

# TOWARDS A BASIC PACKAGE OF SUPPORT FOR YOUNG PEOPLE WHO ARE NOT IN EMPLOYMENT, EDUCATION OR TRAINING (NEET) IN SOUTH AFRICA

## | PROJECT SUMMARY REPORT |

PREPARED BY ARIANE DE LANNOY  
AND BASIC PACKAGE OF SUPPORT RESEARCH CONSORTIUM  
NOVEMBER 2019



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# ACKNOWLEDGEMENTS

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This report brings together work conducted by a range of research, civil society and government partners who are collaborating to find solutions to better support young people who are not in employment, education or training (NEET) in South Africa. The report and related background reports and working papers would not have existed without the incredible efforts and contributions of the project partners and various researchers:

- the Centre for Social Development in Africa (CSDA) team at the University of Johannesburg, led by Lauren Graham, who has led the policy review work. Lauren has also contributed greatly to the writing of the qualitative research working paper and has been an invaluable partner in the overall thinking on the programme and pilot design that are reflected in this report. She continues to co-host or lead presentations and conversations on this work in various high-level policy and civil society circles.
- the Abdul Latif Jameel Poverty Action Lab (J-PAL) Africa team, led by Laura Poswell and Anna Kilpatrick, who took the lead on the scoping exercise and related report which has helped to inform the programme's pilot design. Anna has also contributed sections on data collection and the M&E framework for the report.
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- Solange Rosa, independent policy consultant, who has provided endless insight into the South African policy environment, contributed to and wrote sections of the policy review working paper, and developed the proposed institutional framework for a BPS, included in this report.
- Charmaine Smith, communication expert at the Southern Africa Labour and Development Research Unit (SALDRU), University of Cape Town, who has reviewed selected local and European Union Youth Guarantee (EUYG) practices on outreach to young people who are NEET, and worked tirelessly to provide the team with feedback and edits on draft working papers and reports. She has edited the final report.
- Carmel Marock, Jobs Summit Coordinator, and Tessa Dooms, National Planning Commissioner for youth development, who both have reviewed the final draft of the report and have been champions for the work in the national policy environment.
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- Gibson Mudiriza, postdoctoral fellow at SALDRU, who has conducted the quantitative data analysis on young people who are NEET in South Africa.
- Evelien Storme, doctoral researcher – Marie-Sklodowska-Curie Fellow at University of Leuven/SALDRU – who has reviewed EU material on the YG programme and conducted telephonic interviews with experts from EU Member States.
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- Mandy Lake, who has designed this report and the infographics included.
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The BPS team was guided by a steering committee throughout the process. Members of that steering committee included Najwah Allie-Edries, Deputy Director-General for Employment Facilitation at National Treasury's The Jobs Fund, who cannot be thanked enough for the support, guidance and mentorship she has continuously provided to the team; Glen Fisher, team leader, and Kathy Nicolaou, both of the Capacity Building Programme for Employment Promotion (CBPEP), who believed in this project from the start and who have guided the team through several complicated patches in the process. Kathy provided additional information on revenue streams that can be leveraged for a national scale up of the BPS, findings of which are reflected in this report. Finally, Murray Leibbrandt, Director of SALDRU, who has guided the team and this project since its inception.

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# LIST OF ACRYNOMYS

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ALMPs	Active labour market policies	MWYPD	Ministry for Women, Youth and Persons with Disabilities
BPS	Basic Package of Support	M&E	Monitoring and evaluation
CBPEP	Capacity Building Programme for Employment Promotion	NDP	National Development Plan
CSDA	Centre for Social Development in Africa, University of Johannesburg	NEET	Not in employment, education or training
CVs	Curricula vitae	NGO	Non-governmental organisation
DBE	Department of Basic Education	NGP	National Growth Plan
COGTA	Department of Cooperative Governance and Traditional Affairs	NYDA	National Youth Development Agency
DEL	Department of Employment and Labour	NYDCF	National Youth Development Coordinating Forum
DHA	Department of Home Affairs	PSET	Post-school education and training
DHET	Department of Higher Education and Training	PWGY	Presidential Working Group on Youth
DPWI	Department of Public Works and Infrastructure	PYITT	Provincial Youth Inter-governmental Task Teams
DSBD	Department of Small Business Development	QLFS	Quarterly Labour Force Survey
DSD	Department of Social Development	SALDRU	Southern Africa Labour and Development Research Unit
DPME	Department of Planning, Monitoring and Evaluation	SASSA	South African Social Security Agency
EC	European Commission	SONA	State of the Nation Address
EPWP	Expanded Public Works Programme	SETA	Sector Education and Training Authority
EU	European Union	TVET	Technical and Vocational Education and Training
ID	Identity document	UIF	Unemployment Insurance Fund
J-PAL	Abdul Latif Jameel Poverty Action Lab	YEA	Youth Employment Accord
		YG	Youth Guarantee

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# 1 INTRODUCTION

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Just imagine there's a place that I could actually go to for help. [...] for resources, where someone will tell me, they'll take my hand, and they'll help me. That would make my mom very happy. Because all of our moms don't necessarily know the answer or know where to go.<sup>1</sup>

Globally, the large numbers of young people who are not in any kind of employment, education or training (NEET) are a cause of great concern. A multidisciplinary body of evidence indicates associations between being NEET, and especially remaining NEET for an extended period of time, and negative outcomes such as deteriorating physical and mental health, substance abuse, precarious job prospects, discouragement, social exclusion, and increased risk behaviour<sup>2</sup>. At the societal level, large numbers of young people who are NEET are predicted to lead to negative economic consequences such as lost output, lost government revenue and increased public spending, for instance in areas like the criminal justice system.<sup>3</sup>

With more than three million youth between the ages of 15 to 24 who are NEET, South Africa shares the global concern over the well-being of these young people and the cost of 'NEET-hood' for the individual, their families and society at large. The country has developed and implemented a plethora of policies and programmes to deal with both the education and unemployment aspect of NEET-hood, alongside more general youth and youth development policies, health-related policies and social services (some of which young people are eligible for up until a certain age).<sup>4</sup> A multitude of non-state actors too play an important role in the provision of services in crucial domains such as

education, health and support for work-seekers.<sup>5</sup> However, this policy and intervention landscape remains scattered and often ill-coordinated, with the policy mandate held across different departments and no single state body requiring accountability of their delivery on a joint agenda for youth well-being. In addition, quality of implementation is often lacking, and young people point out that service provision is often disconnected from their realities.

Thus, while the country has invested significantly in the expansion of basic and secondary education, as well as the post-school education and training system (PSET), large numbers of young people are unable to make the transition between both parts of the system. The reasons for this are plentiful; for instance: too many youth leave the schooling system prematurely; the PSET system is seen to inflate its entry requirements, making connection for young people very difficult; application procedures remain complicated and costly; youth lack the necessary kind of cultural and social capital to help them navigate the transition process; and the majority are faced with income poverty that acts as an additional barrier. The resultant lack of qualifications and skills places youth in poor stead to access a labour market that rewards mostly higher levels of education and skill, and that is restrained by low economic and low job growth.<sup>6</sup>

Similar to the education environment, a range of policies and (state and non-state-led) interventions that are supported by significant investment in resources exist to curb the pressing issue of youth unemployment. However, this collective of measures and resources has not managed to turn the tide and large numbers of youth are continuously unable to make the transition between the education system and work. As a result, youth may remain NEET for extended periods of time, despite evidence of the attempts of many of them to find reconnection

to either schooling or work.<sup>7</sup> The situation feeds a destructive vicious cycle: the longer that young people stay NEET, the more precarious their job prospects and the higher their risk for mental ill-health or discouragement, which may in turn keep them from participating in the labour market, training or education.

It is against this backdrop that the team behind the Basic Package of Support for Young People (BPS) project has interrogated 'what can be done'? Given the extensive existing policy framework, services and resources already in place, there is definite scope to work towards a more integrated and comprehensive approach that would leverage much of the existing efforts, connect the pieces of 'the pipeline' from schooling through to employment, and from the perspective of a young person. This would mean that the basket of relevant and available services would be better targeted to, and easier to navigate for, young people who are NEET in the country.

Globally, increased and dedicated policy approaches and research attention have allowed the project team to explore possible models of intervention and to consider feasibility, composition and mechanisms of a more integrated and comprehensive approach for South Africa. The work draws on the example of the European Union (EU) Youth Guarantee and lessons that emerged from a range of EU Member States, and is inspired by the application of similar approaches by countries outside of the EU. Drawing lessons also from rigorous evidence reviews and research on multi-faceted interventions, this report proposes an overarching, comprehensive approach to support NEET youth.

Such an approach requires both a focus on programmatic interventions and increased policy intention and commitment to coordinate, collaborate and integrate youth-relevant services. At the national policy level it requires: strong political will; cross-departmental commitment to work towards one coherent goal; a multi-stakeholder approach that is able to place the young person central; and an overarching framework that pools resources and provides accountability mechanisms

for implementation. At the local level, the approach requires dedicated implementation that begins to work towards integration of services 'on the ground', so as to provide multi-faceted support for young people, bearing in mind local realities and individual differences.

Within this framework, this report puts forward a proposal for a programmatic intervention that can provide well-targeted, individualised and long-term support to young people while building a local community of practice to support both young people and the services and opportunities that exist for these youth. It carefully sets out the various building blocks of such an intervention, founded in a review of best practices, and concludes with a proposal for a pilot that can be implemented at the local level across different South African municipalities. It also provides a proposal for an overarching, national institutional framework that can both ensure sufficient resource allocation and safeguard the quality, integrity and coherence of the intervention when rolled out at scale.

The report is structured as follows:

First, it sets out a brief overview of the methodology followed over the course of this 12-month project. Second, drawing on quantitative and qualitative data analyses, it provides a more nuanced understanding of the profile of NEET youth in South Africa. Third, it provides a brief description of the EU Youth Guarantee and a review of global empirical evidence on multi-faceted interventions that support youth well-being. Fourth, applying the concepts of positive youth development and comprehensive support, the report goes on to set out the key principles for a South African Basic Package of Support for young people who are NEET. Fifth, the report proposes what a national policy framework for an integrated approach to youth development can look like – this would need serious consideration and further finetuning should the intervention be rolled out at scale.

Sixth, it presents a proposal for a space-specific pilot with an estimated costing.



Each of these pieces draws on empirical research, reviewed evidence, consultations and interviews as explained in the methodology section below. As it is impossible to incorporate all the details of the

separate pieces of work, the report references the separately published reports and working papers on each of those.

## 2 METHODOLOGY

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Recognising the plight of South Africa's youth who remain excluded from education, training or work opportunities, the BPS research project received funding and technical support from the Capacity Building Programme for Employment Promotion (CBPEP), funded by the EU and based in the Government Technical Advisory Centre in the National Treasury, at the end of 2018. The project was officiated with the expressed purpose of:

- defining the building blocks of a comprehensive South African programme of support to young people, and its target group;
- determining the programme delivery mechanism and data systems requirements;
- proposing a policy framework for the programme;
- developing a proposal for a place-specific pilot phase and monitoring and evaluation framework, as well as providing estimates on the programme pilot implementation costs.

The project, led by the Southern Africa Labour and Development Research Unit (SALDRU) was conducted in partnership with the Abdul Latif Jameel Poverty Action Lab Africa; Centre for Social Development in Africa, University of Johannesburg; DG Murray Trust; and The Jobs Fund. It built on earlier, and equally collaborative, work conducted by each of these partners, as well as processes led by the Poverty & Inequality Initiative of the University of Cape Town (UCT) and SALDRU since 2015.

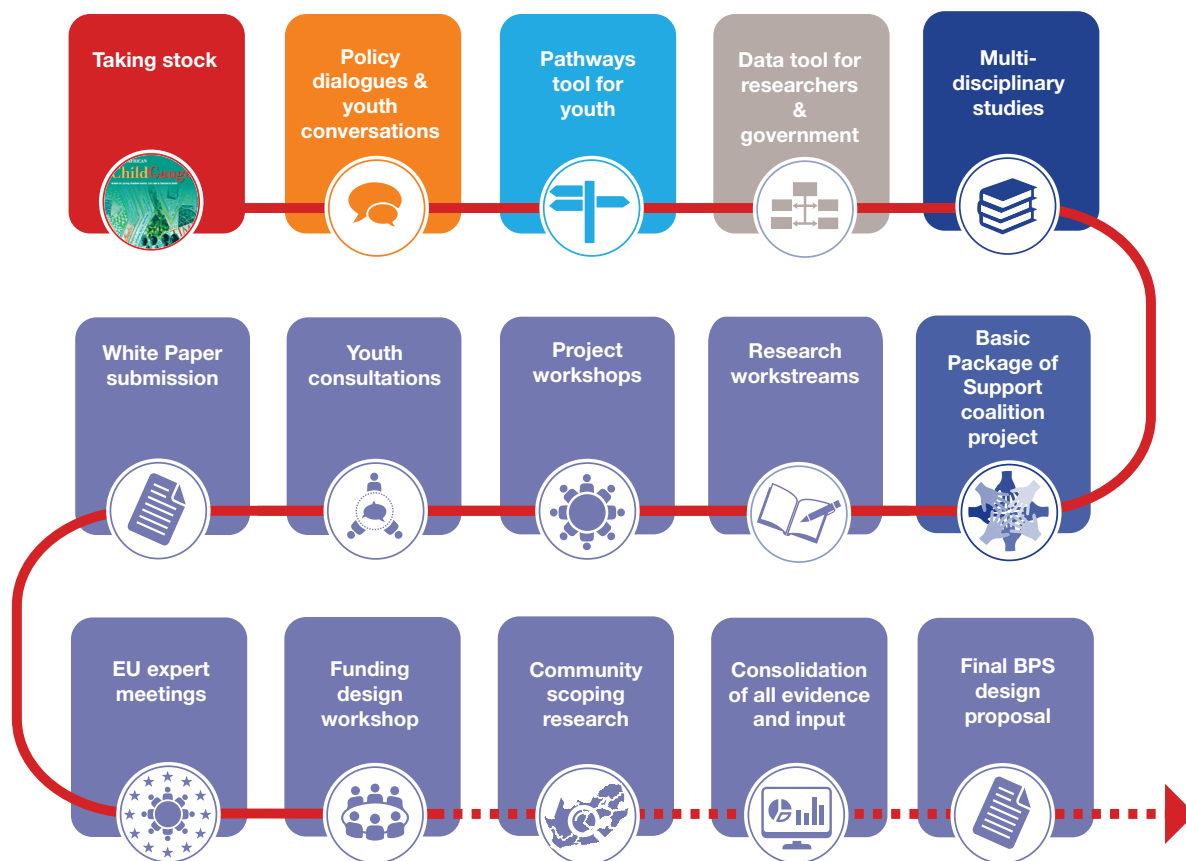
The project brought together empirical data analysis, data collection and desktop research,

supplemented by consultations and interviews with young people and policymakers. The work included:

- analysis of national datasets for a more detailed understanding of the characteristics of young people who are NEET<sup>8</sup>;
- consolidation of available qualitative data on the barriers to youth well-being and young people's request for supportive interventions<sup>9</sup>;
- an exploration of the approach of the European Union Youth Guarantee, including crucial programmatic aspects such as outreach and guidance counselling;
- a desktop review of the South African policy landscape in relation to youth and NEET youth, supplemented by interviews with key government officials in relevant national government departments<sup>10</sup>;
- identification of key lessons from randomised control trials that relate to facilitating young people's transitions to work and training;
- a high-level scan of the local youth development non-profit sector in relevant areas of youth development – including some crucial design features of some of the youth development programmes; and
- on the ground 'scoping' work to better prepare the proposal for a location-specific pilot.

The BPS design process has been held together by a series of workshops that involved the core research team and research advisers from academia, the government policy sphere and civil society. Figure 1 on the next page provides an overview of the history

**Figure 1: A timeline of the movement for a Basic Package of Support for South Africa's youth, 2015 – November 2019**



of the work that this project was built on, and the various steps taken in the current CBPEP-funded process.

In March 2019, a first design workshop served as the platform where the first body of research and review findings were presented to help identify the aim, target and building blocks of a South African programme. This was followed by a Theory of Change workshop to interrogate BPS components along their causal chain and identify critical prongs of the programme.

In May 2019, two academic project partner units made a submission on the White Paper for Social Development that had been revised to affirm South Africa's social developmental approach. The submission motivates for the need to explicitly include a package of support for youth in the White Paper in line with the approach for developing the

essential package of support for early childhood development. The submission proposes to the Department of Social Development a set of policy choices towards such a package that addresses the multi-dimensional needs of South Africa's youth. The need for coordination across all departments to provide a holistic and tailored approach to youth development is emphasised. The preparatory work for this submission was brought alongside the team's policy scan and results of a series of interviews with government officials. All of these fed into the proposal for an overarching BPS policy framework, presented in the final policy review working paper<sup>11</sup>.

In July 2019, the BPS project partnered with the youth leadership organisation Activate! to run workshops to gain deeper insight into the challenges faced by young people in South Africa, their needs and their everyday experiences, but also to receive young people's input on the design of the proposed

BPS intervention programme. Two workshops were held with young women and men from rural and urban Gauteng and Western Cape provinces respectively. One of the key issues that emerged in both workshops was young people's mistrust in government and other youth development services. Findings of these consultation rounds are available in a brief write-up<sup>12</sup> and were taken into consideration during the process of further refining the intervention design. The findings were later triangulated with the consolidated findings of the team's qualitative research review<sup>13</sup> and with those that came out of the scoping fieldwork<sup>14</sup>.

With the support of the CBPEP in National Treasury, members of the research team visited Brussels in July 2019 to meet with EU experts from Spain, Portugal, Ireland, Finland, and Belgium; whom shared ideas and lessons from the EU Youth Guarantee implementation. While the European context is in many respects very different, important lessons and insights for a South African programme were gleaned. These are reflected in the description of the key principles for a BPS in section 5 of this report.

In August 2019, members of the BPS coalition gathered with representatives from the youth development funding sector and corporate social investment units. The purpose of the meeting was to consult on the design of the intervention and to brainstorm possible funding structures, mechanisms and strategies to support a Basic Package of Support programme in South Africa. Input provided

at the roundtable was taken into account in further refining the BPS model and pilot design.

Between July and October 2019, an extensive community level scoping exercise was undertaken with the aim to provide important details on what the team had defined as the core BPS intervention elements. Two feedback sessions were held with the full working group to discuss findings and proposals. The final scoping report<sup>15</sup> takes that feedback into account and includes suggested design features and assessment plans that will enable the pilot team to test critical assumptions that support the theory of change. A proposed pilot plan is included in section 7 of this report.

Key points of each of these pieces of work have been summarised in this report, which is structured to provide the reader with a comprehensive understanding of: a) who are NEET in South Africa; b) what we know about comprehensive interventions that aim to support these young people; c) how to conceptualise such a comprehensive approach to support NEET youth in South Africa; d) what the necessary policy approach would be to support this kind of intervention at national scale; e) what a place-specific pilot for the intervention can look like, and what lessons can be drawn from that pilot.

It is highly recommended that policymakers and practitioners who are interested in exploring collaboration on the implementation of the BPS read all separate documents, available on [www.saldru.uct.ac.za/project/youth-related-research/](http://www.saldru.uct.ac.za/project/youth-related-research/).

### 3 WHO ARE THE YOUNG PEOPLE WHO ARE NEET IN SOUTH AFRICA?

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Internationally, researchers<sup>16</sup> have pointed out that the use of a NEET 'indicator' is useful as it captures the magnitude of a particularly vulnerable group of young people who are unable to connect to education, training or the labour market. However, they also caution against the perception of one homogenous group of 'excluded youth': the NEET indicator "embraces a range of young people in very difficult situations. While young people under this classification suffer from some kind of exclusion [...] the reasons for their exclusion might be completely different"<sup>17</sup> – and may be related to a string of individual, family or community factors, as well as structural constraints in the education and labour market systems.

Thus, it is recognised that perceiving the overall NEET rate as one homogenous indicator of 'disengaged youth' hinders understanding of their situation and of their specific needs for support. Different sub-groups of youth require different kinds of interventions and support to help them to navigate their transitions successfully through the education and training environment, into a changing and challenging labour market, or into a new stage of their lives, such as parenthood.<sup>18</sup>

To provide the South African policy and intervention environment with a nuanced understanding of the NEET youth profile in South Africa, the BPS team analysed second quarter data from the 2019 Quarterly Labour Force Survey (QLFS), alongside 2017 General Household Survey data. Nuances on how young people attempt to navigate their way out of NEET-hood and how numerous failed attempts influence their (emotional and other) well-being are stipulated in a review of qualitative studies conducted over several years in various parts of the

country. The analyses confirm that South Africa's NEET youth population is a heterogeneous group that is faced with multiple, intertwined, individual and household factors. It forms the basis of further investigation into what would constitute a well-designed package of support for NEET youth in the country. The sub-national dimension of the analysis further points at significant regional differences that need to be taken into account when designing and implementing policies and interventions that aim to support these young people.

This section of the report provides a summary of the central findings of the analyses. Further details are available in the working papers<sup>19</sup>.

Second quarter 2019 QLFS data show that South Africa has a NEET rate of around 30%<sup>i</sup> among young people aged 15 to 24 – a rate that has been fairly consistent over the past five years, and which represents the equivalent of just over three million young people between the ages of 15 and 24.

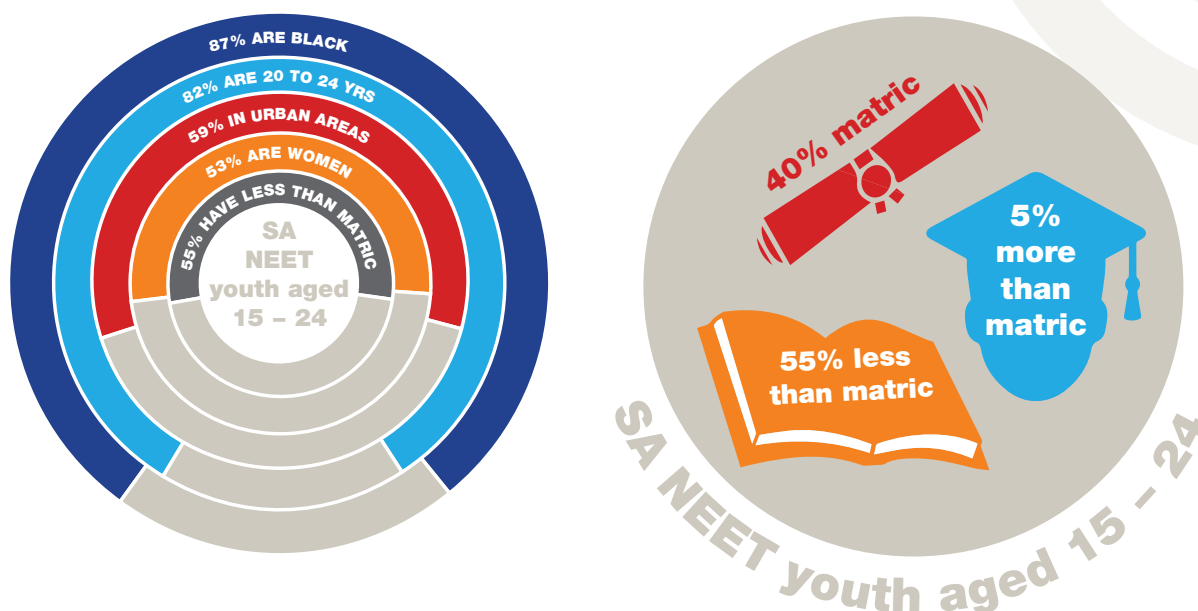
**The majority of young people who are NEET in South Africa are female, black and live in urban areas.**

The majority of these young NEETs are unemployed (searching or discouraged, but wanting to work); so not 'inactive' as often assumed in policy circles: 48% in this age group are actively seeking work (a total of 1 450 247 youth), while another 21% indicate that they want to work but have become discouraged and have stopped looking (652 284 youth).

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<sup>i</sup> We calculate the NEET rate as the share of young people who are not in employment, education or training (NEET) as a percentage of the total number of young people in the corresponding age group.

Figure 2: Key characteristics of NEET youth, aged 15 – 24 years, in South Africa, 2019



**Source:** Statistics South Africa (2019) *Quarterly Labour Force Survey, Quarter 2*. Pretoria: Stats SA. [Analysis by Gibson Mudiriza and Ariane De Lannoy, SALDRU, University of Cape Town.]

Around 31% of young people who are NEET are inactive in the labour market.<sup>ii</sup> Of those young people who are inactive, 63% are young women, and of those, again 63% are inactive because of caregiving responsibilities. In other words, a large proportion of inactive, female youth are contributing to their households' functioning by looking after children and/or others in need of care.<sup>20</sup> The analysis provides a first indication of the limitation imposed by considering the entire NEET youth group as 'disengaged' and points at opportunities to reach out to these young people and to provide support for their job searches (for those who are unemployed), or to ensure they connect to essential social services such as early childhood development or the Child Support Grant (for young mothers or caregivers).

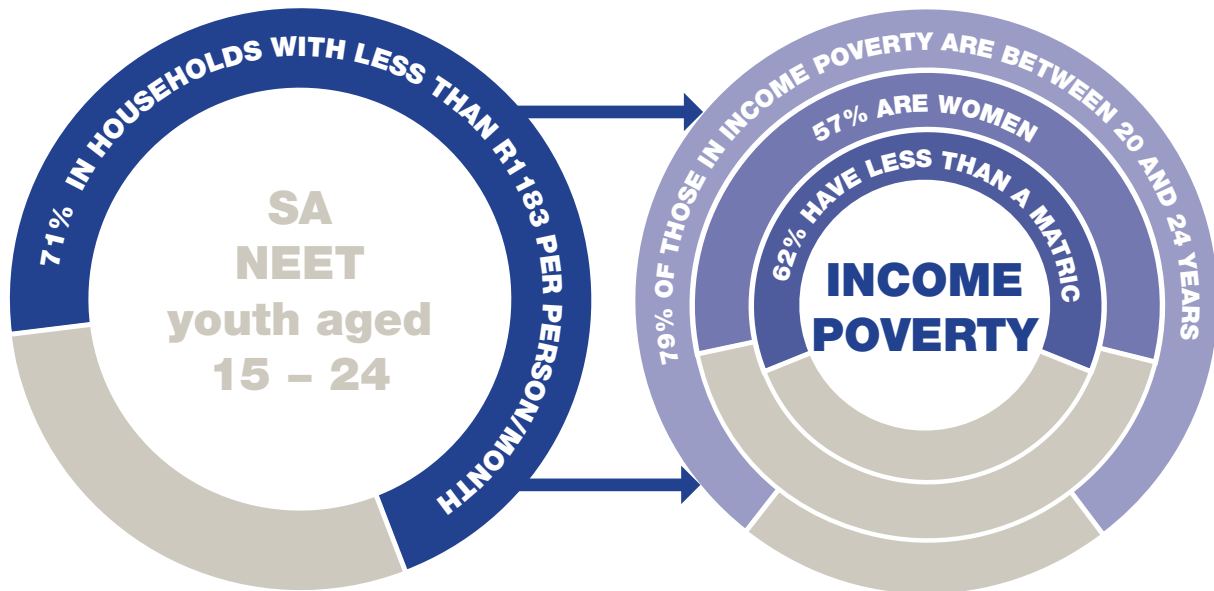
Of young people who are NEET, 75% are so-called 'new entrants' to the labour market who are looking for work but have no previous work experience. Of those new entrants, no less than 70% have been

looking for work for more than a year. This points at an increased risk for longer-term 'scarring' among these young people and the need to intervene to avoid further costs for the individual and his or her family.

In addition, 55% of young people who are NEET have completed less than their final high school year (the equivalent of 1 659 698); this is a sub-group of youth that are not often targeted by interventions that aim to improve employability.<sup>21</sup> In an economy that does not manage to produce sufficient jobs for various levels of skills and in a diverse set of sectors, and a labour market environment that rewards mostly post-school education and training, these youth struggle to find entry into that labour market. Longitudinal analysis looking at young people who did not complete their final year of high school and who are NEET showed that these are young people who are more likely to remain in a state of NEET over prolonged periods of time.<sup>22</sup>

ii According to Statistics South Africa: 'Unemployed' (strict definition) youth are individuals who replied that they have looked for any kind of work or tried to start any kind of business in the reference period. 'Discouraged' job-seekers are individuals who wanted to work and the main reason why they did not try to find work or start a business in the reference period was because of any of the following: a) no jobs available in the area; b) unable to find work requiring his/her skills; c) lost hope of finding any kind of work. 'Inactive' youth are individuals who did not work in the reference week; did not look for work or try to start a business in the four weeks preceding the survey; and were not available to start work or a business in the reference week.

**Figure 3: Income-poverty characteristics of NEET young people, aged 15 – 24 years, in South Africa, 2017**



Source: Statistics South Africa (2018) *General Household Survey 2017*. Pretoria: Stats SA. [Analysis by Gibson Mudiriza and Ariane De Lannoy.]

Finally, analysis of General Household Survey data shows that in 2017, the majority (71%) of young people who were NEET lived in households with an income of less than R 1 183 per capita per month. And, among those in income poverty, more than half have completed less than their matric year. Further disaggregation also again shows the gender dimension of NEET-hood, with close to 60% of income-poor NEET-youth being female.

In sum, the data show that large numbers of young people who are NEET express the wish to work. This is corroborated in a range of qualitative studies.<sup>23</sup> In addition, of those who are inactive, the majority are young female caregivers.

among young people in general, and that the lack of entry to the labour market or PSET is not for a lack of trying on the side of many of these youth. Both quantitative and qualitative evidence shows the churn in search states and (un)employment states within this group of NEET youth<sup>24</sup>, pointing to young people’s active attempts to bring about change in their situation. However, this agency<sup>iii</sup> is often thwarted by structural constraints, many of which intersect and reinforce one another, keeping young people excluded.

*What are the factors underlying this situation?*

Multivariate regression analysis to establish correlates of NEET-hood among black young people (making up the vast majority of NEET youth in the country) indicates that individual factors like age, gender, health and education are key factors associated with the probability of being NEET among this group. Further, the analysis indicates that living in households with a higher income and

Existing data further indicate high aspirations

iii Agency, as defined in the social science literature, refers to individuals’ ability to act independently. See, for instance, Barker, C. (2005) *Cultural Studies: Theory and Practice*. London: Sage.

with an employed person significantly reduces both young men and women's probability of being NEET. It might thus be useful to explore ways to increase young people's levels of education, as well as the provision of financial support for NEET youth to alleviate household poverty while looking for alternative ways to provide the social and cultural capital that would otherwise be provided by employed people in their households.

The gender dimension that stands out in both the descriptive and multivariate regression analysis points at the double burden of care and poverty on young women and requires further attention in the design of an intervention that aims to avoid 'disconnection' among youth.

Other studies, looking specifically at drivers of early school leaving, on the one hand, and unemployment on the other, also indicate a complex mix of interrelated factors.

Approximately 50% of a cohort of learners who enroll in grade 1 will not complete their final matric year. Research indicates that this early school leaving is mainly due to financial constraints, grade repetition and, for female learners, pregnancy.<sup>25</sup> Qualitative work further indicates that drop-out may also be driven by a general sense of discouragement with an educational environment that is often characterised by absent or unavailable teachers, a lack of resources, and violence.<sup>26</sup> In addition, many young people indicate a lack of guidance at school – and of subjects relevant to their interests, skills and therefore preferred study direction, setting them up for failure in the future. These problems are especially pronounced in the lower quintile schools.

Once young people have left the education system – prematurely or not – many feel unequipped to proceed with the educational trajectories they might have originally envisaged for themselves. Narratives of youth collected across the country reflect young people's agency in their attempts to improve or 'upgrade' their high school marks either by redoing certain subjects, or by taking new subjects that were not offered to them at school.<sup>27</sup> Young people indicate that they do this because

they do not meet the entry requirements to access further education and training and, importantly, bursaries. However, while some do upgrade their results through the provision of adult basic education and training services, many explain that they receive the same symbol after one, or multiple attempts, to improve their results. It is unclear why so many do not succeed in upgrading their results, but it is clear that they do this often without clear and effective guidance or support, and severely hampered by resource constraints. Even those who do manage to get some PSET or add to their credentials by accessing short courses do not see this as moving them onto a forward trajectory.<sup>28</sup>

The low levels of education and skills that young people leave the schooling system with act as barriers to entry into the labour market, which places a higher reward on matric and, especially, post-school education and training.<sup>29</sup> However, both the quantitative and qualitative literature repeatedly point out additional barriers such as the lack of basic literacy and numeracy skills; lack of work experience; lack of (accurate) information; lack of access to productive networks, industry and opportunities; and lack of finances to search for work. Mentioned as often, but less well understood through the existing studies, are scams, nepotism and corruption in recruitment practices.<sup>30</sup>

Within this context, the evidence consistently shows the high financial and emotional cost to young people of the often-prolonged search for opportunities, while they are simultaneously confronted with high levels of poverty and little reliable information or productive social networks. Young people frequently express feeling overwhelmed, a sense of despair and a sense of failure<sup>31</sup>, which again emphasises the risk of scarring from long-term exclusion from opportunities. Longitudinal quantitative data analysis shows that being NEET for an extended period of time is associated with higher rates of depression, lower levels of self-reported happiness and greater reliance on grant income compared to other sources of income in the household.<sup>32</sup> This underpins the urgency of finding ways to support them in their search for (re)connection and of strengthening

the connections between different pieces of the systems that these youth have to navigate.

### *Moving towards a 'whole person' approach*

Young people themselves provide us with indications of what is needed. Participants in the numerous qualitative studies reviewed, as well as the consultation rounds organised by the BPS team, ask for recognition of the situation and for guidance and support as they exercise their agency in search for pathways out of the lives of deprivation that so many find themselves in. They indicate the need for more and better guidance to support educational and job-search trajectories, for feedback on how they are doing and what they could do differently or better, alongside the need for more industry that would result in the creation of more job opportunities for all (including volunteering options).<sup>33</sup> They also note that for these to be possible, there is the need for collaboration across different sectors of government and society to activate possibilities.

In essence, what these young people ask for is

an 'all of society' and 'whole person' approach – one that can be understood as a 'positive youth development approach that enhances their agency and capabilities, and that is both promotive and preventative.

South Africa has some examples of service integration that aims to provide this more holistic type of support. For instance the Department of Employment and Labour, through its labour centres, is meant to provide counselling, work-seeker advice, connection to a work-seeker database, and referral to additional services if required. However, the approach is primarily focused on employment rather than the individual's progression onto a longer-term pathway to more sustainable livelihoods. Young people also continue to indicate great levels of distrust or disappointment in government-based services.

In the following sections, we unpack the details of more comprehensive approaches implemented elsewhere and subsequently discuss how these can inform a South African intervention.

### **The positive youth development approach**

*Applied to employability, for example, the 'whole person' shifts the question from "how do we address youth unemployment?" towards "how do we support young people to make a smoother transition to the labour market?" It asks us to consider not just the young person's labour market related skills and potential, but to work with a young person in a holistic fashion – connecting with their interests, agency, and dreams; emphasising their talent and energy; and supporting them to overcome any personal, household and structural barriers they face."<sup>34</sup>*

A positive youth development approach has at its core young people's agency and capabilities, but also recognises the need to support and help to direct this agency in a direction that is beneficial to the young person and the

realisation of their goals.<sup>35</sup>

*Providing this kind of approach requires various sections of society and government to work together: a 'whole of person' approach no longer regards young people as job-seekers only, or as students only, or as those only in need of health care, but recognises the interconnected of these states, and the multiplicity of deprivations that occur simultaneously and that interact to keep youth excluded.<sup>36</sup>*



## 4 WHAT CAN BE DONE: THE CASE FOR COMPREHENSIVE SUPPORT FOR YOUNG PEOPLE TO IMPROVE OUTCOMES

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Globally, policies and interventions targeting 'NEET-hood' emphasise the need for prevention: early intervention while young people are still in the education system or in a job, as well as strengthened articulation between various parts of the education and training system that can stem the continuous stream of young people who become NEET.<sup>37</sup>

However, for those youth who are already NEET, supporting their reintegration into either education, training or the labour market, and reaching out to those who have become inactive are considered critical. It is also understood that young people who have been NEET for extended periods of time may require a more hands-on approach than those who have not been disconnected for so long, and that those with lower levels of education may require support for longer trajectories than those with PSET qualifications. They may also require services other than the direct connection to education or work – including mentorship, health and mental health support, and essential social services – connections that would begin to build and support their overall well-being and self-esteem and, eventually, their ability to take up training or work opportunities.<sup>38</sup>

There are several approaches to support young people who are NEET. One example is that of the European Union Youth Guarantee (YG), an overarching approach to reducing youth unemployment specifically – and supporting young people who are NEET more specifically – by guaranteeing reconnecting these young people within a given timeframe. The YG aims to provide all young people below the age of 25 with a “good quality job suited to their education,

skills or experience; or acquire the education, skills and experience required to find a job in the future through an apprenticeship, traineeship or continued education”.<sup>39</sup>

*The Youth Guarantee was developed as a response to the growing number of unemployed and NEET youth after the 2008 global economic downturn when some countries saw their youth unemployment rates rise to around 50%. It is therefore an interesting model to explore further for South Africa.*

The approach is also relevant as it recognises the heterogenous nature of the youth NEET group as well as the need to understand the specificities of local realities in terms of available education, training and job opportunities, and local economies. While the overarching principle is an unambiguous commitment to guarantee comprehensive support to young people faced with social exclusion, and improved service delivery alongside measures to increase job creation, the recognition of diversity allows Member States to implement the approach to fit their circumstances. For South Africa, where different provinces face different profiles of young people who are NEET, as well as different economic realities, this approach is useful.

To enable a truly comprehensive approach to tackling youth unemployment, the YG has required both immediate programmatic interventions to increase young people's employability and longer-term, large-scale structural reforms to "training, job-search and education systems to drastically improve the transition from school to work and the employability of young people".<sup>40</sup> In addition, the YG emphasises the need to "identify and activate those furthest away from the labour market (NEETs)" and "establish new tools and strategies with all those who have access to these [...] young people".<sup>41</sup>

In short, the YG places an emphasis on the need for all relevant (governmental and non-governmental) stakeholders to come together for a successful delivery of the approach. It also emphasises, however, that the "good quality offer" should be tailor-made to fit an individual young person's needs and that it:

*... addresses the specific barriers [young people] face in gaining a strong foothold in the labour market. Ensuring a good quality offer entails organising the support around the individual young person, rather than*

*around the interests of the service providers. In many cases, this will require re-thinking the 'sequencing' of interventions such that the transitions for the young person are positive and as seamless as possible and their periods of unemployment and inactivity are kept to an absolute minimum to avoid long-term negative effects.*<sup>42</sup>

Whilst the YG is an EU initiative, rolled out under an explicit recommendation of the European Council (EC)<sup>43</sup>, its conceptualisation and implementation vary across and within Member States to allow the countries to take into account differences in relevant factors. These include their different economies and conditions of the labour market; existing active labour market policies and other regulations; institutional frameworks; and the various profiles of NEET young people.

Countries that have developed pilot interventions in response to the EC's recommendation have focused on preventative measures as well as specific approaches to young people who are NEET. The latter have placed a high emphasis on, among others:<sup>44</sup>

### The Youth Guarantee approach

More than aiming to guarantee a job for youth, the YG approach is about finding ways to attract young people to the programme and to help them onto pathways appropriate to their individual circumstances that will ultimately lead them back into education or the labour market.

**The Youth Guarantee model, therefore, is an activation strategy more than a job matching or job creation programme.**

It takes a people-centred approach and aims for transversal work to improve existing systems and integrate them with services. Additional interventions are put in place where necessary.

This is not an easy or quick-to-implement approach and requires dedicated resources, efforts and commitments from a wide range of stakeholders, including central and local governments, civil society and employers.

However, the EU's assumption is that the investment in this approach is smaller than the cost of long-term unemployment and disconnect among large numbers of youth to the individual, society and economies as a whole.<sup>45</sup>

- "identifying and mapping" young people who are NEET to allow for targeted planning and intervention design;
- providing one-on-one counselling, guidance, and mentorship – including the development of individualised career plans;
- the provision of more accurate information regarding education and career pathways, also through digital tools and relevant to the young person's local environment;
- the integration of services so that pathways back to and through the education and training system and the labour market become less disconnected – this involves collaboration between education and training providers, and employers; etc.

Details on these approaches are provided in the description of a proposed South African intervention in section 5.

Importantly, countries outside of the EU are also adopting a more "holistic approach in providing integrated services tailored to the needs of young people"<sup>46</sup> within the broader framework of addressing youth unemployment. For instance, the increased appointment of job counsellors, attempts to "improve the profiling of the beneficiaries and the targeting of ALMPs<sup>iv</sup> to ensure that more marginalized groups also benefit from these programmes" and "one-stop-shop employment services" are noted in countries such as Turkey, Moldova, Azerbaijan, Palestine and Egypt.<sup>47</sup> Other non-EU countries that are considering implementing components of the YG are South Korea, New Zealand, the Gulf Region and Ghana.

In addition, the success of these more comprehensive approaches to support youth and to improve labour market outcomes is reflected in a number of international and national studies.

In a systematic, quantitative review of 113 impact evaluations of youth employment programmes worldwide, Kluve et al.<sup>48</sup> found that:

- **programmes integrating multiple services are more successful.** This is because these programmes need to be able to respond to "multiple needs and constraints facing a heterogeneous group of beneficiaries [... and thus] need to be able to offer a comprehensive set of interventions, from training to counselling, intermediation, and income support".<sup>49</sup> The authors emphasise that programmes need to be able to offer "the right combination of interventions to address a diverse set of beneficiaries facing multiple constraints [...] the types of interventions needed seem to be specific to the individual and the country context"<sup>50</sup>;
- **the profiling of beneficiaries and individualised follow-up systems are crucial.** 'Profiling' here entails the proactive use of "information about individual participants to direct them to the services that best fit their constraints".<sup>51</sup> This may entail individualised profiling or the ability to group young people according to level of need, e.g. those who may need 'light touch' support and others who need more intensive, hands-on guidance. Engagement through 'follow up and monitoring' means including "a focus on features [such as longer-term supervision of beneficiaries] that increase the likelihood that participants finish and/or perform well in the programs"<sup>52</sup>;
- **overall, these programmes are more successful in middle- and low-income countries;**
- the design and delivery of the programme are more important than the type of programme. This relates in particular to the fact that **involving non-public actors in the delivery of the programme has positive effects**, pointing at the "complementarities among government, private sector and civil society implementers"<sup>53</sup> – although implementation by non-public actors alone proved more successful in low-income countries, which the authors presume may be due to "insufficient strategic alignment [between different partners] and institutional development"<sup>54</sup>;

iv Active labour market policies (ALMPs) target unemployment, especially among more vulnerable groups. Some address labour demand by, for instance, providing public employment; others aim to increase skills levels on the supply side of the labour market; provide intermediation services or stimulate entrepreneurship.

- and that **the impacts of these programmes are larger in the long term**. This points to the importance of evaluating programmes in the medium and long term.<sup>55</sup>

In addition to the detailed evidence provided in these reviews, a recent review of youth employability programmes in South Africa too indicates how young people’s well-being, skills, social capital and work experience are improved by multi-faceted programmes that provide: psychosocial support and guidance; technical skills training; connections to educational institution such as Technical and Vocational Education and Training (TVET) colleges; connections to the labour market through job-matching, internships and apprenticeships (and in some cases, a stipend).<sup>56</sup> International and national reviews of entrepreneurship training courses equally indicate the positive effects of an in-person, long-term, multi-faceted approach.<sup>57</sup>

Beyond improving labour market outcomes specifically, and well-being more broadly, the positive effects of a comprehensive or multi-faceted approach of interventions that are able to take into account and find solutions for multiple deprivations in young people’s lives have been illustrated in health and social science research. For instance, in a randomised control trial in South Africa, the provision of both government cash transfers and parenting support showed greater outcomes on various development goals for adolescents than when providing only one or the other.<sup>58</sup> A more recent study measuring the effects of a range of “accelerating” interventions for adolescents living with HIV showed cumulative

effects of the simultaneous access to services (cash transfers, safe schools and parenting support) on a range of development goals: the study indicated improvements in indicators on mental health; HIV-care retention; school progression; engagement in risky sex; violence perpetration; community violence and abuse.<sup>59</sup>

The exploration of the positive impacts of offering “combination support” is now one focus of the international research community in its search to accelerate progress to meeting the Sustainable Development Goals.<sup>60</sup>

Based on the above evidence reviews, the BPS team therefore assumes the positive effect of a multi-faceted approach that manages to support young people in their agency to access forward trajectories to more sustainable livelihoods. This includes the provision of guidance counselling (which moves beyond psychosocial counselling to include career and life guidance), accurate information, and active connections to services that target a range of barriers to education, the labour market and well-being as they play out in a young person’s life.

The following section unpacks what the key principles and ‘building blocks’ of such an approach look like.

## 5 DESIGNING A COMPREHENSIVE APPROACH TO SUPPORT AND ACTIVATE YOUNG PEOPLE WHO ARE NEET IN SOUTH AFRICA

Previous sections indicated that factors associated with being NEET are multifold and play out at the individual, family and community level, as well as at the structural, national level. These factors intersect and reinforce one another, keeping young people trapped in a situation of exclusion.

Therefore, drawing on evidence on the development, implementation and success of comprehensive interventions that address a number of these barriers in young people's lives, as well as a range of targeted interventions that improve young people's chances of success in education and in the labour market, this project proposes a compound activation and guidance intervention.

The proposed Basic Package of Support programme aims to provide young people aged 15 – 24 who are NEET with enhanced life outcomes by proactively reaching out and offering them well-targeted, multi-faceted transition support that responds to their individual needs. Within this over-arching aim, the emphasis is on offering tailored support that meets the needs of a young person through a face-to-face approach that provides advice, resources, credentials, a sense of

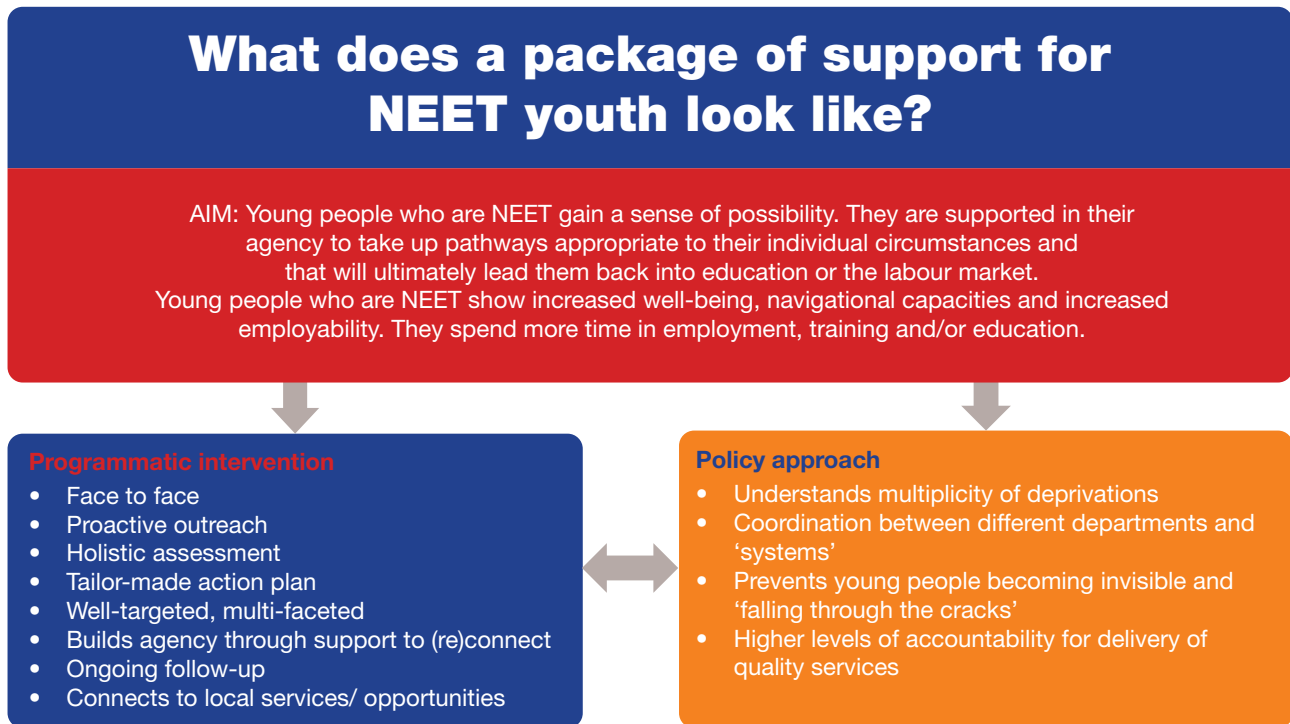
possibility and belonging. The programme aims to strengthen a young person's agency while clarifying pathways to (re)connection on his or her own.

The key objectives of the BPS are to:

1. Provide young people with a sense of possibility, by clarifying available pathways into education, training and work.
2. Support young people's agency and well-being through connections to a range of practical support services – for instance, if necessary, social security and mental health support – to strengthen their ability to take up and complete such pathways.
3. Connect young people to employment, education and training opportunities.
4. Support young people's ability and willingness to remain connected over time and re-engage them when necessary.

Reaching the aim and objectives requires both the implementation of a programmatic intervention and the development of a policy approach that places young people central and that aims for integrated service delivery to avoid youth 'falling through the cracks' of the existing service provision, as illustrated in Figure 4 on the next page.

Figure 4: BPS programmatic intervention and policy approach



The programmatic intervention: integrating services through partnerships, guidance counselling, supported connections to essential services, and longer-term follow up

The implementation of the EU YG focuses on the integration of services for young people including, for instance, social, health, family and housing services. The integration is intended to make "support more accessible, more user-friendly, and more customer-focused. Crucially, it enables a support process that can address the range of obstacles a young person may face. Establishing such integrated services requires the relevant actors to share information and coordinate service delivery across institutions, in order to enable a single point of contact for young people".<sup>61</sup>

This integration can take various forms. For example, Finland brings together a range of youth-relevant

services from different government departments in "one-stop" shops.<sup>62</sup> These central guidance centres provide tailored and personal advice on various aspects of life, including life management, career planning, social skills, and education and employment support. In the physical "shops", a central contact person welcomes a young visitor and assesses the youth's situation to determine what services they need. A central system tracks the services that a young person accesses.

The approach avoids a duplication of services and simplifies the process for young people.

The integration of services can also happen through a case management approach where individual counsellors act as 'single point of contact' for young people, providing them with a sense of continuity and stability. Guidance counsellors assess young persons' needs and then direct them to the follow-up services that they need. To ensure accurate support and referral to services, counsellors should

be well trained, able to build relationships of trust, and to understand the complexity of needs that may play out in a young person's life (e.g. trauma support, soft-skills training, housing needs, debts, mental health issues or risky behaviour, etc.). Ireland, in its Ballymun pilot<sup>63</sup>, recognised that for young people from more disadvantaged backgrounds, the provision of face-to-face support that would maintain a longer-term engagement with these young people was the best option.

Given the complexities of deprivation among high numbers of South Africa's young people and the need for accurate information and knowledge alongside active and productive networks to support young people's agency, the BPS team similarly assumes the need for the in-person provision of guidance and follow-up support to young people who are NEET.

The model therefore proposes that key to the well-being of young people, and their ability to actively take up and remain on pathways to reconnection, is the possibility to access high-quality guidance counselling and peer support that:

1. comprehensively assesses their needs and challenges;
2. translates these assessment results both in a reference letter that can serve as a signal of skill towards prospective employers<sup>64</sup>; as well as into the possible pathways available to a young person;
3. provides them with an increased understanding of pathways available to them;
4. develops an action plan with them<sup>65</sup>;
5. supports their agency to connect to any of the following, as needed: social, legal and financial services; education and training opportunities; job opportunities; health care (including mental health support);
6. follows up with them over time;
7. provides them with a 'starter pack' that contains additional resources and that aims to provide them with a sense of belonging to the programme.

Figure 5 on the next page depicts the BPS model visually.

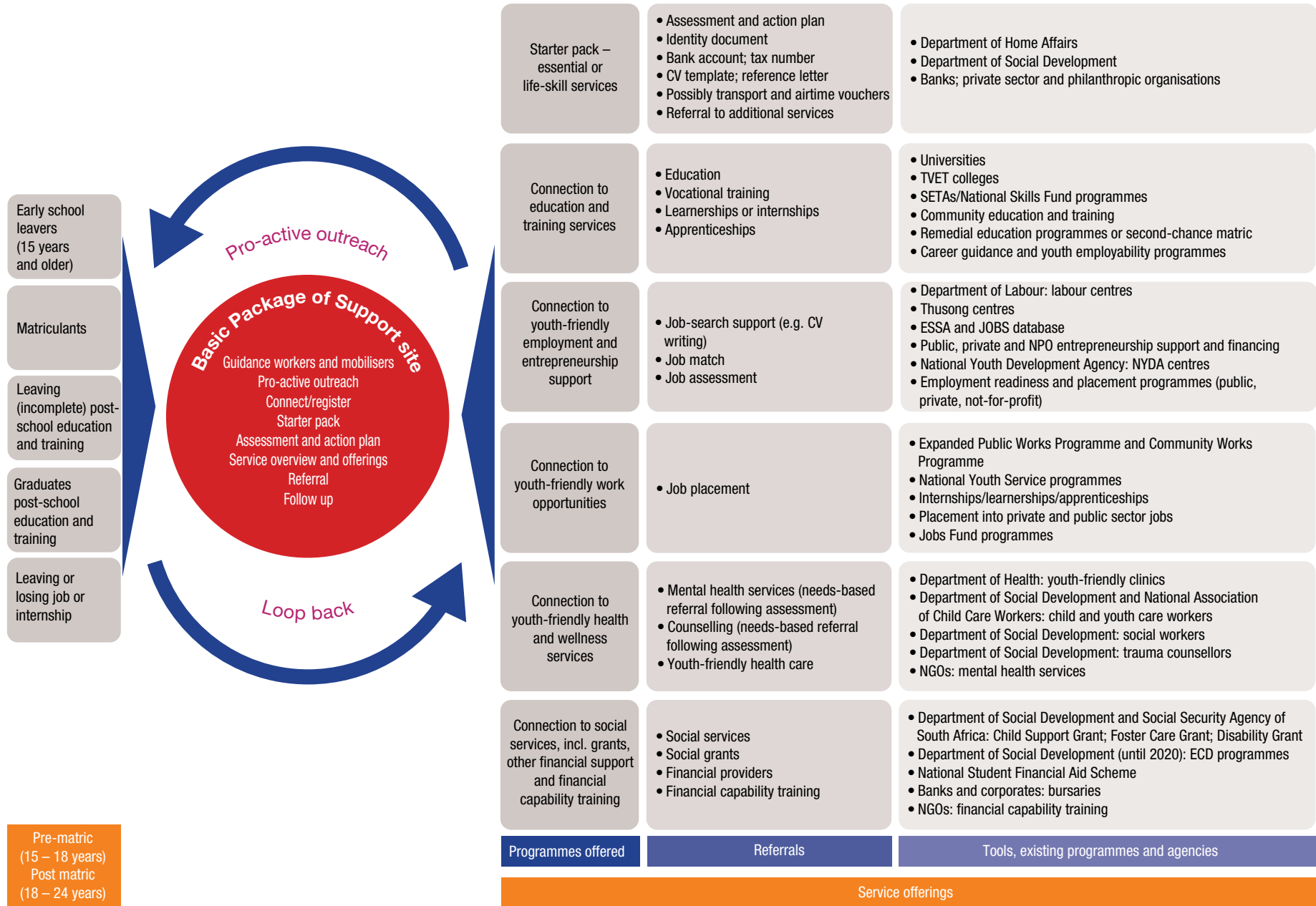
The proposed intervention is founded on a number of key principles, explained in detail below. These principles are informed by a thorough review of the EU YG best practices alongside international and national evidence on the positive effects of these on various aspects of youth well-being, broadly defined. Together, they aim to provide a comprehensive and integrated basket of services that can be offered in a tailor-made fashion to a diverse group of young people.

**Efficient planning: understanding the profile of young people who are NEET, and gathering a thorough understanding of their local context and the available service provision**

Evidence from the European Union<sup>66</sup> and beyond<sup>67</sup> indicates that interventions are more successful when they provide multi-faceted support that takes into consideration the multiple barriers to (re)connection that exist in a young person's life.

**To be able to deliver this approach, a detailed understanding is needed of the characteristics of NEET youth sub-groups, as well as of the labour market and education opportunities available to them. Importantly, these all need to be understood not just at the national level, but within a young person's particular geographical area.**

Figure 5: The Basic Package of Support for Young People who are NEET





Given the highly complex realities of youth in South Africa, gathering a thorough understanding of the multiple deprivations and barriers facing young people who are NEET is indeed crucial.

Our analysis clearly shows the heterogeneity of the group and the differences in profiles across various provinces. The data also show a range of potential barriers to (re)connection that differ depending on the socio-economic and geographic context of young people. Therefore, a detailed understanding of the NEET cohort is necessary to plan accurately for the composition of the intervention.

Analysis of 2019 QLFS data shows, for instance, that less-resourced provinces such as the Eastern Cape and Limpopo have much higher levels of NEET young people who are living in household poverty, and more discouraged youth than the Western Cape and Gauteng; but also that a better-resourced province like Gauteng has a higher proportion of NEET youth who have completed matric or more than any of the other provinces.<sup>68</sup>

Therefore, awareness of the kinds of services and pathways available in a given environment for particular profiles of young people who are NEET, alongside the identification of gaps in that service delivery, is crucial for the effectiveness of reconnection, and to avoid further scarring effects of unsuccessful searches for opportunities. Gathering an accurate understanding of young people's local realities is thus important. This requires data analysis at the local level and gathering of information on available services at that same level.

Such information needs to go beyond the mere mapping of services: young people who took part in qualitative studies and BPS-specific consultation rounds and fieldwork<sup>69</sup> frequently expressed distrust and frustration with services that either turn them away, judge them harshly or betray their confidentiality. Youth also spoke about not knowing whether certain services existed, or whether they were accessible to them (for reasons ranging from safety to cost of transport and opening hours). Fieldwork during the scoping stage of the project indicated that the cost of non-accessible, non-responsive or ineffective services further discourages the young people they are meant to support. In addition, young people in rural areas in particular spoke about local community leaders acting as gatekeepers to reliable information.

Thus, the provision of services needs to go hand in hand with validating and ensuring that these services are, in fact, accessible, effective, and youth-friendly.

The information on youth-relevant services – i.e. a locally relevant overview of providers, with basic, verified information on their services and accessibility – needs to be easily accessible by a range of relevant stakeholders. These include government officials who need to plan for service provision; guidance counsellors (called 'guidance workers' in the BPS model) who need to know what services they can refer young people to; and young people themselves whose agency requires support through the provision of accurate information. The BPS scoping report<sup>70</sup> sets out the proposed approach to this service mapping component in more detail, in particular with regards to a pilot of the intervention.

### Pro-active outreach

Successful re-activation and connection interventions for young people who are NEET draw on a range of outreach strategies. Within the European Union, Member States working with young people who

are NEET and who may have been disconnected from education or the labour market for some time, point out the need to approach these youth with no judgement, and sometimes implement layers of outreach. While communication and awareness building can take place via printed (e.g. flyers, posters), online (websites, YG 'service' portals) and social media (YouTube, Facebook), more pro-active outreach methods may be needed to engage the more detached and/or isolated youth. Such methods may include mobile units, peer-to-peer outreach, social work, and cooperation with youth clubs.

Local non-governmental organisations (NGOs) are considered important allies in information and outreach campaigns, as many of them are already in contact with (groups of) young people.

Data collected by the BPS team indicate that discouragement – because previous interventions have not helped them – or distrust in government and its services – because service delivery has been inadequate, or confidentiality was breached – means that young people in South Africa may also not spontaneously access the programme. Instead, youth indicate higher levels of trust in their peers. Thus, a strong emphasis in the design of a BPS needs to be on pro-active outreach to these young people in the spaces where they find themselves, and in a non-judgmental, emphatic manner. As in the EU, local organisations point out the benefits of delivering this outreach through face-to-face contact and in collaboration with trusted local community-based institutions.

This proposal therefore includes in the intervention design a cohort of young, peer-to-peer 'mobilisers' in each of the BPS sites who will be able to reach out to other youth in the community, provide information about the programme, and follow up with their peers. To ensure that the young mobilisers are an integral part of the BPS service, they will be asked to provide input on the intervention and the services it connects other youth to.

The responsibilities of the mobilisers will include conducting local area service mapping and service checks. Including young people as partners and employees in the programme not only facilitates the growth of social economy work opportunities, but also empowers these youth to help shape and deliver their own solutions. It is envisaged that mobilisers will also be beneficiaries of the guidance and activation programme, which means they can access the guidance workers for support and are provided with additional mentorship in the same way as the guidance workers.

The nested approach is meant to ensure that the BPS service itself becomes a conduit to better opportunities also for those who are employed on the programme; a rotating system can ensure a new 'intake' of young people in the community as mobilisers, allowing to consistently build a greater sense of belonging, possibility and empowerment among youth.

Participants in the consultation rounds<sup>71</sup> and BPS scoping fieldwork<sup>72</sup> have indicated widespread use of mass media and social media – even in the more rural areas of the country. For this reason, it is envisaged that outreach via the BPS mobilisers will be supplemented by mass media outreach and social media campaigns. Casting 'a wide net' through these large-scale approaches means that they can reach not only target youth, but also those in their immediate circle who can then relay the message to them. Care needs to be taken to develop the tone and approach of the campaigns in a manner that is attractive and easily understandable to local youth.

More details on the approach, in particular with regards to a pilot of the intervention, are included in the scoping report.

### Guidance counselling: providing a person-centred environment to support youth agency

Guidance counselling takes a central role in many of the EU YG interventions to enable the integration of the various services from the perspective of the young person. There, guidance services comprise:

*a range of activities that enables citizens [...] to identify their capacities, competences and interests, to make educational, training and occupational decisions and to manage their individual life paths in learning, work and other settings [...] These types of activities are essential to assist young [people] in developing personal labour market and educational goals and empowering them to be able to act.<sup>73</sup>*

Thus, guidance does not typically consist of one event, but is rather “a series of activities that encourages people to reflect on their own strengths, capabilities and values, to vision a positive future for themselves and to plan and effect a series of actions

that move them towards this vision”.<sup>74</sup> Analysis of success factors<sup>75</sup> in the delivery of the YG has led to the recommendation that individualised guidance should be “based on the profile and aspirations of the young people [...] and] should address young people with a view to long-term career perspectives and future professional development opportunities”.

Review of EU documents and consultation with EU experts all highlight the importance of face-to-face, individual contact, especially when guiding young people who are more detached from the labour market and who face multiple barriers. Member States that use this approach emphasise that guidance counselling needs to be delivered by highly skilled guidance counsellors with strong interpersonal skills and the ability to build a trusting relationship with young people.

The value of a quality-driven guidance model is in the hands-on, person-centred approach that is able to provide support that is both systematic and individualised, and that can develop action plans that suit the needs and context of young people who access the service. In South Africa, qualitative research and studies of the effectiveness of youth employability programmes and the impact of dedicated NGOs and community-based

#### Lessons from the EU Youth Guarantee on providing person-centred support



Provide a ‘package of services’ that include ‘core services’ such as face-to-face support, with additional ‘add-on services’ specific to the needs of the young person and their barriers.



Have a designated case worker to support the young person through their journey and the different services and support provided. Ideally, that contact point should remain once the person has accessed a Youth Guarantee offer, particularly for those who have more complex needs.



Ensure that motivational-related activities and psychological/social assistance to support the young person are carefully selected and tailored to his/her specific needs.



Show young people that they themselves can contribute to improving the quality of their lives and take charge of their future by treating them as equal partners.

**Source:** Santos-Brien, R. (2018) *Activation Measures for Young People in Vulnerable Situations. Experiences from the ground*. Brussels: European Commission. P. 20.

organisations show that these are also components and approaches most valued by young people.<sup>76</sup>

*It can be really difficult for young people to navigate the systems in our society, as we often don't have the information and support we need to make the right choices. We may not know where to study, how to get a bursary, how to start a small business, or what opportunities are available to us.<sup>77</sup>*

Thus, considering the evidence on churn and costly trial-and-error approaches that for many young people in South Africa do not lead to upward mobility or increased stability, and bearing in mind young people's request for information, guidance and processes of reflection, we assume that high-quality guidance counselling that supports these young people's agency and desire to find connection to opportunities can make a significantly positive impact on their lives. Consultations with organisations working with youth in South Africa have confirmed that a layered model of guidance provision would be best suited. The proposed intervention therefore includes three layers of staff:

- Mobilisers – described earlier in the outreach section.
- Guidance workers.
- More specialised staff acting as mentors to guidance workers and mobilisers, and to provide more specialised psychosocial support when required.

**Well-trained guidance workers who work with young people on determining the possible pathways and who provide insights into and facilitate connections to available services will play a central role in the intervention, and in working towards the integration of services from the perspective of the young person.**

It is, however, important that these guidance workers are themselves sufficiently supported by tools and people that a) help them accurately assess the opportunities available to young people within their immediate and broader environment; and b) support them as they process potentially large numbers of 'cases' that require intensive guidance, counselling and specialised support. The latter is important as quantitative and qualitative work indicates the almost daily exposure to crime and violence in young people's lives and their request for counselling and specialised psychosocial support to help them and their peers cope with the realities of deprivation.<sup>78</sup> The model of the intervention therefore includes a third layer of more specialised staff who can act as mentors to the guides and who, when necessary, are able to provide additional support and counselling to young people.

More details on the approach to recruiting and training of the guidance workers, in particular with regards to a pilot of the intervention, are included in the project's scoping report. Their position in the overarching framework and model for the intervention is reflected in Figure 5 on page 22.

### The 'starter pack': an immediate boost to young people's sense of hope, belonging and employability

*If young people could just see a little further over the horizon, it would give them a sense of hope and imminent possibility. If we feel connected to something bigger than ourselves, we have more incentive to study harder and keep away from harm.<sup>79</sup>*

Young people's consistent exclusion from opportunity and the violation of their dreams and aspirations impact on their sense of belonging to the South African society.<sup>80</sup> Research has documented the negative effects of this sense of exclusion and disconnect.

It is crucial, therefore, that young people are provided with a sense of belonging and possibility through all components of the BPS intervention.

Equally important is that this promise of belonging and possibility is not an empty one. Thus, drawing on rigorously collected evidence, the project proposes the inclusion of a 'starter pack' or a bundle of 'first-line' interventions that serve as a signal to young people about the seriousness of the approach, and to partner organisations that specific youth are beneficiaries of the BPS.

It is proposed that the starter pack for young people who enroll in the BPS includes:

**Reference letter template:** Evidence gathered through randomised control trials<sup>81</sup> in South Africa show the positive effect of the inclusion of a reference letter on job-search behaviour and employment outcomes. Upon registration, young people will be offered a reference letter template. In addition, results of the assessment by the guidance worker can be added to the reference letter.

**CV template:** Other research has indicated that young people often do not have accurate and updated curricula vitae (CVs) and send out applications that do not contain all or correct contact details<sup>82</sup>, making it impossible for prospective employers or training providers to reach them. The inclusion of a CV template in the starter pack is therefore an elementary provision.

**Identity document:** In addition, application forms for post-school education and training usually include the request for an identity document (ID) number. While there are no data on how many young people do or do not have an ID, we assume that some youth, especially those who have left school prematurely and who live in under-resourced areas, may not have an ID. The BPS starter pack will include the necessary instructions and forms needed to apply for a South African identity document, to be used when needed.

**Tax number:** Some application forms and offers of contract generally request an individual's tax number. The BPS starter pack will include the necessary instructions and forms needed to apply for a South African tax number, to be used when needed.

**Bank account:** International and national research indicates the positive effects of having access to some financial assets, of owning a savings account and having access to a financial literacy programme.<sup>83</sup> When young people access bursaries or job opportunities, they need a bank account where their money can be deposited. Therefore, the BPS starter pack will include the necessary instructions and forms needed to apply for a bank account. During the preparatory stage of the pilot (see section 7), the BPS central team (see figure 9 on p. 43) will also liaise with implementing partners for the provision of a transport voucher and airtime voucher.

**Data bundle:** Research indicates the positive effects of having access to internet and to mobile data to facilitate information searches related to job and education opportunities. The BPS central team will therefore negotiate with a range of telecom providers for the inclusion of a data bundle in the BPS starter pack and recipients will gain access to a digital information platform that provides information on pathways to and through the education system and the labour market. It is important that the information provided is accurate and reflects national policies and programmes, but is also locally relevant to avoid further disappointment among young people.

### Individual relevance: assessments and the development of an action plan

The lessons from the European Union emphasise the need for a "tailored approach" that aims to "provide the most suitable answers to recipients' needs".<sup>84</sup> The provision of this tailored approach relies in many cases on the availability of well-trained and empathetic guidance workers (described on p. 23) but with the recognition that these counsellors need to be supported by a range of assessment and referral tools.

These assessment and referral tools are needed to gather necessary information that can later be translated into individualised action plans – which set out an overall, longer-term career or life goal – and that determine the necessary shorter-term actions and steps that need to be taken to move young people closer to their goals.

Under the EU Youth Guarantee, assessments typically happen in a phased approach, with some countries adding in more stages than others. Several countries have developed a specific methodology for the initial assessment, but typically these tools are developed locally and are not uniformly used across countries or even regions. Details on existing tools and their application in the EU are included in the BPS project's scoping report, alongside a proposal for the categories of questions to be included in a South African BPS assessment tool and the implications for the design and assessment of a BPS pilot.

The proposed BPS assessment tool takes into account that, for youth in South Africa, issues pertaining to health (physical and mental), family situation, poverty, and basic levels of education will be more common and complex than those in the EU and will need to be assessed alongside an understanding of employment history and intention.

While the original assessment by the guidance workers is meant to identify possible barriers, needs, interests and aspirations, the action plan translates the details of the assessment into actionable steps that can begin to deal with the identified barriers.

Importantly, the action plan is developed through a collaboration between the guidance workers and the young person, allowing youth to become involved in the design of their own solutions, an approach that supports their longer-term engagement and is seen to avoid them dropping out of the programme at later stages.

Once guidance workers and young people agree on the personalised plan, support to enable the implementation of the plan follows, often in the form of active referral to services identified as important. In later stages, action plans and the various steps that were identified are followed up on during regular conversations between guidance workers and young people.

In South Africa, research has indicated that having a clear career goal and knowing how to reach that goal is positively related to finding employment among youth.<sup>85</sup> In addition, evidence from a randomised control trial has indicated the positive effects of the development of a job-search plan, as that such a plan helped work-seekers optimise their job-search strategies, which led to higher rates of employment.<sup>86</sup> Job-seekers were provided with a template for the job-search plan, which asked respondents to plot their available time for various job-search tasks on a weekly chart. They were also asked to provide specific details on how, when, and where they planned to carry out these tasks. Assuming, therefore, that the efficiency of search activities increases after the development of a personalised action plan in collaboration with and based on information provided by the guidance workers, the intervention includes the development of such an action plan that will allow for a targeted approach to dealing with barriers on the road to sustainable livelihoods. Steps may vary depending on the profile of a young person and whether they perceive a route through education and training, or via other, additional support, to be the ideal and most effective for their situation.

## Active referrals to essential services for young people who are NEET: an approach grounded in local and national partnerships

The EU YG framework emphasises the need to connect young people to education and training opportunities, work opportunities, or, where barriers to accessing such opportunities exist, to other relevant services that can help to break down those barriers. These other services range from financial aid to child care or health care (including mental health care), and the provision of services that increase young people's sense of belonging and well-being.

EU experts further emphasise that partnerships at national, regional and local levels between various government departments and stakeholders are key to making the overall programme design and implementation a success. In most EU countries, key partners of the YG are national departments responsible for employment, education, youth, the public employment service, social partners and national youth councils and organisations. Central partners at local level include regional and municipal authorities, service providers, private sector entities and, importantly, youth organisations.

Partnerships established at national level provide the strategic framework for the implementation of the YG, while partnerships at the local/municipal level are responsible for the service delivery.<sup>87</sup>

Local level partnerships – also referred to as 'communities of practice' – facilitate collaboration between the various services and enable their collective offering to be presented as an integrated platform towards young people. They are needed to create the necessary connections between the existing services so that fewer young people disappear in the 'cracks' that often exist between them.

Indeed, where the aim is to provide supported pathways for young people to move more

seamlessly between school, post-school education and training and the labour market, dedicated collaboration and careful coordination between the various relevant stakeholders is required.<sup>88</sup> These partnerships also need to ensure that the basket of services available in a given area best serves the diverse needs of the youth cohort, and that they allow for the identification of gaps in the collective service offering.

This again relates strongly to the need to build detailed knowledge of the local landscape in terms of services, opportunities and challenges affecting youth outcomes.

However, these partnerships are hard to set up due to challenges such as the siloed nature of the work and reporting requirements of government departments, the lack of willingness or ability to collaborate among different sectors of society, or to share data to support a case-work approach, and the lack of local-level information and data on available services.

Partnerships, therefore, require dedicating a significant amount of resources for their coordination and management. EU best practices stipulate the usefulness of 'cooperation agreements' or 'memoranda of understanding' with the various partners in the community; the setting up of regular steering committee meetings; the regular revision of milestones, work programme and goals; etc.

In some EU countries, pilot projects have begun to develop partnerships alongside a support and referral system in local areas and for a particular subgroup of youth to explore the methodology and draw lessons for scaling later on. The BPS scoping report draws out key points for consideration in the design and assessment of a South African pilot.

## Lessons on partnerships from the EU Youth Guarantee



### Make sure that partnerships:

- have robust agreements in place from the beginning, with clearly defined roles and responsibilities;
- are based on a shared and understood commitment;
- include shared and understood targets;
- contain mutual support mechanisms to help delivery;
- and have in place regular monitoring arrangements.



Provide accessible support services in a relaxing, informal and welcoming atmosphere.



A designated case worker should guide the young person through the different service providers, whilst allowing the young person to make informed choices.



Ensure the various services use a common approach and agreed criteria.

**Source:** Santos-Brien, R. (2018) *Activation Measures for Young People in Vulnerable Situations. Experiences from the ground*. Brussels: European Commission. P. 15.

In South Africa, a myriad of services and opportunities are available to young people, as is a policy framework that stresses the need to deliver quality education, post-school education and training (and to make access to PSET progressively available to more young people), labour market opportunities and a social assistance package that aims to support well-being – although that package is limited for young people beyond the age of 18.

However, evidence shows the real struggles of young people to access services and programmes in a manner that truly enables them to improve their lives. Policies and programmes often continue to operate in isolation; there is a lack of articulation between different parts of the ‘pipeline’ from school to PSET to the labour market; and services are often rolled out in a blanket approach across the country without a thorough understanding of the local youth cohort they are meant to support.

In addition, where services are available, young people talk about their distrust in a range of government officials such as health-care providers and social workers, as well as a range of non-governmental services such as employability programmes that they perceive as failing to provide feedback or continued support.

Building a community of practice in the immediate environment of young people to ensure efficient referrals, as well as a continuum of support as they navigate their way back to education, training or employment, will be an important part of the BPS intervention. Including young people into these communities of practice will be essential, allowing them a voice and the opportunity to be part of their own solutions.<sup>89</sup>

Aside from a thorough understanding of the services available at the local level, conscious effort to streamline the service offering will be required to avoid duplication and to close potential gaps. This would allow a truly diversified offering that is able to respond to the needs of a heterogeneous group of young people with different needs and competences.



In a context where different service providers need to work together, drawing on a 'theory of collective action' such as the one developed by John Kania and Mark Kramer<sup>90</sup> may be useful.

Elements of successful collective action, in this theory, include a common agenda for change; shared measure for data results; mutually reinforcing activities; open and continuous communication; and a backbone coordinating organisation/s.

The BPS scoping report discusses in more detail what the role of the BPS can be within this context, but also discusses the need to consider incentivising service partners to ensure alignment of common objectives. It proposes that the pilot aims to develop a detailed blueprint for how to set up a locally-relevant community of practice and suggests a number of steps to follow in the process.<sup>91</sup>

### A continuum of support: follow up and loop back

Several of the review documents on the approach to the EU YG emphasise the need for intensive, long-term support for young people who are NEET: "lighter touch services appear to do little for the youth most at risk of long-term labour market exclusion".<sup>92</sup> The EU experience shows that, for young people who are NEET and often experience multi-layered and complex challenges, the provision of ongoing and meaningful support is essential.

**When a young person has found his or her way to a support service, the system should be set up to ensure the youth does not become disconnected again later.**

Follow-up and loop-back options are therefore essential. Several of the EU documents reviewed emphasise the need for multiple check-in or "evaluation moments" over an extended period of time for young people who may have been NEET for longer, who are facing multiple barriers

to reconnection, and who may be less likely to immediately achieve sustainable outcomes in the YG programme. Those evaluation moments are used both to update any information on the young person's circumstances that may warrant adjustments to the support provided or action plans developed, as well as to assess progress on the action plans.

Due to the multiple and complex needs in young people's lives, EU experts also point out that general awareness should be built from the start – including among policymakers – that large proportions of these youth may enter the programme, orientate, try, re-orientate, and try again. The European experience illustrates that high proportions of re-entrants of youth into the programme are not a sign of failure but of youth finding their way back to the system. In other words, that young people have made a shift from being disconnected to being reconnected.

In practice, this continuum of care within the EU YG is often provided by the counsellors who remain available throughout the period of searching for reconnection and, in several instances, also after a young person has completed a (re)connection opportunity such as education or a work placement. In that case, meetings take place to help mitigate new challenges or to support the youth to connect to the next opportunity.

The EU experience shows that, for many young people, these face-to-face interactions and the continuum of support are critical for the success of the intervention.

This is in line with the findings of Kluge et al. who highlighted the importance of including "features that increase the likelihood that participants finish and/or perform well in the programs".<sup>93</sup> Similar conclusions can be found in national and international studies on the effectiveness of entrepreneurship training where young people indicated they highly value ongoing check-ins, support, and the sense of belonging that these provide.<sup>94</sup>

Bearing in mind the characteristics of South Africa's youth population – low levels of education and work

experience, discouragement and mental ill-health as a consequence of prolonged and unsuccessful churn, income poverty, a lack of productive social networks, and a high exposure to crime and violence:

The BPS team equally proposes a positive youth development approach. The approach seeks to walk alongside a young person over a period of time, allowing them to connect back into the programme when they complete a particular opportunity or engage a particular service in order to work with a support person to assess the next step in their trajectory.

The project team assumes that this follow-up and loop-back function will be essential to the success of the programme and envisages this follow up to be implemented through the combination of outreach provided by the youth mobilisers who will work in the communities, as well as guidance workers using a case management system, and feedback systems in the form of sms-based service ratings and call backs from guidance workers. The BPS scoping report<sup>95</sup> sets out the details of these with regards to pilot implementation.

All of the above principles provide the approach and key building blocks of a Basic Package of Support for young people who are NEET in South Africa. They emerge as a guiding framework for the programme and inform a BPS pilot to achieve proof of concept. The Theory of Change (ToC) for the programme is captured in Table 1.

The overarching aim of the BPS programme was described earlier: to provide young people who are NEET (aged 15 to 24) with enhanced life outcomes, by proactively reaching out and offering them well-targeted, multi-faceted transition support

that responds to their individual needs and that strengthens their agency to take up pathways to (re)connection. In the ToC, proposed measurable outcomes of the BPS are:

1. NEET youth feel supported, are more resilient and have better mental health outcomes.
2. NEET youth understand and have access to services that help them overcome barriers to employability.
3. NEET youth spend more time in employment, training and/or education.

It is key to note that the programme does not define its key outcome as binary by defining what the opposite of NEET, or the 'end-state' of its beneficiaries, is. Progress from being NEET to becoming an independent and active contributing member of society is made up of multiple transitions and the core mission of the BPS programme is to support youth through these. In addition, being an independent and active member of society can take many forms that are too complex to capture in a single, measurable definition. In accordance with the philosophy of continuous support underlying the BPS programme, 'graduation' from the programme should be self-determined by youth rather than a fixed, standard milestone for all.

Table 1 summarises how the different inputs or actions that constitute the BPS contribute to these high-level outcomes, and how each step (output, intermediary outcome) leading to these outcomes as well as the outcomes themselves can be measured. Output indicators, which relate to how well the programme is implemented, should be used in the day-to-day management of the programme and can help explain over/under-performance in some intermediary outcome indicators. These intermediary outcome indicators are critical in understanding where the theory of change supporting the programme may be detached from reality of youth behaviour or where the intervention needs to be strengthened or designed differently.

**Table 1: Summary of the BPS theory of change, key outcomes and indicators**

In blue text, suggested measurements for relevant outputs, intermediary outcomes and overall outcomes

	Step 1	Step 2		Step 3	Step 4	Step 5	Step 6
	Outreach, identification and engagement	Assessment	Starter pack	Action plan	Referrals	Ongoing support and follow-up	Loop back
Intervention/ input	Communication campaigns and mobilisers target NEET youth	Guidance workers gather relevant information about youth through exploration questionnaire (and further diagnostic tests if required)	Guidance workers help youth obtain essential documents and provide basic resources for job search (e.g data, access to computers, basic information leaflets) if required by youth	Guidance workers co-build action plan and job search materials (CV, reference letter)	Guidance workers and mentors refer youth to education and training, health, administrative, employment services and available sources for financial support depending on individual needs	Guidance workers check-in regularly on progress with action plan and referrals, and provide continuous advice when NEET youth are faced with new/recurring issues	After NEET youths are successfully placed in education/ employment opportunity, guidance workers reconnect at the end of opportunity if fixed timing/at a set date
Output	Information about the services reaches NEET youth # Campaigns run # Mobilisers deployed/ community visits	Necessary personal information gathered and recorded by BPS team # Fully recorded profiles # First-touch meetings with guidance workers held	Application forms completed and submitted for documents; data and computers made available # Applications submitted # Hours of data and computer access provided	Youth have tailored action plans, improved CVs and reference letters (when possible) # Action plan meetings held # CVs created or reviewed # Youth who acquired reference letters	Youth referred to relevant, competent service providers to solve specific issues they face # Referrals made # Financial aid applications supported # Youth's visits to referred services	Youth are actively encouraged to check-in and kept accountable to their action plan/ referrals # Follow-up communications sent	Youth are contacted and encouraged to continue with BPS support after the end of a contract/ education opportunity # Loop-back communications sent
Intermediate outcomes	NEET youth are aware of and visit the programme # NEET youth visits	Guidance workers understand specific barriers faced by individuals Quality baseline data on health, education/training, prior experience, well-being outcomes	Youth are equipped with basic documents and communication tools to look for opportunities # Youth provided with starter pack	Youth have a more structured approaches to opportunity searches and submit better applications # Youth with developed action plans # Youth job/ education/ training applications	Youth overcome barriers to employment/education # Successful financial aid application Improvements in self-declared health and well-being outcomes # Youth job/education/ training applications	Youth follow-up on action plan and seek support when faced with setbacks # Face-to-face check-ins per individual # Action plan revisions	Youth seek and are offered support when faced with setbacks in the medium and long term # Loop-back conversations Average number of days between end of occupation and loop-back conversation
Overall outcomes	<b>NEET youth feel supported, are more resilient and have better mental health outcomes.</b> Improvements in self-esteem, self-efficacy, resilience, depression, health-seeking behaviour, risky behaviour; Increased confidence in future that could be measured, for example by Cantrils ladder.		<b>NEET youth understand and have access to services that help them overcome barriers to employability.</b> Improvements in standard health, education, financial and well-being outcomes.		<b>NEET youth spend more time in employment, training and/or education.</b> % beneficiaries placed in employment and education/training opportunities measured at regular intervals throughout the programme (suggested frequency of every three month), average duration of placements and % of time spent unoccupied.		

# 6 THE BASIC PACKAGE OF SUPPORT: A PROPOSED INSTITUTIONAL FRAMEWORK

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The BPS services do not fall neatly into any one government department, sphere of government or sector as the needs of NEET youth span across the mandates of different departments and all three levels of government. Therefore, the successful implementation of a BPS for youth requires an integrated, cross-sectoral approach and plan across government departments.

Indeed, the realisation of the aim and objectives of the BPS therefore requires strong leadership, technical knowledge and commitment from all relevant departments at all levels of government responsible for delivery of the services aimed at assisting young people, including to: assess area-level needs of NEET youth; assess the existence of, and – where absent – plan the provisioning of BPS services to meet the identified needs; develop and implement quality service standards and systems; develop and implement feedback loops; monitor and provide support for on-going quality improvement; and evaluate and report on progress.

Earlier sections of this report have indicated that, in addition to the cross-sectoral approach, there is a need to develop and implement the details of the BPS through consultation with all relevant stakeholders, including civil society organisations and the private sector.

To determine what the policy approach could look like in South Africa, the BPS team has conducted a scan of current policies and national level interventions/services, as well as interviews and consultations with government officials in key departments to identify departments' different mandates with regards to youth, and NEET young people in particular, to: identify gaps; gauge the level of support within government for a BPS; and

make recommendations about how a BPS for youth can be institutionally located and supported. The full details of the approach and findings of the policy scan are available in the policy review and proposed policy approach working paper.<sup>96</sup>

This section provides a brief summary of the departments that are key to the successful implementation of a BPS and provides a proposed approach to developing an over-arching institutional framework. It includes a suggested allocation of responsibilities across some of the key departments with a mandate for youth development within the broader framework. This would, however, need to be finalised in further consultation with the different departments and the Presidency.

## The mandate to serve youth

Firstly, the scan indicates that the proposed BPS is well aligned with international and national policy frameworks, including the Sustainable Development Goals and the National Development Plan (NDP), National Growth Plan (NGP), and the Youth Employment Accord (YEA). All these acknowledge that young people are a vulnerable group and that key strategies to support their transition to adulthood are necessary. Across a range of policies and programmes, youth (broadly defined) are identified as a target group for services.

While young people who are NEET are not necessarily explicitly mentioned in the various policy documents, there is often recognition of the need to support youth's transitions through improved school and post-school systems and the provision of financial resources for poor students

(NDP); to tackle unemployment in the country in a comprehensive, cross-governmental way and by engaging all stakeholders in society (NGP); or to strengthen existing services, ranging from education and skills training, to work exposure, public sector programmes, or youth entrepreneurship (YEA). The YEA also calls for “a central coordinating mechanism to bring together the various government youth programmes”.

Secondly, South Africa has numerous policies that relate to youth and youth well-being. One of those is the National Youth Policy 2015 – 2020. The NYP is meant to provide an over-arching policy framework for youth-related work across various government departments. It calls for a holistic and integrated government approach that would be responsive to the needs of a diverse youth cohort, as does the NDP. The need for a coordinated and comprehensive approach was also reflected in the President’s 2019 State of the Nation Address (SONA).

The departments, agencies and ministries that are particularly pertinent to the successful implementation of a BPS for NEET youth are:

- **Department of Higher Education and Training (DHET):** Is given a clear mandate by the National Skills Development Strategy III to ensure all school-leavers are guaranteed training and/or work opportunities. It is also the only policy to identify a budget for such activities (albeit a discretionary one). The DHET is responsible for coordination of the education and training sub-systems of post-school education, including universities, TVET community colleges, Sector Education and Training Authorities (SETAs), and adult and community education and training. It is also responsible for oversight of quality and accreditation of training through the relevant SETAs and qualifications councils.
- **Department of Social Development (DSD):** Provides social grants for children and people with disabilities. It also oversees welfare services offered through non-profit organisations. Finally, it is responsible for the oversight of social service professionals such as social workers, social auxiliary workers, and child and youth care workers, many of whom are likely to be integral to the delivery of a BPS.
- **South African Social Security Agency (SASSA):** Delivers social assistance (grants) to all eligible children and their caregivers.
- **Department of Basic Education (DBE):** Provides support to all children and young people who are still in school (and who may be at risk), and to those of compulsory school-going age who might drop out before completing matric.
- **Department of Employment and Labour (DEL):** Provides public employment services. The department is mandated through the Skills Development Act to ensure that prescribed categories of persons (not defined) are able to a) enter special education and training programmes; b) find employment; c) start income-generating projects; and d) participate in special employment programmes. Labour centres are intended to facilitate these for people requiring support. This occurs in part through the Public Employment Services (PES), which includes the registration of job-seekers, the registration of vacancies from employers, career counselling and guidance, and referral to skills development opportunities or learning programmes. The DEL also has a crucial role to play in the processing of Unemployment Insurance Fund (UIF) applications and payments.
- **Department of Small Business Development (DSBD):** Provides programming and financing to support young entrepreneurs.
- **Department of Public Works and Infrastructure (DPWI):** Provides public employment programmes with specific youth targets.
- **Department of Cooperative Governance and Traditional Affairs (COGTA):** Responsible for synergising the Expanded Public Works Programme and Community Works Programme.
- **Department of Home Affairs (DHA):** Responsible for birth registration, provision of identity documents and registrations of deaths.
- **Department of Planning, Monitoring and Evaluation (DPME):** Ensures the continuous improvement in government service delivery

to achieve national priority outcomes through performance monitoring and evaluation, and by supporting change and transformation through innovative and appropriate solutions and interventions.

- **National Youth Development Agency (NYDA):** Plays a leading role in ensuring that all major stakeholders such as the government, private sector and civil society prioritise youth development and contribute towards identifying and implementing long-lasting solutions that address youth development challenges. Furthermore, the NYDA designs and implements programmes that are aimed at improving the lives of young people, as well as availing opportunities to youth.
- **Ministry for Women, Youth and Persons with Disabilities (MWYPD):** Is the ministry in the Presidency responsible for oversight, monitoring and evaluation, and policy influence “to accelerate socio-economic transformation and implementation of the empowerment and participation of women, youth and persons with disabilities”.<sup>97</sup> The NYDA reports to the MWYPD. This Ministry is also responsible for the development of the National Youth Policy and its implementation strategy.
- **The Presidency:** Is mandated to ensure the smooth functioning of government, as well as synergy between the three spheres of government. More specifically, it is mandated to ensure coherence in planning, coordination, policy development and implementation; performance monitoring and evaluation to promote a culture of accountability across the three spheres of government; and mobilising the nation towards a common vision.

Among these, the National Youth Development Agency and the Ministry for Women, Youth and Persons with Disabilities specifically hold the mandate to address the needs of young people in a cross-cutting, integrated way.

The Department of Social Development holds the mandate to deliver the basket of social services to all in an integrated way, and of the three, may

have the greatest capacity to deliver a BPS, given the cohort of social service professionals it is tasked with overseeing.

However, several departments clearly have complementary roles to play. These include:

- the DEL through the PES and the provision of UIF;
- DHET in terms of the provision of various training pathways;
- DOH through the provision of primary and mental health care;
- DSBD in supporting youth entrepreneurship; and;
- the DBE in terms of facilitating connections back into schooling (where relevant) and ‘flagging’ young people who drop out of school and who should be referred to the BPS.

Further, the review of existing services and programmes offered by these departments reveals that significant investments in young people have been made across departments. Any integrated approach to youth should therefore leverage rather than duplicate these efforts.<sup>98</sup> Even in situations where delivery and implementation have been uneven or poor, there is a need to work alongside such programmes, given the significant resource investments, to improve service delivery and ensure a more holistic approach to youth development.

Table 1 in addendum 2 indicates the quantum of available resources that can be tapped through improved connections and reconnections to government programmes and services resulting in improved resource allocation.

## Integrated service delivery: a partnership approach

In the 2019 SONA, the Presidency announced that it will drive and coordinate a comprehensive plan to create two million new jobs for young people over the next decade (2020 – 2030), working across

government departments and at all three tiers of government, and in partnership with the private sector. In a separate announcement, the Presidency has put forward a new district-based coordination model that is meant to improve the coherence, efficiency and effectiveness of the implementation of government programmes. This new, integrated model is designed to address the pattern of 'operating in silos' in the three spheres of government.

The aims of these approaches align with those of the proposed intervention. Thus, the BPS would support these policy imperatives, with a particular focus on NEET youth, and ensure that its proposed interventions would be designed and implemented via an integrated government partnership approach. The BPS team therefore proposes that a national roll-out of the BPS (after allowing for a sufficiently thorough pilot stage) would be driven and coordinated by the Presidency, alongside other priority interventions for youth.

It is further proposed that coordination at a national level would occur through a Presidential Working Group on Youth (PWGY), and that this group be chaired by the President and the Minister for Women, Youth and Persons with Disabilities, in the Presidency, and includes ministerial representatives from the social and economic clusters, as well as other major private or non-profit stakeholders.

Regular quarterly meetings are necessary to ensure that the collaborations required for the implementation of the key youth policy priorities, including the BPS, are achieved across all departments and role players.

**The success of the BPS is premised on the critical role of various government departments and agencies in supporting and streamlining the successful implementation of interventions at national, provincial and local levels.**

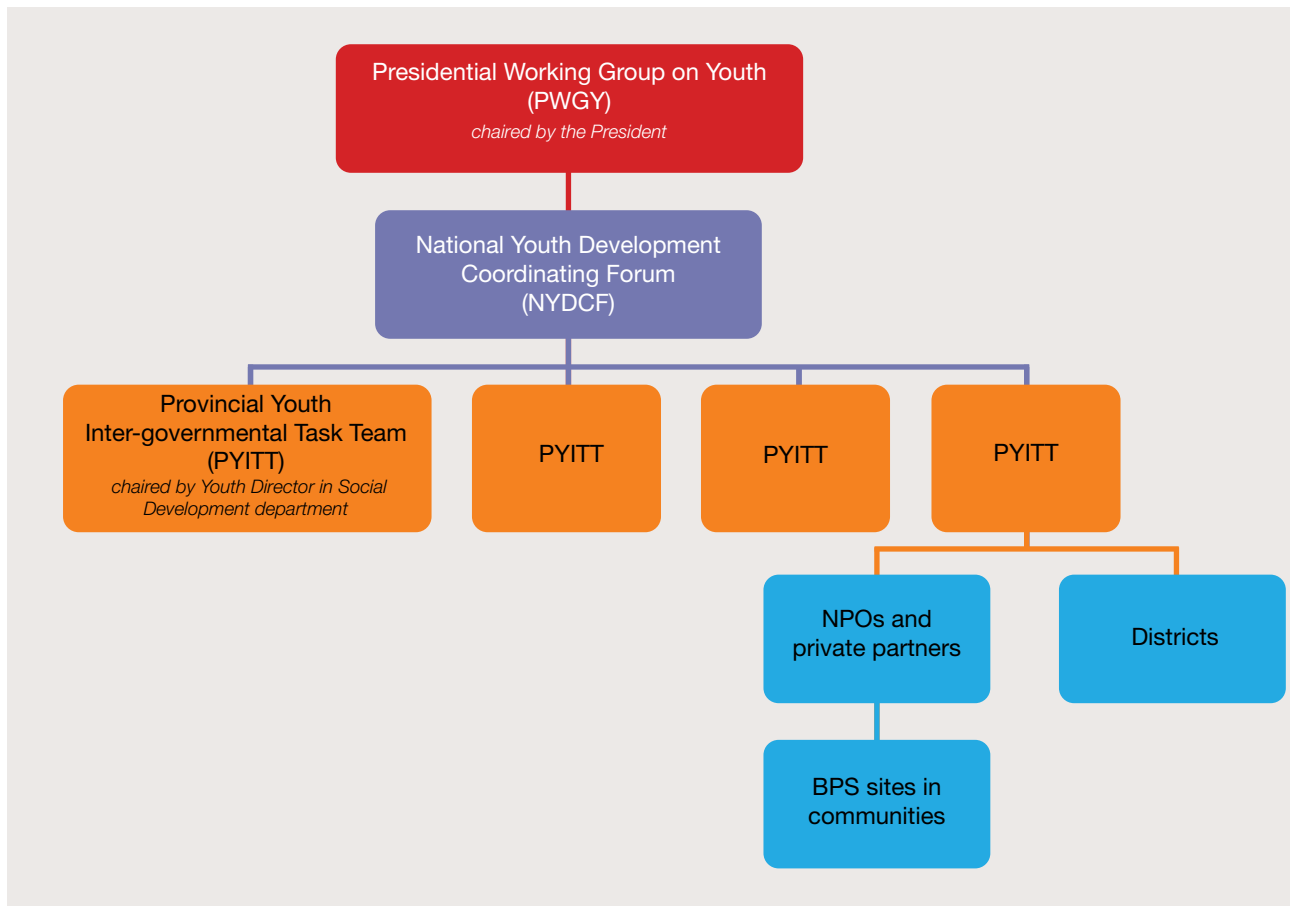
At the administrative level, the team proposes that a National Youth Development Coordinating Forum (NYDCF) would be responsible for coordinating, monitoring and overseeing the implementation of a BPS roll-out in relation to national and provincial programmes. The NYDCF would consist of representatives of all relevant departments and agencies listed above, and chaired by the lead department. More specifically, the objectives of this forum would be:

- to strengthen departmental leadership, management and accountability in all spheres of government (national, provincial and local) to ensure the fulfilment of the roles, responsibilities and delivery of BPS services for which the relevant departments are responsible; and
- to establish a coordinated national management and oversight system and to facilitate multi-sectoral coordination, planning and accountability to the BPS vision.

It is further proposed that this NYDCF would take responsibility for ensuring the implementation of the following activities, to be facilitated through a public-private partnership, creating a community of practice that stretches across departments and across various levels of governance:

- Finalise the BPS policy framework and agree on the governance approach.
- Produce promotional/communications material to disseminate information and intervention results.
- Support the provincial task teams (see below).
- Address issues that arise from provincial task teams.
- Develop an evaluation framework for implementation at local, provincial and national levels.
- Review and evaluate the work of the provincial task teams.
- Make recommendations to ensure effective ongoing delivery of the BPS.

**Figure 7: A suggested management structure for national roll-out of the BPS**



Finally, it is proposed that Provincial Youth Intergovernmental Task Teams (PYITT) are convened to manage, coordinate and monitor the implementation of the BPS at provincial, district and local levels. The PYITTs would be established by the lead department and comprise the relevant implementing government departments and organisational partners. They would be chaired and led by a director of a department mandated to deliver on addressing the multi-faceted needs of young people (it is suggested that these include the NYDA, DSD and the MWYPD but further consultation to determine the lead organisation is required).

The functions of the PYITT would include:

- Ensure management of the project to deliver the BPS building blocks: initial assessments; guidance counselling and planning; connection

to relevant education and training and work opportunities; connection to additional social and health services as required; and loop back upon completion of pathway, as necessary.

- Increase the capacity of the service providers and of employers to continue to work in an integrated and coordinated way.

The proposed management structure is depicted in Figure 7.

### The importance of a community of practice

The BPS project recognises that a single government department or stakeholder cannot adequately support the needs of the diverse cohort of NEET youth on its own and that higher levels of coherence are needed among various programmes.



The effective design and delivery of the BPS programme will therefore rely on mutually dependent partnerships between role players responsible for the well-being and development of young people in South Africa. This includes different government departments, but also NGOs, private entities and individuals.

In fulfillment of its responsibilities, the government would need to partner with all relevant role players and ensure that all partnerships support the realisation of the BPS commitments. The guiding framework set out in this section proposes a common platform for the regulation of the necessary partnerships and relationships to ensure that government and non-government organisations (both private sector and non-profit) deliver the necessary support, through the BPS, to youth who are NEET.

The realisation of an integrated, transversal approach to the BPS requires that role players work together in the following ways:

- **Network:** exchange of information for mutual benefit.
- **Coordinate:** information exchange and activities to achieve a common purpose.
- **Cooperate:** sharing of information and resources for mutual benefit and common purpose.
- **Collaborate:** networking, coordination and cooperation as well as improving the capacity of the other partner for mutual benefit and a common purpose.
- **Accountable:** ensuring accountability and cost-effective provision of services where financing and service delivery are provided by different role players.

The BPS Community of Practice (CoP) would involve government and non-governmental role players.

#### *Government role players at different levels of governance*

Many of the components of the BPS programme and services may be categorised as concurrent national and provincial competencies (in terms of Schedule 4 of the Constitution of the Republic of South Africa).

In broad terms, the responsibility for national planning and coordination; the development of national laws, policies and norms and standards; and the setting of high-level targets rests with the respective national departments, followed by provincial, district and municipal target setting.

Responsibility for the delivery of services (such as health, social services and basic education) is devolved to the provinces. This includes responsibility for funding; delivery or contracting NGOs for delivery of services; registration and monitoring; and evaluation of compliance of services with norms and standards.

National, provincial and local spheres of government must ensure that their organisational structures provide for sufficient human resources to implement their respective responsibilities in relation to youth development services, as indicated in this proposed institutional framework.

In addition to the various government departments with mandates to support the BPS, NGOs and the private sector also have a role to play.

#### *The role of non-government organisations and the private sector*

It is crucial that government adopts a partnership approach which ensures that the role of non-government service providers (private sector and not-for-profit) is utilised to complement fulfillment of the BPS programme.

Within a public–private partnership, government would retain responsibility for ensuring that all services and actions taken by NGOs and private sector partners comply with the limits, principles, obligations and responsibilities prescribed by law, policy and programmatic requirements.

Government would also retain overall responsibility for the provision of BPS services. However, it can contract out delivery of a number of the relevant services and support roles to NGOs and other private entities under strict and clear conditions that place high-quality service delivery to youth central. Government will remain responsible for the funding/co-funding, regulation, capacitation and oversight of contracted partners within the limits of this policy framework. This relationship needs to be underpinned by explicit expectations, secure contracting and performance requirements, quality control, and bilateral accountability mechanisms.

## 7 IMAGINING IMPLEMENTATION: A BPS PILOT PROPOSAL

The proposed Basic Package of Support model is based on rigorous data analysis that provides a better understanding of the characteristics of NEET youth in South Africa, the drivers of 'NEET-hood' and the consequences of remaining NEET for extended periods of time; a review of empirical evidence on comprehensive interventions that have a positive impact on youth employability and well-being more broadly; and European Union Youth Guarantee best practices that indicate the need for and positive effects of 'high-touch' activation and support programmes that can provide tailored support to a diverse group of young people who are facing multiple deprivations.

*The BPS fits within the Presidency's renewed emphasis to find solutions for youth unemployment and the drive for a district-level coordination model that allows for a more efficient use of resources and service delivery.*

This section proposes a community-based BPS implementation model and pilot approach.

### Aim and approach

The purpose of one or (preferably) several pilots is to develop proof of concept of the BPS intervention and to collate 'learning moments' with regards to the implementation of the full model within a

number of selected areas.

It is intended that the BPS pilots will target young people who are NEET and who are between the ages of 15 to 24.<sup>v</sup>

Figure 8 on the next page provides an overview of a community-based BPS implementation model. BPS 'Tier 1' provides a central coordinating capacity that shares a number of oversight functions across four different 'Tier 2' sites. Each of the Tier 2 sites provides all of the key building blocks of the BPS intervention. The motivation behind, and the broad outline of, the design of these components are included in the principles section of this report. Further recommendations on their design and assessment are in the BPS scoping report.<sup>99</sup>

### Data collection and case management with partners during the pilot phase

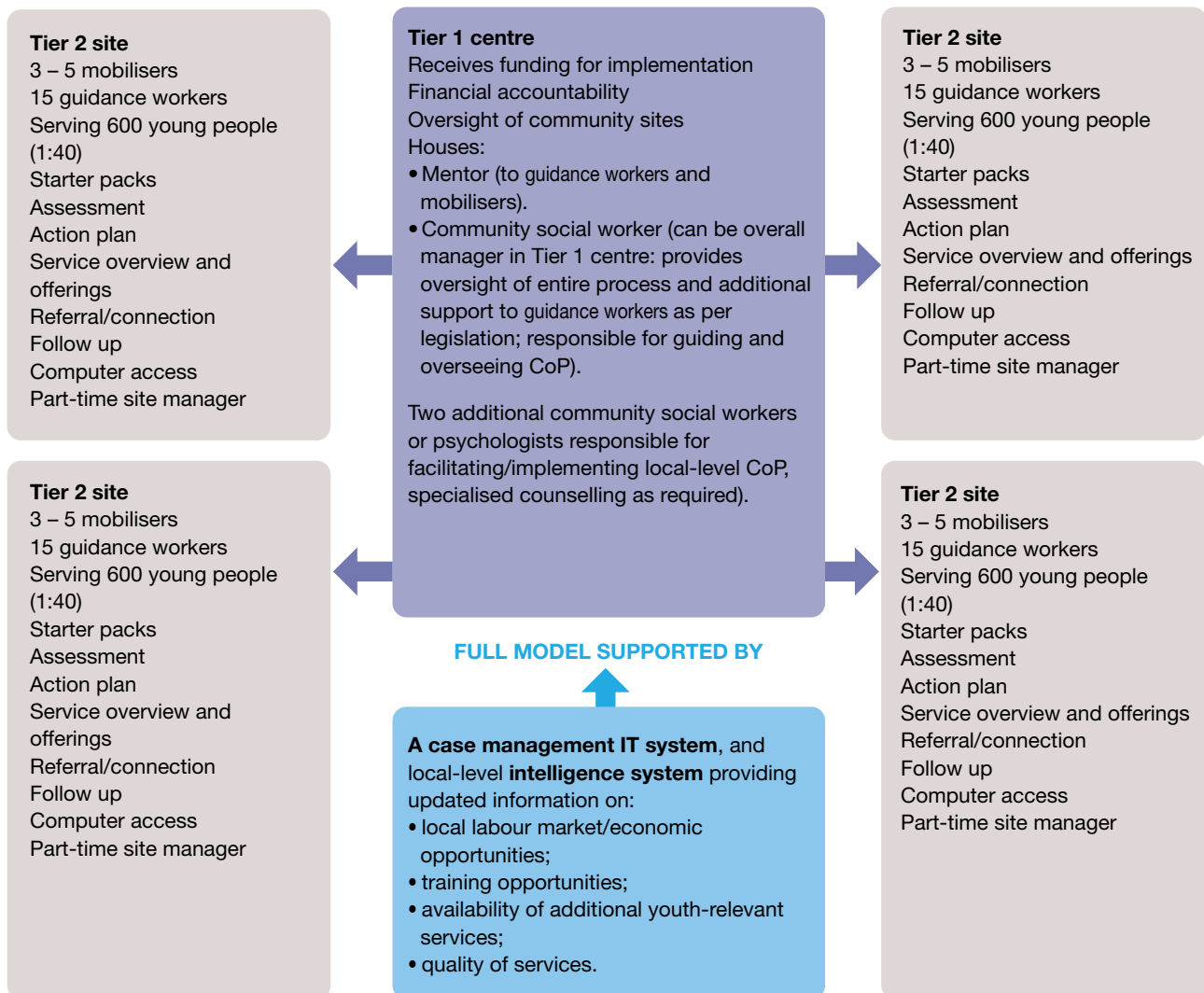
It is proposed that the full model be implemented as a pilot in one or several locations, through one or several implementing partners and, in any case, with the involvement of several key stakeholders.

The full model includes coordination and implementation capacity at the community level, including coordination for programme delivery, financial management for the Tier 1 and Tier 2 sites, and problem-solving at the local level.

However, implementation across several locations (and possibly several provinces) will require a central BPS team to be responsible for overall fundraising and financial management; coordination; ensuring consistent communication and branding; ensuring

<sup>v</sup> Data analysis by the BPS team explored the broader age category of 15 to 29 (the upper-bound age in line with that of South Africa's Employment Tax Incentive) but the differences in the characteristics of the older age group led the team to conclude it would be better to focus on the youngest age group first, gather proof of concept on the full model, and then reconsider at a later stage to also target slightly older age groups.

**Figure 8: A community-based implementation model for the BPS**



consistent high-quality training for guidance workers and other BPS staff; developing high-quality assessment and support tools for guidance workers; continued stakeholder liaison and advocacy efforts with policymakers and; of course, guaranteeing quality data collection and analysis. To ensure strong monitoring and evaluation (M&E) capacity in the central team, responsibilities should also include:

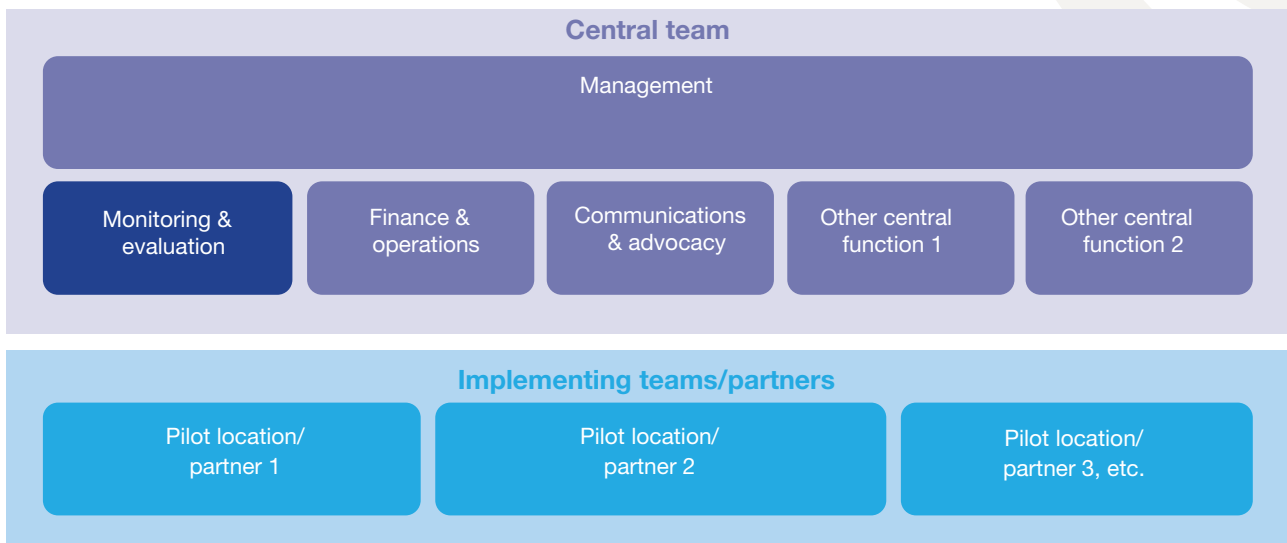
- setting up data collection instruments, procedures and systems;
- hiring, training and managing enumerators;
- performing quality checks on data collection regularly;

- analysing results and produce regular reports for implementation monitoring;
- analysing results to answer fundamental learning objectives of the pilot; and
- building basis for M&E systems of the full programme.

Further details on the suggested capacity of the central team are included in the BPS scoping report.<sup>100</sup> The proposed operating model for the central team is depicted in Figure 9.

It is envisaged that the central M&E function would be to oversee, manage and where possible execute data collection to monitor implementation but also

**Figure 9: A proposed operating model for the BPS central team**



understand how to adapt and improve the BPS model. A lot of the data for pilot learning can be collected by outsourced teams of surveyors in a cost-effective way. However, a BPS case management system remains an essential building block to enable the learning process. It is recommended this is consistently developed and implemented in all pilot locations, both to save on costs and to avoid system incompatibilities.

At minimum, to support the daily work of guidance workers and to measure key outcomes of the programme, this case management system should be able to track the following:

- Essential personal information about beneficiaries to allow for accurate assessment and development of the action plan – gender, age, family situation and other information gathered in the proposed exploration stage – to be completed during the first significant interaction between a youth and a BPS guidance worker.
- Date; purpose (e.g. first-touch meeting, action plan meeting, follow-up, loop back); type (face-to-face, phone conversations, email); and name of BPS guidance worker leading each interaction to monitor daily work and understand what level of support is required.
- At each point of contact, what the occupational

status of the youth was, to feed into the overall measurement of time spent in and out of employment, education or training.

- Logged actions or events, such as a referral to a service, a job application or an employment offer, so that individual trajectories or pathways can be mapped.
- Contain essential background information needed for the guidance workers to navigate the case should they be assigned an ongoing relationship from one of their colleagues: notes taken from meetings with youth; test results if youth has taken any further diagnostic or psychometric tests; copies of key documents obtained, i.e. CV, academic transcripts or certificates.

Ideally, this case management system would also be complemented by an intelligence system gathering available information on locally relevant employment, education and training opportunities and be integrated with the case management system of key referral partners.

At scale, it is imagined that an integrated case management and referrals system could be created to facilitate the collaboration and work of partners within the CoP. However, designing, implementing and safely migrating existing data of partners to an

integrated system demand such upfront investment in time and funds that this is not considered an option for the pilot phase. This poses the problem of how members in the community of practice and services that youth are referred to are kept accountable and engaged without common data systems and binding agreements. As detailed in the chapter dedicated to referral systems in the BPS scoping report,<sup>101</sup> we suggest a basic user review system to encourage youth to share via sms their experience of partner service providers that can be used as a base for discussion with such partners.

Finally, within the BPS Community of Practice and integrated policy approach rests the recognition for the need to nest the community-level interventions within a national – local multi-stakeholder partnership – especially if the aim of the pilot is to learn lessons about a potential national scale up of the intervention.

Details on a possible, integrated policy approach are included in this report's policy section.

## Suggested workplan

### Phase one: Planning and preparatory work (months 1 – 6)

Ideally, the central management and implementing team(s) are selected and in place before the start of the pilot phase.

Collaboratively, the teams would be responsible for:

- Approaching stakeholders at the local (and provincial) levels to begin to build the CoP with an understanding and support for the BPS intervention to form consensus on the inclusion of the key components.<sup>vi</sup> Jointly, the teams and the stakeholders approached would be responsible for the final decisions on pilot area, based on an understanding of the youth NEET cohort and desktop research on available services. As the aim of the pilot is to gain proof of concept, key service providers would need to be reachable by youth from the area selected for piloting.
- Agreeing on the M&E framework, as proposed in the BPS scoping report.
- Selecting the partner organisations and venues within the pilot sites that can host the BPS Tier 1 and Tier 2 sites – as well as providing the necessary equipment and resources to these partners and sites to ensure the efficient delivery of the intervention.
- Selecting existing service delivery organisations to be responsible for the delivery of the various services that guidance workers would refer young people to.

In addition to the above, the central management team would take responsibility in this particular phase for the development and/or coordination of:

- The BPS brand and communication tools (including outreach material) needed.
- A standard approach to and tools to support service mapping and service checks, following guidelines included in the scoping report.
- A standard approach to the assessment and action plan approach and templates, following

vi Some of these have been part of the consultation and policy work already conducted by the BPS research team, with conversations at the national level including departments of Employment and Labour; Higher Education and Training; Social Development; the Ministry for Women, Youth and People with Disabilities, the National Planning Commission and the Presidential Youth Employment Intervention. More details are included in the BPS policy working paper. Local-level conversations include those with the Department of the Premier in the Western Cape government and the City of Johannesburg – both have expressed an interest in piloting the intervention and have indicated possible areas to locate the pilot. Within those areas, various stakeholders relevant to the well-being of young people who are NEET can be identified and invited for a first meeting that lays the foundation for the necessary multi-stakeholder partnership. In addition, partners such as Harambee Youth Employment Accelerator, Youth Cafés, Naspers Group, UNICEF and Activate! have expressed an interest to collaborate in these pilots. Conversations with DG Murray Trust are exploring the possibility of DGMT incubating the BPS intervention. It has been agreed that DGMT will lead the preparatory phase of the pilot (months 1 – 6) and conversations continue about the best way forward for phases 2 and 3.

guidelines included in the BPS scoping report.

- The training curriculum for mobilisers, guidance workers, mentors, specialised and administrative staff, which should include modules on guidance counselling, a youth-centred approach and community of practice, but also on procedures to set up appointments and remain in contact with beneficiaries, the use of assessment and action plan templates.
- The training manual for trainers.
- Recruitment criteria and actual recruitment of mobilisers, guidance workers, mentors, specialised and administrative staff.
- The actual training of mobilisers, guidance workers, mentors, specialised and administrative staff.
- The starter pack material.
- The assessment tool and action plan approach and template.
- The referral and tracking system.
- Guidelines and method for follow up and loop-back systems.
- The data system supporting the M&E framework.

No decision has been made on exact pilot sites, but discussions within the BPS team indicate a preference for piloting first in urban and peri-urban areas in the country, while establishing a longer preparatory phase to understand local dynamics, service provision and possible alternative modes of delivering the BPS better in more rural areas. Even then, recommendations made in the scoping report are not to select all pilot areas in densely populated, well-served communities relatively close to major cities and provincial capitals. There are satellite urban communities, secondary cities or even large towns that also offer the necessary NEET and service density to test the model. These are less well-known by policymakers and implementers and may enrich learning pilots more than their better-known counterparts.

### Phase two: Implementation of full model in selected pilot site(s), incl. ongoing M&E (months 7 – 20)

Phase two includes the actual implementation of the full model in selected pilot areas. The BPS scoping report<sup>102</sup> contains a number of explicit recommendations on several core components of the BPS programme. Components to be included in the full model are:

- Outreach to young people who are NEET through a range of methods, including peer-to-peer mobilisers.
- Assessment of the beneficiaries by a cohort of well-trained guidance workers.
- The provision of the starter pack after assessment.
- Development of the action plan, in collaboration between a guidance worker and a young person.
- Referral to services, as agreed with young persons and tailored to their individual needs and circumstances.
- Follow-up and re-assessment of the young person's situation, as needed.
- Loop back upon completion of an education, training or job opportunity.
- Building of and maintaining a community of practice that ensures the quality of connections made and of services delivered, and that no young person 'falls through the cracks' of service provision and support.
- The provision of guidance to mobilisers in the programme, and of mentorship to guidance workers and mobilisers.
- Ongoing evaluation and monitoring, as informed by the Theory of Change and measurable outcomes, included in Table 1 on page 33.

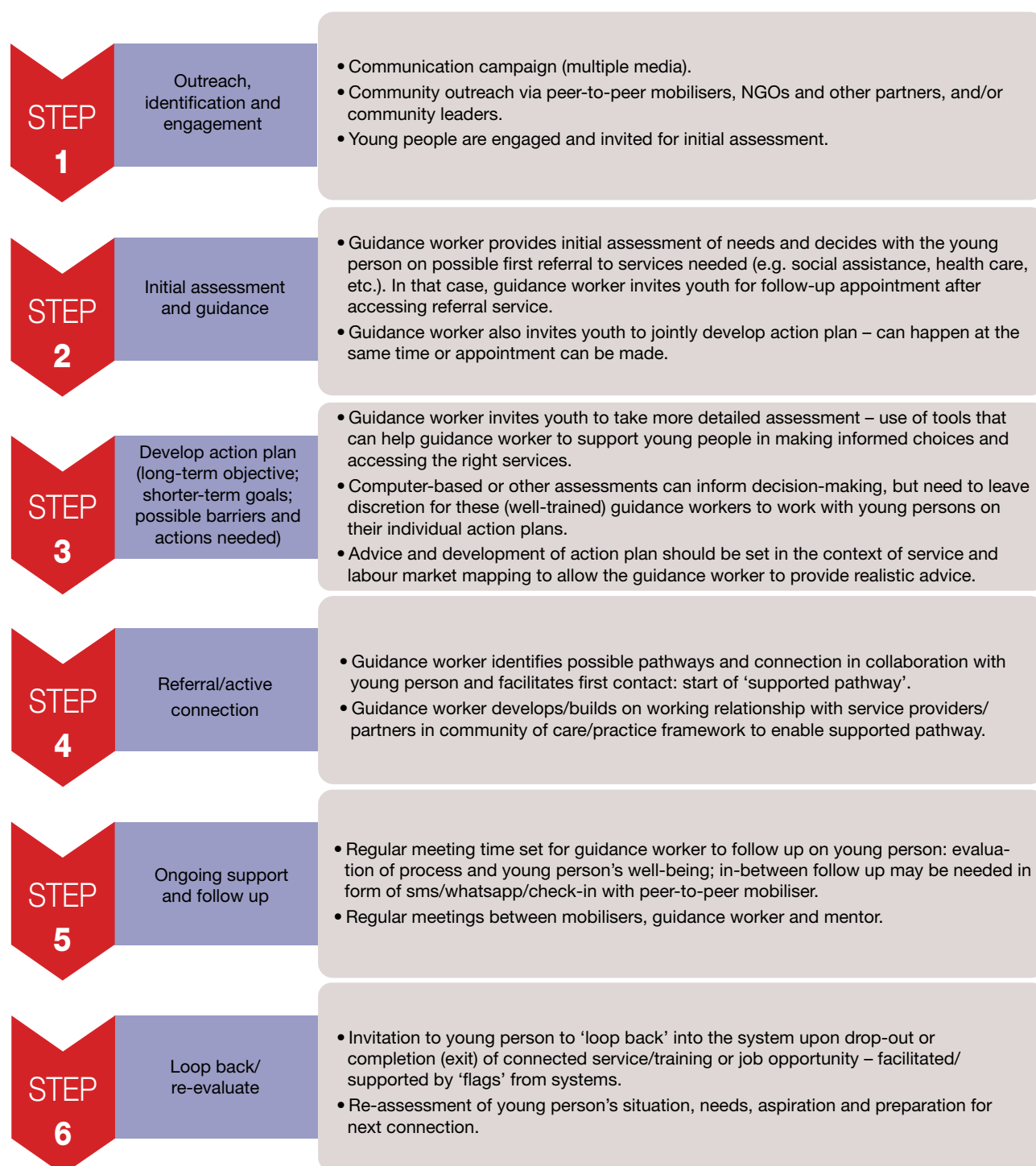
These components reflect the typical journey that a BPS beneficiary is envisaged to follow (Figure 10 on the next page).

**Phase three: Post-pilot consolidation  
(months 21 – 24)**

This phase includes measurements for relevant outputs, intermediary outcomes and overall

outcomes and of relevant, place-specific learnings; reporting and recommendations for adjustments to and/or scale-up of the programme.

**Figure 10: The BPS user trajectory**





## 8 CONCLUSION

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Large numbers of young people are not in employment, education or training in South Africa. This is of great political, economic and social concern because a large body of evidence indicates that being NEET, and especially remaining NEET for an extended period, has grave consequences for the individual and for society. Being NEET is associated with deteriorating physical and mental health, substance abuse, uncertain job prospects, discouragement in terms of participating in the labour market or education sector, social exclusion, and increased risky behaviour. At a societal level, the adverse economic consequences include lost output, diminished government revenue and increased public spending on social services and the justice and policing systems, for example. There is therefore a clear need to understand the situation better, and to respond, both at a programmatic and policy level.

Given the extensive existing policy framework, services and resources already in place in South Africa, there is a definite scope to work towards a more integrated, comprehensive approach that would leverage much of the existing efforts, connect the pieces of 'the pipeline' from schooling through to employment and – crucially – to do this from the perspective of a young person faced with multiple forms of deprivation, and who is no longer in the education system nor working. Such an integrated approach would render the provision of the basket of relevant services easier to navigate for, and better targeted to, young people in the country who are NEET.

The BPS team has reviewed existing policies, policy framework, programmatic interventions and national and international evidence to inform the proposal for such an integrated, comprehensive approach to support young people who are NEET. Over a period of 12 months, draft versions of this proposal were taken through consultation rounds with young people, with government officials from

a range of relevant national departments, and with representatives of funding organisations and possible partner organisations.

The result is a proposed model for intervention that aims to provide NEET youth (aged 15 to 24) with a sense of possibility, and to support their agency and ability to take up pathways towards sustainable livelihoods. The programme aims to do this by proactively reaching out to these young people and offering tailored, multi-faceted support that can respond to multiple barriers in their lives. It includes a face-to-face component that provides advice, adds resources, gives a sense of belonging, and strengthens a young person's navigational capacities and no longer leaving them to figure out pathways to (re)connection on their own.

Critically, the success of the intervention depends on providing a number of building blocks that include guidance counselling; assessments; the development of an action plan, with the young person, that sets out long-term life goals while determining the steps to be taken to reach those goals; active referral to services needed to enable them to take those steps; and a strong follow-up and loop-back system that keeps young people engaged over extended periods of time.

Importantly, the intervention needs to be firmly rooted in the provision and building of a local community of practice that aims to improve service delivery and opportunities, and to avoid renewed disconnect with young people.

This programme needs to be grounded in a thorough understanding of both the cohort of young people it aims to serve and the provision of existing services within the local area. It is, however, not meant to exist in isolation at that local level: the aim is to connect young people to available services and opportunities in their local area, including state-run services. Therefore, support and commitment

at the national, provincial, district and local levels are needed.

This collaboration across levels of governance is crucial for realising a more streamlined policy landscape, more efficient policy implementation, and for better quality service delivery that is able to tackle the multiple deprivations in the lives of young people.

Therefore, the BPS team proposes the creation of an integrated, multi-departmental policy approach that aligns with the Presidency's current emphasis on finding solutions for youth unemployment, as well as a new, district-based coordination model that is meant to improve the coherence, efficiency and effectiveness of the implementation of government programmes.

The report concludes with a proposal for piloting the programmatic intervention to allow for learning experiences to emerge 'from the ground up', that can, in turn, inform the creation of the integrated policy framework at the national level.

A budget for this pilot is included in annexure 1; this budget includes the estimated cost for implementing one Tier 1 BPS centre and four Tier 2 BPS sites within one chosen location. It does not include the expense of a central team as one pilot can be conceived as a full model. Should the decision be made to run various pilots in different parts of the country, the cost for a central team will need to be included. Additional expenses such as those needed for the development of training material and an overall 'brand' for the programme will need to be explored with interested partners and donors. In annexure 2, we outline the various existing state funding streams that could be leveraged to cover the costs of some of the aspects of the BPS.

Conversations to begin phase one of the pilot with a range of partners are underway.

Various national and international funders have expressed an interest in the project and funding proposals will be prepared at the beginning of 2020. It is hoped that the pilot intervention will be able to secure funding and that implementing partners can begin to roll out a number of pilots in the second half of 2020. Locations currently being explored are in the Western Cape province and City of Johannesburg where existing partnerships can be leveraged for building a stronger community of practice that places the needs of young people central.

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# ADDENDUM 1: ESTIMATED COST OF A PILOT OF THE BPS

The calculations described below estimate the basic 'no-frills' cost of implementing one Tier 1 centre and four Tier 2 Basic Package of Support sites within one chosen location. This configuration is referred to as a 'hub' in the budget below. The calculations include the set-up costs for the hub in terms of equipment and training of staff. They do not include the costs of a central team for the BPS or of set-up costs – such as design of training – for the BPS as a whole.

## Assumptions

As with any costing, the results are dependent on a set of assumptions. The costing was developed as an Excel spreadsheet. Almost all the assumptions described below can be changed on the spreadsheet, with the change feeding through automatically to the resultant cost. This allows planners to assess the impact of, for example, changing the number or remuneration of staff, changing the number of sites per hub, or changing the allowances for transport. This flexibility in the costing is important given the difficulty in estimating in advance what some of the likely costs will be for a new and untested intervention that is likely to be implemented in a number of different locations with different realities.

The first table shows the number of each category of staff proposed for each of the Tier 2 sites, as well as similar information for the Tier 1 centre that services all the sites in the hub. In practice, this Tier 1 centre will probably be best situated at one of the sites rather than established at a separate location. Mobilisers and the frontline guidance counsellors (referred to in the BPS model as 'guidance workers') will be based at the Tier 2 sites, together with a site manager. The mentors, higher-level counsellors and a community social worker/

manager will be based in the Tier 1 centre and service all the sites in the hub.

**Table 1: Staffing numbers**

Staff numbers per Tier 2 site	
Mobilisers	4
Guidance workers	15
Site manager	1
Staff numbers per Tier 1 centre	
Mentor	1
Counsellors	2
Community social worker/manager	1

Remuneration has been set at low levels in light of the large number of sites and centres that will be needed if the model is rolled out to meet the needs of South Africa's huge NEET population. There is, however, a danger that low remuneration could result in high turnover of staff, resulting in lower quality services as well as additional training expenses. The costing does not provide for benefits such as a pension fund or medical aid. It does provide for contributions to the Unemployment Insurance Fund (UIF) as these are legally mandated. If workers are employed by government as part of the public service, the remuneration rates would be higher than used in the costing, and benefits would be added. The option of employing workers under the Expanded Public Works Programme (EPWP) is not considered given that these EPWP funds are generally allocated on an annual basis and would thus undermine continuity.

Table 2 shows the proposed monthly remuneration for 2020, and includes motivation for some of the levels.

**Table 2: Monthly remuneration levels, 2020**

Job	Rand	Motivation
Mobiliser	3 750	Minimum wage
Guidance workers	5 000	Above minimum wage because basic qualification
Counsellors	8 500	Basic qualification + further qualification or experience
Mentor	12 000	Further qualification or equivalent
Site manager (part-time remuneration)	6 000	
Community social worker/manager	12 000	

Each site will require furniture and equipment, and also incur monthly operating costs. We assume that the premises will be rented. For example, they might be part of the building already used by the non-profit organisation or other service provider that partners to host the BPS. Rentals are likely to differ substantially across locations, but for the purposes of the costing a relatively modest amount (given the number of staff to be accommodated) is used.

As indicated in Table 3, each guidance worker and the site manager are assumed to require a table or desk, a computer, and two chairs – one for the worker and one for a youth. One chair is provided for each mobiliser, and a shared table. Guidance workers are not provided with cell phones as they will be able to use the landline and internet. Site managers and mobilisers will be provided with cell phone contracts. There is provision for work-

related public transport costs (which do not include travel to and from work) for mobilisers and the site managers. This is not provided for the guidance workers as they are assumed to do most of their work from the office.

As with the site, we assume that premises for the Tier 1 centre (Table 4) will be rented. The estimated rental is lower than for a site given the smaller number of staff. In terms of furniture and equipment, the costing provides for a table or desk, computer and two chairs for each staff member. Counsellors, mentor and the site manager have cell phone contracts covered. The mentor has a car to travel from site to site. There is one other vehicle to be shared between the remaining staff, who will likely also need to visit sites and other stakeholders.

**Table 3: Set-up and operating costs of a Tier 2 site, 2020**

Set-up costs	Unit cost
Table/desk	1 200
Chair	750
Computer	12 000
<b>Monthly operating costs</b>	
Office rental	8 000
Landline rental plus internet & Wifi	1 500
Cell phone rental (per cell phone)	150
Public transport costs (per site)	5 000
Stationery & printing	2 000

**Table 4: Set-up and operating costs of the Tier 1 centre, 2020**

Set-up costs	Unit cost
Table/desk	1 200
Chair	750
Computer	12 000
Vehicle	150 000
<b>Monthly operating costs</b>	
Number of sites per hub	4
Landline rental plus internet & Wifi	1 500
Cell phone rental (per cell phone)	150
Petrol for site car	1 000
Petrol for mentor car	3 500
Stationery & printing	1 000



The other key set-up cost relates to training (Table 5). Here we assume that 10 days of training will be provided for all site staff at or near each site to save accommodation and travel costs and allow for content and practical work to be tailored to the local situation. While this means that the training must be done separately for each site, it will keep the number of trainees for each training workshop to one that allows for meaningful participation and focus on individuals.

We do not provide for separate training for staff of the Tier 1 centre. Instead we provide for two staff members of the centre to be present at each site training. Lunch and tea costs for these two people are included, as are materials. Transport and accommodation costs are not provided for the centre staff as whether these are required will depend on the distance between the Tier 1 centre and each Tier 2 site.

We assume that two external facilitators will be contracted to do the training, and that they will require transport to and from the area at the start and end of the training, and accommodation for the duration of the training. As noted above, the costs of designing the training and materials and other preparatory work are not included.

**Table 5: Set-up training costs (per site), 2020**

Number of days	10
Facilitators (from off-site)	2
Facilitator fee per day	4 000
Venue hire per day	500
Lunch & teas per person per day	250
Materials per trainee	400
Accommodation (bed, breakfast, supper) per day	1 200
Return transport per facilitator	5 000

Finally, we allocate an amount equal to 10% of operational costs for monitoring and evaluation (M&E) and an amount equal to 5% of operational costs for advertising and publicity. After adding these two amounts to the operational costs, we add a further 7.5% of the total for management

overheads. This relatively low overhead percentage assumes that the pilot will be able to benefit from the economies of scale arising from piggy-backing on an existing organisation.

### The estimates

Using the assumptions described above, the estimated set-up costs of the hub are calculated in Table 6 and the annual cost estimates for recurrent operating expenses in Table 7.

**Table 6: Estimated set-up costs of hub, 2020**

<b>Site set-up costs: Equipment</b>	
Table/desk	20 400
Chair	27 000
Computer	192 000
Sub-total	230 400
<b>Total site equipment set-up costs per hub 957 600</b>	
<b>Centre set-up costs: Equipment</b>	
Table/desk	3 600
Chair	4 500
Computer	48 000
Vehicle for mentor	150 000
Vehicle for hub	150 000
Sub-total	356 100
<b>Set-up costs: Training per site</b>	
Venue hire	5 000
Lunch & teas	60 000
Materials	7 200
Accommodation for facilitators	28 800
Travel for facilitators	10 000
Facilitator fees	80 000
Training total	191 000
<b>Total set-up costs per centre &amp; sites 2 077 700</b>	

**Table 7: Estimated recurrent (operating) costs of hub, 2020**

Tier 2 site staff	Annual
Mobilisers	183 600
Guidance workers	918 000
Site manager	73 440
Sub-total	1 175 040
<b>Tier 2 site operation costs</b>	
Office rental	96 000
Landline rental plus internet & Wifi	18 000
Cell phone rental	9 000
Public transport costs (per site)	60 000
Stationery & printing	24 000
Sub-total	207 000
<b>Total four Tier 2 sites recurrent costs per hub</b>	<b>5 528 160</b>
<b>Tier 1 centre staff</b>	
Mentor	146 880
Counsellors	208 080
Community social worker/manager	146 880
Sub-total	501 840
<b>Tier 1 centre operation costs</b>	
Office rental	60 000
Landline rental plus internet & Wifi	18 000
Cell phone rental	7 200
Petrol for site car	12 000
Petrol for mentor car	42 000
Stationery & printing	12 000
Sub-total	151 200
<b>Total recurrent costs per centre &amp; sites</b>	<b>6 181 200</b>
M&E	618 120
Advertising & publicity	309 060
Total recurrent including M&E & publicity	7 108 380
Management overhead	533 129
<b>Total recurrent including overheads</b>	<b>7 641 509</b>

## Cost per beneficiary

To calculate the cost per beneficiary, we need an estimate of the number of beneficiaries that a hub will reach over the course of a year. We base this calculation on the number of frontline guidance workers as all beneficiaries are assumed to be assisted by them as the first point of call. In practice, the number of times a beneficiary sees a guidance worker in a 12-month period and the duration of the sessions will differ widely across beneficiaries, depending on their particular needs. The assumptions below are thus proposed as possible averages. We also recognise that the guidance workers will not be able to devote 100% of the time that they are at work to see beneficiaries. Among others, they will need time to do administration, to receive supervision, and to meet with the team. We estimate that guidance workers will spend 60% of their time on direct beneficiary guidance.

**Table 9: Assumptions for calculation of beneficiary numbers per guidance worker**

Average sessions per beneficiary per annum	6
Average session duration (minutes)	45
Work days per month	22
Leave days per month	1.25
Hours per day	8
% of work time on beneficiary guidance	60%

These assumptions yield a total of 3 984 beneficiaries per site per year, or 15 936 beneficiaries per hub. Dividing this into the estimated costs above gives an average annual cost per beneficiary, in 2020, of R480.

# ADDENDUM 2: BUDGET ALLOCATIONS FOR RELEVANT GOVERNMENT PROGRAMMES LINKED TO THE BPS FOR YOUNG PEOPLE WHO ARE NEET IN SOUTH AFRICA

The table below highlights the budget allocations to the various national, provincial and local government departments for the basket of services offered to young people that are aligned to the BPS for young people who are NEET. It indicates that there are R305,6 billion available in the 2019/20

financial year, increasing to R360,4 billion in 2020/21, to leverage from the current system to provide services, thus reconnecting young people who are NEET to the system through 'wrap-around' services for young people

**Table 1: Budget allocations for relevant government programmes linked to the Basic Package of Support for young people who are NEET**

Department	Programme	Sub-programme or entity	Medium Term Expenditure Estimate R millions		
			2019/20	2020/21	2021/22
<b>General policies</b>					
Department of Home Affairs	Programme 2: Citizen Affairs	Identification Services	R316.40	R336.90	R355.40
		Service Delivery to Provinces	R2 096.70	R2 310.40	R2 457.90
	<b>TOTAL</b>	<b>R2 413.10</b>	<b>R2 647.30</b>	<b>R2 813.30</b>	
<b>Policies pertaining to programmes for youth/in which youth are targeted</b>					
Department of Planning, Monitoring and Evaluation	Programme 6: National Youth Development	Management: National Youth Development	R11.12	R12.61	R13.32
		Youth Development Programmes: National Youth Development Agency	R459.58	R484.79	R510.38
	<b>TOTAL</b>	<b>R470.70</b>	<b>R497.40</b>	<b>R523.70</b>	
<b>Employment and Enterprise Development Policies</b>					
Department of Cooperative Governance and Traditional Affairs	Programme 6: Community Works Programme		R4 084.10	R4 311.60	R4 577.20
	Programme 3: Institutional Development Local Government Equitable Share		R68 973.50	R75 683.30	R82 161.80
	<b>TOTAL</b>	<b>R73 057.60</b>	<b>R79 994.90</b>	<b>R86 739.00</b>	

Department	Programme	Sub-programme or entity	Medium Term Expenditure Estimate R millions			
			2019/20	2020/21	2021/22	
Department of Public Works and Infrastructure	Programme 3: Expanded Public Works Programme (EPWP)	EPWP: M&E	59.40	63.40	68.60	
		EPWP: Infrastructure	R1 271.70	R1 245.30	R1 425.20	
		EPWP: Operations	R1 256.60	R1 344.70	R1 667.30	
		EPWP: Partnership Support	R78.10	R84.50	R90.80	
		EPWP: Public Employment Coordinating Commission	R6.10	R6.70	R7.50	
		<i>Of which is a CONCURRENT FUNCTION: Transfers and Subsidies to provinces, municipalities and NPOs</i>	R2 348.80	R2 482.60	R2 867.10	
<b>TOTAL</b>			<b>R2 671.90</b>	<b>R2 744.60</b>	<b>R3 259.40</b>	
National Treasury	Programme 8: Technical Support and Development Finance	Government Technical Advice Centre: The Jobs Fund	R712.07	R823.77	R894.83	
Department of Environmental Affairs	Programme 6: Environmental Programmes	Environmental Protection and Infrastructure	R1 462.50	R1 578.60	R1 652.80	
		Environmental Programmes Management	R210.30	R222.10	R234.50	
		<b>TOTAL</b>	<b>R1 672.80</b>	<b>R1 800.70</b>	<b>R1 887.30</b>	
Department of Employment and Labour	Programme 3: Public Employment Services	Employment Services	R124.70	R132.90	R144.40	
		Work Seeker Services	R184.40	R195.60	R208.10	
		Designated Group Special Services	R21.50	R22.70	R24.40	
		Supported Employment Enterprises	R155.70	R164.40	R173.60	
		<i>Transfers to the Unemployment Insurance Fund for: Business Operations; and</i>	R13 644.00	R15 784.80	R16 766.70	
		<i>Labour Activation Programmes</i>	R1 005.80	R1 046.00	R1 103.60	
<b>TOTAL</b>			<b>R15 136.10</b>	<b>R17 346.40</b>	<b>R18 420.80</b>	
<b>Education Legislation and Policies</b>						
Department of Basic Education and Training	Programme 2: Curriculum Policy, Support and Monitoring	Programme Management: Curriculum, Policy Support and Monitoring	R2.80	R2.90	R3.10	
		Curriculum Implementation and Monitoring	R384.90	R411.90	R432.40	
		Curriculum and Quality Enhancement Programmes	R1 601.30	R1 688.60	R1 782.20	
		<i>Of which is a CONCURRENT FUNCTION: Transfers and Subsidies to provinces and municipalities</i>	R612.10	R656.10	R692.20	
		<b>TOTAL</b>	<b>R1 989.00</b>	<b>R2 103.40</b>	<b>R2 217.70</b>	
Department of Higher Education	Programme 3: University Education (incl. Transfer Subsidies to Universities)		R73 409.90	R80 660.10	R85 097.10	
	<i>Of Which Departmental Transfers include: National Student Financial Aid Scheme</i>		R30 822.50	R35 314.10	R37 256.20	
	<i>Of Which Departmental Transfers include: University Subsidies (Current)</i>		R38 315.00	R40 964.00	R43 235.20	
	Programme 4: Technical and Vocational Education and Training		R12 721.80	R14 475.20	R15 451.30	
	Programme 5: Skills Development		R282.40	R299.60	R318.80	
	Programme 6: Community Education Training		R2 532.80	R2 714.70	R2 888.90	
	<b>TOTAL</b>			<b>R88 946.90</b>	<b>R98 149.60</b>	<b>R103 756.10</b>
	Direct Charge against the National Revenue Fund: Sector Education and Training Authorities		R15 006.80	R16 249.90	R17 845.80	
	Direct Charge against the National Revenue Fund: National Skills Fund		R3 751.70	R4 087.50	R4 461.50	
	TOTAL SETAs and NSF		R18 758.50	R20 337.40	R22 307.30	
<b>TOTAL DHET</b>			<b>R107 705.40</b>	<b>R118 487.00</b>	<b>R126 063.40</b>	

Department	Programme	Sub-programme or entity	Medium Term Expenditure Estimate R millions			
			2019/20	2020/21	2021/22	
Health and Mental Health Services						
Department of Health	Programme 3: Communicable and Non-Communicable Diseases	HIV, AIDS and Sexually Transmitted Infections	R22 572.40	R24 968.30	R28 351.00	
		Tuberculosis Management	R27.70	R30.70	R32.50	
		Women's Maternal and Reproductive Health	R20.30	R22.40	R23.80	
		Child, Youth and School Health	R237.60	R250.70	R264.70	
		Communicable Diseases	R24.10	R25.40	R27.00	
		Non-Communicable Diseases	R65.70	R167.20	R217.10	
		Health Promotion and Nutrition	R54.20	R58.90	R63.90	
		Of which: Transfers and Subsidies to provinces, municipalities and non-profit organisations	R22 443.30	R24 835.10	R28 206.30	
	Programme 4: Primary Health Care	District Health Care Services	R21.40	R23.50	R25.50	
<b>TOTAL</b>			<b>R23 023.40</b>	<b>R25 547.10</b>	<b>R29 005.50</b>	
Social Development and Social Services						
Department of Social Development	Programme 2: Social Assistance	Foster Care	R5 080.80	R4 947.40	R5 023.30	
		Care Dependency	R3 429.80	R3 761.70	R4 021.30	
		Child Support	R64 967.30	R70 335.60	R75 723.30	
		Social Relief of Distress	R410.00	R407.00	R407.00	
	Programme 4: Welfare Services Policy Development and Implementation	Substance Abuse	R20.90	R22.00	R23.40	
		Children	R605.50	R646.10	R683.40	
		Families	R10.40	R11.10	R11.80	
		Social Crime Prevention and Victim Empowerment	R69.60	R74.30	R79.00	
		Youth	R14.30	R15.10	R17.10	
		HIV and AIDS	R128.00	R134.00	R142.90	
		Social Worker Scholarships	R128.50	R135.50	R143.00	
		Of which: Transfers and Subsidies to provinces, municipalities, non-profit organisations, households	R773.70	R822.50	R868.40	
	<b>TOTAL DSD</b>			<b>R74 865.10</b>	<b>R80 489.80</b>	<b>R86 275.50</b>
	<b>TOTAL FUNDING – POTENTIAL LINKAGES</b>			<b>R303 717.17</b>	<b>R332 482.37</b>	<b>R358 100.43</b>







## **Towards a Basic Package of Support for Young People who are not in Employment, Education or Training (NEET) in South Africa. Project summary report**

This report puts forward a proposal for a programmatic intervention that draws on a positive youth development approach. The intervention aims to provide well-targeted, individualised and long-term support to young people while building a local community of practice to support both young people and the services and opportunities that exist for them. The report carefully sets out the various building blocks of such an intervention, founded in a review of international best practices, and concludes with a proposal for a pilot that can be implemented at the local level across different South African municipalities. It also provides a proposal for an overarching, national institutional framework that can both ensure sufficient resource allocation and safeguard the quality, integrity and coherence of the intervention when rolled out at scale.

Report prepared by Ariane De Lannoy and the Basic Package of Support research consortium (2019) Cape Town: Southern Africa Labour and Development Research Unit, University of Cape Town; J-PAL Africa; Centre for Social Development in Africa, University of Johannesburg; The Jobs Fund; Capacity Building Programme for Employment Promotion, Government Technical Advisory Centre & DG Murray Trust

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