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**Evaluation of an Employment Guarantee to address
youth unemployment: A case study of young people
participating in Community Work Programmes in
Gauteng Province, South Africa**

**Waseem Carrim
WITS Business School**

**Thesis presented in partial fulfilment of the degree of Master of
Business Administration to the Faculty of Commerce, Law, and
Management, University of the Witwatersrand.**

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DECLARATION

I, Waseem Carrim, declare that this research report entitled “Evaluation of an Employment Guarantee to address youth unemployment: A case study of young people participating in Community Work Programmes in Gauteng Province, South Africa and of young people seeking work opportunities” is my own unaided work. I have acknowledged, attributed, and referenced all ideas sourced elsewhere. I am hereby submitting it in partial fulfilment of the requirements of the degree of Master of Business Administration at the University of the Witwatersrand, Johannesburg. I have not submitted this report before for any other degree or examination to any other institution.

Waseem Carrim

Signed at Johannesburg on 30 April 2021

Name of candidate	Waseem Carrim
Student number	1568852
Telephone numbers	072 428 1787
Email address	Waseem.carrim@nyda.gov.za
First year of registration	2019
Date of proposal submission	16 November 2020
Date of report submission	30 April 2021
Name of supervisors	Hlologelo Malatji and Kambidima Wotela

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DEDICATIONS

I dedicate this research to my late father-in-law, Mr Imtiaz Anveralli. He was tragically murdered on the 1st of December 2020, four months before the submission of this research.

The MBA is a taxing course and I would not have come this far were it not for the support of my wife, Nasreen Anveralli and her parents.

May Allah (SWT) grant him the highest stages in paradise.

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- To my study leader, Hlologelo. I am proud to have walked this journey with you.

DEFINITION OF KEY TERMS AND CONCEPTS

Discouraged work seeker: A discouraged work seeker is a person who has given up looking for work. Discouraged work seekers are excluded from the narrow definition of unemployment but included as part of the expanded definition of unemployment (Statistics South Africa, 2020). The South African definition is consistent with the global definition, however there is a view that indicates that the definition is subjective in its nature (OECD).

Education level: Education level is the highest level of education that a person has attained. This is often measured by the achievement of learning objectives at different levels, which has been validated. In the South African context, education levels are defined as less than matric, matric and tertiary education. Education levels are measured in relation to both employment and unemployment (Statistics South Africa, 2020).

Employed: Employed defines a person who can derive an income from an activity. Activities are considered broad and consist of both the formal sector and the informal sector (Statistics South Africa, 2020). The OECD definition encompasses both paid employment and self-employment. Paid employment is widely defined as receiving cash transfers in exchange for work, while self-employment is defined as work in an enterprise for profit or family gain.

Employment guarantee: An employment guarantee is a concept whereby the state guarantees employment by acting as the employer of last resort (Lawrence, 2019). Employment guarantees have been used as policy and programme tools globally to respond to the challenge of unemployment. An employment guarantee can further be defined as providing employment through the state to a person who wants employment but cannot find it through normal market-based labour participation (Lowrey, 2018)

Not economically active: Not economically active is a person who is not required to be economically active. These include for example homemakers and full-time students (Statistics South Africa, 2020). The definition of the OECD is the population group who are not expected to be participating in labour market. This may be due to reasons of age or other occupations that the persons are undertaking

Public Employment: Public Employment is defined by the International Labour Organisation as increasing the aggregate demand for labour where there is insufficient demand for labour or there are not sufficient labour market opportunities. Public employment can be further defined as employment programmes which are funded by the state which aim to address unemployment (Hlatshwayo, 2017). Examples of such programmes in South Africa include the Expanded Public Works Programme (EPWP) and the Community Works Programme (CWP).

Unemployed: A person who wants to work but is unable to find work. Unemployed persons are reported in the narrow definition of unemployment (Statistics South Africa, 2020). The United States Bureau of Labour Statistics lists an unemployed person as an individual who currently don't have a job but are available to work and have actively sought work in the last four weeks (The Balance)

Youth: Youth is defined by the United Nations as the period of transition from childhood where one is largely dependent towards adulthood where the phase of independence begins. Youth is considered more fluid than other age groups. Different economic,

political, social demographic and cultural aspects determine how youth is classified across the globe. Youth in South Africa is defined as between the ages of 14 – 35. Youth are measured in different age categories globally and are sub-measured within different groupings (NYDA, 2008).

1. INTRODUCTION TO THE RESEARCH

1.1 Background and context

In the Community Works Programme, there is no sign at the entrance like some factories that say “No Jobs Here”. At CWP we say, “There are Jobs Here, We Need People” (Philip, 2016, 1).

South Africa has the highest youth unemployment rate in the world (State of the Nation Address, 2020). The unemployment rate for young people will certainly be fiercely compounded by the Covid-19 pandemic (Statistics South Africa, 2020).

Statistics South Africa (2016) indicates that South Africa is experiencing a youth dividend (i.e.) a bulge of young people of working age who can contribute to the country’s economic growth prospects. Statistics SA asserts that unemployment amongst young people is mainly structural in nature, related to education and skills development. A majority of the young people who are unemployed have not completed a matric certificate. Half of the young people who are currently unemployed, have never had a job in their lifetime.

Renewed Government intervention to respond to the crises

In the State of the Nation Address of 2020, South Africa’s President Ramaphosa reflected on the crisis of youth unemployment. He indicated that of the 1.2 million young people who enter the economy and labour market each year, two thirds cannot find employment. In order to reduce the high rate of youth unemployment, the President announced six priority interventions to be implemented within five years. These include the following:

- A National Pathway Management Network which represents a single-entry point for every young person in South Africa to seek learning and earning opportunities and an aggregator of opportunities for young people to be connected to.
- Agile workforce development programmes to skill young people in fast growing economic sectors.
- Support to the township and rural economy to extend self-employment opportunities.
- Workplace experience opportunities through experimental learning placements for vocational learners and scaling the work of the Youth Employment Service.
- Reinvigoration of the National Youth Service programme.
- A reprioritisation of 1% of the National Budget (an estimated R15 billion) to support youth employment programmes (State of the Nation, 2020).

South Africa has numerous policies and incentives and programmes to tackle the unemployment challenge. These include the following:

- High levels of expenditure on basic education.
- Investments in higher education, including the National Student Financial Aid Scheme.

- Skills Development Levy.
- Employment Tax Incentive.
- Public Employment Programmes such as Expanded Public Works Programmes and Community Works Programmes.

Public Employment Guarantees

There is a view that economic growth, even if increased beyond its current trajectory cannot solve the unemployment crises, that we need to consider alternative policy mechanisms. Lawrence (2019) argues that an employment guarantee funded by the state, although extremely expensive, may be one of the mechanisms that can be used to tackle the crisis. Countries that have implemented employment guarantees such as Argentina and India have seen positive social and economic benefits from the programmes. Lawrence (2019) further illustrates that there would be other positive knock-on effects both socially and economically in the form of reduced inequality and crime. There is also a case to be made suggesting that money placed back into the economy through a jobs guarantee would have a positive impact on Gross Domestic Product as reduced unemployment correlates with increased GDP. Furthermore, workers at lower end of the scale spend far more money on locally produced goods, supporting the circulation of money in local economies. The social and economic profile of South Africa would also be altered with lower unemployment thus potentially attracting higher Foreign Direct Investment.

An employment guarantee proposal is not considered unique to developing countries. In the United States of America, with traditionally low unemployment, a jobs guarantee proposal was put forward by the Democratic Party in the run up to the 2020 elections. There are benefits of implementing such a programme. However, there remains concerns associated with the costs of implementing such a programme. In addition, there is the view that public employment programmes perform relatively poorly and often do not lead to gainful employment (Lowrie, 2018).

Skidelsky (2019) writing for the World Economic Forum considers the economics and politics of an employment guarantee and reflect that full employment was widely considered through guarantee packages after the Great Depression which mainly followed Keynesian Economics. This, however, gave way to neoliberal thinking in the 1980's, which has been perpetuated upto today. The theory also prioritises inflation targeting over full employment. Skidelsky argues that a free market can never create full employment. It is an obligation of the state to guarantee work, particularly to those who are vulnerable.

Philip (2010) argues that providing a right to work is more than creating a system of cash transfers. It is about breaking the vicious cycle of poverty, where a young person who lives in a household where people are unemployed, is more likely to remain unemployed in their lifetime. It is about breaking the cycle of dependency, to instil the values of work, to create a sense of agency, to provide the linkages between work and remuneration and

to give people the material conditions to change their own lives for the better through their own actions.

An employment guarantee may provide a meaningful step towards achieving economic justice in South Africa.

Public Employment in a South African context

South Africa has implemented large scale public employment programmes, mainly, through the Expanded Public Works Programme (EPWP) and the Community Works Programme (CWP) over the last fifteen years. These programmes have, however, not yet achieved an employment guarantee and are not necessarily targeted at youth. There is greater youth participation in EPWP than CWP (Philip, 2010).

Expanded Public Works Programme

The Expanded Public Works Programme (EPWP) has existed since the early 2000's and is structured as short-term (12 months or less) full time work opportunities. It is sponsored by the Department of Public Works and Infrastructure but it is mainstreamed across all three spheres of government (Philip, 2010).

Community Works Programme

The Community Works Programme has existed since 2010 and deviates slightly from EPWP in providing part time but longer-term work opportunities. It reaches 250 000 participants per annum and is institutionalised in the Department of Cooperative Governance and Training (Philip, 2010).

1.2 Context

The study is conducted against the backdrop of worsening youth unemployment fiercely compounded by the Covid-19 pandemic and its devastating impact. There is renewed will in government amongst policy makers to address the crises.

1.3 An introduction to formative evaluation

That South Africa faces a crisis of youth unemployment is undisputable. The context of youth unemployment is multi layered and multi-faceted. The question is “what can be done to prevent a generational crisis of millions of young people being condemned to a lifetime of unemployment”? This research proposal aims to determine, whether a large-scale employment guarantee funded and administered by the State, for young people, can start to meaningfully address youth unemployment in South Africa.

1.4 Research conceptualisation

1.4.1 The research problem statement

Young people face many barriers to entry into the labour market. These barriers include non-completion of secondary education, low skills, the high costs of data and transport and the access to networks that could allow them to find work (Statistics South Africa, 2016).

Each year close to 1.2 million young people enter the labour market while only 250 000 can find work. Each year, 1 million young people join the ranks of those in the category, Not in Employment, Education or Training (NEET) which has swelled to 8 million young people as of 2020 (State of the Nation, 2020).

Studies have shown that unemployment creates a loss of dignity, a sense of dependency, wastes human potential and does not allow for social mobility (Cloete, 2015). Furthermore, unemployment sees young people being disengaged because of a sense of powerlessness rather than entitlement and apathy. Young people are often excluded from the decision-making processes, leaving them disengaged and victims of potential mental health challenges. The focus must be to move to a sense of independence from dependency (National Youth Development Agency, 2020)

Locally, it is accepted that it will take time to fix the education system and get the economy going again – a luxury of time that’s the country’s young people do not enjoy. There must, therefore, be solutions outside of traditional sources, which can place young people to work or the country risk losing an entire generation of youth to unemployment.

An employment guarantee for at-risk youth can create a policy framework that allows state intervention in the unemployment crisis. Employment guarantees have been trialled and implemented globally with varying success. In India, the Mahatma Gandhi Rural Employment Guarantee Act (MGREGA) offers a guarantee by the government to every rural household of 100 days of work per annum. This has altered the landscape of work, offering work to people not only when it is needed but when people want to work and cannot find the means and opportunities to do so. The social contract where society is assuming the responsibility to provide access to work even when the free market cannot do so. In Argentina, the Jefes programme was designed and implemented in response to an economic crisis faced by the country guaranteeing work to 2 million households. In South Africa, the Expanded Public Works programme implemented since 2004, is gaining recognition as a form of employment guarantee (Philips, 2016).

The Gauteng Province is South Africa’s economic hub and powerhouse and accounts for one third of the country’s total GDP. It also accounts for about one quarter of the country’s population (Statistics South Africa, 2020). The Gauteng Province was chosen in terms of the analysis of the Community Works Programme given its proximity to the researcher and the ability to conduct research particularly given the Covid-19 pandemic. It was also chosen given its economic and population importance to the country.

Public employment programmes serve as a backstop for employment and for labour market failures ensuring employment protection for vulnerable citizens. There is however a lack of consensus globally about the success of public employment programmes. Given the challenges of young people in penetrating the labour market in South Africa and the presence of public employment programmes in the country, the aim of the research is to determine whether public employment programmes are proving benefits to young people as well as understanding the impact of these programmes in improving the quality of life

for young people. The last leg of the research aims to understand whether young people who are searching for work have an interest in participating in extended public employment programmes which may provide policy makers with understanding the transformative possibility of such programmes.

1.4.2 The aim of the research

The aim of the research was to determine whether a minimum employment guarantee for young people can be a policy initiative that meaningfully addresses the crisis of youth unemployment in South Africa.

1.4.3 Research objectives

Objectives for this research included the following:

- To understand the benefits of the Community Works Programme to young people in the Gauteng Province.
- To investigate the impact of the Community Works Programme in improving the quality of life for young people in the Gauteng Province.
- To determine if young people actively seeking employment opportunities would participate in a state-sponsored employment guarantee.

1.4.4 Research objectives framed as research questions with hypotheses

Question 1: Does the Community Works Programme have benefits for young people?

Null hypothesis: The Community Works Programme have no benefits for young people.

Research hypothesis: The Community Works Programme has measurable benefits for young people.

Proposition: Employment guarantees in India and Argentina have illustrated degrees of success while initial evidence from the Community Works Programme shows positive impacts on participants.

Question 2: Does the Community Works Programme improve the quality of life for young people in South Africa?

Null hypothesis: Community Works Programme has no effect on the quality of life for young people.

Research hypothesis: Community Works Programme can improve the quality of life for South Africa's young people.

Proposition: International experience has indicated the ability of employment guarantee programmes to reduce poverty and improve quality of life for participants. A proposition is to determine whether similar evidence exists in South Africa.

Question 3: Would young people have interest in taking up an employment guarantee?

Null hypothesis: young people do not have an interest in an employment guarantee.

Research hypothesis: young people have an interest an employment guarantee

Proposition: There is evidence to suggest that young people are not participating in high numbers on the Community Works Programme. The proposition is to examine whether young people would be willing to participate in a state funded employment guarantee at a certain level of time and wages.

1.5 Delimitations and assumptions of the research study

- The study for the Community Works Programme survey and the survey of active work seekers are both being conducted in the Gauteng Province only. This is due to the limitations on travel during the Covid-19 pandemic, financial implications of travel to other provinces as well as the Gauteng Province representing the economic hub of the country.
- The study is limited to the population size for each of the surveys administered. 26 participants responded to the first survey for the assessment of the Community Works Programme while 31 responded to the second survey for the assessment of young work seekers. Sampling was utilised as it would not have been possible to test the entire population due to the massive size of the population. Financial implications and time constraints also play a role in the selection of a sample of the population. The study considers the nature, methodology and benefits of sampling in section
- The study is limited to the point in time that the study is administered. The participants' responses are tested on a specific day at a specific point in time. The study is not administered over a period. Participants' rationale, emotions and perceptions at that specific point in time may play a role in the outcome of the study. External factors at that point in time may also impact on participants' studies (e.g.) the impact of the Covid-19 pandemic on participants' mental health.
- The participants are limited to young people between the ages of 18-35 given that the focus of the study is youth unemployment.

The assumptions of the study are as follows:

- That participants who respond to surveys are honest and truthful in their responses.
- The populations where samples are selected from are complete to draw accurate and representative samples.
- That statistics used to make inferences and correlations are accurate within an acceptable margin of error.

1.6 Significance of the research study

Youth unemployment presents one of the most serious crises in democratic South Africa (State of the Nation, 2020). An entire generation of young people have been condemned to unemployment, which robs them of dignity, creates a loss of human potential and prevents social mobility.

In low and middle-income countries like South Africa, youth unemployment has been exacerbated by the Covid-19 pandemic (Statistics South Africa, 2020). Current strategies which pursue economic growth to create jobs in a free-market economy may take decades

to meaningfully address youth unemployment, time which young people do not necessarily have (Statistics South Africa, 2016).

There is a need to consider alternative policies and strategies to address the youth unemployment crises, with an employment guarantee for young people being one potential policy tool.

1.7 Contribution of the study

There is political willingness to address the youth unemployment crises in South Africa and this research can contribute to the body of work already done in designing meaningful, long term and sustainable solutions to youth unemployment. Proposed solutions that are designed should be practical saleable and implementable with consideration to the current financial, economic and resource constraints while also taking into account the environmental context of the country.

Ensuring a country where young people can find employment and taking advantage of our demographic dividend can propel the country into a new era of development and create generational mobility allowing South Africa to achieve its potential post democracy and giving renewed hope to millions of its citizens.

1.8 Organisation of the research report

The report has six chapters. Following this introductory chapter, Chapter 2 provides a literature review covering the problem, past studies, the explanatory framework and the conceptual framework. Chapter 3 discusses the research strategy, design, procedures, reliability and validity measures as well as limitations. Chapter 4 provides the research findings. In Chapter 5, the research findings are discussed and analysed. There is deliberate effort to link the discussion of findings to the research question as envisaged at the beginning of the study. The conclusion and recommendations are in Chapter 6.

2. LITERATURE REVIEW

The Literature Review will cover the understanding the nature and drivers of youth unemployment in South Africa including considering existing mechanisms which are being utilised to address the high levels of youth unemployment. It will consider unemployment from the views of young people themselves. The review will further locate Public Employment Programmes and Employment Guarantees in a South African as well as international context. Lastly it will contextualise the research objectives against the current body of research for young people participating in CWP and young people who are active work seekers and will develop the theoretical and formative evaluation.

2.1 Research problem analysis

2.1.1 *Youth unemployment*

The challenge of unemployment has been faced by South Africa throughout history. Unemployment is considered to be systematic and structural and cannot be separated from the painful history of Apartheid (Statistics South Africa, 2016). The unemployment challenge translates into the high youth unemployment faced by the multitudes of young people who enter the labour market from school or training.

South Africa has one of, if not the highest youth unemployment rate in the world (State of the Nation Address, 2020). In the first quarter of 2020, of the 20.4 million young people aged 15 to 34, about 41.7% were not in employment, education or training (Statistics South Africa, 2020). Unemployment, and youth unemployment represents one of the most critical socio-economic problems of the post democracy South Africa and has continued to perpetuate a dual economy for the country, separating those inside the economy and others being outsiders (Yu, 2013).

2.1.2 *Drivers of youth unemployment*

Youth unemployment is multi-layered and multi-faceted. The paragraphs below will outline some of the drivers of youth unemployment.

2.1.2.1 *Access to financial resources*

These socio-economic problems reflect upon young people's ability to have the financial resources to access economic opportunities closest to where they live – which affects the legacy of Apartheid spatial planning (Yu, 2013). The costs of work-seeking in themselves are high – particularly the high costs of transport and the high cost of data (Graham & Mlatsheni, 2015).

2.1.2.2 *Social capital*

Young people also do not have the requisite social capital to allow them easy access economic opportunities (Graham & Mlatsheni, 2015). This often refers to possessing the networks and information that create access to these opportunities (Yu, 2013). Cloete (2015) indicates that not having experience, little or no career guidance at basic education level, and inappropriate information about how to search for work also affects young people's employability.

2.1.2.3 Impact of education and skills development

The challenges associated with the basic education and higher education systems directly impact the employability of young people (Cloete, 2015). Many of the young work seekers have dropped out of school early, making it difficult for them to find employment (Yu, 2013). The South African economy has evolved due to capital deepening and technological advancements. This has meant that the economy needs higher skills which are not being produced sufficiently by the education systems (Yu, 2013). Cloete (2015) makes similar findings, also illustrating that the demand for unskilled labour has fallen. Graham and Mlatsheni (2015) agrees with this notion and adds that employers require higher criteria such as a matric qualification or prior experience even for unskilled positions.

2.1.2.4 Graduate unemployment

Yu (2013) indicating that graduates in the fields of humanities are less likely to find employment in the Science, Technology, Engineering and Mathematics (STEM) fields. Cloete (2015) supports this argument, indicating that graduate unemployment is on the increase in South Africa. Statistics South Africa in the Quarterly Labour Force Survey indicate that graduate unemployment is also on the rise with an increase of 8% between 2019 and 2020 (Statistics South Africa, 2020). This is illustrative of more serious economic issues whereby even skilled capacity is not able to be absorbed into the economy. Graham and Mlatsheni (2015) do however indicate that graduate unemployment is not the main area of concern as the rate is much lower than other levels of unemployment. There is, thus, a clear line between the unemployment of young people who have post school education and those who have not completed a post school education. James (2009) indicates that the skills levy has supported the transition of young people into work through learnerships and internships.

2.1.2.5 Labour regulations

The provisions of South Africa's Labour Relations Act, Number 66 of 1995 make it challenging to dismiss non-performing workers and thus employers are risk averse to hiring younger work seekers (Yu, 2013). Cloete (2015) asserts that while most labour legislation is well intended, it has contributed to increasing unemployment amongst young people. Further, the labour legislation has decreased the need for unskilled labour (Graham & Mlatsheni, 2015).

2.1.2.6 Informal sector

Statistics South Africa (2020) indicates that informal sector jobs make up 16.7% of total jobs in the economy and represent 2.5 million jobs in real terms. The figure below indicates the distribution of jobs and the slow growth of the informal sector jobs over the last ten years.

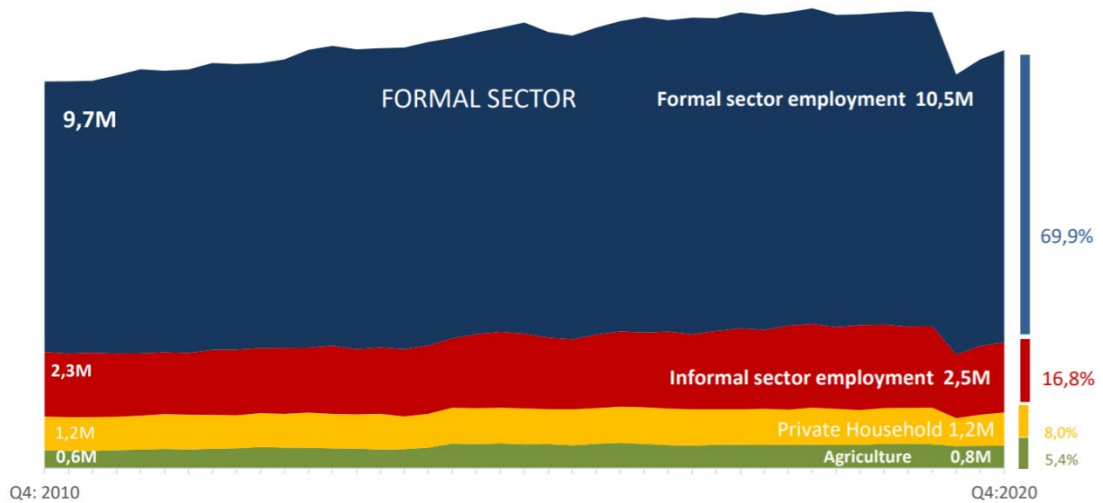


Figure 2.1: Employment distribution across sectors in South Africa.

Source: Statistics South Africa, Quarterly Labour Force Survey, Quarter 3, 2020.

The informal sector could be a critical engine for growth, especially for young work seekers. However, it is often overlooked and hindered by lack of safety, the limited access to funding, poor infrastructure and very little access to market (Yu, 2013). While it is acknowledged that the formal sector is an important component for economic growth, it alone cannot provide all the economic solutions the country needs. It is critical to also recognise the informal sector and the answers it offers to the nation. Due consideration must be given to innovation and creativity in order to sustain and grow the informal sector. Data shows that there are approximately 1.8 million informal Micro and Small Enterprises in South Africa. Of this, one third are led by young people, one third of them being young women. The common occupations for young men in the informal sector are taxi drivers or mechanics and for young women food vendors or beauticians (Harambee, 2020).

2.2 Research knowledge gap analysis

2.2.1 Introduction

The research knowledge gap analysis is an assessment of the knowledge that exists on a topic or theme in a relevant context and identifying the gap that prevails in the literature or gaps that exist in the context or design of existing research which can be filled by conducting new research or by filling the gaps of existing research.

2.2.2 Assessment of current literature.

Shariff (2009) assessed the benefits and outreach of India's National Rural Employment Guarantee Scheme (NREGS). The findings indicate that participants have been able to take monetary gains from the programme as well as benefit more from the democratic processes. Shariff (2009) further says that meaningful exit opportunities from the NREGS do not seem to exist and that the programme does have exclusionary issues. The study

has its limitation in that it did not track the differential implementation across various Indian States nor did it consider the impact on real wages or the equalisation of wages.

Gallaso and Ravallion (2004) find that in Argentina's Jefes programme, the programme helped an additional two percent of the population with the ability to afford the food component of Argentina's poverty line, while another ten percent more of the programme participants did not fall below the food poverty line as a direct result of the programme. However, Gallaso and Ravallion (2004) further find that the eligibility criteria for the programme have not been vigorously adhered to as about half of the participants come from the ranks of the unemployed while the other half come from the economically active population. The programme reduced unemployment by approximately 2.5% and had a positive opportunity cost for most of its participants. The programme also had a small impact on overall poverty and a larger impact on incidences of extreme poverty. One limitation cited by the study has to do with the possible selection bias. Also, the study did not necessarily consider the impact of the programme on the self-esteem of participants.

Jalal (2007) considers the Promotion Nationale, a Public Works programme of Morocco and indicates that the programme has been able to provide mass employment with minimal management costs associated with it. It works as an effective social protection measure by providing particularly cyclical employment. A severe limitation of this study is that there are no interviews or surveys of direct beneficiaries of the programme to draw meaningful quantitative or qualitative data from.

Seekings (2006) measures the case for an employment guarantee against a basic income grant in South Africa, but relying mainly on secondary survey data. The study suggests that surveys have shown that citizens are in favour of providing unconditional financial assistance to the "deserving poor" but not necessarily to everyone, especially those who are able to work uninhibited. Seekings (2006) finds that a basic income grant has several benefits over an employment guarantee.

These benefits include:

- It is not selective in its targeting;
- An employment guarantee still only offers temporary employment;
- The state does not have the capacity to administer an employment guarantee and
- Targeting would be much more effective.

Seekings (2006) also adds another limitation of the study, and that has to do with the fact that survey data does not exist which would validate whether the unemployed would work for wages that were less than their reservation wages.

South Africa has mass based public employment programmes in the form of the Expanded Public Works Programme and the Community Works Programme. These programmes could be loosely interpreted to be forms of employment guarantees. The idea behind these programmes is that those who can work must be given the opportunity

to work rather than being provided with direct cash transfers. Given the massive scale of unemployment in the country, the impact of these programmes is limited. There is also clear evidence that the Community Works Programme is different from the Expanded Public Works Programme in that the CWP is longer term in nature but with less working hours. This is based on the responses of participants from the Expanded Public Works Programme who could not transition into formal employment (Meth, 2011)

2.2.3 Analysis of research knowledge gap.

The assessment of employment guarantees internationally focuses heavily on the economic data emanating from the programmes which would include the resultant impact on poverty and unemployment. There is also focus on the inclusion and exclusion onto the programmes and the determination of appropriate eligibility criteria. There is less focus on the social aspects of work and consideration of work against welfare and whether programmes are succeeding at addressing the indignity associated with unemployment. Given that unemployment creates a heavy burden on an individual, particularly from a self-esteem perspective, a gap exists to determine whether employment guarantees are producing any other benefits beyond financial and economic ones. The eligibility question would also create opportunities for additional research given that there are important questions to be answered in the design of such programmes for them to achieve targeted objectives.

Further, there is a focus on the exit from employment guarantee programmes. However, it is clear that more research could be undertaken to understand the temporary design of employment guarantee programmes including the duration of such programmes for participants.

Research gaps exist in that South Africa has implemented forms of employment guarantees through public employment, but whether these are achieving the desired results is still unclear. There is also an important research question on whether the employment guarantee opportunities would be attractive to people and whether there would be an uptake particularly from a reservation or expectation wage perspective.

It is also important to look at the gap of whether an employment guarantee designed around young people and not the entire citizenry or the poor could be an effective means of targeting and reducing youth unemployment.

While there has been a large body of research on public employment programmes in South Africa, there has been lower levels of research when considering these programmes from a youth perspective.

2.2.4 Characteristics of youth unemployment

2.2.4.1 Age, gender and race

South Africa has always battled high levels of unemployment. This, however, is worse for young people, who are classified as those between the ages of 14 – 35 (NYDA Act, 2008). Young people have had higher rates of youth unemployment than other age groupings.

Graham and Mlatsheni (2015) illustrate that young women are more affected by unemployment than young men. This may often be due to young women needing to take on care responsibilities in the household. African and Coloured youth are also more affected than their Indian and White counterparts. Race characteristics are informed by the inequities in South Africa's education system.

2.2.4.2 Skills of youth

Graham and Mlatsheni (2015) reflect that a democratic South Africa has transitioned from a labour-intensive economy which could absorb unskilled labour towards a high productivity, technology led growth path which favours skilled labour. Youth unemployment is highest for those who have not completed a matric certificate while it is lowest for those who have a post-secondary school qualification. The skills mismatch is informed mainly by the failures of South Africa's basic and higher education systems to meet employment suitability needs.

2.2.4.3 Community, household and personal factors

Graham and Mlatsheni (2015) find that there are multiple other factors that influence youth unemployment. One of these factors is the high cost of transport to search for work because of the impact of Apartheid's spatial planning which keeps those who are poor and low skilled far from the economic hub and opportunities. In addition, the high cost of data which in a modern-day economy is essential for work seeking is also a hindrance. Young people may also lack the "social capital" which can be defined as the networks that enable young people to be connected to work opportunities.

2.2.4.4 Not in Employment, Education and Training (NEET)

Graham and Mlatsheni (2015) indicate that NEET was created to identify those young people who are neither in employment, education or training. Young people who are involved in educational or training activities are generally excluded from the definition of unemployment. The overall reasons why young people are in the NEET category can be summarised as:

- A large proportion of young people are not completing matric and do not have access to second chances to finish basic education.
- There are limited placement opportunities at higher education institutions.
- A lack of finance and networks makes it difficult to access post school opportunities.

2.2.4.5 Consequences of youth unemployment

Unemployment leads to both poverty and inequality (Graham & Mlatsheni, 2015). Cloete (2015) describes poverty as exclusionary in that it removes the ability for those who are poor to be involved in decision making, engagement or the meaningful exchange of goods and services. This creates a sense of disempowerment and dependence which influences the wellbeing of the individual and the wellness of society.

Cloete (2015) goes on further to indicate that in society, work provides purpose and meaning to the individual and helps to form social and professional relationships as well as satisfying important psychological needs. The ability to provide for one's family is important in shaping self-esteem. Work is an important bridge for young people to enter the adult world.

The consequences of youth unemployment are that mental health is placed at risk as most people who are unemployed show a general decrease in overall life satisfaction and general wellbeing. Often the effects of unemployment affect the physical wellbeing of individuals as well. Unemployment has further been linked to social ills of violence, crime and drug and substance abuse. There is also a link established between unemployment and poverty, with those who are poor suffering from a condition referred to as nihilism, a psychological state in which life has no purpose or value attached to it (Cloete, 2015). Busteded and Mourshed (2016) also find that unemployment has overall effects on young people who are unable to find work. Graham and Mlatsheni (2015) equally find that youth who are unemployed have lower levels of self-esteem and have riskier behaviours which can also translate into inability to find work.

2.2.5 Existing policy mechanisms aimed at youth development

2.2.5.1 Basic education system

South Africa spends approximately 18% of its annual budget on basic education; however, the system remains in a poor state of affairs. The country has achieved near universal access to education; however, this has not translated into positive educational outcomes (Modisaotsile, 2012).

The following matters are listed as factors that illustrate the challenges in South Africa's basic education system:

- Literacy and numeracy

Literacy and numeracy are critical in being able to secure formal sector employment, however South Africa continues to find lower levels of literacy and numeracy that impact our ability to build a high skills country (Modisaotsile, 2012).

- Role players in education of young people

Parents

Parental involvement in a young person's education has been shown to have positive benefits for educational attainment. This is even more important in South Africa's public schooling system where teacher to student ratios mean that young people are often deprived of sufficient attention which would allow them to succeed. Yet, often because of socio-economic conditions in the country where parents are single or work long hours in order to raise funds and become providers, young people lack parental involvement. (Modisaotsile, 2012).

School Governing Bodies (SGB's)

SGB's are key to ensuring stakeholder accountability for schools. The appointment of SGB's was an important step in creating accountability for outcomes – however many SGB's do not have sufficiently qualified individuals who can manage complex challenges and develop practical solutions to these challenges (Modisaotsile, 2012).

Government

Government has doubled its investments in education over the last 20 years. Despite this, challenges still remain. Some have felt that government is not regulating the time spent by teachers in the classroom sufficiently, and strike action is capable of wasting as much as 10 school days a year. Other challenges that must be considered are the continuous changes to the curriculum, inadequate teacher training and support mechanisms, teaching time in comparison to other activities and the availability of key learning materials and resources. Infrastructure in many schools is still lacking, creating an environment not conducive for learning. Better teachers are also not attracted to poorly resourced schools as it impacts on their individual performance (Modisaotsile, 2012).

Teachers

It is estimated that 18 000 – 22 000 teachers exit the profession each year, while higher education institutions produce 6 000 - 10 000 new teacher graduates each year. Many new graduate teachers are attracted to international teaching opportunities which offer better benefits than local teaching jobs. The shift of the teaching profession from training colleges to universities has lowered the number of teachers being produced. Equally there is insufficient development programmes for existing teachers (Modisaotsile, 2012).

Studies have also shown that twenty percent of teachers are absent on Mondays and Fridays. An additional issue that has been flagged has been sexual involvement of teachers with students creating an unsafe learning environment. In schools, however, where principals enforce discipline amongst teachers, results and outcomes in terms of student performance are better (Modisaotsile, 2012).

Higher education system

Learners

Amongst learners, two major issues were identified that hamper progress. One is drug and substance abuse even at primary education level, where these substances are easily accessible affecting young people's ability to learn from an early age. The second is teenage pregnancy. While the South African Constitution and Bill of Rights protects the rights of pregnant mothers to return to school, effectively only one third end up returning post pregnancy.

Violence in schools remains an issue. Rape, sometimes by teachers has also been identified as a problem in school, hampering the performance of the affected girls or boys. In addition, other forms of sexual abuse, pregnancy and poverty all play a marked role in educational outcomes (Modisaotsile, 2012).

Funding of Higher Education in South Africa is comparatively lower than other countries which are at a similar level of economic development. There is also skewed participation in the higher education sector in terms of race. Of those young people who drop out of the higher education sector, 70% would be of “lower economic status”. Race and economic status both play a role in terms of educational disadvantage in higher education in South Africa (Bozalek & Leibowitz, 2014).

Access to higher education has improved substantially since the advent of democracy. In 1994, 55% of students at public universities were black (African, coloured and Indian), 43% were African and 55% were male. By 2010 these figures were 80% black, 67% African and 43% male. There has, therefore, been a major move in terms of access to higher education but less so in terms of success (Bozalek & Leibowitz, 2014).

2.2.6 National Student Financial Aid Scheme

The South African government established the National Student Financial Aid Scheme (NSFAS) in 1998 in response to low access to Higher Education and growing student debt. The former Tertiary Education Fund of South Africa (TEFSA) was incorporated into NSFAS in 1999. The role of NSFAS is to:

- Addressing previous inequities and discrimination by providing access to higher education.
- Being responsive to the human capital needs of the country.
- Establishing a funding mechanism that is affordable but also sustainable for the country (Fongwa, Mncwango, Rogan, Rust & Wildschut, 2018).

NSFAS has evolved over the years and now provides a large share of its disbursements to Technical and Vocational Training Colleges (TVET). Since 2016, NSFAS now implements a student-centered model of disbursements rather than institutions. NSFAS funding has grown from R441 million in 1999 to R8.5 billion in 2013. In the 2016/2017 financial year, NSFAS disbursed R12.4 billion, driven mainly by the FeesMustFall campaign of 2015. The scale of NSFAS is also visible in terms of the number of students funded. In 1991, TESFA funded 7 240 students. In 2016/2017 NSFAS funded 450 000 students across Universities and TVET Colleges (Fongwa et al., 2018).

The role of NSFAS in increasing access to higher education cannot be refuted. There is also a growing body of evidence that NSFAS has impacted not only on access but also on student progress and mobility. An analysis of the period 2005 – 2015 indicates that 91% of NSFAS student graduates have found employment. University graduates are at 95% which is higher than TVET graduates. The concerning data is that only 46% of NSFAS students graduate. Given the substantial financial investment and high employment absorption of NSFAS graduates this graduation rate is disappointing. There is also a higher employment absorption for students who are from Engineering, Health Professions and Related Clinical Sciences, Education, and Architecture and the Built Environment fields rather than for graduates from Public Management and Services, Social Sciences and Languages, Linguistics and Literature fields (Fongwa et al., 2018)

Employment Tax Incentive (ETI)

The Employment Tax Incentive (ETI) is a form of wage subsidy. It has been discussed since the mid-1990's and formally got introduced in 2014 by the National Treasury to be trialled for a period of two years. This period has now been extended to 2029. The aims of the incentive are to stimulate the employment of young people in the formal sector and to reduce the risk and the hiring cost of young people. The ETI is implemented in the form of tax relief to firms that hire workers between the ages of 18 and 29 and where the monthly wage is below R6 000. The incentive can be claimed for a period of two years, with a view that by that time a young person would have gained the skills and experience to transition into permanent employment. In the first year, the maximum subsidy that can be claimed is R1 000 and in the second year it reduces to R500 (Bhorat, Hill, Khan, Lilenstein & Stanwix, 2020).

There is a risk that the ETI has distorting effects on the labour market for young people. The following are the possible distortion effects:

- Firms may claim the incentive for new hires that they would have hired irrespectively.
- Wages of new hires may be reduced to claim the incentive.
- The incentive may create a scenario whereby non-eligible workers are displaced for those who are eligible to claim the incentive.
- Given that the incentive only exists for two years, it may create a cycle of firms exiting young hires and replacing them with new ones in order to continue claiming the incentive (Bhorat et al., 2020).

The ETI had reached approximately 1 million young people by 2016. Results indicate that firms that are claiming the ETI employ more subsidy eligible youth than firms that are not claiming. Results show that 35 000 jobs were saved between 2014 and 2016 because of the ETI, although the effects seem to diminish in the second year. The ETI has a larger employment change in small firms than larger firms but the uptake is lower in small firms than in large ones. More needs to be done to encourage smaller firms to participate (Bhorat et al., 2020).

Skills Development Levy

The Skills Development Levy was implemented through the Skills Development Act (SDA) in 1998. Its aim was to encourage skills training of employees through a levy system linked to a company's payroll (i.e.) a 1% tax on the payroll cost. The South African Qualifications Authority (SAQA) was established in 1995 to advise government on training and to set standards for training (James, 2009).

The SDA created the twenty-four Sector Education Training Authorities (SETA's) based on the twenty-four sectors that the economy had been divided into. Companies with a payroll of over R250 000 or who are registered for Income Tax are required to pay 1% of their payroll cost. 20% of the tax collected is transferred to the National Skills Fund,

which has become a substantial vehicle for governments intervention in the labour market. 80% of the taxes are paid over to the SETA's. Businesses may claim back 50% of the levy paid for training costs for employees but must appoint a Skills Development Facilitator. Another 20% may be claimed for prioritising training and participation in SETA priorities. The remainder of the tax should be utilised by the SETAs to develop new skills to achieve social justice and equity. Small and medium enterprises seem to derive less benefit from the levy considering it little more than an additional tax and viewing the process as bureaucratic. Large firms are better placed to meet the criteria and can influence strategic priorities as they can often make nominations in terms of who sits on the SETA Boards (James, 2009).

South Africa is characterised by a two-tier economy – the formal and the informal economy. The Skills Development Levy does not seem to have any impact on the informal economy which is often characterised by low skilled work and non-registration for taxation and thus meeting the criteria for the SDL is unlikely. There is also a view that the linkages between the formal and informal economy are unclear and hard to define. This makes it challenging for the SDL to bridge the gap (James, 2009).

The SDL does derive benefit particularly for in service training. Overall, the SDL seems to benefit larger firms more than smaller ones. This finding is similar to international findings on a skills levy/tax. The SDL does not offer sufficient support to South Africa's informal sector (James, 2009).

A review of the SETA's found that they are on a positive trajectory. The following challenges that would require structural adjustment were included in the review:

- Addressing implementation issues as well as effectiveness and efficiency.
- Shortcomings in the workings of the training market.
- Under-developed monitoring and evaluation systems.
- Lack of management information systems.
- Effectiveness of quality assurance mechanisms (Marock, 2008)

Young people's perceptions of youth unemployment.

A National Youth Development Agency and Government Communication and Information Services survey revealed the views of young people on unemployment:

- The high level of unemployment experienced by youth is said to be the cause of corruption and nepotism. It is believed that because of scarcity of jobs people in positions of authority provide information on jobs to those close to them such as their family members and friends.
- Unemployment is also viewed as a potential cause of corruption as more unemployed youth and their families resort in paying bribes in the hope of getting a job.
- Required experience for advertised jobs is also seen as one of the limiting factors to youth employment. Many mentioned that after qualifying they either remain unemployed or forever confined to internship.

- The view is that internships most often do not consider the area in which a person is qualified. The youth expressed the view that interns are not gaining knowledge relevant to their specialty area which makes it difficult for them to acquire skills that can make it easier for them to become permanently employed.
- Poverty is one consequence of unemployment that most youth find themselves facing, pushing some to resort to crime.
- The challenge of poverty, especially amongst the Rooted Realist youth (rural based youth and low income households) is seen as an exclusion from having facilities, amenities, resources, transport, Wi-Fi etc. This does not even include lack of basic services.
- The rural youth mainly feel neglected especially when it comes to opportunities government put in place to help the youth (National Youth Development Agency, 2020).

Local context of Public Employment Programmes

Expanded Public Works Programme

The Expanded Public Works Programme (EPWP) was formally introduced in 2003 to address the high levels of unemployment in South Africa as part of the Reconstruction and Development Programme (RDP). The EPWP had three overarching goals:

- Creation of jobs.
- Development of local infrastructure.
- Provision of basic services, labour intensively through public resources and private sector implementation expertise (Hlatshwayo, 2017).

The job creation element of the EPWP was twofold. The first was to create short term work opportunities that would alleviate poverty for marginalised groupings while the second was to create training opportunities for participants to transition into the labour market. The EPWP set an ambitious target of 1 million work opportunities over five years (Hlatshwayo, 2017). The 1 million work opportunities would be generated in the sectors of infrastructure, environment and the social economy. The intention was to use labour intensive methods in the provision of public goods and services (McCutcheon & Parkins, 2010).

Quantitatively, the EPWP is not far off its target. It had generated 716 400 work opportunities over three years. However, these jobs were short term opportunities. When converted to equivalent full-time jobs, they would represent 220 000 full time jobs. Against the context of South Africa's larger unemployment problem, this would be considered relatively small (Hlatshwayo, 2017).

A further challenge of the EPWP is that wages are relatively low, below the minimum wage and subject to sectoral determination. This is to absorb as many workers as possible on the programme (Hlatshwayo, 2017).

Findings have indicated that cadre deployment of the ruling party heavily influences the recruitment and selection of EPWP participants. Results further highlighted the following:

- Employment is short term in nature and there is a craving amongst participants for more permanent forms of employment that would give them security and additional benefits.
- There is health and safety concerns in that projects are not adequately resourced for health and safety requirements thus placing workers in a precarious position.
- Workers are appreciative of the incomes generated, but these incomes remaining low.
- Workers feel that they lack a voice on these programmes and they work in constant fear of losing their already precarious employment (Hlatshwayo, 2017).

Findings have further indicated that the EPWP's budget almost doubled the original forecast which illustrates the capacity of the South African government to raise and allocate resources. There is, however, insufficient labour intensity in the programmes, meaning that less transfers are made to work opportunities for unemployed people and there is more reliance on traditional methods of infrastructure development. There is also a view that because the number of work opportunities being allocated is tracked there is insufficient focus on the number of infrastructure assets being produced and the programme therefore, largely suffices as a relief programme (McCutcheon & Parkins, 2010).

Community Works Programme (CWP)

The Community Works Programme is also a public employment programme and was established as an extension of the Expanded Public Works Programme which is the South African governments main public employment programme.

The CWP was established in 2009 with the goals to address inequality and the economic marginalisation of people. At its core, it holds an economic policy view that employment is a critical growth strategy. The CWP entitles participants to a minimum amount of regular work which reflects as two days a week or 100 days per year. It is also a locally based programme which is intended to be continuous and which targets the poorest areas first where market-based jobs are unlikely to be created. It is further intended to be community focussed allowing communities to identify what they deem to be useful work. Sites are expected to have a 65% labour intensity.

The Community Work which has been identified are across a broad range of priorities which include the following:

- Food security
- Household care for households affected by afflictions and sickness.
- Care for those who are marginalised and vulnerable.
- Social programmes which tackle societal ills.
- Development of recreational facilities for utilisation by the community.

- Rehabilitation of the environment and maintenance of informal settlements.
- Road type maintenance (Philip, 2013)

The rationale for CWP includes an acknowledgement that unemployment is systemic and structural and that an employment safety net should exist because there is insufficient translation from EPWP opportunities to more permanent forms of employment. It further indicates that households which receive grant income are more likely to invest in an economic activity because predictable income mitigates risk and allows for financial planning. Furthermore, the unemployed are rarely found to be completely idle, but their activities are unable to lift them out of poverty. One of the aims, therefore, of CWP is to supplement existing livelihood strategies without removing or reducing them. This is one of the key rationales behind the CWP having two days of work a week rather than a traditional five-day working week. An additional expected outcome of CWP is the injection of additional cash flows into local markets and economies (Philip).

The CWP acknowledges that the EPWP is short term in nature and that instead of transitioning into the labour market, many participants are slipping back into poverty. The main difference then between CWP and EPWP is that the opportunities are not short term in nature. The CWP was piloted in 2007, officially transferred to the Department of Cooperative Governance in 2010. As of 2015, the programme had supported an estimated 200 000 work opportunities in 186 sites across the country (Bruce, 2015).

The components of CWP can be set out as follows:

- CWP participants should participate in useful work which is defined as work that contributes to the public good, community good or social services.
- It occurs in the community alongside other members of the community and must benefit the community.

The CWP often becomes a local institution like a hospital or a school and forms part of a mix of institutions. The design of CWP is that it guarantees two days of work to participants at a wage rate that is low but the work is explicitly intended to be part time and participants are expected to pursue other income generating activities outside of the CWP programme. The CWP participants are mainly women with the main beneficiaries being women over the age of 35. The second highest set of beneficiaries are women aged between 18 and 34. Young men are the lowest participants which is concerning given the high levels of youth unemployment in South Africa. Reasons for the low participation of young men range from the fact that women feel more of a need to provide for children to the work on CWP resembling care and household work which may be feminine aligned to the assumption that the CWP wage may be too low to encourage participation. Young men do tend to have higher participation rates on EPWP where work may be masculine in nature (Bruce, 2015). Unemployment creates a distinct lack of structure in people's lives as well as exclusion. Participation in CWP has direct benefits both from an economic and a social perspective (Bruce, 2015)

Andersen and Alexander (2016), find that CWP is efficient and effective in providing resources to the poor and with a labour intensity rate of 65% it is one of the higher performing public employment programmes globally. The predictability and regularity of the work stand out as defining features. CWP has also created upstream development with community members and leaders participating in the design of projects and choosing projects based on community need. It has built community social cohesion, improved skills of participants and created friendships and collaboration. Furthermore, it has shown the capacity of the state and the non-Governmental sector to work collaboratively leveraging off each other's strengths. CWP does however, have bureaucratic challenges which prevented it to scale to its initial target of 1 million participants.

In research undertaken specifically on a CWP in Kagiso, Gauteng, it was found that the community involvement process allowed for community members to introspect and created a range of ideas around what was possible to be achieved. The CWP was held in high regard by the community. The issues identified ranged from a hurried implementation process to a lack of community leadership and accountability as well as ward councillor involvement in the process leading to allegations of nepotism in recruitment. Further findings illustrated there was a great deal of pride about the CWP in the community, however there were at times a lack of understanding of the programme negative attitudes. These included young people who would reject CWP, even if they remained unemployed and the CWP not being a correct fit for males. Overall, CWP has a positive impact creating work, social cohesion and income streams. There does need to be greater mechanisms for accountability and community consultation and communication (Langa and Masuku, 2013).

Langa and van der Merwe (2019) found that because local ownership and local prioritisation have been built into the programme, this may have deflected some of the criticism associated with the low wages and lack of skills development. The lack of fanfare around the programme has also meant that it has been implemented largely under the radar. An innovation of CWP has been the way it has paired the basic income needs of participants with addressing the safety concerns of communities thus mutually reinforcing these priorities and having a dual format of addressing needs. CWP further allows for:

- Responsiveness to violence in communities that addresses the causes of such violence in the short and medium term.
- Brings a diverse grouping of community members into group activities.
- Builds connections between citizens and state agencies that are often viewed as disconnected.

Institutional Challenges

Cabinet in 2011 resolved to scale up the CWP to reach 1 million participants by the end of 2014, given the breadth of unemployment. This however has not been achieved and the number of participants in 2020 remain at 250 000. There remains contestation over the home of CWP in government in the Department of Co-Operative Governance and Training (COGTA) which had not participated in the pilot phase of CWP. COGTA has

also not necessarily accepted the roles of the Not-for-Profit Organisations preferring that the programme should be structured across different levels of government.

The bidding process to appoint implementing agents for COGTA has been mired in allegations of corruption publicly tainting the credibility of the programme (Philips, 2014).

International Employment Guarantee Practices

Argentina

In 2002, Argentina implemented the Jefes programme in response to an economic crisis that had seen a substantial number of households lose work. Jefes aimed to provide direct income support to households that had lost work, mainly families with dependents. The programme expanded quickly, covering 2 million households by the end of 2002 (Galasson & Ravallion, 2004).

Key findings from the Jefes programme indicated that the programme reached unintended participants and that many participants would have been considered not economically active prior to participating in the programme. The programme reduced unemployment by an estimated 2.5%, half the original forecasts for the unemployment reduction but many participants had to forego some level of existing income to participate in the programme and therefore the programme did not have a major effect on poverty. Targeting performance of the programme was good, with the programme reaching the vulnerable households during the crisis and that overall, the programme contributed to social protection during the crisis (Galasson & Ravallion, 2004).

India

In 2006, India embarked on an ambitious programme to set a wage floor through the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREG). The programme creates a right to work, by guaranteeing every household 100 days of work per financial year. Work is provided in public works programmes, administered at local level, with minimum wage determined at state level. Work must be provided within fifteen days of an application, and if not met, the state is liable to pay an unemployment allowance to the applicant. It is the largest anti-poverty public employment programme globally.

Findings in relation MGNREG have indicated that despite a guarantee of employment, there is still unmet demand for work, meaning that an employment guarantee has not been met and there remains a difference between wages supposed to be paid and wages paid to participants, meaning that there is both rationing and leakage in the system which prevents the programme from achieving its goals. There is income foregone by participants because of participation and this opportunity cost has an impact on overall reduction of poverty in households and the capacity to achieve the programme goals differs from state to state with states with weaker administrative capacity having lower programmatic achievements. The programme is well targeted and is achieving goals of reducing poverty in India. There could however be greater reductions in poverty through more effective and efficient programme management (Dutta, Ravallion, Van de Walle, 2014)

Considering literature relevant to the research objective

Benefits of Community Works Programme to participants

Research objective 1 considers whether for young people participating in the Community Works Programme, whether the programme adds benefit to them. Although there is no existing literature considering the CWP specifically from the lens of a young person, there is research which more broadly assesses the impact of CWP. The Department of Planning Monitoring and Evaluation in the CWP implementation evaluation report indicates that CWP is achieving:

- Predictable income through stable and useful work opportunities for participants although irregular payments and low wages to create programmatic barriers.
- CWP is providing useful work to participants, however the choice of work is often too limited and not closely enough linked to potential exit job opportunities.
- Greater levels of social cohesion and social capital.

The role of the Community Works Programme in improving the quality of life for participants

Research objective 2 considers whether CWP is contributing to increasing the quality of life for youth participants. The DPME evaluation (2015) finds that:

- Work undertaken by participants is appreciated by the community.
- Participants report that they have a better quality of life, the dignity that comes from having work and economic inclusion and a feeling of responsible social behaviour.
- Skills development is a contentious issue with some participants appreciating the skills they learn, while more than half feel that they are not being provided with on the job training.

Young peoples' willingness to participate in an employment guarantee

If we consider the research undertaken by the Government Communication and Information Systems and the National Youth Development Agency, we find that unemployment consistently ranks the highest of young people's concerns in South Africa. Young people want to work but consistently find their pathways to employment and economic opportunity blocked. Although self-employment does remain a potential opportunity, most young people would prefer the security associated with employment.

2.3 Qualitative attributes or quantitative variables key to the research

The variables which are independent in their nature and are key to the research would be the following:

2.3.1 Age:

Statistics South Africa (2020) reports the Quarterly Labour Force Survey (QLFS) by the following age groupings:

- 15 – 24
- 25 – 34

- 35 – 44
- 45 – 54
- 55 – 64

The figure below illustrates the unemployment rate per age category for the QLFS, Quarter 3, 2020. It is indicative that the unemployment rate for young people in the age groups 15 – 24 and 25 – 34 is higher than that of older age groupings. The reasons underlying the higher rate is the barriers of entry young people face into the labour market and the lack of educational attainment particularly for the 15 – 24 age grouping.

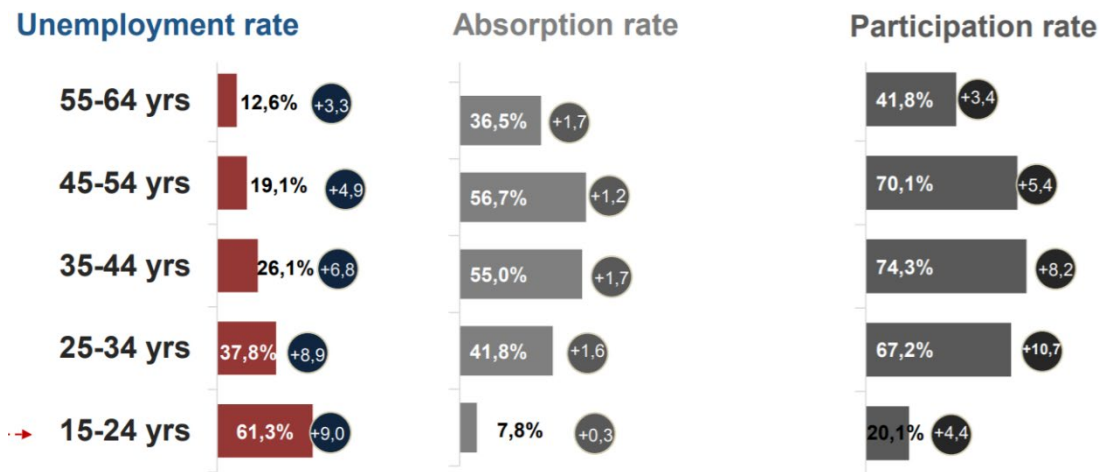


Figure 2.2: Unemployment rate per age grouping.

Source: Statistics South Africa, Quarterly Labour Force Survey, Quarter 3, 2020

It is also important to note that young people make up the highest share of unemployment irrespective of education level. The figure below, for example, illustrates how more recent graduates, rather than older graduates face barriers to attaining employment.



Figure 2.3: Unemployment rate per age group per education level.

Source: Statistics South Africa, Quarterly Labour Force Survey, Quarter 3, 2020

2.3.2 Gender:

Females are at higher risk of unemployment irrespective of which race group they may belong to. The figure below illustrates the unemployment rate for males against females for the QLFS, Q3, 2020. Reasons may include the fact that women hold more household responsibilities and thereby reducing their available time to pursue and achieve income generating activities (Statistics South Africa, 2020).

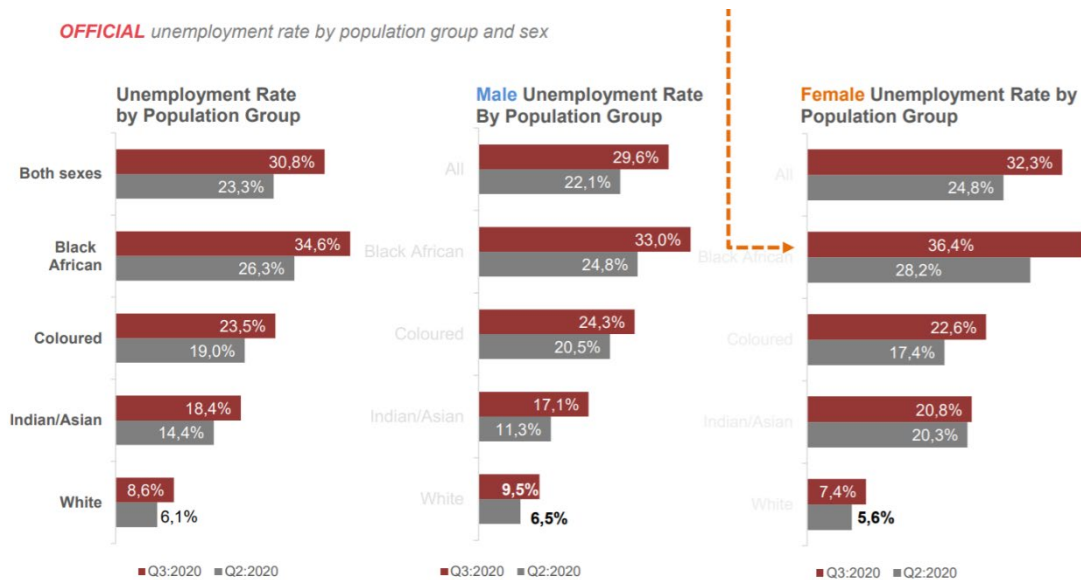


Figure 2.4: Unemployment rate per gender in South Africa.

Source: Statistics South Africa, Quarterly Labour Force Survey, Quarter 3, 2020

2.3.3 Race:

In terms of racial breakdown, black Africans remain worst affected by unemployment in South Africa, followed by Coloured's, then Indians and finally Whites. This reflects South Africa's painful history of Apartheid and racial oppression as well as many vulnerable groups living far from economic opportunities. The figure below illustrates the breakdown of unemployment per population group.

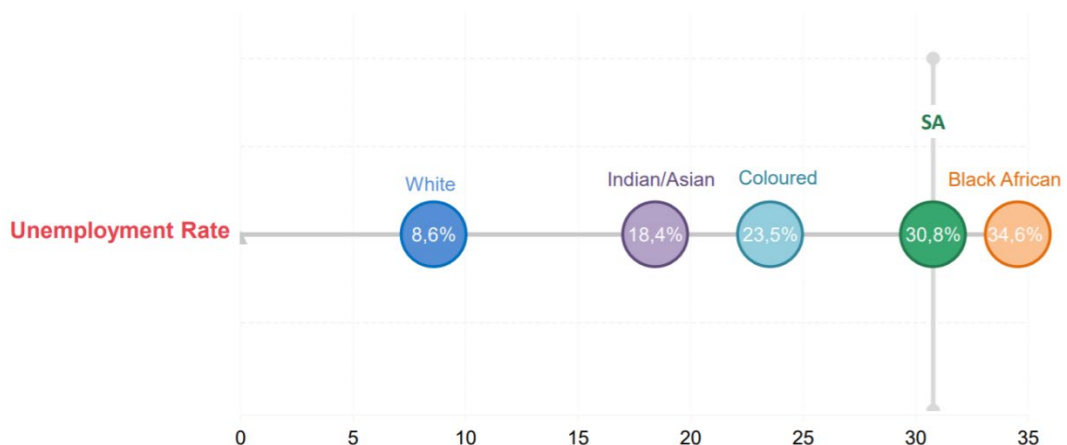


Figure 2.5: Unemployment rate per population group in South Africa.

Source: Statistics South Africa, Quarterly Labour Force Survey, Quarter 3, 2020

2.3.4 Geography:

The figure below illustrates the provincial breakdown of unemployment in terms of the narrow definition as well as expanded definition of unemployment. Unemployment is highest in the Eastern Cape and lowest in the Western Cape.

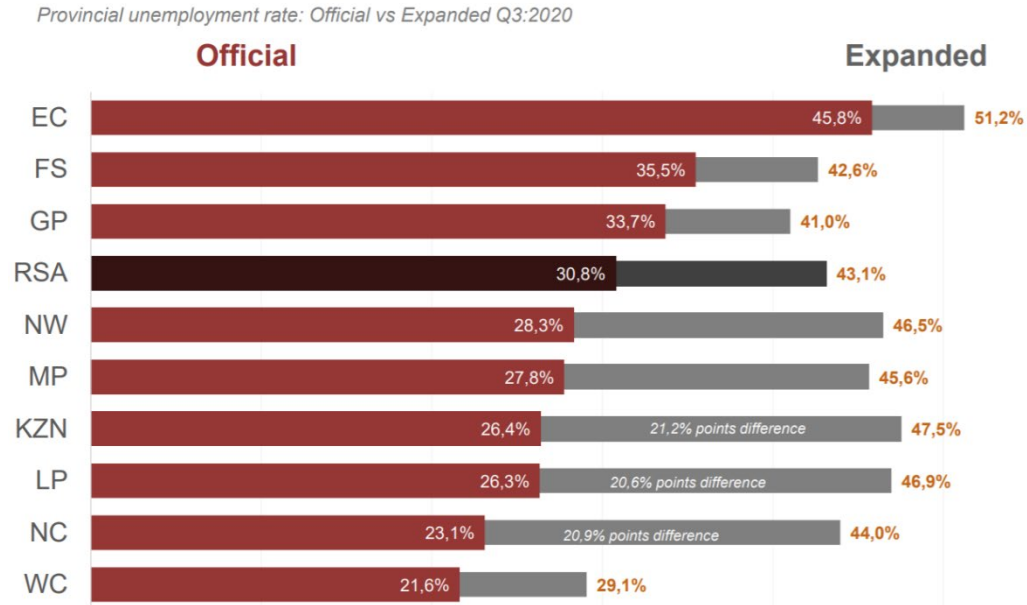


Figure 2.6: Unemployment rate per Province in South Africa.

Source: Statistics South Africa, Quarterly Labour Force Survey, Quarter 3, 2020

2.3.5 Education and skills:

Unemployment is the worst amongst those who have not completed secondary school. Those who have not completed matric account for more than half of the unemployed. This category is followed by those who only have a matric certificate. Graduate and tertiary unemployment makes up the lowest category of the unemployed. The figure below illustrates the relative figures of education levels of unemployment:

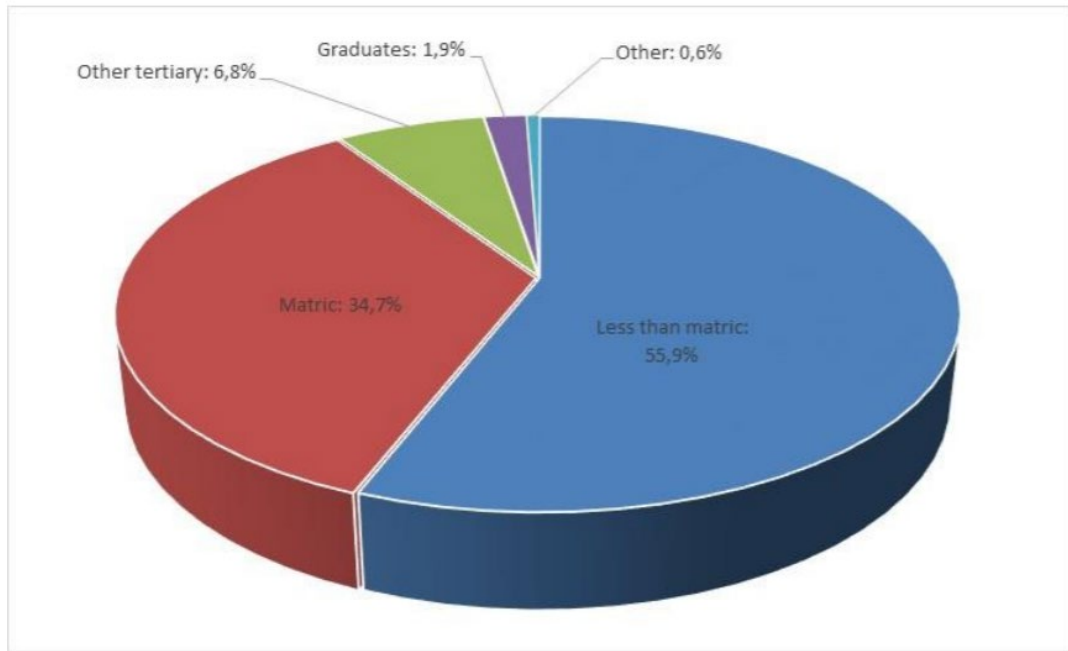


Figure 2.7: Unemployment rate education and skills level.
 Source: Statistics South Africa, Vulnerable series groups, 2016.

2.3.6 Sectoral:

The figure below illustrates employment between the formal sector, informal sector, private households and agriculture. The formal sector makes up the lion's share of employment in South Africa

Employment share by sector, Q3:2010 to Q3:2020

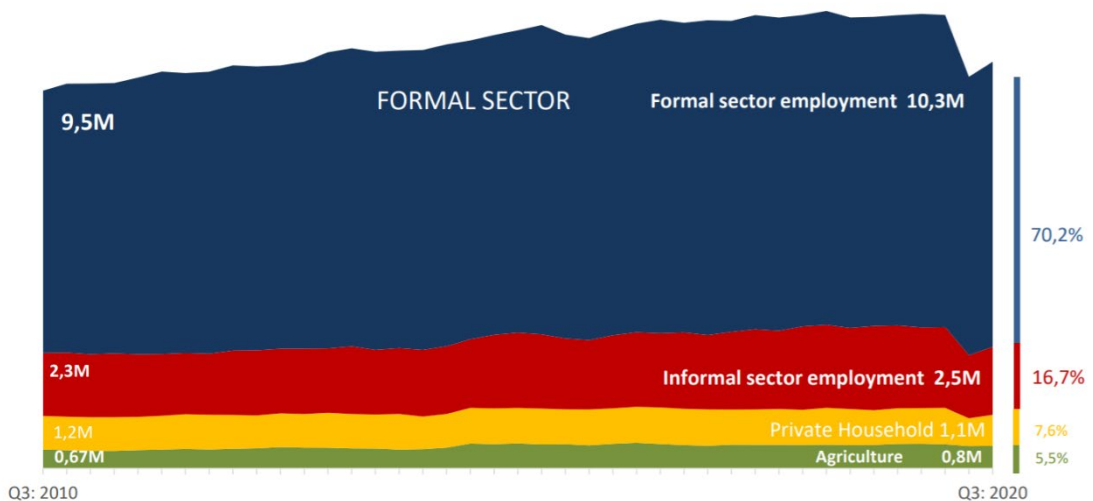


Figure 2.8: Employment distribution across sectors in South Africa.
 Source: Statistics South Africa, Quarterly Labour Force Survey, Quarter 3, 2020

2.4 Framework(s) for interpreting research findings

Theoretical frameworks or any other frameworks are important components of management research. They enable us to understand and interpret our research results (Wotela, 2016).

We review literature so that we may understand the environment of our research and we can identify the research problem or question, advocate for the research, locate the research and knowledge gaps, identify the frameworks that we can use to interpret our research findings and finally to develop the conceptual framework (Wotela, 2016).

Constructing the theoretical or explanatory framework includes the following sub-components:

- Identify the academic course and its various units.
- Identify the critical research attributes or variables.
- Establish an explanatory or theoretical framework.

Undertaking a literature review influences how the research should proceed after having interrogated the literature (Wotela, 2016).

The research being undertaken is an assessment of the Community Works Programme from the viewpoint of its youth participants and a consideration of whether public employment guarantees would be taken up by young people, particularly in terms of the work and wages on a larger scale. The Community Works Programme has been developed to address poverty alleviation and unemployment in South Africa. We would locate it within the development field of study.

Development studies considers development globally, aiming to tackle challenges such as poverty, unemployment and inequality in trying to improve the lives of people. It requires integration with other disciplines such as politics, economics, health and social sciences.

If we consider that we are delving into the field of youth employment and unemployment our research is mainly economic but also considers social and political science.

The theoretical framework based on the literature review would indicate to us the following:

- That youth unemployment results from an economy that is not growing fundamentally and that is shifting away from labour intensive sectors and there is insufficient labour demand for young people entering the labour market.
- That poor educational outcomes at both basic and higher education level mean that even where employment opportunities are created, there is a mismatch between skills required and the skills possessed by young people to fill those opportunities.
- That current policies and programmes such as the Youth Employment Tax Incentive and the Skills Development Levy are not making a sufficient impact to address the youth unemployment crises.

- That young people in South Africa in their majority want to work and want to access the labour market.
- That Public Employment and Employment Guarantees have been used globally to address unemployment.
- That South Africa has used Public Employment Programmes in form of the Expanded Public Works Programme and the Community Works Programme to address unemployment although there are criticisms over the scale, efficiency and impact of these programmes.

In the literature, we find that there is a knowledge gap specifically when considering the Community Works Programme from the perspective of young people themselves.

The literature indicates that when considering the Community Works Programme that the programme is contributing towards employment, poverty alleviation, social cohesion, community development and quality of life for participants.

The independent variable in both our designed surveys are the young people being surveyed. The dependent variable will be the perceptions of the young people both from the perspective of young people who are participating in CWP and young people who are actively work seeking.

The theoretical framework would indicate that Public Employment can address the youth unemployment crises if they could be scaled. Our conceptual framework therefore aims to determine the perceptions of young people who are participating in a state funded employment guarantee programme which is the Community Works Programme. The nature of the programme and its attempt to reach mass scales of employment mean that wages are low and the quality of jobs is not high. The intention is, therefore, to determine the background of the youth who are participating in a Community Works Programme and to determine whether their participation in the programme has impacted their lives in the following ways:

- Creation or restoration of self-esteem and self-confidence as result of employment.
- Economic impact of employment.
- Impact of employment on the quality of life of a young person.

The literature revealed that young people are lower participants compared to other age groups on the Community Works Programme. There is a need therefore to consider whether the nature and wages offered by the Community Works Programme would be attractive to young people in a manner that would indicate scope for greater scale of the programme.

2.5 Summary and conclusion

2.5.1 Summary of literature reviewed

The literature reveals that unemployment and youth unemployment are systemic and structural in their nature. Despite heavy investment in education, mainly basic education, results have not been commensurate with the spending. There is a clear case that those with better educational outcomes have far higher chances of being gainfully employed. The lack of growth in the economy over a long period has also meant that the market is not creating sufficient labour opportunities in line with population growth.

South Africa has applied numerous policy interventions outside of education to stimulate and support employment. These range from tax incentives, to skills development levies and large-scale public employment programmes. These programmes while having weaknesses have shown considerable amounts of success, but their successes are not large enough to tackle the youth unemployment problem.

The Expanded Public Works Programme introduced in 2003 has reached its ambitious targets of 1 million work opportunities but the short-term nature of these opportunities means that participants are unable to transition from the short-term public employment into longer term employment. The Community Works Programme introduced in 2010 aims to tackle this challenge by offering longer term employment. Participants may remain on the programme for longer if they wish but the employment opportunities are limited to two days per week to scale and to allow participants the opportunity to pursue other income generating activities. The Community Works Programme based on current evidence absorbs fewer young people despite young people having higher levels of unemployment.

Employment guarantees internationally in India and Argentina have shown degrees of success and the ability to reduce household poverty, but implementation challenges hold back the programmes from achieving their full potential.

2.5.2 Research strategy, design, procedure and methods arising from the literature reviewed

The body of evidence in respect of the Expanded Public Works Programme is strong. Less evidence is available in terms of the Community Works Programme most likely because it is more recent, and delivered at a smaller scale. There is also evidence to suggest that young people's participation on CWP is lower than expected.

The research therefore aims to determine for those young people who are participating on CWP, what are their perceptions of the programme to determine:

- Whether public employment (employment guarantee) can address youth unemployment?
- Whether public employment (employment guarantee) improves the quality of life for young people?

The research will be undertaken quantitatively through surveys distributed to young people participating at a CWP site in Gauteng.

At the other end of the spectrum, there are young people who are actively seeking work opportunities. These are classified as young people Not in Employment Education or Training. The intention of the research is to determine whether these young people would participate and find attractive an employment opportunity which follows a similar design of the Community Works Programme.

3. RESEARCH STRATEGY, DESIGN, PROCEDURE AND METHODS

3.1 Introduction

This chapter identifies and describes the research approach, design as well as procedure and methods that will be employed in this research to collect, collate, and analyse empirical evidence. This chapter has three objectives; namely, to identify and describe the research strategy (Section 3.1), the research design (Section 3.2), as well as the procedure and methods (Section 3.3). The chapter also describes the reliability and validity measures (Section 3.4) that this research applied to make it credible as well as the technical and administrative limitations of the choices that were made (Section 3.5).

3.2 Research strategy

Kothari (2004) defines research strategy as the techniques to be utilised to achieve the purpose. The research strategy can flow only once the research problem has been well defined. The research strategy could either be qualitative, quantitative or mixed.

Alok and Mishra (2017) define the quantitative strategy as a research strategy that is concerned with understanding relationships and associations between variables. On the other hand, qualitative research is concerned with understanding peoples lived experiences or phenomenon such as the causes of unemployment.

To address the proposed research objectives, a quantitative research methodology was adopted. It will be in the form of an empirical research study using primary data collected from young people participating in a Community Works Programme site in Gauteng Province and primary data from young people who are active work seekers in a not-for profit organisation called Get Ready Skills.

The strategy for this research will be quantitative in nature. The intention is to utilise survey-based methods to collect data on phenomenon to be studied. Such data will be analysed to determine results.

The reasons why this strategy is chosen are as follows:

- The data to be collected can be counted.
- The data which is being collected is measurable numerically.
- The data can be analysed statistically to determine results (Daniel, 2016)

The benefits of a quantitative strategy are as follows:

- The ability to use statistical data can reduce the time and resources spent conducting the study because there is a focus on the collection of numbers during the study.
- Greater generalisations may be made when conducting this type of research as a sample tested may be reflective of a wider population.

- Replicability is an additional benefit with the studies often having clear guidelines that could be repeated.
- Quantitative research allows the opportunity to utilise control groups for purposes of comparative measurement.
- Lastly, a degree of researcher detachment is evident in quantitative research because research is often not undertaken face to face and researcher bias may be eliminated (Daniel, 2016)

A comparison of this research strategy to similar research:

- Khanyile (2008), in the study of the impact of the Expanded Public Works Programme on job creation in a district municipality in Kwa-Zulu Natal uses a quantitative methodology to survey participants. Statistics are utilised to determine conclusions relating to job creation.
- Moyo (2013), in the research of the employability of Expanded Public Works participants also utilises a quantitative strategy obtaining quantifiable data about participants of the programme and their experiences in the programme to achieve the research objective.

3.3 Research design

Alok and Mishra (2017) indicate that the research design is linked to the research problem. The research design provides for the outline for the collection, measurement and the analysis of the data. Bryman's (2012) outlines five generic research designs: cross-sectional, longitudinal, case study, comparative, and experimental. This study will adopt cross sectional design. According to Setia (2016) cross-sectional design is defined as a form of observational study and is known as descriptive research. The researcher will measure the characteristics and information of the participants present in a population but not necessarily the cause and effect of variables. The participants are selected based on the criteria which has been set for the study. Key characteristics of a cross sectional study include the following:

Cross sectional studies have advantages in that they are both cost and time effective, they consider multiple variables and they build a case for further research. Disadvantages include that cross-sectional studies cannot determine cause and effect, differences in populations may not be adequately established and biases in surveys may come across in results distorting outcomes.

This design will be adopted in order to allow for statistical analysis of participants' responses and to use this statistical analysis to determine the perceptions of participants in the Community Works Programme as well as the willingness of young people to participate in employment guarantee programmes. The quantitative strategy will also reduce time and resources and allow the grouping of data to draw conclusions.

This design was adopted to study set of young people participating in the Community Works Programme. Furthermore, a specific group of targeted young people were surveyed to determine their willingness to enrol to an employment guarantee programme.

The approach favours standardisation, which then allows for inferences and comparisons to be drawn between participants. The survey methodology allows a researcher to test the variables that exist within a population and then to explore the links between these variables. A survey is quantitative in nature, aims to provide a broad overview of a representative sample of a large population and is analysed using descriptive and inferential statistics (Saunders et al., 2009).

Quantitative research seeks demonstrations and indicators for hypotheses that can be extended to other persons and places (Leedy & Ormrod, 2010). To carry this out, structured tools and instruments, such as questionnaires, are used to collect numerical data which may include some qualitative questions. All respondents are asked the same questions. The study is thoroughly analysed through its design phase and data is then collated through numbers and statistics (Leedy & Ormrod, 2010).

The broad design of this research comprises several elements. The basis of the research focuses on evaluating young people's experiences of a guaranteed public employment programme and its impact on their lives and evaluating young people who are currently unemployed and their views on the guarantee of employment by the state and their willingness to participate in such a programme. Empirical research was carried out, in which knowledge was gained by collecting and observing primary data directly from first-hand experience, specifically for the research article. Cross-sectional research involves a study of a phenomenon at a point in time. Since this research was undertaken for an academic course, it was time-constrained. Easterby-Smith states that cross-sectional studies use a survey method strategy (in Saunders, Lewis & Thornhill, 2009:155). In Saunders, et al. (2009:140) Robson states that the objective of descriptive research is to portray an accurate profile of persons, events or situations. To achieve the aim of this study, an explanation of relationships between demographic variables on the perceptions of young people participating in the Community Works Programme and young people who are active work seekers and its related effects was carried out using the method of explanatory research. Numeric data (amounts and quantities) were used to quantify the characteristics of the respondents. The research design is most likely to yield data which are relevant to the research objectives that have been set out earlier.

3.4 Research procedure and methods

Method is defined as the approach and manner in which research data is obtained and analysed (Saunders et al., 2009). The methodology section identifies the target population and units of analysis to be considered in the study, as well as the sampling method and sample size, as these are the techniques and procedures that underpin the methodology of the study.

3.4.1 Data collection instrument

The data collection instrument is the tool utilised by the researcher to collect the data relevant to the study (Bhattacharjee, 2012). There are three types of instruments; observation, schedule interview and survey schedule. This study will utilise two survey schedules.

Survey schedule are strong data collection methods because they allow large populations to be effectively researched. Surveys require proper planning, design and implementation to deliver effective and efficient results. Surveys have strengths in that they allow for analysis through statistics. Disadvantages include recall accuracy and the low response rates (Baxter, Jones, Khanduja, 2013).

The research was quantitative in nature and therefore a survey schedule was used. There are three types of survey structures to choose from; unstructured, semi-structured, and fully structured. The research focussed on a fully structured instrument in order to collect consistent and measurable data from each of the participants. The surveys were distributed to two separate population of young people in Gauteng province. Survey-based methods are useful for data collection on public employment programmes. They have been favoured by multiple researchers to collect data on the Expanded Public Works programme. It has produced data which is both valid and reliable (Khanyile, 2008; Moyo, 2013).

- A group of young people who were participants of the Community Works Programme in Gauteng. This survey aimed to address the research objectives of determining the benefits of CWP for young people and whether it was improving the quality of life for young people.
- A group of young people who were unemployed work seekers registered with Get Ready Skills, a not-for-profit organisation that equips unemployed young people with work readiness skills to create pathways for them into economic opportunities.

The questions asked was of a background nature, demographic nature as well as specific questions to address the research objectives.

3.4.2 Research target population and selection of respondents

3.4.2.1 Research target population

The research target population can be defined as all the items or people who share similar characteristics that are under study (Bhattacharjie, 2012). The populations of the study were two separate populations, all chosen because the researcher was able to access them fairly easily and could exercise a larger degree of control over the distribution of surveys to such populations The two target populations are:

3.4.2.2 Target population 1

Young people who are participants in the Community Works Programme in South Africa. The Community Works Programme is a state funded programme administered by the Department of Cooperative Governance and implemented through local government and non-governmental organisations. The programme has an estimated 240 000 participants of which 30% are youth and is implemented across 252 sites. The Department maintains the databases of participants as it is required to pay participants monthly (Department of

Cooperative Governance, 2020). Due to resources and time constraints, the population was limited to one of the implementing sites. The target population for the purposes of this study will be a specific site in Gauteng. The site is described below:

Table 3.1: Description of site

Province	Gauteng
Site name	City of Johannesburg Region C
District	Region C
Municipality	City of Johannesburg Metro

Region C is one of the seven regions in the City of Johannesburg, located on the west side of the city. Region C has the highest informal settlements in the city. The Community Work Programme in Region C started in July 2010. It has 17 wards but only 12 wards have the programme, with 23 sub sites. The current target for CWP is 1000 participants. The actual number of participants at the time of the study was 1105. The current number of participants on the waiting list is 1400. Each ward started with 125 participants, working 2 days a week and 8 days a month. Activities conducted by the Region C CWP site are: Agriculture, Social, Economic, Environment, School support and Infrastructure.

Table 3.2: Site numbers at targeted site

Site/Local Implementing Agent	Targeted Participation Rate Year	Actual Participation Month	Accumulated participation	Non-youth male	Non-youth female	Youth male	Youth female	Male total	Female total	Non youth total	Youth total
CoJ Region C 21001 (coj_region_c_21001_)	1,000	961	1,008	143	661	36	168	179	829	804	204

Based on the information in the table above the youth participants in CWP comprise 204 participants of the total 961 participants. This represents 21% of the total participants.

There are challenges in reaching participants in the Community Works Programme due to the design of the programme; participants work only two days a week. E-mail addresses and phone numbers can be challenging to obtain and often people change these means of communication making them difficult to reach.

3.4.2.3 Target population 2

Young people who are active work seekers on the database of Get Ready Skills, a not-for-profit organisation which guides young people through work readiness to be able to locate

employment in the mainstream economy. Get Ready Skills has a database of approximately 1 200 young people.

The target population is the group members or cases identified for analysis, while the units of analysis comprise the “what” or “who” is being researched.

3.4.3 Sampling

For this research the method and technique used to select the participants is non-probability sampling. In non-probability sampling the researcher has no way of representing the whole population with no random selection and no sample (Trochim & Donnelly, 2006). Non-probability has two sampling methods, either accidental or purposive sampling. Purposive sampling was used for this research as the people or units were chosen for a particular purpose (Leedy & Ormrod, 2010).

A minimum sample size of 20 was selected for young people for each survey to be distributed. The questionnaires were distributed by the researcher and completion was voluntary for the participants. The aim was to achieve a response rate at the minimum sample size.

For target population 1, Community Works Programme the size of the total population was 204 young people and 40 e-mail addresses and mobile phone numbers were received from the site. 26 completed surveys were returned. This is about 15% of the total population. This survey return rate meets the expectation between minimum and maximum sample size. It is important to note that the young people we are surveying earn wages which are below the poverty line and often do not have ready access to data, whose costs remain high in a South African context.

For target population 2, active work seekers the size of the total population was 1 200 and surveys were distributed to 60 young people. 31 surveys were returned. This is an estimated 2.5% of the total population. This survey return rate meets the expectation between minimum and maximum sample size. It is important to note that the young people we are surveying are unemployed and often do not have ready access to data, whose costs remain high in a South African context.

There are a few disadvantages to non-probability purposive sampling. In Black (1999) the samples are not easily defensible as being representative of populations due to the potential subjectivity of the researcher. The population size can be limited by the researcher, making generalisations of the topic area inconclusive. It is harder to evaluate what has been achieved as the sample is subjective (Trochim & Donnelly, 2006).

Khanyile (2008) used a sample size of approximately 30, and could draw reasonable conclusions from the study.

3.4.4 Ethical considerations when collecting research data

Research ethics should be adhered to and maintained (Steneck, 2007). Ethical issues are of importance throughout the research and require ethical integrity from the researchers, the participants and Research Ethics Committee.

3.4.4.1 University approval

The researcher applied for ethics clearance from the University of the Witwatersrand before commencing data collection. The study sites also gave the researcher written approval before commencing data collection

3.4.4.2 Informed consent

The purpose and aim of the study was explained to the research participants before they could participate in the study. This process allowed participants to participate in the study knowing exactly what the study involves

3.4.4.3 Confidentiality and anonymity

Confidentiality refers to the protection of the responses and the subsequent data generated from individual participants and the non-disclosure of any individual persons' data. Anonymity refers to each participant completing responses without disclosing their personal data (i.e.) name, surname, identification number. This study was both anonymous and confidential.

While conducting the survey, the participants' privacy was never to be infringed upon in the collection of the questionnaire nor were their details disclosed to unauthorised persons. Confidentiality was maintained in terms of age, demographic and other personal details (Resnik, 2011). Each participant was provided with an informed consent form that indicated that:

- The survey was anonymous and all responses would be treated as confidential.
- The participant could withdraw at any point in time without negative consequences.
- The results of the study would be used for academic purposes only and may be published in an academic journal.
- The University reviewed the study and questionnaire and provided approval to proceed with the study.
- To ensure that the access to the populations was ethically conducted, consent was obtained from both the site manager responsible for the CWP and from the Director of the Not-for-Profit organisation. Consent was also obtained from each of the youth participants in the study. The researchers honoured patents, copyrights and other forms of intellectual property and would not use unpublished data, methods or results without permission. Care was taken to acknowledge all contributions to this research to avoid any form of plagiarism. The University of Witwatersrand has very strict rules with regard to plagiarism as an academic institution.

3.4.5 Research data and information collection process

Data collection refers to how the data was collected once the design of the collection method is completed (Kothari, 2004). The modes of research data collection are participant observation or ethnography, interviews (face-to-face, telephone, internet-based, surveys) and focus group discussion.

For this study, data was collected through an internet-based survey that was then consolidated in an electronic format. An internet-based survey is a written questionnaire which is administered over the World Wide Web and the results are collected and exported in Microsoft Excel spreadsheets.

This study has elements of descriptive as well as explanatory research and thus the use of a questionnaire to collect the necessary data was appropriate (Saunders et al., 2009:362). Evaluation of the respondents about (1) the Community Works Programme and (2) work seeking, formed the basis of the descriptive research. Examining and explaining relationships between demographic variables of the respondents and the effect of this on their perception of the programme and work seeking was the basis of the explanatory research.

The respective populations were sent an e-mail indicating the overall framework and qualifying criteria for the study and inviting them to participate. The questionnaire was then distributed electronically to these individuals, with the informed consent form. The survey was designed by taking the approved survey questions and placing them on a webpage with opportunities for participants to answer questions within the webpage. Access to the webpage was shared with the participants via e-mail and WhatsApp who then complete the informed consent and then complete the survey. Once the survey is complete, participant responses are returned to the researcher via the internet. The electronic application tool consolidates all responses and provides statistical consolidated data. This methodology was done for both targeted surveys.

In terms of this study, the behavioural characteristics, opinions, demographic attributes and attitudes towards CWP and work-seeking of the respondents were investigated. In order to measure the data derived from the questionnaire, the individual questions were of various types. List questions were used where respondents chose from a list of responses by making use of check-boxes. Category questions were designed so that the respondents' answers could only fit into a single category. This type of question is specifically used in cases where the behaviour or demographic attributes of the respondents are being determined.

Respondents were also required to enter amounts or numbers as answers to questions. These "quantity" questions were used to collect data in terms of demographic variables such as the age of the respondent. The questionnaire used in this study is included as Appendix A.

Both the target populations agreed to voluntarily participate in the research, and it was emphasised that they would be allowed to withdraw from the study at any time.

3.4.6 Development of questionnaire

The questionnaire was developed in a manner that allowed the individual questions to address one or more of the research objectives.

The development of the survey 1 was done using the following broad headings that guided the questionnaire, and including questions within each heading.

- Demographics of participants
- Participants accessing and entering the CWP
- Evaluation of perceptions of participants of the design of CWP
- Evaluation of the impact of CWP on participants lives.

The development of the survey 2 was done using the following broad headings that guided the questionnaire, and including questions within each heading.

- Demographic questions
- Perceptions of work seeking
- Income survival
- Willingness to participate in an employment guarantee

The internet-based survey was designed by taking the approved survey questions and placing them on a webpage with opportunities for participants to answer questions within the webpage. Access to the webpage was shared with the participants via e-mail and WhatsApp. The participants then completed the informed consent and before proceeding to the survey. Once the survey was complete, participant responses were returned to the researcher. The internet tool consolidates all responses and provides statistical consolidated data. This methodology used for both targeted surveys.

3.4.7 Research data and information processing and analysis

3.4.7.1 Research data and information processing

Research data processing is the process of converting raw data into data for analysis purposes (Bhattacharjee, 2012).

The electronic data was password protected on the personal computer of the researcher and the personal computer was protected by firewalls. An additional password protected backup was made of the data.

3.2.7.2 Research data and information analysis

Data analysis loosely defined is the analysis of facts and opinions and statistics that involves data reduction, data display and reaching conclusions on such data (Saunders et al., 2009:590). The analysis of the survey research is descriptive in nature. This represents research in which the objective is to create a representation of persons, events and situations using descriptive statistics, which is the generalised term describing variables, that allows a researcher to describe and compare variables numerically (Saunders et al., 2009:590–591). Saunders et al. also go on to explain that descriptive research on its own only forms the “means to an end”, with the final explanation being relied upon to draw a conclusion, and this type of study is defined as “descripto-explanatory” (Saunders et al., 2009:140).

In respect of the exploration and presentation of data this focuses on determining the individual variables and their related components (Saunders et al., 2009:420). The exploration of such data is driven by the research objectives as set out at the beginning of the study and as written by Sparrow (in Saunders et al., 2009:429). These include items such as:

- Definitive values,
- Minimum and maximum values,
- Periodic progressions,
- Size and volumes,
- Percentage proportions.

Sparrow (in Saunders et al., 2009:429) goes on to state that once the above explorations have been conducted, a relationship-building exercise between variables can be performed which will inform juxtapositions, totals and potential linkages and correlations. Tukey (in Saunders et al., 2009:428) also states the importance of using diagrammatic explanations to understand data.

In terms of the evaluation of primary data, which represents the outcomes of the survey-based test, this data is analysed through descriptive statistics as indicated in Saunders et al. The analysis also includes comparisons between both studies conducted in this research. It is noted the sample size in this survey is relatively small and only comprises a maximum of 26 respondents for survey 1 and 31 respondents for survey 2. There is reason to believe a total population size of 26 and 31 will provide reasonable findings using the descriptive statistics mentioned.

3.4.8 Description of the research respondents

The first group of research respondents was made up of young people who were enrolled in Community Works Programme site in Gauteng and were actively participating in the programme and receiving an income transfer from the programme. Demographic and background information were determined for each participant.

The second group of research respondents was made up of young people who were actively seeking work through the Get Ready Skills mentoring and training programme. Demographic and background information was also determined for these participants.

Table 3.3: Summary of demographic data on surveys

<i>Characteristics</i>	<i>Survey 1</i>		<i>Survey 2</i>	
	<i>Frequency</i>	<i>Percentage (%)</i>	<i>Frequency</i>	<i>Percentage (%)</i>
<i>Total</i>	<i>Total number of respondents</i>	<i>100%</i>		
<i>Gender</i>	<i>25</i>	<i>100%</i>	<i>31</i>	<i>100%</i>

<i>Male</i>	9	28%	9	29%
<i>Female</i>	16	72%	22	71%
<i>Age</i>	26	100%	31	
<i>18- 24</i>	25	19%	13	42%
<i>25-34</i>	21	81%	18	58%
<i>Race</i>	26	100%	31	
<i>African</i>	26	100%	29	94%
<i>Coloured</i>	-		1	3%
<i>Indian</i>	-		1	3%
<i>Level of education</i>	25	100%	30	100%
<i>Below matric</i>	15	60%	-	-
<i>Matric or certificate</i>	8	28%	11	36%
<i>Tertiary</i>	2	4%	19	64%

Table 3: Consolidated demographic data across both surveys

3.5 Reliability and validity measures applied

Validity refers to the extent that a concept is accurately measured in a quantitative research study. Reliability represents the accuracy of the data instrument in it producing the same results consistently (Heale, 2015).

A quantitative research strategy has four main types of validating research—that is, measurement validity, internal validity, external validity, and ecological validity. The internal validity was assured by ensuring a review of the survey pre-release to avoid any elements of bias which may have been contained in the survey. External validity was assured by removing ambiguity from the survey allowing the survey to be consistently repeated and generalised to other contexts. Ecological validity was assured by contextualising the survey to be consistently relevant to the concepts being tested in the research such that the research could be easily replicated. Measurement validity was ensured by participants all responding to the exact same survey.

For reasonable conclusions to be drawn from the analysis of data the input data must be accurate, complete and reliably based to avoid drawing an incorrect inference or conclusion on the basis of such data. The section provides the steps taken to avoid deliberate contamination of input data, but nevertheless discusses the inherent risks associated with such research and the mitigating steps put in place to manage such risk.

In respect of the survey study, young people, may have a lack of trust in the questionnaires which are put forward to them. Specific steps will be taken to manage the trust of the young people including the anonymity of the survey.

Saunders et al. (2009) indicate the risks and responses related to questionnaires. There could also be errors related to content validity, which is the risk that the questions do not address the investigative problem. This was addressed through survey review and through a thorough literature review.

Reliability of the questionnaire was a risk, as respondents may interpret a question in one way when it is intended to mean something very different. This was addressed through internal consistency, which involved correlating the responses to each question in the questionnaire with other questions in the questionnaire. The measurement of consistency of responses was done across all the questions or sub-groups of questions.

Reliability is also addressed by having an electronic survey with the same link sent to all participants to ensure that there is consistency. Care was taken in the design of the survey to reduce the misinterpretation of questions by participants.

Validity of the survey was ensured by ensuring that the target populations for each of the two surveys was obtained from the correct data source thus ensuring that the correct concept of the research was obtained. The phone numbers and e-mail addresses of the participants whom the link was sent to was matched to the data source to enhance validity.

Khanyile (2008), in the study of the impact of the Expanded Public Works Programme on job creation in a district municipality in Kwa-Zulu Natal and Moyo (2013), in the research of the employability of Expanded Public Works participants used similar methodologies for reliability and validity of the surveys thus providing reassurance in the mechanisms utilised in this research.

3.6 Technical and administrative limitations

Sampling by its nature is a weakness as a sample of a population is analysed and thus there is sampling risk as the full population cannot be tested. South Africa also is a diverse country with eleven official languages. As the study and survey will be administered in English, there could be misunderstanding of questions posed thus drawing incorrect conclusions.

Participants may also have their own lack of trust in the process or may hold biases that may impair the study.

The researcher is a government official and thus because government programmes are being studied may have inherent biases toward these programmes.

Given that the study is of a government programme, participants may fear that should they provide certain answers, they may lose their place in the government programme. They may therefore feel compelled to provide answers in a certain fashion.

Covid-19 presents a unique risk and may affect the ability to collect data in an effective and efficient manner. Covid-19 has had impacts from an economic, health and social perspective. It has affected many people's mindsets and feeling. This may come across in terms of the answers provided. It has also created a low touch environment which may impact on the collection of data. In order to respect regulations, data will be collected electronically as far as is practically possible.

4. PRESENTATION OF RESEARCH RESULTS

4.1 Introduction

Youth unemployment represents a distinct and wicked challenge to South Africa's development efforts. There have been various response mechanisms to the youth unemployment crisis, including public employment programmes.

4.2 Survey outcomes

Globally, public employment has been used as a policy mechanism whereby the state aims to guarantee employment to citizens in exchange for work. It has gained recognition in recent years due to the Indian Government implementing a wide scale employment guarantee to 50 million rural households.

Two internet-based surveys were undertaken:

- The first was to understand the perceptions of young people who were already participating in CWP at a CWP site in Gauteng.
- The second was to understand from young people who were active work seekers, whether they would have interest in participating in an employment guarantee programme which would have similar design features to CWP.

Survey 1: Perceptions of young people participating in Community Works Programme. The survey contained 19 questions. The survey was interested to find out about participants' demographics, access to CWP, perceptions regarding the design of CWP and the impact of the programmes in participants' lives. The survey was sent to 40 participants responded to fully by 26 respondents. Outlined below are the key responses to questions and the number of responses received.

4.2.1 Respondent demographics

Table 3.3 indicates that 81% of participants were between the age group 25-34 while 19% participants are between the ages of 18 -24 and therefore it is indicative that the CWP programmes supports the 25 – 34 grouping within the youth definition more than the 18 – 24 group. Table 3.3 further indicates that 72% of participants were male and 28% female thus possibly reasserting that the CWP programmes support more female participants. All participants were of African race. Table 3.3 illustrates that 60% of participants had an education level of below matric, 28% had only a matric and 4% held a tertiary qualification. This may assert that those most affected by unemployment are those without a matric.

4.2.2 Accessing and entering the Community Works Programme

The researcher enquired how long it took the participants to search for work before finding work on CWP and how they found out about CWP.

How long did you search for work before finding work on CWP?



Answered: 25 Skipped: 1

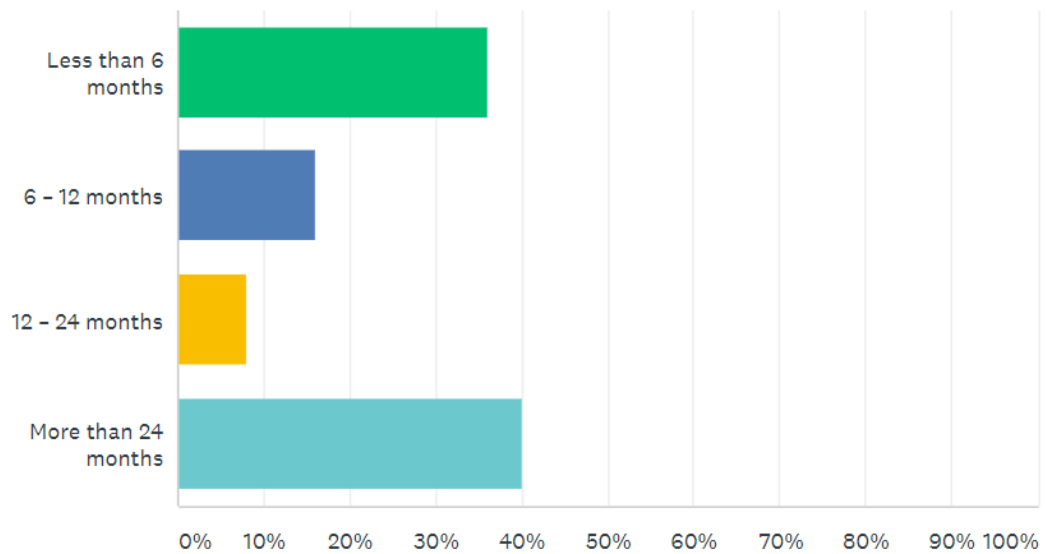


Figure 4.1: Length of serach for work.

The majority of participants (40%) searched for work for more than 24 months before finding work on CWP while 37% of participants searched for less than 6 months. 15% searched for 6-12 months while 8% searched for 12 – 24 months.

How did you find out about CWP



Answered: 25 Skipped: 1

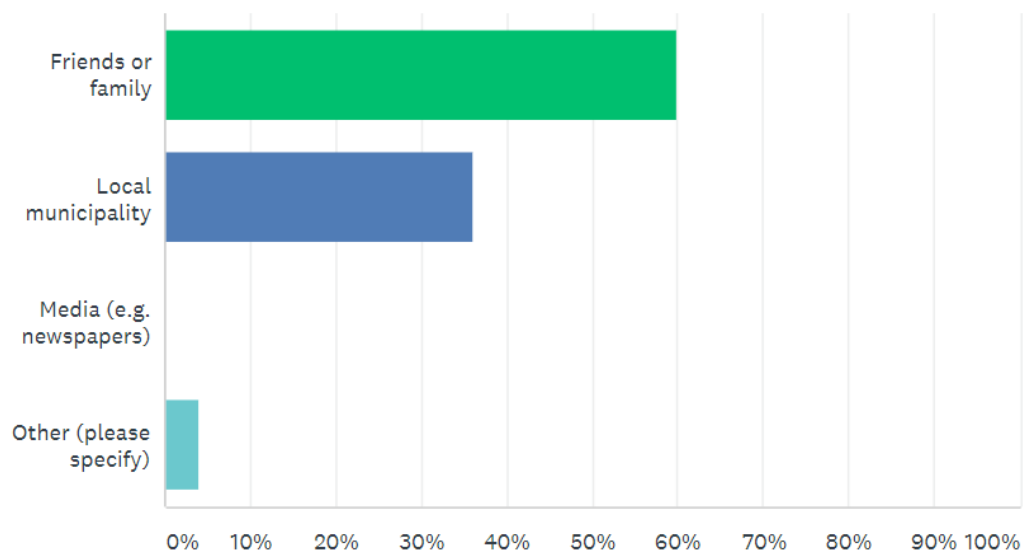


Figure 4.2: Accessing CWP.

The majority of participants found out about CWP from friends and family while 36% found out through their local municipality. None found out from media or newspapers and 4% found out through other platforms.

4.2.3 Participants impressions of the design of CWP

In this section of the survey the researcher focussed on the design of CWP and the participants impressions of these including the giving up of income generating activities, household participation in CWP and pursuing of work outside of CWP.

Did you give up any income generating activities to participat...

Answered: 23 Skipped: 3

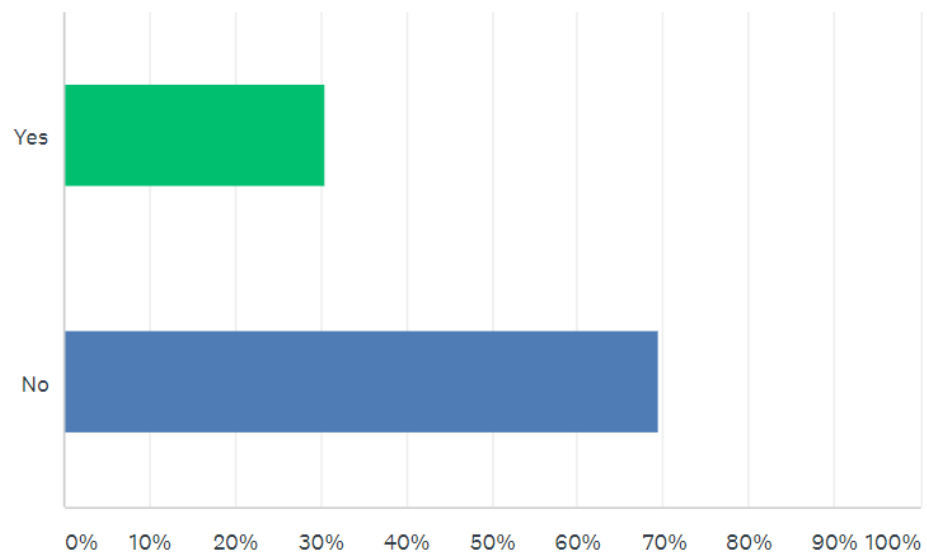


Figure 4.3: Giving up other income generating activities to participate on CWP.

30% of participants gave up on income generating activities to participate on CWP while 70% of participants did not.

Are you looking for other work while participating on CWP?



Answered: 25 Skipped: 1

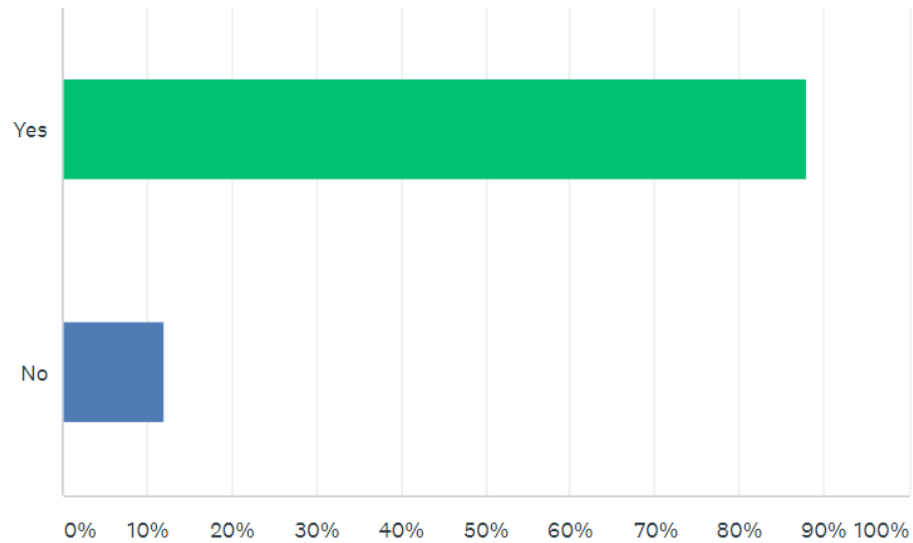


Figure 4.4: Other income generating activities while on CWP.

88% of CWP participants are searching for other work while on CWP while 12% are not.

Do you have other work while participating on CWP?

Answered: 25 Skipped: 1

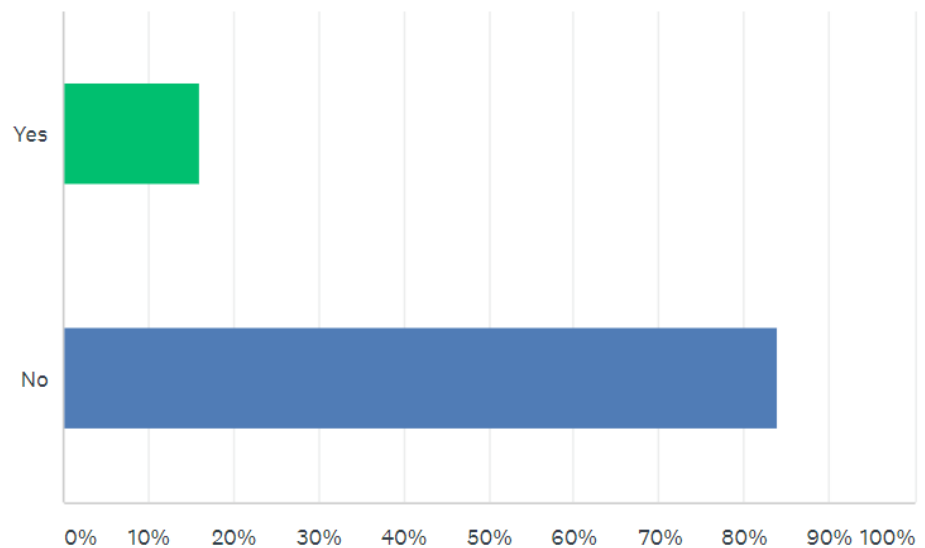


Figure 4.5: Other work while participating on CWP (continued).

84% of participants do not have other work while on CWP while 16% of participants do have other work. This may indicate that CWP is not achieving its goal of transitioning people into other forms of work and that participants are dependent on the programme alone. Participants responded with differential income generating activities. It is noted

that in Question 11, only four participants indicated that they have other work outside of CWP while on Question 12, twelve participants indicated other income generating activities. There could have been a misinterpretation therefore of question 11, or participants could possibly feel that self-employment activities do not meet their own definition of “work”. Q12 does illustrate that more participants are involved in other income generating activities.

Does anyone else in your household participate on CWP?

Answered: 26 Skipped: 0

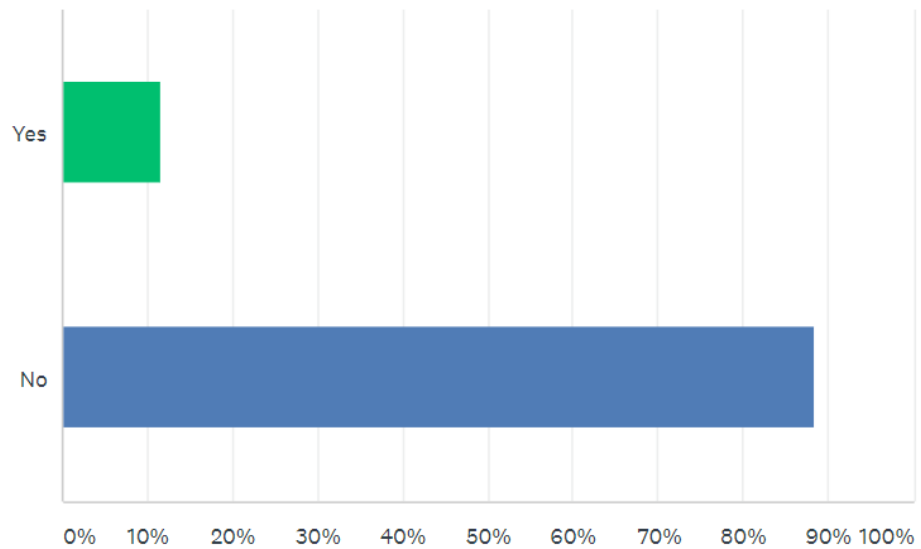


Figure 4.6: Household members participating on CWP.

Eleven percent of respondents have other members of their household participating in CWP while 89% do not have other members of their household.

4.2.4 Impact of CWP on participants' lives

The final group of questions focusses on the impact CWP is having on participants lives including access to income, mobility, skills development, confidence and overall quality of life. The figures are presented using graphs.

With the income, you earn from CWP, can you afford things yo...



Answered: 26 Skipped: 0

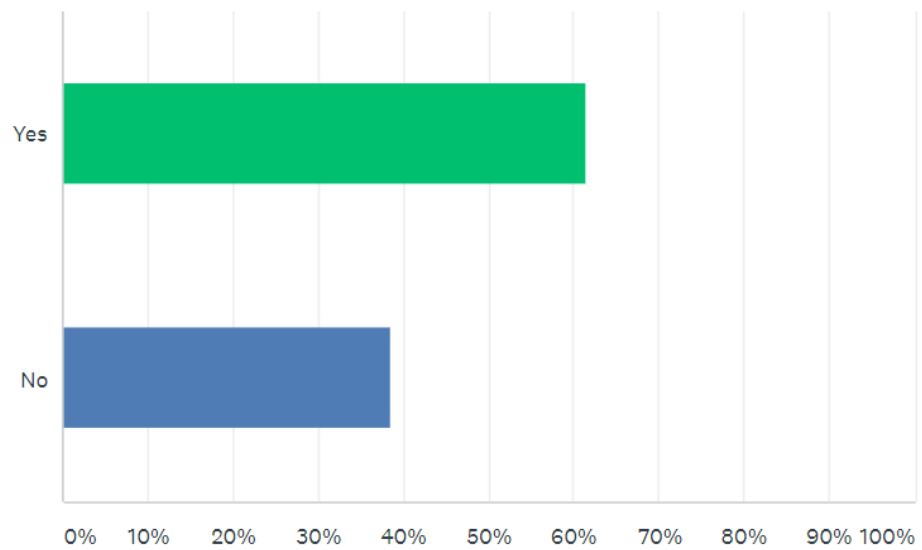


Figure 4.7: Affordability from CWP.

62% of participants can now afford things that they could not afford before, while 38% of participants cannot still afford things.

What do you use the income you earn from CWP for? (tick all ...

Answered: 26 Skipped: 0

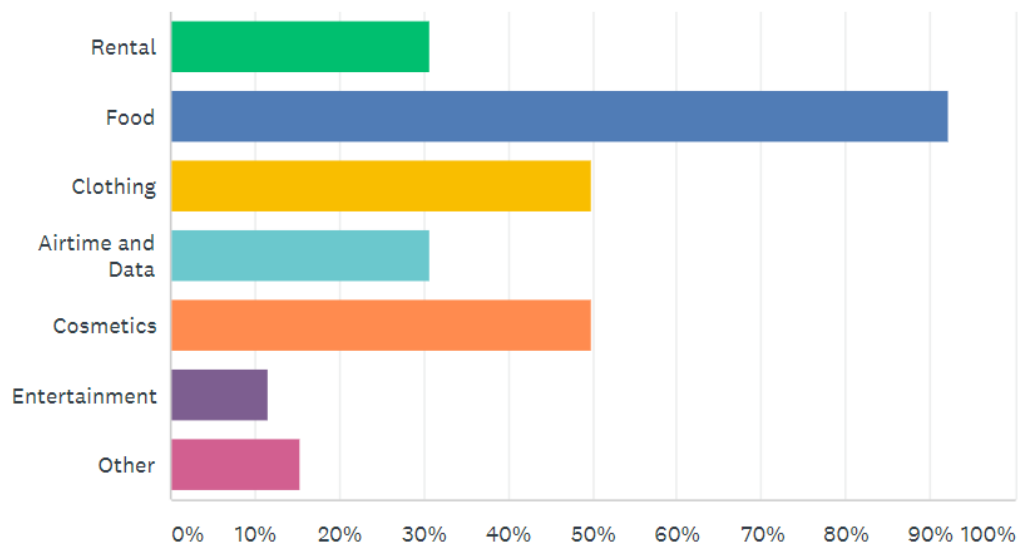


Figure 4.8: Expenditure on CWP.

The majority of participants (92%) use CWP earnings for food which indicates that CWP may be contributing to food security in South Africa. Clothing (50%), cosmetics (50%), airtime and data (30%) and rental (30%) are all high-ranking items that participants spend earnings on. Entertainment (11%) and Other (15%) close out the responses.

Do you feel that you are learning new skills on CWP?



Answered: 26 Skipped: 0

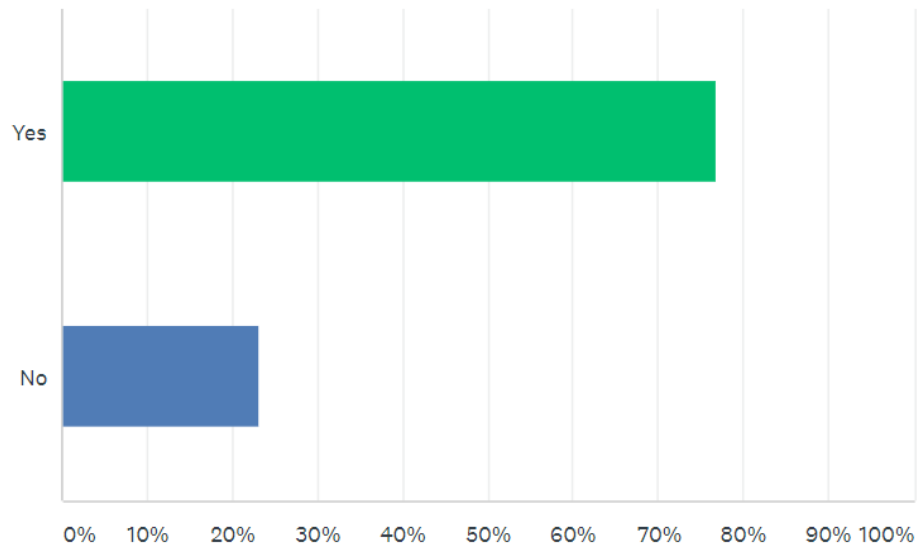


Figure 4.9: Skills on CWP.

76% of participants feel that they are learning new skills on CWP while 24% do not feel so.

The participants were further asked what skills they feel they are learning and responses varied. It evident the participants acquired various skills and knowledge from the CWPs. The below quote demonstrate some of the skills and knowledge the participants gained from the programme.

“I have learnt how to weld, agriculture and how to clean our environment. I have also learnt about social skills”

“I did public awareness and dread disease training as part of CWPs”

I answered no	I have learnt to how to weld ,how to plant about agriculture,about how to clean our invironment,I have learnt about social skills	To write reports and another thing's like respecting old parents and others	To keep area/ place clean and safety	Earlier childhood development	How to do gardening
Cleaning,curting grass.. sweeping streets.	No	Receiving trainings such welding	Doning garden	Communication skill	Agriculture. First aid
We are doing garden to bring us food	Agriculture	Business and Agriculture	Welding	I've learned to take care of environment and to do garden	I did public awareness and dread disease training from cwp
	No fighting ,uniform up to date ,working together as a team ,no late coming	Agriculture	people they think we suffer or we are not educated Cpw we learn things and we make community to be proud to stay in the clean location		

Figure 4.10: Description of skills learnt on CWP.

Do you feel more confident about yourself since you have star...

Answered: 23 Skipped: 3

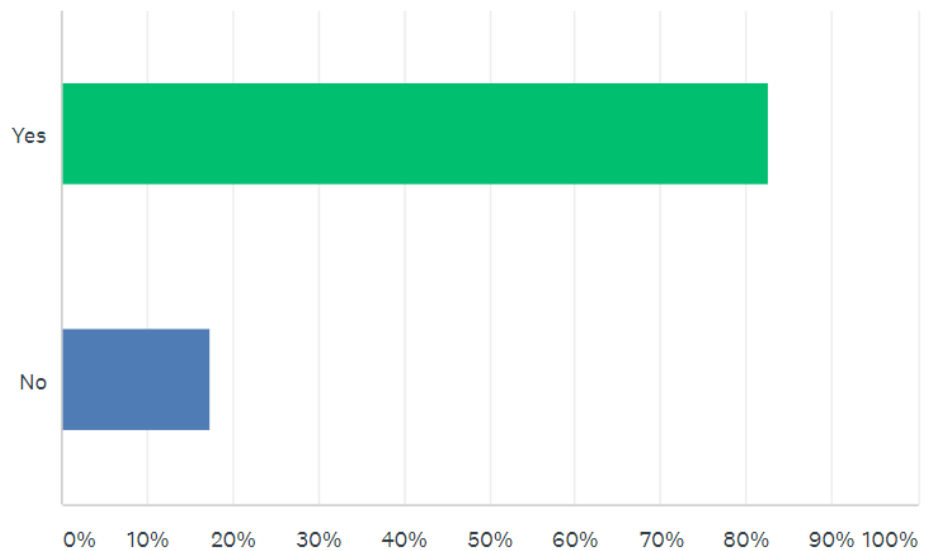


Figure 4.11: Confidence from CWP.

82% of participants indicated that they feel more confident about themselves since participating on CWP, while 18% indicated that they do not.

Do you believe that participating on CWP has improved your ...

Answered: 26 Skipped: 0

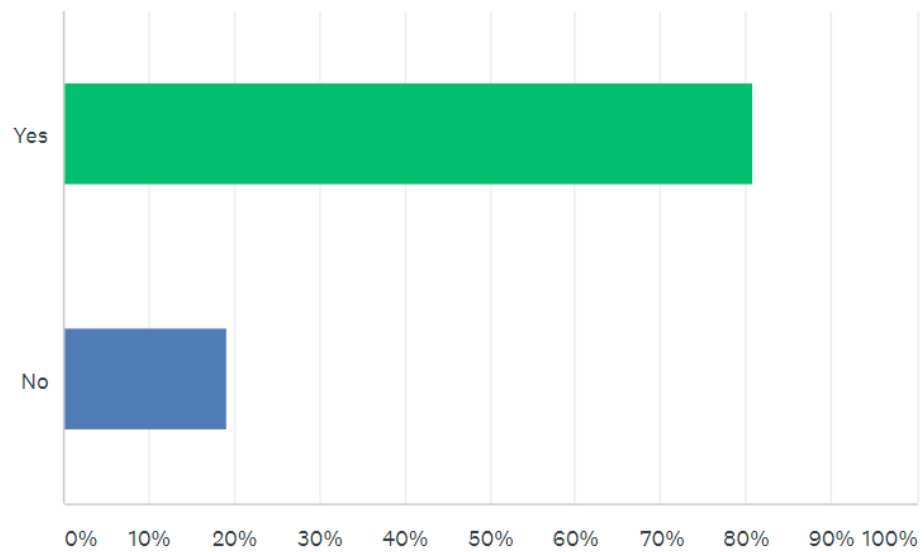
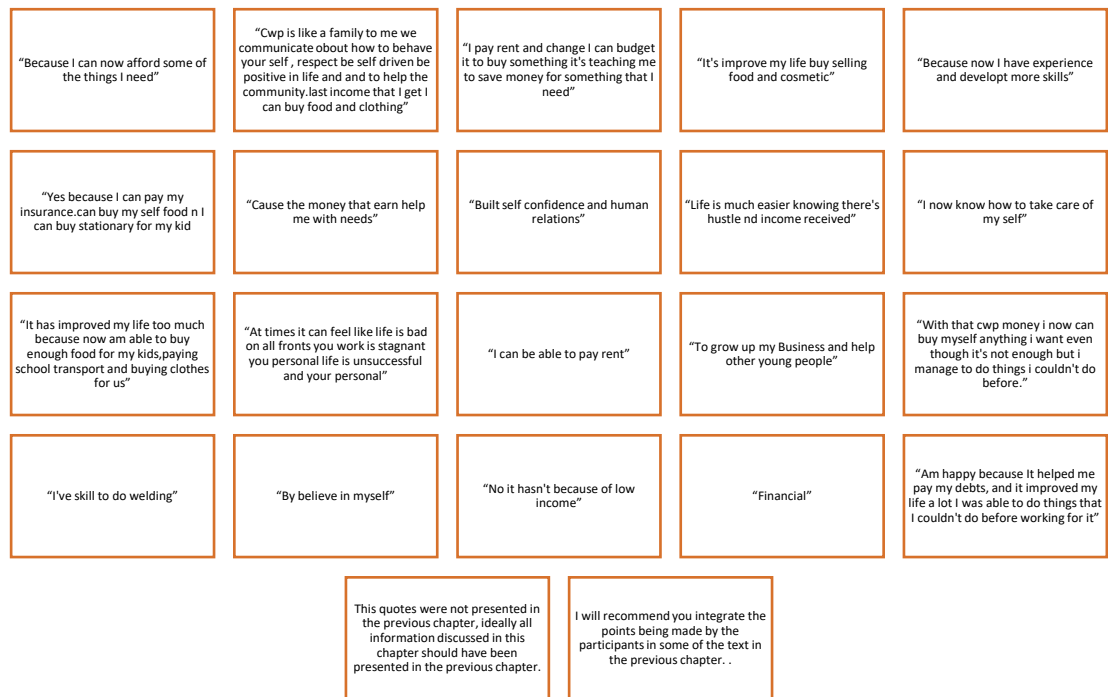


Figure 4.12: *Quality of life from CWP.*

Figure 4.12 illustrates that 81% of participants felt that participating on CWP has improved their quality of life. 19% of participants indicated that it has not improved their quality of life.

Participants were further asked to describe how they feel the CWP has improved their quality of life. Responses ranged from income to the affordability of goods and services as well as the building of confidence and motivation. The responses are detailed in the figure below:

Figure 4.13: Descriptive responses on quality of life improvement



Survey considered from a gendered perspective.

The Table 4.1 below illustrates the results of survey 1 (CWP) from a female perspective. We note the following trends:

- 67% of young females can now afford things that they could not afford before against the total group of 64% and total males of 57%, indicating that CWP may create marginally more affordability for young females.
- 89% of young females are more confident about themselves when participating in CWP against a total group of 83% and total males of 83% indicating again marginally higher confidence levels.
- 88% of young females reported learning new skills against the total group of 83% indicating that young females may be benefitting more from the skills aspect of CWP.

Table 4.1: Cross tabulation of CWP results from a gendered perspective

Demographic	With the income, you earn from CWP, can you afford things you could not afford before?	Do you feel that you are learning new skills on CWP?	Do you feel more confident about yourself since you have started participating on CWP?	Do you believe that participating on CWP has improved your quality of life?
Female	18	18	16	18
Male	7	7	6	7
Non-responsive	1	1	1	1
Female – Yes	12	16	14	14
Female – No	6	2	2	4
Male – Yes	4	4	5	6
Male – No	3	3	1	1
Female (positive response)	67%	89%	88%	78%
Male (positive response)	57%	57%	83%	86%
Total (positive response)	64%	80%	83%	80%

Survey 1 considered from age perspective.

Table 4.2 indicates the following trends from an age perspective:

- 80% of the young people between the ages of 18 – 24 have other part time work compared to the total group of 17% which may indicate that younger people are more able to adapt to the part time work design of CWP.
- 80% of young people between the ages of 18 – 24 can now afford things that they could not afford before against 76% for the total group. This may be due to lower household responsibilities for the younger group.
- 80% of young people between ages of 18 - 24 feel that they are learning new skills compared to 77% for the total group.
- 100% of young people between the ages of 18 – 24 are more confident since participating on CWP compared to 83% for the total group.
- 100% of young people between the ages of 18 – 24 report better quality of life since participating on CWP compared to 81% for the total group.

Table 4.2: Cross tabulation from age perspective

Demographic	With the income, you earn from CWP, can you afford things you could not afford before?	Do you feel that you are learning new skills on CWP?	Do you feel more confident about yourself since you have started participating on CWP?	Do you believe that participating on CWP has improved your quality of life?
Count				
18 – 24	5	5	5	5

25 – 34	21	21	18	21
Count				
18 - 24 – Yes	4	4	5	5
18 - 24 – No	1	1	0	0
25 - 34 – Yes	12	16	14	16
25 - 34 – No	9	5	4	5
Percentage				
18 - 24 (positive response)	80%	80%	100%	100%
25 - 34 (positive response)	57%	76%	78%	76%
Total (positive response)	76%	77%	83%	81%

Survey 2: Survey for young people who are active work seekers

The second survey was to understand from young people who were active work seekers, whether they would have interest in participating in an employment guarantee programme which would have similar design features to CWP. The survey contained nine questions and was sent to 40 young people and was responded to fully by 31 participants.

This survey focussed on four distinct parts:

- Demographic questions
- Duration of work seeking
- Income survival
- Willingness to participate in an employment guarantee

4.2.5 Demographics questions

The first group of questions focussed on participant demographics in the form of race, gender, age and education level. Table 3.3 indicates that 71% of participants are female and 29% male, possibly indicating that young women are more affected by unemployment than young men. Table 3.3 also illustrates that 42% of participants were between the ages of 15 – 24 and 58% between the ages of 25 – 34. Table 3.3 further indicates that 94% of participants were of Africa race and 3% each of Indian and Coloured race.

4.2.6 Perceptions of work seeking

The next group of questions focusses on participants' perceptions of work seeking which include time spent looking for work, difficulties of finding work, barriers to finding work,

How long have you been searching for work



Answered: 30 Skipped: 1

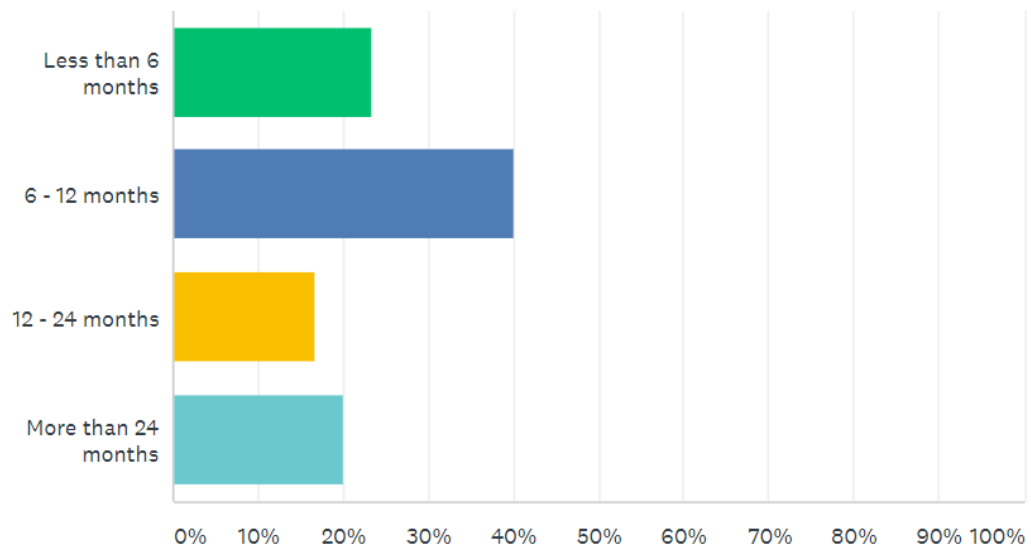


Figure 4.14: Time of search for work.

23% of participants have been searching for work for less than 6 months, with 40% searching for between 6 – 12 months, 17% for 12 – 24 months and 20% for more than 24 months.

What is your experience of seeking employment?



Answered: 30 Skipped: 1

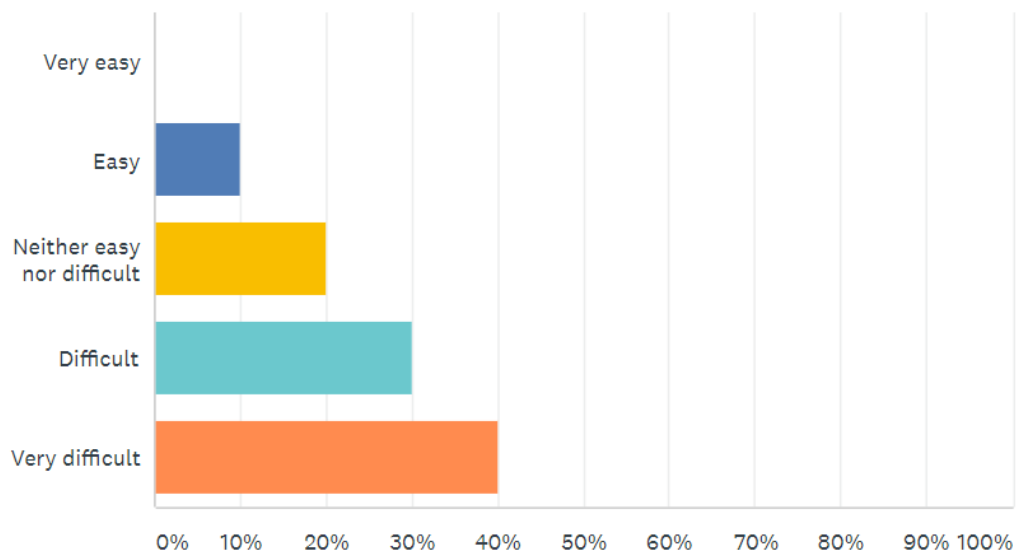


Figure 4.15: Experience seeking employment.

10% of participants find work seeking easy, 20% neither easy nor difficult, 30% difficult and 40% very difficult.

What are the barriers to finding work? Tick all that apply



Answered: 30 Skipped: 1

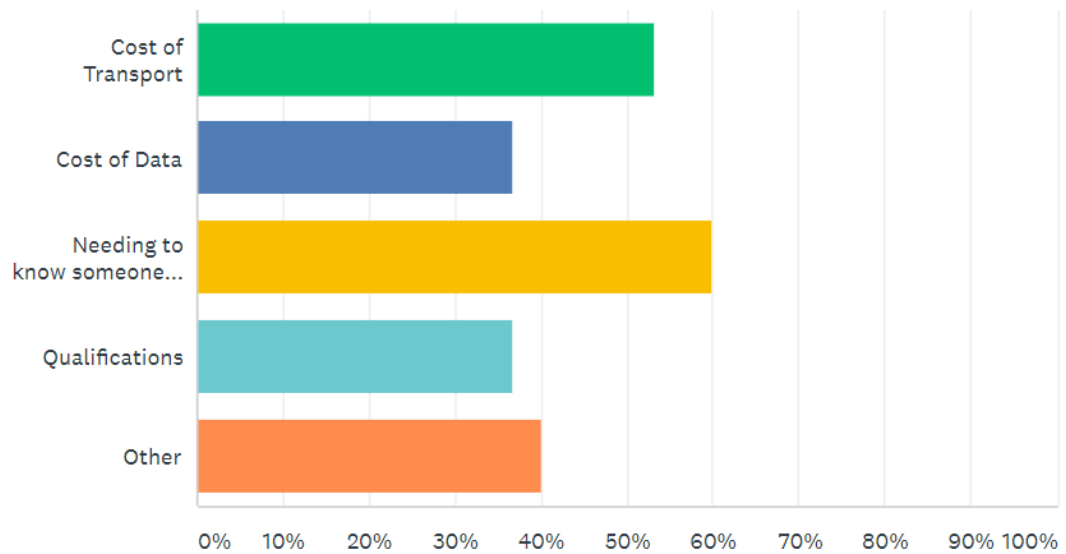


Figure 4.16: Barriers to finding work.

53% of participants listed the cost of transport as a barrier to finding work, while 36% the cost of data, 60% needed to know someone, 37% qualifications and 40% other barriers.

4.2.7 Income survival

The next group of questions focussed on how participants survive in the absence of employment and consistent income.

Do you currently have any income for survival?



Answered: 30 Skipped: 1

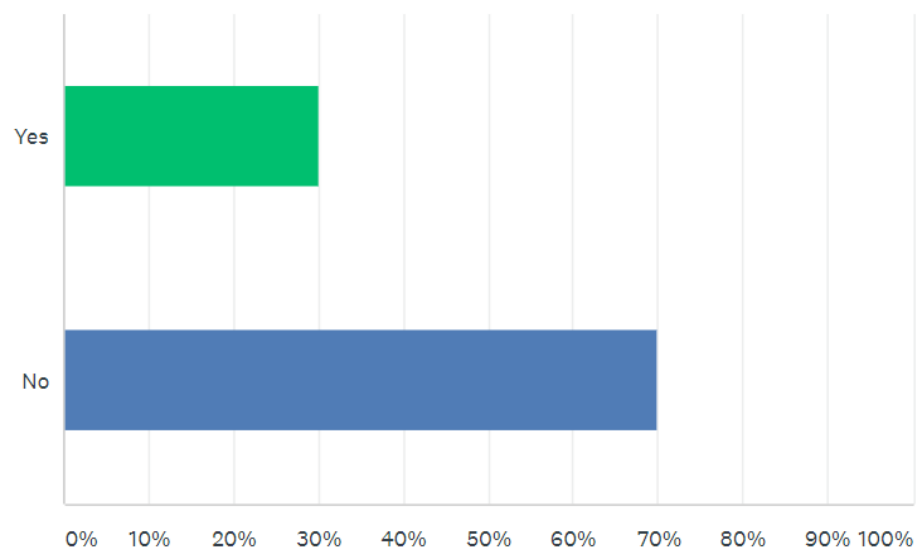


Figure 4.17: Income for survival.

30% of participants indicated that they currently have income for survival while 70% indicated that they do not. This indicates the plight of many unemployed young work seekers who do not generate income to support themselves or support the cost of work searching.

If you answered “No” in question 9, please answer this questi...

Answered: 25 Skipped: 6

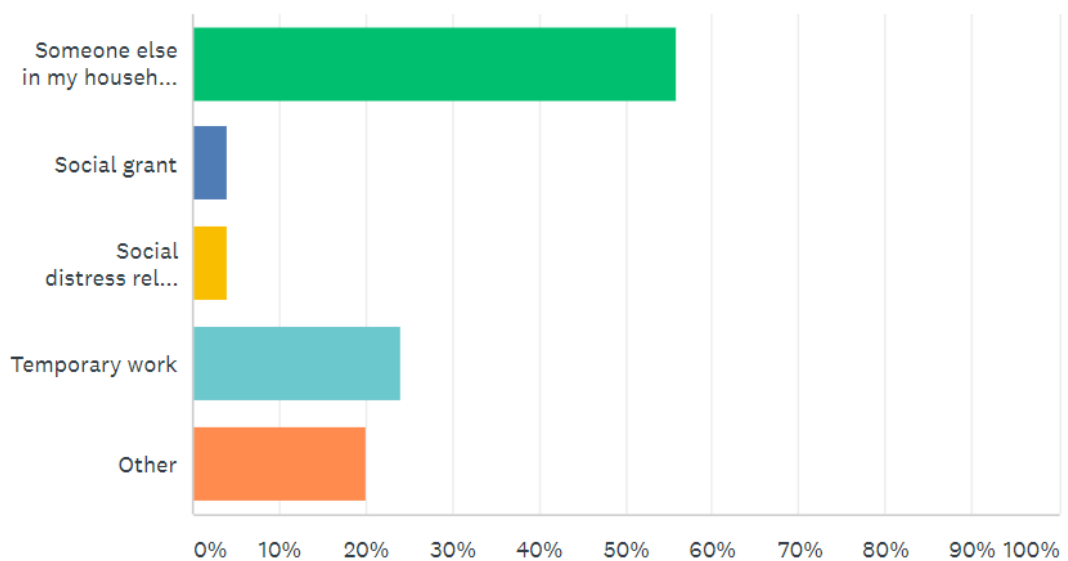


Figure 4.18: Income for survival (continued).

The findings indicate that 56% percent of participants indicated that they survive due to someone else in their household having a job, 4% each referred to a social grant or the social distress relief grant, 34% referred to temporary work and 20% as other.

4.2.8 Willingness to participate in a government guaranteed work programme

The final part of the survey focussed on participants' willingness to participate in an employment guarantee scheme of the state with a similar design to CWP.

If you had the opportunity to participate in a job from govern...



Answered: 29 Skipped: 2

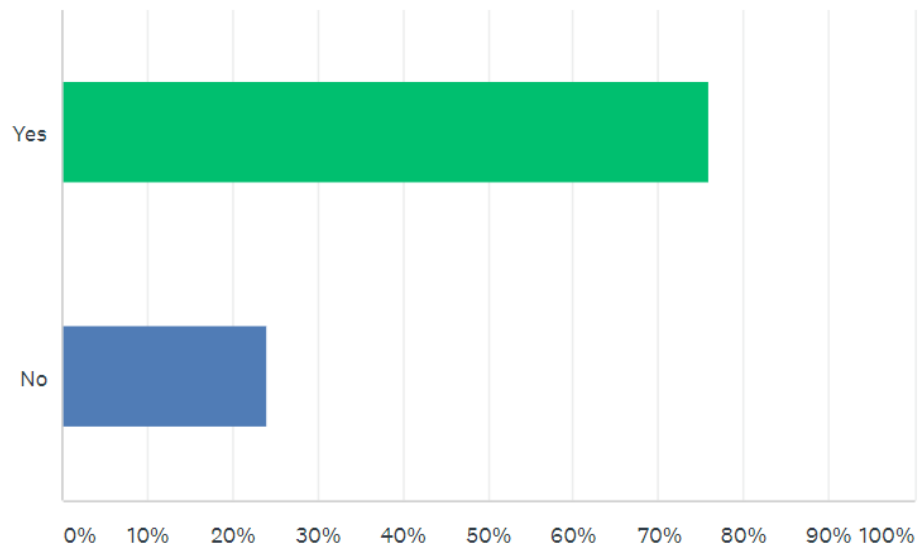


Figure 4.19: Participation in an employment guarantee

The findings reveal that 76% of respondents indicated that they would consider participating in a part-time work opportunity offered by the government while 24% indicated that they would not consider.

Participants were also asked to provide descriptive answers to what skills they would like to learn on a public employment programme. Figure 4.20 below illustrates the responses of participants which range from learning business and entrepreneurial skills as well as entry level opportunity skills. Responses are detailed on the figure below.

"Entrepreneurial skills"	"Supply chain"	"Community Management and Skills Development"	"Training to be a plumber"
"Business skills"	"Journalism/publishing newspaper"	"Paramedic"	"More jobs that will increase the country's economy and that have scarce people being employed"
"A strong communication skills. 2. Being able to adapt comfort in a new government job."	"Teaching and training unemployed youth"	"Data capturing"	"Artisan"
"Interpersonal skills Management or leadership skills Financial & business acumen skills"	"Job hunting"	"Enthusiasm and commitment for politics, policy issues and current affairs"	"Compliance and procurement"
"I would like to learn everything regarding an office job"	"Construction and administration"	"Sewing"	"Computer skill"
"Helping others"	"Improve my typing skills , gain experience, teaching skills , ICT skills"	"Communication skills with people from different backgrounds"	"I'm willing to learn anything"
"Computer"	"Data capturing and Human Resource Management."	"Administrative Skills Computer Skills Communication Skills (verbal and written)"	"Accounting"

The above responses could guide in influencing the design of future employment programs targeted at young people.	Traditionally, should be presented in the previous chapter. In this chapter you will be referencing without going into detail.	Furthermore, to enhance presentation. The participants responses can be grouped e.g. computer, engineering, journalism etc.
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Figure 4.20: Descriptive responses on skills participants would prefer to learn

For how long do you believe government should provide you ...

Answered: 29 Skipped: 2

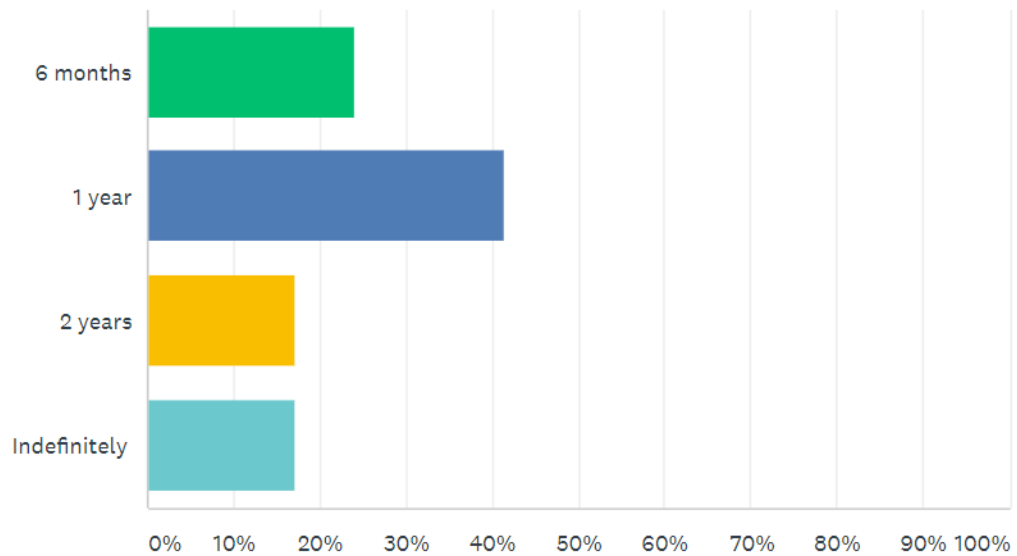


Figure 4.21: Length of employment guarantee.

25% of participants feel that government should provide them with a job for 6 months, 41% for a year, 17% for two years and 17% indefinitely.

The survey further asked what would motivate participants to stay in a public employment programme. The issue of wages comes up quite often whereas issues as such recognition and passion for work are also identified. Findings are detailed in the figure below.

"Salary"	"Stability"	"Stability"	"Helping my family and community"	"Assist my community"	"Helping other young people"	"A fair salary"
"Good pay for a reasonable amount of hours"	"1. First thing I enjoy working with different people. 2. To explore new ideas."	"Loving what I do and seeing change in my community"	"Not using money for transportation."	"Supporting my other family members"	"To be involved in different projects"	"Enjoying the work that I will be doing"
"Learning and Experience"	"Competitive remuneration"	"The salary and benefits of the job"	"Work as hard as I can, follow orders as accurate as possible, remain reliable, assertive and optimistic as I am."	"The challenges I face"	"Team work"	"So that I can make a difference"
"The income, productivity, a sense of fulfillment, passion for my job"	"Seeing an impact in changing peoples lives and their lives moving forward"	"If it pays well and if I enjoy doing it"	"Passion"	"Respect and recognition."	"The fact of making certain developments within the community"	"The people"
"Money"						

Figure 4.22: Descriptive responses on what would motivate young people to remain in a public employment program

Survey 2 considered the participant respondents from both an age and gendered perspective. These are indicated in the tables below.

The table below illustrates the gender perspective of work seeking. The following trends are determined:

Table 4.3: Cross tabulation of work seeking from gender perspective

Demographic	If you had the opportunity to participate in a job from government in your local community that offered the following: • Two days of work a week. • R800 per month.
Female	21
Male	8
Non-responsive	2
Female – Yes	16
Female – No	5
Male – Yes	6
Male – No	2
Female (positive response)	76%
Male (positive response)	75%
Total (positive response)	76%

The table indicates that 76% of young females would partake in a government guaranteed work programme which is consistent with the total group.

Research objective from an age perspective

Table 4.4: Cross tabulation of work seeking from age perspective

Demographic	If you had the opportunity to participate in a job from government in your local community that offered the following: • Two days of work a week. • R800 per month.
Count	
18 – 24	13
25 – 34	16
Non-responsive	1
Count	
18 - 24 – Yes	10
18 - 24 – No	3
25 - 34 – Yes	12
25 - 34 – No	4
Percentage	
18 - 24 (positive response)	77%
25 - 34 (positive response)	75%
Total (positive response)	76%

The trends from an age perspective are as follows:

- Young people from both groups are consistent in their willingness to participate in an employment guarantee.

Interpretation of findings

The analysis of the findings is done in terms of the conceptual and theoretical framework that was detailed in section 3.

Survey 1, in respect of the Community Works Programme would indicate that the CWP is well targeted in reaching the young people from an age, race and educational background and ensuring young people who are the most marginalised in the labour market are supported. This supports the theoretical framework of the youth unemployment challenges the reasons for these challenges.

The findings would indicate that young people are searching for work before finding work in CWP illustrating the challenges in the labour market. There are further findings in that the majority young people are not responding to the part time design of CWP and are not able to pursue or find other income generating activities while participating on CWP.

Survey 1 would also indicate that most participants are of the view that CWP is providing benefits to them, that they are learning new skills and that the programme is contributing to their overall quality of life. These findings support other research identified in the literature, for example the Department of Planning, Monitoring and Evaluation (2015) review which supports the finding that the programme is contributing positively to participants lives.

Survey 1, in respect of the perceptions of young work seekers, would again indicate that young people who are searching for work are affected by demographics such as race and educational background. The difficulties of finding employment are highlighted both in terms of work seeking and the costs thereof and support the theoretical framework and the literature in the barriers that young people face in accessing the labour market.

Finally, young people in their majority would participate in a public employment guarantee at wage levels and time which is set at similar levels to CWP, supporting the theoretical framework that the majority of young people want to work in the labour market.

5. DISCUSSION OF RESEARCH RESULTS AND RECOMMENDATIONS

5.1 Introduction

This research report sought to understand in the context of South Africa's youth unemployment crises whether a state driven employment guarantee could be effective in reducing youth unemployment and improving socio-economic outcomes. This chapter considers the current body of research in respect of Public Employment Programmes implemented in South Africa and further considers public employment from the perspective of young people and considers whether young people who are work-seekers have interest in participating in public employment.

5.2 Discussion of research findings

The research findings will be discussed in the context of each of the research objectives. Our research objectives are as follows:

- To understand the benefits of the Community Works Programme to young people in the Gauteng Province.
- To investigate the impact of the Community Works Programme in improving the quality of life for young people in the Gauteng Province.
- To determine if young people actively seeking employment opportunities would participate in a state-sponsored employment guarantee.

5.3 Research objective 1

5.3.1 Benefits of CWP to participants

The first research objective sought to understand the benefits of the Community Works Programme to young people in the Gauteng Province.

Once we consider the results emanating from survey 1, we find that of the CWP participants surveyed, 60% of the participants have less than a matric and 28% have only a matric certificate. This correlates with our other research which suggest that the majority of young people who are unemployed do not have a matric certificate closely followed by those that have only a matric (Graham and Mlatsheni, 2015). Generic research also suggests that young females have higher likelihoods of being unemployed than young males (Harambee, 2020). Demographic data from the survey indicates that 72% of participants on CWP are young females while 28% are young males. It can be argued that the CWP programme is thus helping to prop up young people who are most affected by the unemployment crises.

A large proportion of participants (37%) found work on CWP in less than six months while an even larger proportion (40%) searched for longer than 24 months before finding work on CWP. The remaining participants (23%) searched between 6 months to 24 months before finding work on CWP. If we group results 52% of participants searched for work for less than 12 months while 48% for more than 12 months. This dataset

presents differential results in that a large amount of young people find work quickly on CWP (less than 6 months) while others search for a considerable amount of time before locating work. This may indicate that CWP is an effective pathway for young people into work while it also may indicate that CWP is often a final resort for youth. The purpose of CWP as evidenced in the literature is that it is an employment safety net (Department of Planning Monitoring and Evaluation, 2014) and the results would indicate that it is fulfilling its purpose of being a safety net for those who cannot locate other forms of employment

The findings also indicated that 60% of CWP participants found out about CWP from friends or family while 36% from their local municipality accounting for an overwhelming 96% of the responses. This indicates that levels to which information about CWP is passed in communities and the role of local government in sharing such information. An observation is that no one heard about CWP from media and government may need to consider how it communicates information regarding CWP through the media.

The research illustrates 30% of participants gave up income generating activities to participate on CWP, while 70% did not, indicating that CWP may not be causing displacement of employment particularly amongst young people.

The study has shown that 88% of participants are not looking for other work on CWP while 12% are looking for work. This may indicate to us that the programme is not achieving its goal of providing participants with part time work with participants pursuing other income generating activities outside of CWP and that participants in fact would prefer full time work. The impact evaluation conducted by the South African Department of Planning, Monitoring and Evaluation (DPME) (2014) evidenced that many of the participants are not able to locate other income generating opportunities and that the programme has insufficient design mechanisms to support participants to locate other forms of income generating activities. The DPME study further indicated that participants often do not understand the two day a week design of the programme and there is a high degree of comparability to other public employment programmes and participants would prefer that the programme be more full time in nature.

Our research indicates that 12% of participants indicated that more members of their household participate in CWP while 88% indicated that they are the only member of their household participating.

In survey 2, we see the struggles of young people, even those with a tertiary qualification in finding work, with 76% of work seekers having searched for work for more than 6 months. 70% of work seekers rate work-seeking as either difficult or very difficult. We further see the barriers that affect young people in the form of transport, data and the perception that one needs to know someone to be able to find work. Furthermore, we note that young people who are work seekers in their majority (70%) do not have income for survival and are mainly dependent (56%) on other members of their household for survival. A surprising finding is how few of the participants are receiving social assistance from government at only 8% of participants. The survey was conducted in March 2021

when the social distress relief grant from government was supporting approximately 2 million young people.

Most participants (76%) indicate willingness to participate in an employment guarantee programme designed as part time work.

5.3.2 Research objective from a gendered perspective

Table 4.1 also indicated that young women seem to derive more marginally more benefit from the CWP programme than young men indicating greater levels of income support and skills development. This correlates with other research of the Harambee Youth Employment Accelerator (2020) which indicates that young women are more marginalised but perform at the same level or outperform males on employment programmes and opportunities.

5.3.3 Fiscal constraints of CWP

The research would suggest that programmes such as CWP which serve as employment guarantees can provide benefits to young people and reduce youth unemployment. There are however important fiscal considerations in this regard. The CWP currently supports 250 000 people at an annual cost of approximately R15 000 per person equating to a spend of R3.7 billion per annum (COGTA, 2020). To reduce youth unemployment by 25%, a programme would be required to support 2 million young people costing approximately R24 billion per annum. This would reflect an estimated 1.5% of the South African National Budget. In the current fiscal environment, it may require further research on whether this may be fiscally possible to implement.

5.3.4 Research objective from age perspective

Table 4.2 would indicate that younger people (15 – 24) are better adapting to the working conditions (hours, work and time) than their older counterparts (25 – 34) and are also deriving more skills and quality of life benefit than their counterparts

5.4 Research objective 2

5.4.1 Quality of life emanating from CWP

The second research objective sought to investigate the impact of the Community Works Programme in improving the quality of life for young people in the Gauteng Province.

In Survey 1, 69% of participants responded that they can now afford things that they could not afford before participating on CWP. The majority of participants (92%) use CWP earnings for food which indicates that CWP may be contributing to food security in South Africa. Clothing (50%), cosmetics (50%), airtime and data (30%) and rental (30%) are all high-ranking items that participants spend earnings on. Entertainment (11%) and Other (15%) close out the responses. These items highlight that CWP participants income is contributing to them being able to afford household items.

If we compare these findings to literature and the impact evaluation undertaken by the South African Department of Planning, Monitoring and Evaluation (DPME) in 2014 we find similarities in the analysis of income whereby for the majority of participants, CWP

is the only form of income. The DPME study found that only 11% of participants had alternative income sources outside of CWP. Furthermore, the income does contribute to basic food security, however is insufficient to withstand household shocks. The DPME study also found that many participants do not feel the remuneration is fair nor does it allow them to save for emergencies and there is a degree of frustration when participants compare to the Expanded Public Works Programme which pays at higher rates due to the more full-time nature of work.

The study shows that 77% of participants felt that they are learning new skills on CWP, with numerous participants listing the agriculture skills, with others listing Early Childhood Development skills, report writing skills and welding skills. While this finding is positive, it must be compared to the low exit of participants as evidenced in the DPME (2014) study which illustrated that there are insufficient career paths for participants from the programme. It must also be compared to the low number of participants pursuing other income generating activities which additional skills could be utilised for. This is an area of work which requires further research particularly in terms of the quality of training that participants achieve on the programme.

Moreover, the findings illustrate that 82% of participants feel that they are more confident about themselves since participating on the CWP, while 80% feel that CWP has improved their quality of life. Participants detailed in figure detailed responses about the descriptive improvements of quality in life.

5.4.2 Research objective from a gendered perspective

Females reported a slightly lower quality of life at 78% than the overall group of 80% if results from table 4.1 are considered.

5.4.3 Research objective from an age perspective

If the results from table 4.2 are considered 100% of young people between the ages of 18 – 24 reported an improved quality of life compared to 81% on the total group.

Given the responses presented above, the evidence suggests that CWP even with its limitations of low paid work below the National Minimum Wage, and the part time nature of the work has improved the quality of youth participant lives. Most participants are learning new skills, feel more confident about themselves and can afford items that they could not afford before.

5.5 Research objective 3

5.5.1 Interest in uptake of employment guarantee

The third research objective sought to determine if young people actively seeking employment opportunities would participate in a state-sponsored employment guarantee. Survey 2: indicated that most participants (76%) are willing to participate in an employment guarantee programme designed as part time work. The 70% of work seekers surveyed did not have any income for survival and many relied on other members of their households for survival. Furthermore, many of these young people fall outside the net of

social protection. If we compare these findings to findings from Graham and Mlatsheni (2015) and Harambee Youth Employment Accelerator (2020) it indicates that young people are hungry for opportunities that allow them to work and contribute to their own lives. The research would suggest that the majority young people would support a programme structured with the design of the CWP programme in the form of type of work, time spent at work and wages.

Survey 2 also requested from participants what would motivate them to stay in a publicly funded employment programme. The responses are detailed below:

It was evident, the participants would welcome the economic security, stability, ability to learn and network and to provide for others that emanates from employment.

The majority of participants (64%) indicated that they would prefer a government funded programme for up to one year while 18% would seek a two-year programme and 18% an indefinite programme.

5.5.2 Research objective from a gender perspective

The research would suggest that an employment guarantee implemented as a public employment programme would attract young people who the evidence suggests want to work but face excessive barriers in being able to find work. The research further suggest that this would prop up vulnerable groups such as young women and new work seekers in the 18 – 24 age group.

5.6 Summary of findings

Unemployment takes a tragic and terrible toll on our people. This goes beyond the immediate loss of income and the inability to support oneself. The Community Works Programme focusses on the community involvement in the identification of work and often this work addresses social challenges – social challenges which are often the direct result of high unemployment. The programme can have a transformative effect on communities and societies addressing both economic and social challenges. CWP unlocks the latent energy of participants and makes use of underutilised resources in communities (Philip, 2013)

Lieuw-Kie-Song, Philip, Tsukamoto, Van Imschootrefer (2010) indicate that in response to the Global Financial Crises of 2008 a Global Jobs Pact was developed to address the job losses emanating from the crises. Part of the Global Jobs Pact includes a call for the expansion of Public Employment Programmes which provide a counter cyclical response to expand and contract to prevailing market conditions.

Recent work on Public Employment Programmes have highlighted the following:

- The reduction of unemployment and underemployment.
- Extension of the social security net
- The ability to create infrastructure and services based on local needs thus creating an economic multiplier in the economy.

Lieuw-Kie-Song et al. (2010) recommend that in the design of public employment programmes the following are considered:

- Employment should be placed at the centre of economic policy.
- Public employment should be integrated into labour policy and should have a longer-term approach.
- Employment guarantees should not only be considered as crises response tools but also as wage floors to achieve full employment.
- Programmes should aim to complement rather than work against each other.
- Trade-offs between public employment and other pressing issues are considered and transparently disclosed.

It is likely, given the scale and impact of the Covid-19 pandemic that the global order will have to commit to a renewed Jobs Pact with hybrid strategies which amongst them will include a mix of Public Employment Programmes.

Criticism of public employment programmes in a South African context has been that they are overburdened with too many objectives and thus lose their core objective which in the main should be:

- Transfer of wages to participants.
- Opportunity to do work which is useful.
- Asset or service delivery to communities.

There should therefore be a recognition that employment has such important linkages to socio-economic outcomes that it is a matter that cannot be left to markets alone. It is important to consider that we need to move from a right to work when work is available to a right to work when work is needed. (Philip, 2013)

The National Planning Commission in South Africa recommended that Public Employment Programmes reach 50% of those who are unemployed – this would effectively mean an absorption of an estimated 3.4 million people. This at a primary level will face fiscal constraints but at a secondary level a question arises about whether sufficient absorptive work could be found at such scale. (Philip, 2014).

South Africa has clearly outlined a policy of inclusive growth – however there remains a view that growth is often distributed based on existing patterns, leaving those who are excluded, permanently excluded. There needs to be mechanisms to change this pattern of which public employment is an instrument to do so (Philip, 2014).

The research undertaken in this report has indicated that young people are deriving benefits from Public Employment in South Africa, using the programme to learn new skills improve their confidence levels and even pursue income generating work outside of the defined parameters of the programme. There are clear indicators that the programme has improved the quality of life for young people, creating a sense of economic agency that has allowed them to afford items that they could not afford before.

On the other end of the spectrum young people who are work-seekers have expressed interest in a government funded employment programme even if such work is part time in nature.

That is not to say that Public Employment is without its challenges. Institutional issues associated with the programme mean that programmes have lost a degree of credibility due to allegations of corruption. There is also a challenge of effectively transitioning participants into more formal and permanent forms of employment. This despite many participants seeking work outside of their participation on CWP.

There are two key questions facing South Africa if public employment is to be pursued as a strategy to tackle long term structural unemployment:

- (1) Does South Africa have the fiscal capacity to enhance and scale existing Public Employment to reach a greater number of people and young people affected by unemployment. An immediate response may be no, given the National Budget of 2021, which illustrated that South Africa will pursue a path of fiscal and debt consolidation by reducing the budget deficit through cuts to expenditure. However, within the budget, there is also an allocation of R11 billion to an “Employment Stimulus” an allocation of about three times the existing allocation to CWP, perhaps indicating a willingness on specific line items to support employment.
- (2) Is there sufficient absorptive work to increase the scale of Public Employment? Current Public Employment Programmes reach an estimated 1.2 million people. If the target of 50% of the unemployed should be reached through Public Employment as indicated by the National Planning Commission, can sufficiently work opportunities be located within the local context of the South African economy.

5.7 Conclusion

The chapter discussed the research findings in the context of the research objectives concluding that:

- Young people participating in CWP are deriving benefits from the program.
- The quality of life of young people is being improved through participating in CWP.
- Young people who are seeking work would want to participate in a public employment guarantee at a similar design of work and wages of CWP.

These findings correlate with other research on similar subject matter. The chapter further lays out the challenges of public employment programs as well as the key future questions to be addressed.

6. SUMMARY, CONCLUSIONS, LIMITATIONS AND RECOMMENDATIONS

6.1 Summary

As we reconsider the future of work, within the context of the Fourth Industrial Revolution and post the Covid-19 pandemic, the future of work could not be considered without the consideration of the future of labour markets. Globally, there is no equilibrium between supply and demand of labour and even where markets have achieved full employment these often cover the challenges of under-employment, and racial and gender discrepancies. There is a view therefore that the State has a role to play in ensuring optimal market outcomes (Lieuw-Kie-Song et al., 2014).

Work is not only a source of distributing purchase power – it is also a source of identity and purpose in people’s lives (Philips, 2016) It is therefore important to recognise that while labour has economic value, it also holds important social value. The more people stay unemployed, the more they lose the skills and disciplines associated with work including, communication, collaboration, initiative and mobility. In many vulnerable and marginalised communities, there is no shortage of work despite high levels of unemployment. How are these two elements than married to one another? (Philips, 2016)

South Africa has post-democracy acknowledged the challenges of unemployment both from an economic and social perspective. Government has put in place numerous mechanisms to directly and indirectly address unemployment and youth unemployment which include large investments in Basic Education and Higher Education, job creation schemes, the implementation of additional taxes to widen the skills base and incentives to the country’s private sector through tax breaks to contribute to employment (Graham & Mlatsheni, 2015). The country has extended its social security safety net and has implemented large public employment programmes to respond to the unemployment crises since 2004. The two main programmes which have been implemented have been the Expanded Public Works Programme (EPWP) and the Community Works Programme. These programmes while significant in nature have not scaled sufficiently to meaningfully reduce the unemployment rate as well as address the growing numbers of youth unemployment (Nkuna, 2018) The country also faces deep structural and systematic challenges that further exacerbates the unemployment challenge. Furthermore, the impact of the Fourth Industrial Revolution and the Covid-19 are expected to further deepen job losses in the labour market (Statistics South Africa, 2020)

Despite the many institutional challenges associated with Public Employment Programmes for participants who have been able to participate in these programmes there seems to have been tangible benefits from economic and social perspectives. In particular, there would be a view that could hold true that given that South Africa faces the highest youth unemployment rate in the world, why the design of public employment has not given more consideration to the needs of young people. Young people’s participation in the Community Works Programme is on average lower than their adult counterparts.

This study aims to contribute the growing body of literature on the Community Works Programme by considering CWP from a young person's perspective in the first research of its kind. The study found that CWP is providing young people with benefits both from an economic and a social perspective. It further indicated that young people who are seeking work have an interest in participating in an employment guarantee.

Given the outcomes of earlier research and the lower participation of young people in CWP, the research also aimed to understand from young people who may have found themselves outside the labour market as work-seekers whether they would hold an interest in participating in a minimum employment guarantee scheme fashioned in a similar way to the CWP.

Two surveys were distributed to participants. The first survey was released to participants in a Community Works Programme site in Gauteng, South Africa to understand their perceptions of the programme. The second survey was distributed to young work-seekers participating in a work readiness programme through a not-for profit organisation.

6.2 Conclusions

The depth and persistence of youth unemployment, as well as its structural nature, are such that minor projects and isolated initiatives will not make a meaningful difference. Effective solutions must therefore support and give prominence to what is working in the system, encourage innovation, and catalyse changes in the system that benefit millions – not hundreds or thousands – of young people over the next decade (State of the Nation, 2020)

Young people are eager to learn and to work – but the barriers they face in participation in the labour market and by extension the economy are prohibitive. Long periods of unemployment also lead to young people become discouraged work seekers.

Young people's perceptions of the increase in skills, enhancements of their confidence, and overall improvements in their quality of life suggest that Public Employment Programmes, despite their institutional challenges have a role to play in the support of young people's pathways in development. Further, the willingness of young people to participate in a wider scale employment guarantee illustrates the potential transformative effect of such programmes.

There would also remain concerns in respect of the design of such programmes, given that there is insufficient transition of young people into more permanent forms of employment nor do young people seem to be actively pursuing other income generating activities outside of part time regular guaranteed work. Government and policy makers would need to consider the implications of these findings.

Government would however first need to first commit to addressing institutional challenges which affect the credibility of Public Employment programmes and which can build increased effectiveness and efficiency into such programmes as well as transitional pathways that establish a more permanent foothold in the economy for participants. Government would also need to consider the fiscal constraints that place barriers on the increased scalability of such programmes. Finally, there would need to be consideration

given to the potential high numbers of the unemployed which would need to be absorbed, if larger programmes were adopted.

6.3 Limitations

This study contains the following limitations that are not overcome:

- The surveys are based on samples and therefore there is an inherent risk of sampling error and that the sample does not reflect the views of the entire population.
- The target populations of the questionnaire were also limited and they may not provide a representative sample.
- The questionnaire may be open to misunderstanding and relies on the integrity and honesty of the participants during completion. There is an unavoidable risk of contamination due to incorrect responses to questions and the resulting conclusions drawn.
- The timing of the survey during the Covid-19 pandemic when the labour market was under severe pressure and participant's health both physical and mental may have been affected by the pandemic may have influenced responses.
- Reaching the work-seeking youth and participating youth is a challenge, as access to data (mobile phones and laptops) to complete the survey could have been a potential hindrance in completing the survey. Connectivity and network challenges remain a barrier.

6.4 Recommendations

South Africa faces an immense post-democracy challenge of persistent unemployment which manifests itself in youth unemployment. There is no magic solution to this challenge which is deeply systematic and structural and, in many ways, is being worsened by the automation of jobs through the Fourth Industrial Revolution and further by the Covid-19 pandemic. We must continue to uplift youth voices to ensure resilience and recovery, and to provide young people with the opportunities to build their skills and stay positive. If we amplify the voices of young people, they will help lead us out of this crisis.

Employment may be a matter of such importance that it cannot be left to markets alone to regulate. Public Employment Programmes globally have demonstrated the ability to respond to the socio-economic challenges of unemployment. South Africa has experience and institutional memory of Public Employment Programmes and even though such programmes may face challenges this research has demonstrated the benefits they hold for young people.

Renewed policy direction provided by government in the form of the Presidential Youth Employment Intervention and the Employment Stimulus (State of the Nation, 2021) should therefore be welcomed. In the mix of interventions, public employment should be a consideration, given the direct levels of intervention it can provide to participants. Furthermore, there are considerations that should be made to governments fiscal policy as well as potential public private partnerships to boost absorption of labour.

The key recommendations and possible action plans emanating from this body of research are as follow:

- Public Employment Programmes represent meaningful policy and programmatic mechanisms to address the crises levels of youth unemployment. The fiscal constraint seems to be the major barrier in scaling existing initiatives to reach a greater amount of young people. This is even more true in a South African economy trapped by high levels of debt and severely battered by the Covid-19 pandemic. To finance the expansion of public employment there may need to be consideration given to reprioritisation of existing budget line items and trade-offs within the budget process, recoveries from illicit financial flows and corruption or adjustments to marginal taxes or potentially new taxes.
- The creation of work even within an employment guarantee or public employment programme must be useful and meaningful in nature. There remain views that insufficient levels of work can be created when the state is acting as an employer of last resort. Consideration must be given to the sectors whether they be private, public or social that have the capacity to absorb labour at scale and work which can be identified which can contribute to the public asset, public good or the development of community.

Public employment while supporting economic growth, economic inclusion and alleviating poverty should provide pathways to more permanent forms of employment. This may be linked to demand challenges in the current economic context, the quality of skills development and skills transfer in existing public employment programmes or the recognition of work and work experience in public employment. There remains an urgent need to understand why there is currently inefficient transfer from public employment to more permanent forms of employment.

6.5 Recommendations on areas of future research

Future research may focus on the following in relation to the participation of young people in Public Employment Programmes:

- The participation rate of young people in full time public employment programmes measured against part time public employment. This is particularly important in South Africa given that the Expanded Public Works Programme (full time but short term) and the Community Works Programme (part-time but long term) both exist alongside each other as complementary mechanisms. In the design of future of public employment programmes, understanding particularly the component of full time against part time employment in public employment will become important.
- Governments' willingness and ability to increase the scope of participation in Public Employment Programmes particularly of young people to address the youth unemployment crises. The commitment to public employment

programmes does not necessarily seem to be lacking but there remain major fiscal barriers to overcome for the financing of such programmes at scale.

- The ability of sectors, including the private sector, public sector and social sector to absorb the masses of the unemployed to meaningfully shift the needle on unemployment. There remains a view that there is insufficient useful work to be created and undertaken which could fulfil the employment needs of the unemployed universally.
- The overall impact on the economy of Public Employment, particularly the multiplier effect of the spending of participants. This forms a critical backbone of the financing component of public employment programmes and the ability of PEP's to contribute to economic growth through "trickle up economics" and spending at the lowest common denominator.
- The success factors of transition of young people from public employment into more permanent forms of employment. This body of research may inform the design of public employment programmes, such that transitions are more effective, thus creating meaningful pathways to more permanent forms of employment and creating space for greater absorptive capacity within existing PEP's.

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APPENDIX 1: CONSENT FORM AND INTERVIEW GUIDE

Consent form for participants:

Research Title: Evaluation of an Employment Guarantee to address youth unemployment: A case study of young people participating in Community Work Programmes in South Africa

Name of researcher: Mr Waseem Carrim

Position of researcher: Student at WBS, CEO of National Youth Development Agency

Contact phone of researcher: 072 428 1787

A: Consent Form

Please initial box if you agree to the statement before proceeding with the interview

1. I understand that I have read and understand the information sheet for the above study and have had the opportunity to ask questions
2. I understand that my participation is voluntary and that I am free to withdraw at any time, without giving reasons
3. I agree to take part in this study
4. I agree to the interview and for the interview session to be tape-recorded
5. I agree to the use of anonymised quotes in publication of the research report

APPENDIX 2: DATA COLLECTION INSTRUMENT(S)

Survey 1: Survey for young people participating on the Community Works Programme

Dear respondent

Thank you for your willingness to complete this survey. My name is Waseem Carrim and I am a student at the Wits Business School. The purpose of the survey is to determine your perceptions of the Community Works Programme.

The survey should not take more than 20 minutes to complete. This is an anonymous and confidential survey. You cannot be identified and the answers you provide will be used for research purposes only.

Please answer all the questions. There are no right or wrong answers. We are interested in your perceptions of the Community Works Programme. Please mark your answer with an "X" in the appropriate block.

SECTION A: Demographics questions

Q1: What age group do you fall within:

1. 15 – 24	
2. 25 – 34	

Q2: Which population group do you identify with:

1. African	
2. Coloured	
3. Indian	
4. White	
5. Other (please specify)	

Q3: Which district municipality do you reside in:

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Q4: What is your gender:

1. Male	
2. Female	

Q5: What is your highest level of education:

1. Below matric	
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2. Matric	
3. Tertiary qualification	
4. Other (please specify)	

Section B: Perceptions of the Community Works Programme (CWP):

Q6: How long did you search for work before finding work on CWP

1. Less than 6 months	
2. 6 – 12 months	
3. 12 – 24 months	
4. More than 24 months	

Q7: How did you find out about CWP:

1. Friends or family	
2. Local municipality	
3. Media (e.g., newspapers)	
4. Other (please specify)	

Q8: Did you give up any income generating activities to participate in CWP?

1. Yes	
2. No	

Q9: Are you looking for other work while participating on CWP?

1. Yes	
2. No	

Q10: Do you have other work while participating on CWP?

1. Yes	
2. No	

Q11: If you ticked “yes” under question 10, please describe this work

1. Self-employment	
2. Other part time employment	

Q12: Please elaborate on Q12 - what type of self-employment work or part time employment work you may be doing outside of CWP (e.g.) selling goods or working as a night security guard.

Q13: Does anyone else in your household participate on CWP?

1. Yes	
2. No	

Q14: With the income, you earn from CWP, can you afford things you could not afford before?

1. Yes	
2. No	

Q15: What do you use the income you earn from CWP for? (Tick all that are applicable)

1. Rental	
2. Food	
3. Clothing	
4. Airtime and data	
5. Cosmetics	
6. Entertainment	
7. Other	

Q16 Do you feel that you are learning new skills on CWP?

Yes	
No	

Q17: If you answered “Yes” to Q16, please describe these skills.

Q18 Do you feel more confident about yourself since you have started participating on CWP?

1. Yes	
2. No	

Q19: Do you believe that participating on CWP has improved your quality of life?

1. Yes	
2. No	

Q20: If you answered "Yes" to Q19, please describe to us how you feel it has improved your life?

Survey 2: Survey for young people registered on the NYDA Jobs Database

Dear respondent

Thank you for your willingness to complete this survey. My name is Waseem Carrim and I am a student at the Wits Business School. The purpose of the survey is to determine your perceptions of work seeking in South Africa.

The survey should not take more than 15 minutes to complete. This is an anonymous and confidential survey. You cannot be identified and the answers you provide will be used for research purposes only.

Please answer all the questions. There are no right or wrong answers. We are interested in your perceptions of work seeking in South Africa. Please mark your answer with an "X" in the appropriate block.

SECTION A: Demographics questions

Q1: What age group do you fall within:

1. 15 – 24	
2. 25 – 34	
3. Other, please specify	

Q2: Which population group do you identify with:

1. African	
2. Coloured	
3. Indian	
4. White	
5. Other, please specify	

Q3: Which district municipality do you reside in:

--

Q4: What is your gender:

1. Male	
2. Female	

Q5: What is your highest level of education:

1. Below matric	
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2. Matric	
3. Tertiary qualification	
4. Other	

Section B: Perceptions of work seeking

Q6: How long have you been searching for work?

1. Less than 6 months	
2. 6 – 12 months	
3. 12 – 24 months	
4. More than 24 months	

Q7: What is your experience of seeking employment?

1. Easy	
2. Difficult	

Q8: What are the barriers to finding work? (Tick all that apply.)

1. Cost of transport	
2. Cost of data	
3. Needing to know someone to find a job	
4. Qualifications	
5. Other, please specify	

Q9: Do you currently have any income for survival?

1. Yes	
2. No	

Q10: If you answered “No” in question 8, please answer this question. How do you survive currently?

1. Someone else in my household has a job	
2. Social grant	
3. Social distress relief grant	

4. Temporary work	
5. Other, please specify	

Q11: If you had the opportunity to participate in a job from government in your local community that offered the following:

- Two days of work a week.
- R800 per month.

Would you accept the offer?

Yes	
No	

Q12: What kind of skills would you like to learn from a government job in your local community?

Q13: If you could find a job in your local community, what would motivate you to stay in that job?

Q14: For how long do you believe government should provide you with paid work in your community, before you will be able to find more permanent work?

6 months	
1 year	
2 years	
Indefinitely	

APPENDIX 3: ONE-PAGE BIO OF THE RESEARCHER INCLUDING DECLARATION OF INTEREST IN THE RESEARCH AND FUNDERS, IF ANY

I am the Chief Executive Officer of the National Youth Development Agency (NYDA) a public entity within the Presidency of South Africa under the Department of Women, Youth and Persons with Disabilities. I have been in this role for three and a half years, and was formerly the Chief Financial Officer of the NYDA. I have also held roles in the private sector at KPMG and in academia at the University of Pretoria.

I am a qualified Chartered Accountant by profession and hold a Master's Degree in Taxation.

The role of the NYDA is to coordinate and implement socio-economic youth development programmes. We therefore, have an interest in all government programmes which affect young people across economic development, education and skills development, health and social development and cohesion. Our interest in the Community Works Programme extends to the young people participating in the programme. We are also supporting the Department of Cooperative Governance and Traditional Affairs in redesigning the Community Works Programme. The NYDA is also supporting the Presidency in the design of the Presidential Youth Employment Intervention, aimed at fundamentally reducing the youth unemployment rate in South Africa over the course of the sixth administration.

My MBA studies are fully paid for by my employer, the NYDA.

APPENDIX 4: DULY COMPLETED DATA COLLECTION INSTRUMENT(S)

Survey 1: Community Works Programme:

<https://www.surveymonkey.com/stories/SM-HXXTD62C/>

Survey 2: Perceptions of work seeking:

<https://www.surveymonkey.com/stories/SM-NJ29MP2C/>