnership interventions although to a lower extent. Gaining **workplace experience** was a key factor reported by those who participated in an internship or learnership intervention, business management and entrepreneurship training followed by participation in youth employment interventions and skills development intervention although to a lesser extent.

Noting that some respondents reported being exposed to more than one intervention, respondents were asked to indicate the **most significant intervention** they had participated in which contributed to a labour market outcome. *Bursaries/Scholarship* followed by *Internship/Learnership Programmes* were identified as significant to their current employment status.

Notably, a relatively large number of respondents did not identify their “*most significant programme intervention*” (n = 270) while a few respondents selected more than one intervention (n = 72) as having been important in affecting their labour market outcomes. The former is a concern as this might indicate a negative evaluation of the programme they participated in.

9.1.7 Work Seeking Methods and Duration

Across all *most significant* intervention types, the most commonly used job search methods were responding to a job advert, followed by submitting their CV to a prospective employer. Social networks and walking door to door were also commonly mentioned methods. The least reported job searching method by the study participants was *placing adverts or flyers regarding the respondents’ services on notice boards or in post-boxes*.

About 43% of the study participants found work within 12 months. However, 36% of beneficiaries and 54% of non-beneficiaries reported never having found a job. Notably, most of the individuals who claimed it took them longer than a year to find employment were more likely to have participated in the second chance matric program.

9.1.8 Perceived Benefits of Exposure to Labour Market Interventions

While respondents indicated earlier that these interventions had generally met their expectations, one notes a marked difference when asked if their career expectations were met. For interventions such as NYSP/ NYRES/ PYEI, Second Chance Matric/ ABET, Business Management & Entrepreneur Training and Financial Support to start a business, the respondents could not to indicate the extent to which their career expectations were met. Concerning interventions such as Bursaries or Scholarships, Internships/ Learnerships, Skills Development Programmes, EPWP/ CWP and TVET, more than 50% of respondents have indicated that the intervention has met their career expectations to some or a great extent. However, with the other programme interventions, there is far less support for these interventions.

9.1.9 Transitions into the Labour Market

The study included non-beneficiaries of policy interventions as a comparison between the group exposed to an intervention and those who were not exposed. This is important in being able to assess if any changes arising in the labour market status of beneficiaries can be attributed to exposure to the intervention. The destinations into the labour market are assessed in terms of the following indicators:

- Are they currently employed, full time, parttime or casually and if yes what is the nature and qualify of employment?
- Are they pursuing further studies?
- Are they self employed? If so what nature of their self employment and its sustainability?
- Are they unemployed and if so what are the factors contributing to this?

9.1.10 Employed

Respondents reported low levels of employment with 14% being in employment as at 2021/22. The impact of the Covid 19 pandemic has been severe, although there has been some growth back to pre-pandemic levels, many jobs have been lost and entrepreneurs have been severely impact.

In contrast despite the harsh unemployment contest especially for youth since 2008, the employment levels reported prior to the pandemic as at 2018/19 were even lower at 12%.

Part-time employment levels has dropped, however, from 2018/19 at 33% to 24% in 2021/22.

Across all interventions, fixed-term contracts appeared to be the prevailing norm for most of the beneficiaries, with 80% of the 659 employed respondents holding such a contract. Positively, among these respondents,

only 2% of the respondents were in employment situations based on a verbal agreement, while 3% were employed without a formal agreement, and 6% operated as casual labour.

In terms of the **monthly wages** earned by respondents who reported being in employment, there were negligible differences between those who had participated in any education and employment and those who had not. Fifty-four percent of respondents with exposure reported earning between R2,001.00 and R4,500.00, compared to 51% of non-participants. Slightly fewer of the exposed respondents (5.5%) earned below R2,000.00 compared to 8% of the non-beneficiaries. Interestingly there were slightly more non-participants (12%) who were earning below R8,500.00 compared with the participants (11%).

Retention by employers: Respondents were also asked whether they were currently employed in the same institution which had provided their most recent employment and training intervention. Most of the respondents indicated that their current employer was not the provider of the last employment intervention in which they participated across all programme interventions. The results in respect of the Work Seeker Support intervention are excluded as there was only one employed respondent. While some of the beneficiaries are absorbed by the companies where they had trained, focus group participants expressed concern that some participants are driven into unemployment when companies that trained or supported them failed to offer them employment.

Sector of Employment: A review of the economic sector where employed respondents found work were in the Education and Research Sector (38%), followed by wholesale and trade sector (11%), government and municipalities (7%), health and social work (5%) and community, social and personal services (5%).

Across all employment interventions, 65% of the employed respondents worked in the public sector, with 31% working for employers in the private sector. A further 3% work for non-governmental organisations. These trends indicate the public sector's contribution to providing employment opportunities. For instance, among respondents that identified *Bursaries or scholarships*, or *internships or learnerships* as the most significant employment intervention (the most common significant employment interventions), 57% and 64%, respectively, found employment in the public sector.

Most respondents across the employment intervention groups felt the intervention resulted in no change in their lives. For instance, 28% of respondents who received a bursary or scholarship noted there was no change experienced in their lives after finishing their qualification.

9.1.11 Self employed

About 220 respondents indicated they were Self-Employed in 2021/22, with 156 females (71%) and 64 males (29%). Of these 220 respondents, (2%) included people with disabilities. 75% (n=166) of the self-employed respondents were beneficiaries of an intervention, with 30% having cited an Internship or a Learnership as their most significant intervention, followed by the Skills Development Programme (17%) and receiving a

Bursary or Scholarship (13%). About 127 of the 220 respondents (57%) stated that they chose self-employment due to their inability to find employment. This included 57% of all beneficiaries and 59% of non-beneficiaries. A further 27 respondents (13% among non-beneficiaries and 12% among beneficiaries) voluntarily chose self-employment so that they could 'be their own boss', whilst about 15 respondents wanted to maximise their income earnings.

Among the beneficiaries, the most common challenge highlighted by 54% of the 220 self-employed respondents was their difficulties accessing funds needed for their business. 31% of respondents noted that competition in their respective sectors from similar businesses was also challenging.

9.1.12 Further Studies

About 138 respondents were studying on a full-time basis in 2021/22. 72% of these respondents were female, while none had any disabilities. 83% of those studying full-time were aged between 20 and 29. 54% of the group had only completed Grade 12, while 42% had either completed a Technical or Vocational College Certification (20%), a University certificate or diploma (11%) or a University degree (11%). 73 of the 138 respondents were intervention beneficiaries, while 65 were non-beneficiaries. The main reason given by the study participants for studying further was so that they can improve their chance of finding a job (56%), achieving a higher qualification (63%), increasing their knowledge and understanding of the industry (53%), getting a better job (41%) or expanding their career in their industry (22%).

9.1.13 Unemployment

About 48% of the study respondents were unemployed. The unemployed are disproportionately more likely to be female (74%) and to be between the ages of 20 and 29 (72%). Nearly a quarter (23%) of unemployed people had earned a university degree, compared to a sizable portion (39%) who had only completed high school. A bursary or scholarship recipient made up 31% of the unemployed, while an internship and 18% had completed a learnership. The unemployed study participants (65% among beneficiaries, 57% among non-beneficiaries) cited a lack of employment opportunities in their local labour markets as the main reason for their unemployment. This was followed by a lack of work experience (17% among beneficiaries, 25% among non-beneficiaries). The larger response recognising a lack of experience among non-beneficiaries highlights the lack of opportunities to which these respondents have had access.

A larger proportion of beneficiaries use the internet to find jobs than non-beneficiaries (74% of beneficiaries compared to 65% of non-beneficiaries). However, only a small percentage of respondents (2% of unemployed respondents) have approached labor brokers, offered to work for free (3% of unemployed respondents), or requested help from an NGO or government agency that deals with special needs (4% of unemployed respondents). In contrast to 47% of beneficiaries, 65% of non-beneficiaries actively sought employment for more than a year.

Approximately half (51%) of beneficiaries and a third (33%) of non-beneficiaries reported having looked for work within the previous year. This suggests that intervention recipients spend less time searching for employment than non-recipients, which is a positive outcome.

9.2 Key stakeholder insights

Stakeholder consultations have brought to the fore three broad themes can be interpreted from the various stakeholders.

Firstly, there have been a plethora of policies, interventions, and initiatives across a range of government departments and other parastatal and state-funded and private organisations. From face value, these policies are relevant to the growing unemployment numbers of the youths in society. These interventions include, inter alia, the Presidential Youth Employment Strategy, the Jobsfund, the Expanded Youth Work Programmes, the NYDA, the Youth Basic Income Policy, and more. A main observation from the above programmes is that they all provide opportunities for those who will otherwise not be part of the labour market. However, on closer analysis and reflections there are questions related to the effectiveness, efficiency, and sustainability of most of the policies and programmes.

There is a perceived lack of coordination across the various policies and across the different departments/institutions responsible for the implementation and monitoring of these policy interventions. At a macro or national level, the integration of labour and employment issues within one department (Department of Employment and Labour) could be perceived as a paradox in trying to provide employment and regulate labour. Some of the respondents suggest a delineation of both roles and for the responsibility of labour regulation be within a separate department while another department focuses on employment creation.

Furthermore, there is a sense of lack of adequate coordination across the interventions and stakeholders within the eco-system. One respondent argued

You know we know that Department of Higher Education and Training and the Department of Basic Education often times operate quite separately. When you think of it, it is hard to think of two departments that should be working together more than those two. Is there some sort of opportunity for the department of employment and labour to sort of creates a different space where we could work less in silos. And this really struck me when I saw how difficult it was for DHET and home affairs to work together on the list of occupations and high demand that would then feed into the list of skills. The skills list that we would fast track for high skilled visas. The working relationship seemed to me to be very, very difficult. So, with the Department of Labour have a role in making those types of ways of working easier, or would they just be adding a fourth, third or fourth silo to the situation?

While another reflects on the need of a holistic ecosystem not only within the formal sector but even across the informal sector providing holistic support and not just targeted support which could be unsustainable. There seem to be systemic government failures due to very limited to non-existing inter-governmental coordination of policies and interventions. A typical example could be the perceived disjuncture between the leftist posture of most business and some government policies and the extreme right posture of most labour organisations along with government initiatives. Such a disconnect between government, labour and business needs more government initiated balancing acts to ensure that businesses have a favourable climate in which to provide more employment to the youths. Extreme right or socially embedded policies actively advocated by labour organisations who with ideological alignment with government seem to undermine interventions to create more employment for youths in the private sector.

In the government sector though, some of the youth employment initiatives such as the EPWP, YES, and others, do not provide appropriate or sufficient training for youths to effectively transition into the labour market. The short nature of the programmes results in the youths having to participate in numerous programmes over a protracted time to be able to gain all the required skills, social capital and know how to navigate their way into formal employment. However, not all youths have the opportunity and social capital to participate in numerous programmes and most might end up unemployed, which suggests an inefficient use of resources in participating in the earlier programme.

Another factor linked to the macroeconomic context is the weak and shrinking national economy over the last two decades or so. This again links to lack of coordination or poor governance across government institutions. While one institution is trying to create opportunities for the youths, most government entities, especially with those with high employment capacities have been plagued by numerous allegations of corruption, poor management and even being at the verge of collapse, thus compromising the opportunities for the youths in skills development programmes who will ultimately not be able to be absorbed by the economy. The tension between political party affiliations and governance prioritisation have been observed to compromise youth employment initiatives through the maladministration of government entities through cadre deployment and management.

Lastly, the number of the participants indicated that their institutions did not have any monitoring and evaluation systems in place, which makes it difficult to assess whether or not the policies and initiatives for youth employment are being successfully implemented. For a significant few, monitoring and evaluation process within most of these policies have been characterised by what one of the respondents referred to as *“malicious reporting to DPME”* where those responsible for the initiatives report on outcomes detached from the lived experiences of the youths.

"...It all comes down to holistic approach for me, you can look at all the elements, put it together and find a policy. Instead, when we have what looks like and I'll say these, it looks like a haphazard disparate program that's all over the show so, we can say we're doing something we've never measure the true impact of our programs. Yet, we will do another one next year and another one the year after without even thinking about what we"... (Participant 2)

The key informants noted the importance of monitoring and evaluation, and the absence of the monitoring and evaluation processes were largely attributed to inadequate resources

"...There is no strong driver, because we don't have the resources, we do not have any budget for evaluation. We have managed to cobble some together from here and there, but it is not adequate. I mean DBE has done well and is doing relatively well. They are doing tracer studies. They are doing through e-cubed that we work with that doing tracer studies. That is a study that from the FundoWandy was doing, and that they have converted to look at this." (Participant 1)"...

While some of these institutions are able to meet their targets in respect of the number of beneficiaries of the programmes reached, some of these benefits are reversed a few months after the programme comes to at end or when they exit the programme with nothing to fall back on. There has been limited outcome and impact reporting and analysis at a programme level.

While interventions and programmes are important, providing a conducive environment for economic growth for businesses in the formal and informal sector is needed to support better youth employment outcomes.

10 RECOMMENDATIONS: PATHWAYS TO YOUTH EMPLOYMENT

The study has reflected on the extensive discourse both globally and in South Africa on the unemployment challenges, and the recommendations from this study often echo the broader discourse. This speaks to their validity.

Recommendations will be further developed as it is anticipated through the validation workshop, testing current suggestions, and asking for further recommendations. The initial list is presented below.

1. Co-ordination System for Holistic Youth Development and Labour Market Access

It is critical that existing interventions must be evaluated before embarking on new activities and spending. Our findings support a recommendation of the NPC that greater efforts to coordinate programmes across sectors and industries is vital, as well as effectively measuring the success of current interventions. Potential avenues include:

- The role of DoEL and the other structures and institutions, including the Project Management Office in the Presidency managing the PYES and PYEI interventions, NEDLAC and the government economic and social cluster needs to be carefully articulated to ensure that roles and responsibilities are defined and accountability mechanisms outlined;
- Strengthening the initiatives of the PYES and PYEI beyond the Stimulus plans to ensure a centrally coordinated effort which maps out all state and non-state youth employment enabling initiatives specifically aimed at job-readiness and work placements and education and training initiatives, as they account for a large cross-section of interventions

There are encouraging signs with the dashboard created as part of the Presidential Youth Employment Initiative and the Stimulus Programme and more needs to be done to ensure greater embracement of these initiatives by government at all spheres and with partners in both the public, private and non-profit sectors.

3. A social compact for youth labour market transitions is required to enable effective youth labour market transitions

Co-ordination of diverse partners is key to supporting effective youth labour market transitions. However, this cannot be accomplished without having partners on board with an agreed strategic approach. These can include social compacts which infer greater commitments from companies and individual citizens to contribute positively to the development of youth in communities, beyond tax or related incentives.

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

Detailed data is required to disaggregate youth profiles and develop a targeted approach for appropriate interventions. Further research is required in order to achieve this.

5. Increase the focus on demand side reforms and interventions

While there are challenges on both the supply and demand side, most interventions and initiatives focus on making youth ready for the world of work with few focusing on making the world of work responsive to absorbing South African youth of diverse backgrounds. The role of the private sector in increasing the scale of investment in strengthening youth employment is critical.

This includes examining the modalities of the Employment Tax Incentive and BBEE schemes to increase demand particularly by SMME's. The need for government to create awareness of promote and encourage employers of the benefits and nuances associated with employing youth. Furthermore, as recommended by

the NPC formal sector employers be cognizant of barriers to the labour market, such as transport costs, alienating human resource practices and organisational cultures, and be willing to support youth with challenges related to these.

It is posited that Implementing preferential procurement and empowerment policies that promote youth in procurement, as well as Enterprise development and BBBEE policies that are aimed at connecting youth SMEs to larger value chains will contribute to youth employment and livelihoods generation. This includes the commitment to ensure that the time it takes to pay suppliers is no longer than 30 days.

6. Develop key structural enablers of youth economic activity

Getting youth economically active requires young people to be ready to work but also requires an environment that enables their efforts to enter, and thrive within the labour market. The failure to address structural barriers if not addressed can hamper youth labour market transitions regardless of the model. These structural enablers included:

- Affordable and accessible public transport;
- Spatial transformation that allows for greater economic opportunities to be formed closer to where young people reside;
- Widespread, affordable and reliable technology to enable connectivity and improve digital literacy among young people;
- Enhance digital literacy among youth to enable transition into 4IR;
- Expand access to datafree internet connectivity at street level nationally.

7. Mindset Shift: Strengthen support for SMME development

The NPC posits that the language of job creation is arguably a limiting factor in creating a comprehensive approach to youth labour market transitions and advocates for government to shift beyond a focus on placing youth into jobs toward encouraging a broader range of youth economic activities. This is reflected in its model-based approach which includes enterprise development and the social economy as alternatives to youth employment beyond access to the formal economy. Here the emphasis is on building youth agency – and specifically, building the ability of youth ability to envision and pursue a fulfilling life as critical to successful transitions. Central to building this agency is support. The NPC supports the exploration of the following interventions as agency building mechanisms:

- Pathway portals that enable young people to see opportunities available to them that they can use to realise their goals as they navigate the world of work.

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- A basic package of support that provides access to information about the legal, social and economic supports they may need as they transition to adulthood. These include information and direct mentorship about accessing identity documents, bank accounts, social welfare, healthcare, PSET opportunities and economic opportunities.
- More structured career guidance and psycho-social support at basic and higher education institutions that allow youth to consider a wider range of work options.
- An improved and effective National Youth Service that builds skills, leadership abilities and an ethic of service.

8. An enhanced Monitoring and Evaluation System is in place to monitor quality and outcomes of interventions.

A well-designed monitoring and evaluation system that can allow self-reporting of progress by organisations seeking to transition youth into the labour market. This will require:

- Making it mandatory for all institutions working on youth employment to report into one integrated data management system to improve reliability of data for effective monitoring and evaluation;
- To ensure POPIA compliance, ensure that all beneficiaries of programmes/projects give approval for their data to be used for research purposes;
- A records database, centrally held which keeps contact information for all beneficiaries and implementing agencies;
- Instituting baseline studies for all new programmes;
- Requiring all implementing departments to produce annual internal evaluations using administrative data, which is routinely collected;
- Requiring that all programmes develop Theories of Change which define the indicators to be measured and which allows for quarterly and annual tracking of progress against defined targets and indicators of outcomes and long term impacts;
- Institutionalising a requirement for external evaluations of all programmes (implemented at scale).

9. Integrate and enhance access to Psycho-Social Support interventions in all programmes

Many programmes to support youth employment focus narrowly on skills development but few focus on reducing the psychological and social stressors that many South African youth face in their familial and community contexts. Youth bear a disproportionate burden of many of South Africa's social ills. Exposure

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to drug abuse, domestic violence, racism, crime, chronic poverty and mental health challenges can negatively impact on the young people's abilities to find and maintain employment. These should be developmental and preventative rather than reactive to problems. Development of soft/transversal skills, access of youth to counselling, mentorship, life skills and rehabilitation programmes that can assist them in being emotionally and practically prepared for the world of work and entrepreneurship. This will particularly help those youth who are dangerously disengaged and those who have already become discouraged work seekers.

11 CONCLUSION: ASSESSMENT OF THE IMPACT OF POLICIES IMPLEMENTED TO ENHANCE YOUTH ACCESS INTO THE LABOUR MARKET

Figure 82: Summary reflection on evaluation framework

Indicator	Assessment
Relevance	- Myriad of policies have been developed to redress exclusion of access to education and training and employment, a historical legacy. The policies were targeted towards inclusion of previously disadvantaged groups including women, youth, people with disabilities and those from low socio-economic communities. Importantly the policies are multifaceted (addressing supply and demand side issues). - There isn't a need for more policy, rather for more effective mechanisms for coordination of policy and for improving the quality of implementation and the scale of delivery.
Effectiveness	- Increased access to education and training and skills programmes includes previously excluded stakeholders getting access, an increased number of PHDs in the country. However, this has not translated into increased employment or entrepreneurship and also some jobs are not of the quality intended. PYEI and EPWP has provided first work experience and some income to unemployed youth. - Some programmes have not achieved the desired results e.g. Second Chance Matric namely improvements in matric pass rates. - Noting that employment growth is largely expected through small businesses as well as the vast investments in financial and programme support for entrepreneurial activity, this outcome has not been achieved.
Efficiency	- Multiple institutions implementing similar programmes, has contributed to duplication of effort, varying and unequal levels of quality and poor targeting, duplication, poor reach of some interventions and inability of implementing institutions as to spend budgets allocated. - Wastefulness of interventions with internship hopping to earn a stipend. - Lack of ability to manage and maintain databases of beneficiaries and to manage those who access multiple interventions opposed to those who have not had access. - Reports of unreliability of data presented and concerns about corruption as reported by Auditor General e.g. CWP. Lack of pathway management which allows people to transition from one level to the next.
Impact	Inability to assess comprehensive impact due to lack of theories of change which articulate the indicators of impact or the evidence to support outcomes measurement.

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	• However, while labour market impacts are poor there is need to recognise the that the interventions have contributed to Increased skilled workforce in some sectors, although racial disparities, gender, PWP persists. The NSFAS has expandedhas made the greatest impact. While some of the interventions have had some impact the interventions have not been at scale.
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Sustainability	Sustainability relates to the extent to which the outcomes of policy interventions are sustained. The findings indicate that unless the throughput rates and the quality of education and training interventions improve, these failures will continue to serve as barriers to improved labour market access for youth. Establishing an effective coordination and accountability mechanism can contribute to enhanced sustainable labour market access.
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