Basic Package of Support
Scoping report

October 2019

CONTENTS

ABOUT THIS REPORT

This report is one in a series of reports and working papers by the project "Towards a Basic Package of Support for Young People who are not Employed, in Education or Training (NEET) in South Africa". The BPS project, which commenced in November 2018 and runs until March 2020, explores the feasibility and design of a South African intervention to provide more comprehensive support to young people, aged 15 – 24 years, who are NEET.

Based on research and consultations, the project has put forward a detailed proposal for a programmatic intervention that can provide well-targeted, individualised and long-term support to young people in South Africa, while building a local community of practice to support both young people and the services and opportunities that exist for them. The proposal carefully sets out the various building blocks of such an intervention, founded in a review of best practices. It concludes with a proposal for a pilot that can be implemented at the local level across different South African municipalities. It also proposes an approach to develop an overarching, national institutional framework that can both ensure sufficient resource allocation and safeguard the quality, integrity and coherence of the intervention when rolled out at scale.

The project builds on earlier work, led by the Poverty & Inequality Initiative and the Southern Africa Labour and Development Research Unit (SALDRU), both at the University of Cape Town, in partnership with a coalition of partners in government, academia and civil society, to conceptualise a more comprehensive approach to support South Africa's youth.

The 2018 – 2020 phase is led by SALDRU and conducted in partnership with the Abdul Latif Jameel Poverty Action Lab (J-PAL) Africa; the Centre for Social Development in Africa (CSDA), University of Johannesburg; DG Murray Trust; and The Jobs Fund. The work was funded and provided with technical support by the Capacity Building Programme for Employment Promotion (CBPEP), funded by the European Union and based in the Government Technical Advisory Centre (GTAC) in the National Treasury.

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OBJECTIVES

The scoping report summarises exploratory work done by the Basic Package of Support (BPS) team between July and October 2019 to set-up the pilot as a "learning moment" by suggesting design features and assessment plans that enable the pilot team to test critical assumptions that support the BPS theory of change

The scoping report focuses on intervention elements that were deemed critical to the success of the programme. These critical elements were defined in discussions with the BPS research team, after an initial theory of change workshop with the full working group. Two feedback sessions were held with the full working group to discuss the findings and proposals put forward in this report: the final version presented here takes this feedback into account.

Chapters are ordered to follow the typical journey of a BPS user, as described in the diagram on the following page:

STEP 1	Outreach, identification and engagement	• Communication campaign (multiple media). • Community outreach via peer-to-peer mobilisers, NGOs and other partners, and/or community leaders. • Young people are engaged and invited for initial assessment.
STEP 2	Initial assessment and guidance	• Guidance worker provides initial assessment of needs and decides with the young person on possible first referral to services needed (e.g. social assistance, health care, etc.). In that case, guidance worker invites youth for follow-up appointment after accessing referral service. • Guidance worker also invites youth to jointly develop action plan – can happen at the same time or appointment can be made.
STEP 3	Develop action plan (long-term objective; shorter-term goals; possible barriers and actions needed)	• Guidance worker invites youth to take more detailed assessment – use of tools that can help guidance worker to support young people in making informed choices and accessing the right services. • Computer-based or other assessments can inform decision-making, but need to leave discretion for these (well-trained) guidance workers to work with young person on their individual action plans. • Advice and development of action plan should be set in the context of service and labour market mapping to allow the guidance worker to provide realistic advice.
STEP 4	Referral/active connection	• Guidance worker identifies possible pathways and connection in collaboration with young person and facilitates first contact: start of ‘supported pathway’. • Guidance worker develops/builds on working relationship with service providers/partners in community of care/practice framework to enable supported pathway.
STEP 5	Ongoing support and follow up	• Regular meeting time set for guidance worker to follow up on young person: evaluation of process and young person’s well-being; in-between follow up may be needed in form of sms/whatsapp/check-in with peer-to-peer mobiliser. • Regular meetings between mobilisers, guidance worker and mentor.
STEP 6	Loop back/ re-evaluate	• Invitation to young person to ‘loop back’ into the system upon drop-out or completion (exit) of connected service/training or job opportunity – facilitated/ supported by ‘flags’ from systems. • Re-assessment of young person’s situation, needs, aspiration and preparation for next connection.

CHAPTER 1. OUTREACH CHANNELS

The intervention targets those not in employment, education or training (NEETs): the target group is by definition 'outside the system' and thus will need dedicated outreach strategies. The common label of NEETs masks a wide range of individual circumstances and sub-groups of this broad population may respond to different kinds of targeting. This chapter proposes a mechanism to test different communication channels in the pilot.

WHAT WE HAVE LEARNT SO FAR

The EU Youth Guarantee

Information and awareness campaigns are a key component of EU Youth Guarantee. Campaigns in different countries make use of multiple methods and media, suitable and accessible to targeted youth's behaviour and needs. Face-to-face information sharing (one-stop shops, street outreach, youth events) is emphasised as the most effective way to engage the most marginalised or detached youth, alongside printed (e.g. flyers, posters), online (websites, YG "service" portals) and social media (YouTube, Facebook) outreach. Finally, Youth Guarantee service partners are an important ally in information campaigns – although, lessons learned from different countries' implementation of the Youth Guarantee highlight the need for better communication and cooperation between partners.

EU countries also feedback that the content of these communications should be targeted, i.e. using the appropriate language style, engaging visuals and encourage youth to register for the Youth Guarantee by explaining "what's in it for me?". Youth's mistrust of public institutions/ programmes is a barrier to seeking help. Telling success stories of a diverse range of Youth Guarantee beneficiaries can help address such mistrust and draw the attention of youth from different backgrounds. Lithuania provided a compelling example of documenting the journeys of different youth for a few years as they went through the programme and using this as outreach materials, reflecting the diversity of situations and the individualization of support[1].

The South African context

Six different youth development & support initiatives, from Harambee to Labour centres, were researched[2]. These initiatives mainly reach out to target beneficiaries via their own hubs, centres or mobile settings. Many rely on their own youth 'ambassadors', 'champions' or staff in communities to engage directly with youth, via schools, sports grounds and other gatherings. When relying on current or former beneficiaries, initiatives researched highlight the win-win aspect of such peer-to-peer outreach as youth participants involved in promotional activities gain confidence and skills through these campaigns.

Word of mouth and these peer-to-peer outreach campaigns are viewed as the most effective channels but are almost always supported by some use of community media (newspapers, community radio) or community platforms (notice boards). Some initiatives used social media but there was minimal use of traditional mass media such as TV or provincial/ national radio stations.

A recent qualitative youth audience study in the Western Cape[3] study found that there are barriers to reaching participants via digital media and highlighted instead the potential and established credibility of mass media (local newspapers, radio and television); the value of face-to-face information sharing at events; and the importance of drawing on teachers, religious leaders, parents and peer mentors/programme beneficiaries as they too are viewed as credible. It also found that paper-based materials are typically shared within households and social circles, and therefore provide a good support to word of mouth. Finally, the study recommends that youth's expressed distrust in the current political system could be addressed by illustrating the long-term benefits of the programme and promoting the programme by its name rather than as a government initiative.

Focus groups held with youth for the BPS project highlighted that use of mass media and social media by youth is common, even in the most rural areas. However, these are still considered spaces of entertainment, as opposed to spaces where job or education opportunities may be found, or health and public services may be accessed.

IMPLICATIONS FOR PILOT DESIGN

Face-to-face outreach by staff/ beneficiaries who have become champions is clearly seen as the most effective way to recruit disenfranchised NEETs by both EU countries and existing South African youth organisations. However, it is resource-intensive and may also have limitations in that it relies on these champions' existing networks and ability to move, potentially leaving out groups that are not connected to these individuals. In the full intervention, face-to-face outreach should be supported by other outreach channels which are less-resource intensive and have a potentially wider reach, both in terms of numbers of youth reached and in terms of not relying on existing social networks.

Messaging used to raise awareness for the Basic Package of Support programme needs to be targeted to different sub-groups of NEETs. Messaging should also address negative perceptions of public programmes and mistrust in public institutions, for example by illustrating the long-term benefits of the programme (e.g., telling success stories) and developing independent branding.

Table 1.1. Summary of outreach channels

Outreach channel	Face-to-face outreach	Community-based partners	Mass media partners	Social media campaign
Description	Staff/ beneficiaries who have become champions hold events or approach youth on the street	Message and materials (e.g. flyers) are relayed by community organisations (e.g. churches, teachers)	Traditional mass media campaign in print, on TV and/or radio	Messaging relayed on social media platforms
Advantages	Targeted to NEETs Peer-based: engaging and compelling Enables gathering of contact details	Credible authority: engaging and compelling May give access to groups not reached by existing youth organisations	High control over messaging Wide audience Public broadcasters have multiple language channels and duty to promote initiatives in the interest of national wellbeing	High control over messaging Depending on whether targeted or not, can reach wide audience Enables gathering of contact details
Disadvantages	Resource intensive May cut-off groups not connected to staff/ beneficiaries Less control over messaging	Lesser control over messaging May cut-off groups not connected to partner	Not typically used by Youth as space for service information	Not typically used by Youth as space for service information
Implications for pilot	Will be embedded in the model through "mobilisers" and implemented in all locations	Can be tested depending on local conditions	Can be tested depending on local conditions	Can be tested depending on local conditions

We suggest that the pilot(s) test different combinations of outreach strategies to establish what types of NEETs and how many NEETs attend a first-time meeting with counsellor/ mentor. Based on findings of the research performed by the BPS team, the pilot should aim to test three main outreach channels to support face-to-face outreach: one that is likely to deliver the message most credibly and two others that may have a wider reach.

1. Reaching out through trusted **community-based institutions**: some community-based institutions access youth who are not already reached by other youth initiatives. In particular, the faith sector is present in most communities all year round. The South African Council of Churches, an inter-denominational forum that unites 33 member churches and organisations nationwide, led by Bishop Malusi Mpumlwana, could be explored as an umbrella organisation to partner with – the SACC has chapters in all provinces and has been driving a nationwide programme since 2015 to "identify and act on critical socio-economic issues"[4]. Flyers could be produced for church partners to hand out in support of this outreach so that messaging is in some way controlled, and to encourage further circulation.

2. Reaching out with **mass media** partnerships: youth still use traditional media (television, radio, press) for entertainment and partnerships with large media corporations would enable BPS to cast a wide net. Indeed, the messaging can reach target NEETs, but also their immediate circle who can relay the message to them. Concretely, this could be:

- a partnership with Media24, a subsidiary of the Naspers Group and publisher of the largest daily newspaper, Daily Sun (a tabloid with 3.7 million readers, 2017) and numerous free community newspapers nationwide. Tabloids and community newspapers have a strong and credible footprint in working class communities. Youth development is a key focus for Naspers.
- a partnership with the SABC for public service announcements, which are an obligatory free service to the public to promote issues of national interest on its different language channels.

3. **Social media** is used by a large proportion of youth. If running a targeted social media campaign, BPS will need to partner with existing youth service or institutions (e.g. Harambee) to leverage their youth contact database. Open campaigns can also be implemented (e.g. Facebook page) but this would have to be supported by a marketing campaign to attract youth to the page in the first place.

The outreach channel is only one element of an outreach strategy. It is also possible that beyond the outreach *channels* listed above, different outreach *platforms* (e.g. partnering with the local church vs. the local football club) and different *messaging (e.g.* different text on flyers) may be tested.

Each of these strategies requires further development prior to being piloted. For example, establishing exactly which free community newspapers to use in option (2) will be important, and drafting the text for these posts in a tone and language that is attractive and understandable to young people. Similarly, understanding how data protection rules might affect the sharing of cell numbers for mass WhatsApp would be necessary, as would the creation of the partnerships required for option (3).

Expected learnings:

- How many NEETs does outreach channel X reach?
- Is outreach channel X more effective at bringing a certain type of NEET to the programme? More effective in a certain type of location?

IMPLICATIONS FOR PILOT ASSESSMENT

We recommend that outreach strategies are tested in 2-3 different types of locations (e.g. small town vs. city) to get a sense of how much outreach strategies might need to vary by location. Outreach strategies should be implemented in multiple rounds so that different types and combinations of outreach channels and messages can be tested. We expect a novelty effect to occur when a new service/ intervention is first announced and advertised. Hence any one combination should be tested for a minimum of two subsequent rounds to establish how outreach strategies work in the longer run when repeatedly used.

By offering a service to young people, other young people may hear about it through word of mouth (WoM). It is useful to assess this as well, and ideally to trace back the original source to understand the amplification effect of different outreach strategies.

Data collection

In each pilot location, the following information should be gathered to ensure we can fulfil expected learnings. We envisage that data would be collected by a surveyor shortly before the exploration during wait times and recommend that it is collected verbally using electronic data collection:

- Basic demographics / NEET typology information: age, gender, address, level of education completed, length/timing of prior work experience
- Information relating to the outreach strategy:
    - How did the young person hear about this event? (e.g. word of mouth, newspaper advert, flyer, poster, social media platform)
        - If word of mouth, who was their contact and how did their contact hear about this (if known, to try and find the root source of outreach)?
        - Ask specifics, e.g. which newspaper? Or where was the flyer given to you?
    - Why did the young person decide to come in today? This is important to ask as to establish whether particular language/message, a general buzz created in the community, etc. was influential in the decision
- Contact details in case any follow-up is required
- It is crucial that the date of the youth visit/ data collection is captured

It is important to record whether the pilots hit any capacity constraints. For example, if 200 people show up the week after the campaign but there is only capacity for counsellors/mentors to meet 50 per week, then a particular outreach strategy might have been very effective, but data may not show this because only the 50 people met by the counsellors/ mentors were recorded. Having the surveyor gathering data separately from the exploration partially compensates for this risk, but capacity constraints may also mean more surveyors are needed, hence the importance of monitoring capacity constraints daily. Another way to manage capacity constraints is to organize registration events, similar to the social grant jamborees, and to ensure that both the BPS service and the independent enumerator team are properly staffed for these.

Testing timelines

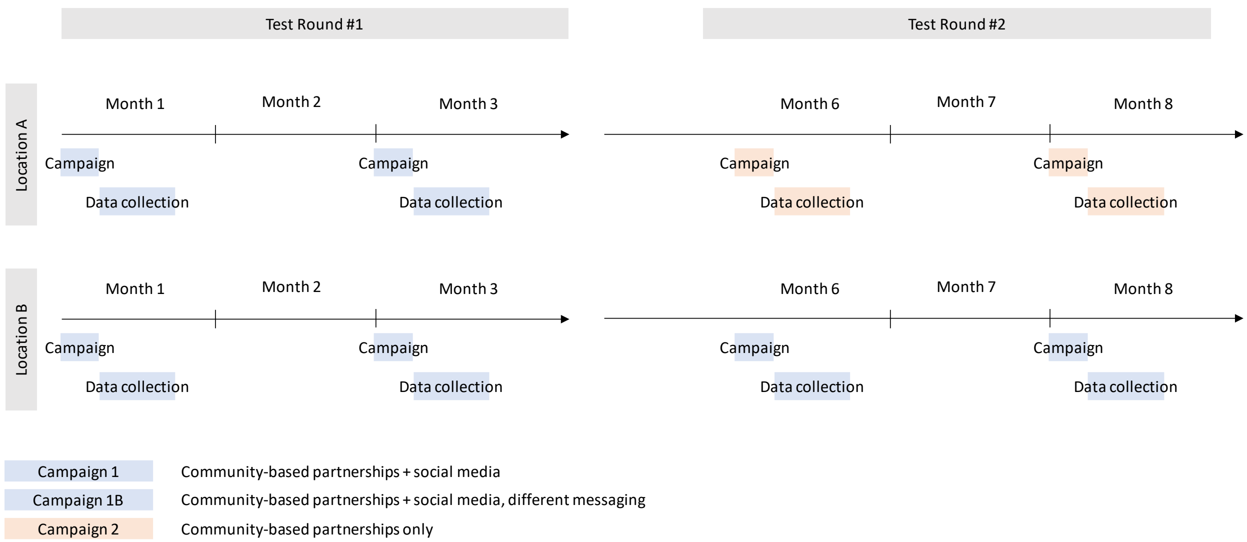
In terms of timelines, we suggest the outreach campaigns are run in multiple testing rounds, using a two-round process for each wave.

- In each pilot location, run one-week long campaigns and collect data in the following two weeks, then re-run the same campaigns a month later to assess the longer-term effect of these outreach channels. This helps to establish how much interest was generated as a once-off campaign, which could possibly reflect a novelty effect that doesn't produce sustained interest from young people, as opposed to methods that produce a continual supply of young people.
- Different versions of outreach messaging, platform and/or channels can be tested in the same location in a subsequent testing round, using the same two-round process 1-2 months later.
- For a given testing round in a given location, the outreach campaign can include one or a combination of outreach channels as data collected can discriminate between them. However we recommend testing a consistent message within each testing round to avoid confusing recipients and ensure a clean comparison between one message and the

other. If different messages are tested, they should be tested in different testing rounds or different locations.
- These tests should be run outside major seasonal events, e.g. Christmas, as these could skew findings.

Finally, if the effectiveness of outreach channels and messages is to be compared across locations, then it is recommended that the same outreach strategy (same or similar platform, messaging, channel) is tested in different locations simultaneously.

Exhibit 1.2. Illustration of timeline for testing rounds



Indicators

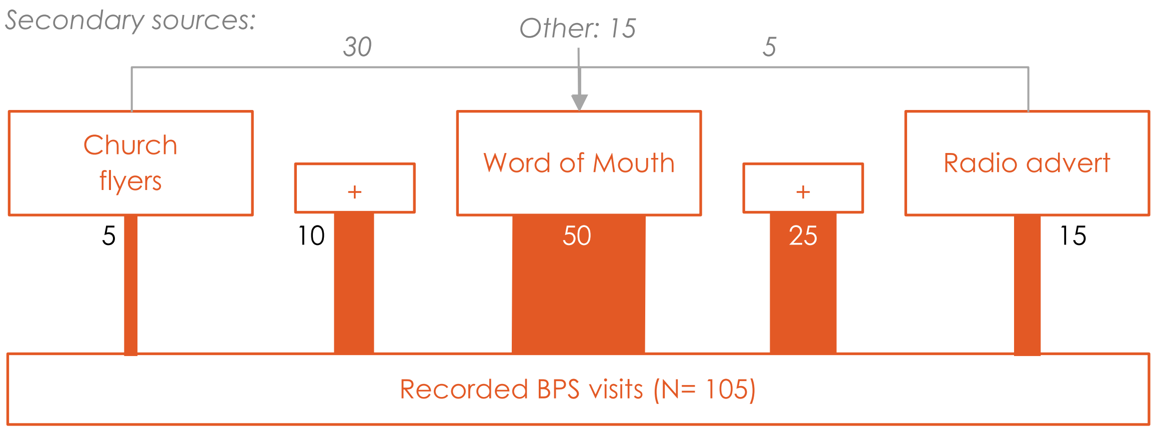
Data collected in these different testing rounds should enable the team to produce key indicators for each outreach campaign that can be used to compare effectiveness:

- Number of youth visits per campaign
- Channels; e.g. % citing word of mouth as first channel of information
- Demographics; e.g. % younger age band NEETs, % female, % further disengaged youth (low education, low employment outcomes) per campaign
- Dominant key words used by youth to describe perceived messaging per campaign

Another expected output is to draw typical user journeys, that provide a qualitative picture of how youth may engage with multiple sources of messaging. In a specific location it can help identify key influencers by looking at figures for named persons as opposed to general word of mouth. These can be supported by data collected by using indicators such as % of youth citing several sources of messaging and secondary sources for word of mouth.

Exhibit 1.3. Example of user journey table

For a given campaign in a given location, number of youth interviewed at their first visit of a BPS service location. Data is for illustration purposes only.



How to read: Out of 105 youth visits recorded, 50 declared having heard about BPS through word of mouth. Of these 50, 30 declared their contact had heard of BPS through Church flyers. 10 declared having heard about BPS both from church flyers and someone in their community.

CHAPTER 2. SERVICE MAPPING

Since its theory of change relies on service referrals, the BPS model is likely to face additional challenges in areas of the country that are not as well-endowed with government and NGO-provided services as urban centres and more active provincial governments. Where services are reported to exist needs to be validated by checking how they can be practically accessed on the ground, their actual service offerings and "youth friendliness". This chapter aims to highlight differences in availability but also potential barriers to accessing existing services and gives recommendations as to how BPS implementers may map these services most effectively in an area of operation.
Understanding service areas also informs what the operating model for BPS may be: Is a physical site suitable in every context? What is the area that one may expect a site to cover?

WHAT WE HAVE LEARNT SO FAR

The EU Youth Guarantee
The common experience of EU countries evidences the need to fundamentally understand the supply and demand for the Youth Guarantee. It recommends performing:

- a needs analysis to understand needs and wishes of the target group;
- a cohort analysis (how many youth are in the NEET target group, how many will be for the months and years to come; what is the profile in terms of educational, employment, social and health background);
- and finally, a service mapping to understand depth and breadth of service provision.

It recommends co-designing schemes whenever possible with the target group and highlights that the cross-sector nature of the intervention requires a shift in the mindsets of service providers to a more collaborative and holistic approach. Therefore, an appropriate demand analysis requires an understanding of how common service provider practices/ set-up may not answer the target group's needs.

The South African context: BPS fieldwork

The BPS team conducted fieldwork in four locations (see details in appendix) to assess availability of services by geotype and understand the effectiveness of such services on the ground.

The four locations were selected to represent extremes: Khayelitsha on one hand, is an urban township community on the outskirts of the Cape Town metropolitan area, well connected to government services and home to a vibrant civil society. Leyden on the other hand is a small village in Limpopo, poorly connected to other cities or towns. Doornkorp (in the City of Johannesburg metropolitan municipality) and Burgersfort (on the border of the Limpopo and Mpumalanga provinces) were selected as medium locations on this scale, one as a remote suburb still connected to a wider metropolis (Johannesburg), and the other as a rural town.

For each area, services surveyed were selected on the basis of preparatory desk research and suggestions that came up during Focus Group discussions with youth from the areas; a number of services were added as the fieldwork team was driving through the areas. Safety concerns limited a full on-the-ground scoping of the various areas.

Table 2.1: Fieldwork results on service density

	Khayelitsha (informal)	Doonkorp	Burgersfort	Leyden
Number of youth-relevant services identified	21	10	4	3
Closest Labour centre, distance from focus group location	• Mitchell's Plain, Cape Town, 7785, 7,5 Km	• Meadowlands, 1852, 9 Km • Roodepoort, 1725, 17,6 Km	• Burgersfort, 1150, 11,7 Km	• Mokopane, 0600, 59,2 Km
Closest TVET/ Community college, distance from focus group location	• False Bay College, 3 Km	• South West Dobsonville College, 6,7 Km	• Calvin College, 13 Km • St Thomas College, 12,3 Km	• Waterberg FET College, 53,2 Km
Closest Health facility, distance from focus group location	• Khayelitsha Hospital, local	• Itireleng Community Health Centre, 6,6 Km	• Dilokong Hospital, 6,3 Km	• George Masebe Hospital, 6 Km

This fieldwork confirmed that availability of services varies widely location by location, but that not all rural communities are completely cut-off. A rural town like Burgersfort is close enough to a larger conurbation, Mokopane, that it has fair access to basic government services.
NEETs in rural focus groups indicated a higher willingness to relocate for opportunities as well as for services than NEETs in urban focus groups. However, across all locations, discussions revealed a lack of awareness of labour market conditions and cost of living.
Distance and connectivity are as expected a critical issue in rural locations: from Leyden, youth had to take two different buses to access the nearest town, about 50km away. However, fieldwork and FGs made it clear that one should not assume greater mobility in urban centres: whether for safety, costs or other reasons, few of the Khayelitsha participants declared themselves willing to travel to the Cape Town CBD (about 30km away) for services.

Focus groups revealed additional barriers to physical accessibility of services:

- **Lack of accurate information** and understanding of where information can be found. Most youth interviewed were equipped with smartphones they used to navigate the internet and social media. However, they had little knowledge of where reliable information could be found and negative experiences (e.g. job scams on gumtree) were generalized to the media itself.

- In rural areas, **local community leaders** act as a gatekeeper for reliable information and access to services.
- Accessing psychological counselling/ mental health services, alongside with sexual health services, is associated with **social stigma**. Youth frequently mentioned that they fear that information will not be kept confidential.
- **Front-desk staff attendance and friendliness:** the BPS team experienced first-hand that even if a location exists, accessing it can be difficult, either because security staff prevents entry to unknown visitors, because reception is not staffed during opening hours or front-desk staff acts as gatekeepers.
- **Lack of trust** that services can deliver quality outcomes and **subsequent lack of motivation**: long waiting times and fees charged by NGO-provided services (even though small/ using sliding scales) were cited as a deterrent, suggesting that NEETs are unwilling to invest time and money in services they do not trust. NEETs interviewed were also easily demotivated by rumors. One bad experience by an acquaintance was enough to discourage others.

IMPLICATIONS FOR PILOT DESIGN

The question has been raised of what an appropriate service radius may be. This has implications for both partner services (how far can a BPS counsellor send a young person who is NEET to access a given service?) and the BPS service itself (how far can a BPS site be expected to draw NEETs from?)

Service radius: where and if to set-up a BPS physical site
We assume budget constraints for the intervention mean that physical sites will only be set-up in areas where (a) there are services that are able and willing to 'host' BPS services, and (b) they are able to serve a large-enough pool of young people who are NEET. Fieldwork highlighted that lack of trust and resources means NEETs are conservative when investing time and money for services, and therefore proximity/ ease of access is a key to success, as is the best choice of the "host" for the site.

We recommend that BPS sites, whether they are permanent (e.g. hub, permanent site) or visited on a regular basis by mobile teams of BPS mobilisers/ guidance workers, are set-up within a 20-30mins walking distance from the community they mean to serve.

Discussions within the BPS working group revealed consensus on the need to pilot in at least two locations where the core model of permanent location (as opposed to mobile units) is tested. If this is the case, we recommend that not all pilot locations are selected in densely populated, well served communities like Khayelitsha and provincial capitals. There are satellite urban communities like Doornkorp, secondary cities or even large towns that also offer the necessary NEET and service density to test the model. These are less well-known by policy-makers and implementers and may enrich learning pilots more than their better-known counterparts. This does not preclude from testing alternative version of the model, such as mobile units, in more rural/ isolated locations during a second phase of the pilot.

Service radius: potential partner services

When mapping existing services to assess whether the location is suitable for a BPS project, we recommend that service radius is defined ad-hoc for a given operation area, as opposed to using a blanket assumption. Service radius needs to consider:

- Existing service locations, but also local transport networks and NEETs' ability and willingness to travel, which is more complex than a km radius.
- Security is also a concern and NEETs may be unwilling to take certain routes to access services that on paper appear near enough.

Service mapping

When performing the service mapping, we recommend following the process below:

- Preparatory desk research: Youth Explorer has coordinates for Labour centres and essential Education and Health facilities that can be complemented by using a search engine for NGO-delivered services. Phone calls can subsequently be used to check if a service can be reached by phone, and that contact details and address are accurate.
- Existing youth service interviews: 1:1 interview with youth or community organisations can provide useful local context and be performed at a distance. SASSA, DSD, NYDA and other government officials or community leaders may have the best overview of what is available in a given area.

If area is deemed suitable, then deepen the work with a field visit:

- NEET Focus Groups are useful to understand what services youth are aware of, but also their willingness to travel and other potential barriers they face. We recommend interview guides and questionnaires are designed carefully to separate perceptions from actual experience
- Physical visits/ service checks are essential to note availability of services and to probe on barriers to accessibility, whether quoted by NEETs in Focus Groups or not.
    - These are primarily short conversations with front-desk staff asking strictly for publicly available information (services delivered, opening hours, target population etc.)
    - Conversations can be had with managerial staff or youth waiting for services in queues or waiting rooms but we recommend avoiding them. Asking questions to random beneficiaries about their experience poses the question of consent, and in-depth questions without prior explanations can be perceived as invasive and negative to managers of the service providers.

The output of this service mapping should be a list of service providers, with basic, verified information on services provided and accessibility. This is a first step in establishing a partnership and local community of practice (see referral systems chapter for further details). This service guide will be used by BPS guidance workers and should therefore be available in easily accessible formats. It should further be enriched with information as the partnership deepens, e.g. service partner capacity/ caseload/ reach, relevant individual contacts (especially as these can change).

We assume the needs assessment would be covered by separate youth consultations, but that focus groups may be organized to cover information useful for both service mapping and local assessment of NEET youth's needs.

Expected learnings:

- Is the proposed service mapping process a good enough tool for supply analysis or must a more comprehensive and thorough due diligence process be set-up when deciding where to implement BPS hubs and sites?
- How far are NEETs willing to travel to access BPS services? To access referred services? Are there additional, structural barriers that were not previously identified?

IMPLICATIONS FOR PILOT ASSESSMENT

We suggest the following plan is put in place to develop and enrich service mapping tools, as well as refine the understanding of NEET youth constraints.

Service mapping:

We suggest that across pilot locations, a working group is set up and meets regularly throughout the pilot implementation to further develop the basic service mapping template proposed in the appendix.

- In each pilot implementation team, a practitioner should be nominated to be a point-person for developing and enriching service mapping tools. Ideally these would be direct users, i.e. BPS guidance workers
- Quarterly meetings are suggested so not to be operationally constraining, but also ensuring that learnings are captured regularly
- Feedback should focus on what critical information this tool must capture, but also processes to obtain such information at different stages: prospection before setting up BPS presence, building local partnership, day-to-day operations of BPS site and the development of accurate and feasible pathways.
- A working group chair should be responsible for updating the common tool and a guideline document for how to populate the tool and approach new potential areas/ partners

At scale, a CRM (Customer relationship management) solution may be better suited to ensure data quality and coordination at the different levels of communication with larger partners (local/ provincial/ national). Some software solutions, like Salesforce, have packages designed for non-profits and offer a lot of flexibility if the user has the right capabilities to customize the platform. The working group should aim to draft system requirements based on their experience but may not be able to recommend a technical solution.

In addition, we recommend that a "post implementation" session be held in each pilot location, especially where the intervention has been less successful, to understand whether the supply analysis could have been done differently to provide better information and drive better decisions.

Understanding NEET youth constraints:
Implementing BPS gives an opportunity to analyse NEETs' ability and willingness to travel to access either services or opportunities based on observed behavior, which complement information provided by Focus Groups:

- To measure ability and willingness to travel to access BPS services, gathering data on NEETs home address and living situation should be sufficient
  - This can be collected by BPS guidance workers as part of the exploration questionnaire
  - NEETS can have complex living arrangements (moving often, living in certain locations for short periods of time only), so survey instruments must allow for several responses and this information may need to be updated regularly
- Measuring willingness to travel to other services is more difficult, as there is currently no shared systems to track attendance/ registration across different services
  - BPS guidance workers can record intention to visit or reported visits from NEETs they support
  - If a system is implemented to track referrals, this can also be used to understand distances and mode of travel (adding questions such as "Which location did you go to?", "How did you get there?")
- Attributing behaviour to either ability or willingness is difficult and observed data should be complemented by NEET focus groups, both at the beginning of the pilot for needs assessment and at a few given points during pilot implementation to understand evolving constraints.

CHAPTER 3. GUIDANCE COUNSELLORS

Guidance counsellors are a critical element of the proposed intervention as they will be the main interface between NEETs the program is looking to serve, and the services offered to them. As the face of the programme they need to inspire trust, as advisors they need to understand services available and as coaches they need to empathize with youth under their care.

WHAT WE HAVE LEARNT SO FAR

The EU Youth Guarantee

Under the EU Youth Guarantee member states adopted different models to deliver the guidance process. EU documents and member states that were consulted all highlight the importance of face-to-face, individual contact, especially when guiding young people who are more detached from the labour market or who face multiple barriers (ILO, 2017).

Many member states provide a layered approach: front-line staff reach out to NEET youth and encourage them to participate in the programme, which is primarily delivered by youth counsellors. These counsellors are, in turn, supported by a layer of formally qualified and more specialised counsellors.

- More specialised counsellors either have a deeper, more specialised knowledge of services or formal training in therapeutic counselling. They generally operate within a framework of professionalisation and have an accredited level of higher education. Guidelines are provided by the European Lifelong Guidance Policy Network.
- As for youth counsellors, the Eurofound Best Practices report (2012) and experts consulted place the emphasis on empathy, great inter-personal skills, being quality driven and client-centered as critical skills.

In terms of caseload for these youth counsellors, beneficiary-to-counsellor ratios vary significantly across and within countries, with the Ballymun pilot in Ireland quoting a ratio of 158:1, some projects in Finland referencing 60:1, and some Dutch projects that target young people facing multiple barriers to reconnection quoting a caseload of 30 to 40 young people per coach. In general, guidelines suggest a more intensive, low-caseload approach for young people who are considered to be 'further away from the labour market'.

The South African context

Consultations with organizations working with youth in South Africa during the Funder Roundtable confirmed a layered model would be best suited. We assume piloted interventions will include three layers of staff:

- Mobilisers
- Guidance counsellors
- More specialized staff acting as mentors to guidance counsellors and mobilisers

We focus here on which type of profile would be best suited for guidance counsellors. Given NEETs in South Africa often face multiple barriers to reconnection, we assume that average caseload for front-line workers is likely to fall on the lower end of the EU range. This has implications for costs and understanding how to source such guidance counsellors at scale, in a cost-efficient manner is key to designing a sustainable intervention.

The table below lists various profiles of qualified professionals who have completed formal training in counselling/ social work and whose skills could provide an appropriate basis for guidance counsellors positions.

Table 4.1. Qualified social worker profiles

	CYCW CHILD AND YOUTH CARE WORKER	SW SOCIAL WORKER	CDW COMMUNITY DEVELOPMENT WORKER
Skill profile	• Provide both practical and therapeutic assistance • Refers to appropriate services • Focus on orphans and other vulnerable children • Also expected to advocate for individual or groups of children	• Trained to provide therapeutic counselling and referrals • Focus on populations considered at risk and crisis interventions • Also expected to advocate for social justice and human rights	• Equipped to direct community members to relevant government services
Training	3-year degree at most, intermediary qualifications i.e. auxiliary CYCW	4-year degree at most, Intermediary qualifications (e.g. ASW)	NQF level 4 or grade 11 as entry requirement, followed by 12 months learnership
Transferable skills	Understanding of journeys leading to NEET status Trained to provide hands-on, practical, psycho-social help and referrals	Knowledge of service ecosystems Solid therapeutic counselling skillset	Deep knowledge of local government services
Other advantages	Large number of qualified auxiliaries becoming available as major government -funded programme is closed		Evenly spread across country
Limitations	Training not tailored to advising young adults	Focus on crisis intervention rather than long-term support Focus on therapeutic rather than practical advice No formal youth-specific training (but likely experience)	No youth expertise Government-centric view Often seen as political appointments
Estimated number of trained workers (year published)	10,000 countrywide, including Auxiliaries 60% located in KZN, Gauteng and Eastern Cape (2015)	16,000 SW countrywide 3,000 ASW countrywide	4,000 countrywide, one in every ward (2012)

Note: There are auxiliaries for both SWs and CYCWs. These have lower-level qualification and require supervision by a non-auxiliary SW or CYCW. Estimated number of trained workers figures for CYCW refers to the number of qualified CYCWs and auxiliaries planned for the implementation of Isibindi by the Department of Social Development; for CDWs is an estimate of planned capacity (not actual) provided by Westoby and van Blerk.

Youth consultations highlighted a feeling of distrust towards social workers and government-provided services in general and concerns over whether the information shared with them would remain confidential. A rebranding of the position would be required to avoid confusion between their former functions (as SWs or CYCWs) and the new services offered under the Basic Package of Support, as well as potentially disperse feelings of distrust. Additionally, checks could be performed in the community before hiring decisions to ensure the integrity of individuals hired is not compromised in the area if they already work there in another capacity.

IMPLICATIONS ON PILOT DESIGN

Discussions with the BPS working group have generated consensus on recruiting qualified professionals, that is social service professionals registered with the South African Council of Social Service Professions (SACSSP), for these positions. This ensures they meet minimum standards of training. Currently, all Social Workers, Child and Youth Care Workers and related auxiliaries for the two professions are required to register with SACSSP. Out of the three institutional profiles, the CYCWs appear to be the most suitable skills profile but should not be considered the only profile BPS would recruit from.

Given the profile chosen, the pilot(s) should make provisions for:

- A clear rebranding of positions to avoid confusion on services offered
- Pre-hiring checks on reputation within community
- A training curriculum designed to address likely gaps in experience or training, for example for CYCWs:
    - Complementary training on youth-specific needs and resources
    - Complementary training on career counselling/ job search services

Expected learnings:

- Are professional social workers' skills transferable and what complementary training is required? What are the cost, timing and mode of delivery for these trainings?
- What is the appropriate caseload and does it vary by area?

IMPLICATIONS ON PILOT ASSESSMENT

In each pilot location, the following information should be gathered to ensure we can fulfil expected learnings:

To understand the costs of training and of personal costs:

- Training length, costs to develop, costs to run, trainee feedback – for every training session given
- Supervision of job performance throughout the pilot:
    - guidance counsellor attendance at training and on-the-job
    - caseload (total number of youth advised over the piloting period/ number of months the pilot is run)
    - co-worker and supervisor assessments such as 360 feedback surveys
- Payroll data (salary, benefits, other personnel related costs) throughout the pilot

The training curriculum needs to be developed ahead of implementation but should be adapted throughout the pilot and revised at the end of the pilot based on feedback from BPS guidance counsellors who have been through the training and the managers who oversee them. We would recommend that this responsibility is held by a member of the central team overseeing the various pilot locations.

CHAPTER 4. ASSESSMENTS

Providing effective education and career guidance depends on a range of factors and learnings from The European Union Youth Guarantee highlight the need for well-trained and empathetic guidance counsellors to be supported by a range of assessment and referral tools. These are needed to gather necessary information and provide tailored services & referrals to NEETs based on their personal circumstances.

WHAT WE HAVE LEARNT SO FAR

The EU Youth Guarantee

Under the EU Youth Guarantee, assessments typically happen in a phased approach, with some countries adding in more stages than others. Several countries have developed a specific methodology for the initial assessment, but typically these tools are developed locally and are not uniformly used across countries or even regions.

Initial conversations, or **"explorations",** are used to gauge the living situation of young people and their most acute needs (some of which may be very practical such as the need for accommodation, access to social grant system or immediate care for health issues). In many examples of existing programmes, these initial conversations are also used to assess level of education and training, work experience, interests, aspirations, and goals, basic skills as literacy and numeracy. On the basis of this exploration emerges an initial understanding of whether or not a young person can be, and is interested in being, matched to a job opportunity or a post-schooling opportunity, or whether he or she would benefit from, and be interested in, referral to another service such as mental health support or income support.

In some cases, this initial conversation immediately feeds into:

- the profiling of young people, based on level of education, work experience and basic skills – which then determines the referral to either specific job search support or pathways back to the education system (e.g. Madrid region in Spain)
- the development of a personal action plan with guidance counsellors or coaches (e.g. Ballymun pilot in Ireland)

In other programmes, again such as the Ballymun pilot project, **more specialized "diagnostic" tests** are added in a second stage of the guidance counselling, aimed at increasing self-awareness and at informing career and education decisions and action plans. Some of these include aptitude and cognitive assessments. In later stages, action plans and the various steps listed are followed up on during regular conversations between guidance counsellors and young people. Several of the documents emphasise the need for multiple check-in or "evaluation" moments over an extended period of time for young people who may have been NEET for longer and who are facing multiple barriers to reconnection. Those evaluation moments are used both to update any information on the young person's circumstances that may warrant adjustments to the support provided or action plans developed, as well as to assess progress on the action plans.

Table 3.1 below shows a set of examples of exploration tools used by different EU countries and reflects the diversity of approaches taken to answer local conditions.

Feedback from EU countries' experience cautions against tools that are too long and cumbersome:

- NEETs can be distrustful of institutions and refuse to share information or be discouraged by long forms asking for information that does not appear immediately useful: several practitioners highlighted that youth workers should not ask for information that does not lead to action.
- Long forms and questionnaires put a high administrative burden on guidance counsellors and data collection may distract from the core objectives of guidance meetings, one of which is to connect and build relationships with NEETs.
- Few countries were able to integrate information systems to ensure that information already gathered in a database (e.g. national unemployment databases) was effectively and reliably shared with the youth guarantee implementing agencies. In Ballymun, referral forms with the information were provided by the Job Centre; In Spain counsellors had access to the database but developed their own systems to capture YG-specific information.

The South African context

Many of the EU Youth Guarantee tools were built with a focus on assessing employability and other structural barriers, such as Family, Finance or Health issues, are not always at the core of the assessment. Given the target population in South Africa, it is likely that issues pertaining to health (physical and mental), family situation, poverty, and basic levels of education will be more common and complex.

The variety of languages spoken and the cultural differences across South Africa also pose a challenge in the development of relevant tools and questionnaires. As highlighted by the experience of researchers who set up the Early Learning Outcomes Measure (ELOM)[1], a standardized assessment for pre-school children, adapting exploration tools and targeted diagnostics is at once critical to ensuring these tools are effective, but also present a large implementation challenge.

Existing Youth organizations have profiling tools in place, but these tend to be specific to the topic of intervention and the research team has not been able to find an example that captures information about an individual holistically

Table 3.1: Examples of questionnaires used under the EU Youth Guarantee

	Spain (Madrid)[2]	Spain (Group of regions)[3]	Ireland (Ballymun)[4]
Description	Two-stage questionnaire aimed to assess employability level: yes/no and then if yes, low/ med/ high employability	Comprehensive questionnaire, largely close-ended questions linked to a 100-point score on 3 blocks of employability: personal factors, transversal skills, technical and professional skills	Compulsory profiling tools include a timesheet (filled for each meeting), Referral form from Job Centre and two YG specific profile forms. The BYG profile form identifies key barriers to employment, and Equal Youth Profile & Planning Statement gathers all relevant information on personal circumstances. Finally, a Cantril ladder is a 10point scale used to measure perceived 'distance travelled' towards employability/career goals, normally used at first meeting and during various transition points
Number of questions	17 attributes, with set of recommended questions leading to valuation between 1 and 5	Block 1: 8 non scored + 23 scored Block 2: 43 Block 3: 15	No provided, but BYG profile form includes at least 16 topics and Equal Youth form 19 topics
Topics covered (1)	Stage 1 focused on understanding context: Local language abilities, social competences, personal situation (health, family, accommodation, cultural integration) and motivation to find a job Stage 2 focused on understanding competencies: Numeracy, literacy and computer skills, initiative and willingness to learn, professional competencies, languages	Block 1: basic personal information and employability (availabilities, motivation, attitude towards search and training, awareness of labour market) Block 2: ICT, communication, planning, language, inter-personal skills Block 3: Qualifications and previous experience, including volunteering/ informal work	BYG Profile Form assesses potential barriers (Care of others, Childcare, Social Welfare status, Qualifications, lack of relevant work experience, Family issues, Finance, Health related restrictions, Language skills, Literacy, Personal Disposition) and includes an assessment on 7 categories (Self awareness, Self belief, Resilience, Recognition of employers needs, Employment motivation, Hope, Adaptability)

	Spain (Madrid)	Spain (Group of regions)	Ireland (Ballymun)
Topics covered (2)			Equal Youth Profile & Planning Statement includes personal details, information to feed education and training/ employment plan, personal plan (Emotional well-being, Family relationships, Confidence & Expectations, Communication skills, Substance use issues, Risk of offending) and practical plan (Accommodation, Income/Benefit, Mobility/Transport, Health Issues)
Links to set pathways	Low/med/high employability are linked to basic pathways, e.g. for low levels of employment, vocational training is one of the 4 proposed options. See appendix 3 for an example	Unclear	Needs assessment/ Profiles complemented by catalog of tools that practitioners are able to use as they see fit to co-build tailored action plans, see appendix 4 for schematic of the process
Supporting systems	Custom-designed software Basic information also captured on National database of un-employed and Youth Guarantee database	Information captured in custom-designed software, shared with another 8 regions Basic information also captured on National database of un-employed and Youth Guarantee database	Unclear but Pilot report highlights issues with using multiple data systems and the overall administrative burden

IMPLICATIONS FOR PILOT DESIGN

It is important that in the specific formulation of questions, exploration tools are grounded in local conditions and that wording is refined in chosen pilot locations to reflect local issues and constraints faced by NEETs and services available and accessible for referrals. Ideally these would be produced both in English and in the local language, paying attention to questions that may come across as offensive, that may probe sensitive issues, or that induce social desirability bias, i.e. NEET answers what they believe is a positive/ socially acceptable answer as opposed to their true opinion or situation.

Despite the need for local grounding, a common set of information can be considered as minimum for the first exploration questionnaire and below is a first attempt to list this common structure. These may not be administered to every youth that comes through the door: this is designed for youth who are willing to engage in a medium to long-term coaching relationship with BPS staff.

These exploration questionnaire can be complemented by follow-up diagnostics tests to assess abilities and skills or other more specialized exploration techniques to better understand aspirations.

Table 3.2: Suggested common BPS questionnaire structure

Topic	Information	Comments
Education level & qualifications	Completed qualifications Incomplete qualifications and reason for dropping out	Understanding reasons for dropping out gives early insights into potential barriers to employment
Employment history & current occupation	Employment history & current occupation	This should include all types of experience, including unpaid/ informal work and community work
Career plans	Aspirations	Understand personal goals and sense of direction, probing on how it relates to their perceived strengths
	Understanding of labour market	Where they look for information about jobs, what they believe is available to them currently
	Job application materials	Understand whether person has essential documents (ID, CV, reference letters)
Practical constraints	Accommodation/ Address	Asking for current situation (address, living with whom?) and for situation a year/ six months ago helps gauging stability If move in an area is recent, this may trigger questions about cultural/ family/community integration
	Transport/ mobility	Current mode of transport/ awareness of options available Barriers
	Basic documentation	Asking whether youth and their dependents have basic documentation (IDs, Birth certificates, matric certificates if relevant)

	Willingness to move	Understanding their desires in terms of location. Answers on this can be strongly biased towards a positive answer ("I am willing to move") so should be taken as indicative rather than to the letter.
Personal constraints	Availability	Good indirect question/ way to open up the discussion on understanding what potential family or other obligations may prevent employability & access to education or training
	Family situation	Understanding individual responsibilities and dependents, important to assess eligibility for social grants and need for other essential services
	Income & financial inclusion	Understand if person has a bank account, and what source of income they currently rely on. Important to assess eligibility for social grants, financial constraints to job search or PSET
	Health issues	Questions should be developed locally and sensitively to what may be stigmatized. In any case, they should be prefaced with a question leaving the possibility for guidance counsellor to leave out the section completely
Open questions		Asking "Any other concerns?" gives an open door for youth to raise other topics. It is commonly used in qualitative work to encourage interviewees to share sensitive information.

IMPLICATIONS FOR PILOT ASSESSMENT

We suggest that across pilot locations, a working group is set up and meets regularly throughout the pilot implementation to further develop the exploration questionnaires and share learnings on additional tools they may create, e.g. diagnostic tests.

- In each pilot implementation team, a practitioner should be nominated to be a point-person for developing and enriching exploration and diagnostic tools. Ideally these would be direct users, i.e. BPS guidance workers
- Quarterly meetings are enough not to be operationally constraining, but also ensuring that learnings are captured regularly
- A working group chair should be responsible for coordinating the work and feedback of the group across pilot locations and ensuring that outputs are produced at the end of the pilot.

The working group should focus on answering the following outputs:

- What critical information must the exploration tool capture, but also processes to obtain such information (e.g. in several conversations or one sitting, face to face only or on the phone when needed…)
- Building a library of diagnostic tests and potential pathways that are fit-for-purpose and can be shared with all BPS practitioners
- Giving a recommendation as to what level of homogeneity vs local tailoring is needed
- Giving a recommendation as to what level of direction should be given to BPS guidance workers vs. how much they should be left free to use the diagnostic tests as they see fit/ case-by-case

- Giving recommendations on the process: how best to oversee BPS practitioners in the data collection process, best practices in asking questions empathetically, ensuring data quality, respect of confidentiality and consent, etc.

CHAPTER 5. REFERRAL SYSTEMS

The Basic Package of Support intervention aims to focus its internal efforts on providing continued guidance to youth to help reconnect them to the labour market in the long term but does not aim to provide the stepping stones required to achieve this outcome alone. It relies on a service ecosystem to provide the necessary inputs into that journey, whether they be education/ training opportunities, employment agencies, health-related or simply administrative (e.g. ID documents). Ensuring the quality of these services, but also the mechanism whereby these service partners are engaged to work with the BPS team, are essential to guaranteeing NEETs progress on the journey to employment and self-sufficiency.

WHAT WE HAVE LEARNT SO FAR

EU learnings

Setting up local, regional or national partnerships requires dedicating a significant amount of resources to the coordination and management of such partnerships. The EU lessons learned recommend:

- The drawing up of a "charter" (or MOU) that spells out the roles and responsibilities of all of the involved parties.
- Regular steering committee/partnership meetings especially in early stages; this includes regular updates within the local partnership and from the local partnership to the national (or regional) one.
- Keeping momentum (enthusiasm and drive) within the partnership, for example, through review milestones, events and regular revision of the work programme and goals
- Bilateral or thematic working groups to take forward specific aspects of the work which meet more frequently than the full project partnership.

Besides resourcing a partnership appropriately, the EU recommend thinking widely about partner engagement, including youth organisations to ensure their buy-in, but also 'atypical' partners that can have a small but important role, e.g. administrative authorities certifying or issuing official documents, local bank branches for opening bank accounts.

While engagements with higher level authorities are necessary to make funding and policy decisions as well as to set the legal framework for cooperation, EU members states[1] recommended a locally-grounded approach as contexts vary widely from one region to the next. They highlighted the importance of personal relationships within a coalition of partners, and the agreement on a common agenda. The work of researchers associated with the Basic Package of Support refers to this as a "community of practice".

South African context

Looking at current examples of networks of service providers, operating either in a single location (e.g. the DGMT-led Bumb'INGOMSO) or across several locations (e.g. the Western Cape Youth Cafés), common challenges emerge:

- Following the pathways of young people across different services is challenging in the absence of integrated data systems and feedback mechanisms.
- It can be hard to bring alignment on mission and agenda across a wide set of stakeholders, especially when they provide different types of support (health/ employment/ etc.).
- Maximizing the potential of a network, for example when sending out consistent, mutually reinforcing communications, requires significant coordination efforts.
- In a funding-scarce environment, including partners with uncertain or little funding can create issues in terms of capacity and service quality. Quality control is key if these services are associated with the intervention, as poor experiences with referred services will reflect negatively on the referring service, and "failed" referral would again increase the risk for disconnect among young people.

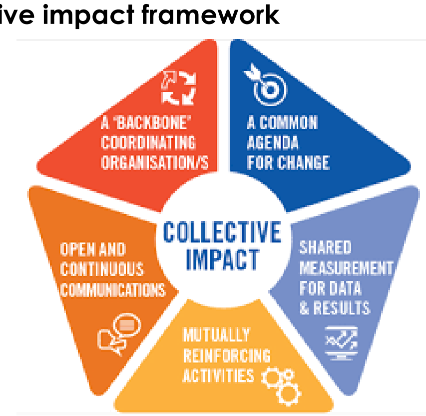
Fieldwork and service checks also highlight that front-desk staff is not always the best entry-point into a service, either because they are not knowledgeable enough about the services offered by the organization, or because they are trained to act as a protective barrier to service providers. This suggests that partnership links need to be deeply embedded at the working, day-to-day level, so that guidance counsellors or other BPS staff can provide direct referrals to individuals within partner organisations that are able to help. For example, direct contact could be made with a particularly reliable and youth friendly nurse at the local hospital or mobilisers could physically accompany youth to service providers premises. This should be done carefully as to not be perceived as unfair or nepotism by non-participants.

This also relates to the EU's emphasis on "revolving doors" in the ecosystem: a young person should be able to gain access to correct information regarding available services and support, through whichever partner organization they access. For instance, when a young person does not qualify for entry to a TVET college, rather than being turned away, there should be a referral from the TVET college to the BPS.

Theory of collective impact

Among other approaches, John Kania & Mark Kramer developed a theory of collective action based on successful examples of US-based organizations. They articulate the success factors of these interventions according to the following framework.

Exhibit 5.1. Theory of collective impact framework



Source: For full description of the theory of collective impact, please read the original paper by Kania and Kramer here

In this context, BPS could act as a backbone organisation, and be the lead on:

- Building increased awareness on the need to provide supported pathways for young people through partnerships, at the local, provincial and national levels
- Developing a common agenda for change locally with selected partners, and articulating a locally-grounded theory of change based on services available
- Hosting the capacity and facilities for shared measurement and data analysis
- Coordinating and chairing the regular convening of partners and working groups

Members of the BPS working group have shared examples of interventions in Kwazulu-Natal in education and health, where collaboration was achieved through developing a common understanding of goals and highlighting the virtuous effect of coordinated action on each individual service partner. Redirecting beneficiaries to the most appropriate services not only helps beneficiaries access the services they need: it also reduces workload for service providers by enabling them to focus on solely their target population, spend less time triaging visitors and leverage already collected information.

Incentivising service partners to deliver quality services

Other models than the ones used in Kania and Kramer's paper use financial incentives structures to ensure alignment to common objectives. A few proposals have been put forward by the group that may not be practical for the pilot but can be considered when implementing at scale:

- Government-led financial incentives: In the scenario that BPS is implemented with government backing, budget envelopes for government service partners could be linked to performance, granted a common set of standards and indicators was set and agreed on. A similar system could be used for government grants to NGO service partners.
- Quality stamp: in the medium/ long term, BPS would develop a strong brand with government and private donors, and would issue certificates of excellence/ a badge of quality to service partners
- Social impact bonds: a partnership of service providers and BPS would fundraise based on a pay-for-results model, whether the funds are from government or private donors or both
- Pay-by-referral: if funders accept to fund a whole ecosystem, BPS would set up agreements with service partners to fully or partially cover the cost of added caseload coming from BPS referrals to partner services

IMPLICATIONS FOR PILOT DESIGN

Community of practice

The pilot should aim to develop a detailed blueprint for how to set-up a locally-relevant community of practice, building on the following steps:

- Map existing partners, current mandate and actual service provided in area of intervention (see service mapping chapter for recommendations on how to approach this).
- Decide which partners to involve in coalition, thinking through the potential cost of leaving some out.

- Organise individual introductory meetings to set up partnership, proposing high-level but clear rules of engagement.
- Detail rules of engagement, including service level agreements, roles & responsibilities, data sharing/ confidentiality guidelines and governance structures.
- Organise collaborative workshop to agree on shared theory of change and outcomes, ensuring that the mutually reinforcing action of various activities is clearly articulated.
- A separate session should be held with relevant managing staff to agree on detailed rules of engagement, ideally uniformly applied to all partners for transparency and operational efficiency.
- Operationalise the partnership:
    - Draft necessary legal agreements [if needed, but essential if beneficiary/ individual-level data is to be shared]
    - Hire dedicated team members for coordination, monitoring and data collection
    - Create and share monitoring & evaluation tools adapted to common outcomes and theory of change
- Create agenda for ongoing engagement, Set-up meeting cadence and working groups

Incentive schemes

However, given challenges currently faced by organizations in South Africa attempting to set-up similar collaborative structures, we suggest the pilot should test a few mechanisms to ensure:

- Quality control of referrals, given the scarcity of funding and skills across public and civil society services
- Tracking of young people's pathways, given the lack of centralized data systems

Incentive schemes proposed by the group are relevant for a full intervention but are difficult to set-up for a pilot due to funding constraints and the low probability of the pilot being run by a government agency. Incentives schemes are also limited by the fact that many of these services are provided by government agencies who are not set up to receive external financial contributions easily. Instead we suggest that a non-financial user-feedback schemes could be tested.

1. **Referral services ratings**: BPS services would encourage young people to rate services they have been referred to by answering SMS prompts (e.g. Have you got in contact with "service x"? who did you talk to? Did you obtain the information/ service you were looking for? If no, explain why? Did they refer you to someone else? Who?"). If possible, these systems should be set-up so that responses are toll-free and can be sent without airtime.

2. **Partner rewards**: Instead of incentivizing partner organisations through financial incentives, data from user feedback could be shared and used to reward good performance with a "partner of the month" or "partner of the year" titles.

Referral ratings services also provide a mechanism for continuous engagement with NEET youth. They give precious information on whether youth has followed-up on a referral or not in the first place. They can also act as a reminder to take action, similarly to the sms or whatsapp "nudges" that Harambee sends to young people who have been registered on their database but have not necessarily found employment.

Expected learnings:

- Do user feedback schemes combined with strong coordination structures at the local level ensure quality control within community of practice?

IMPLICATIONS FOR PILOT ASSESSMENT

We recommend that the user feedback scheme and community of practice coordination structure are tested in each pilot location. We assume implementation differences if the pilot is tested in various locations and implemented by different partners and propose an assessment framework that is generic enough to accommodate these variations.

Engagement and quality control within community of practice:

- Implementation monitoring:
  - Service partners attendance at community of practice meetings
  - Number of referrals made by BPS counsellors to each partner
- Service provider/ community of practice participant survey
  - Survey of all service partners who have participated in the referral system, covering among others: satisfaction with frequency and mode of engagement, estimated added volume due to referrals, perceived fairness and attractiveness of incentives, willingness to engage further, suggestions for improvements
  - We recommend that the survey is complemented by 1:1 follow-up interviews with Community of practice participant to understand what improvements may be needed
- Quality ratings analysis: Data from the survey should be crossed with ratings given to each service partner to understand whether engagement correlates with better service delivery

Continuous engagement with NEETs through user feedback system:

- Implementation monitoring:
  - Number of SMS communications sent out for service ratings
  - Number of answers by youth, split between partially completed (answered all questions) vs. fully completed
  - Number of bounced SMS communications
- Pathway analysis: user feedback data should be used to crossed with data held by BPS as part of regular case management systems to track user journeys
  - SMS communications should be linked to the individual ID used in BPS case management system so all relevant information can be analysed at the individual level. NB: If personal information is associated with this ID, especially health related, additional steps need to be put in place to ensure data protection and consent should be obtained
  - SMS answers give relevant information for pathway analysis (youth followed up on referral or not) and service rating scores given can also be used to contextualise drop-outs from BPS programme.

CHAPTER 6. PILOT M&E REQUIREMENTS

This chapter is a summary of Monitoring and Evaluation requirements for the BPS pilot, both in terms of staff and data collection. It builds on each individual chapter (pilot assessment plans) and adds a supporting framework for traditional monitoring and evaluation of the programme (core M&E indicators). It makes a recommendation for the pilot to hire a team to hold the central M&E function. A timeline for data collection acts as a summary of data collection requirements, both for dedicated pilot assessment plans and core indicators.

PILOT ASSESSMENT PLAN SUMMARY& REQUIREMENTS

This is a summary of pilot assessment requirements described in more detail in scoping report chapters above. These are designed to ensure that the pilot fulfils its objective as a "learning moment" where key elements of the intervention are tested and developed.

Intervention element	Expected outputs/ learnings	Proposed assessment method
Outreach channels	Most effective outreach channels to complement action of BPS mobilisers	Data collection by independent enumerators
Service mapping	Improved templates and process for service mapping	Working groups composed of BPS pilot staff dedicated to each output
Assessments	Improved and detailed exploration questionnaires, catalog of diagnostic and pathway design tools, action plans	
Youth workers/ BPS guides	Improved and detailed training curriculum adapted to qualified social workers	Data on training costs and job performance gathered by management Dedicated staff on central team to training development
Referral systems	Functional system for controlling quality of services provided by referral partners	SMS-based user feedback system Service partner survey

Staff & resources requirements

Service mapping, Assessments and BPS guide training ouputs can be developed through working groups embedded within BPS pilot staff and will require additional resources only in terms of staff time, both for working group participants and for BPS management/ central team to coordinate these working groups and review their outputs.

Testing different outreach channels will likely require hiring a team of external enumerators to conduct surveys, and the number of them depends on how many testing rounds the pilot team wants to run.

The most resource-heavy proposal is the plan to create a SMS-based user feedback system linked to incentives both for users and service providers. Budget should be put aside to:

- Develop and build the SMS-based system design to gather user feedback information
- During implementation, monitor the process, the quality of the data collected and solve for technical or design issues.

CORE M&E INDICATORS

This section documents the core monitoring indicators that should be collected during the pilot, over and above the specific pilot assessment plans presented in previous chapters.
These are based on the current model and theory of change for BPS, summarized in table 6.1 below. This theory of change framework identifies for each stage of the BPS user journey:

- Inputs, that is actions taken by programme staff as part of the intervention
- Output, that is the expected result or product of these interventions
- Intermediary outcomes, that is the expected change in beneficiaries and/ or programme staff behaviour resulting from these interventions
- Intermediairy outcomes feed into the overall outcomes, that is the over-arching objectives of the programme

Why measure so many indicators?
Indicators are suggested for outputs and intermediary outcomes but can and should be adapted to whatever case management system is created for the pilot. Output indicators relate to how well the programme is implemented, should be used in the day-to-day management of the programme and can help explain over/ under-performance in some intermediary outcomes' indicators. Intermediary outcomes indicators are critical in understanding where the theory of change supporting the programme may be detached from reality of youth behavior or where the intervention needs to be strengthened or designed differently.

Measuring overall outcomes
One of the overall objectives of the programme is to reduce the number of long-term NEET youth in South Africa, alongside improved well-being and Improved employability of NEET youth. Given the broken nature of youth transitions, it is difficult to draw a line/ define a point in time when a person stops being NEET. Rather than a binary definition, we propose that reducing the number of NEETs is defined as:

- Beneficiaries spending more time engaged in employment, education or training (measured by Increased share of youth cohort placed in either employment, education or training)
- Beneficiaries accessing more long-term, better quality opportunities (measured partially by increased duration of placements in employment, education or training)

- Beneficiaries spending less time unoccupied (measured by reduced time/ numbers of days spent not in employment, education or training on average by youth)

In accordance with the philosophy of continuous support underlying the BPS programme, “graduation” from the programme should be self-determined by youth rather than a fixed, standard milestone for all.

These results should be analysed by cohort, that is groups of youth who joined the programme within the same 3-months window, and data should be gathered at regular intervals (e.g. 3 or 6 months) to allow programme managers to understand how these cohorts evolve. Since BPS aims to looks at key indicators that need to be averaged over a period of time (i.e. time spent in occupation), it is critical to take into account the date at which beneficiaries entered the programme. Since these outcomes may change over time (e.g. youth moving in and out of employment), it is important to regular monitor them to measure them accurately. Calculating outcomes for the full group of beneficiaries at a point in time without de-averaging by cohort could lead to misinterpretations. After a year, the share of NEET youth within the full beneficiary group may have increased compared to the beginning of the programme. It may lead progarmme managers to think their programme is not leading to improvements. But this effect could be due to a variety of scenarios. For example, the programme was so successful in helping beneficiaries in the first 6 months that these same youth encouraged their friends to join. But since these joined later in the year, these youth have not had time to experience the benefits of the programme and their reported outcomes would lower the average outcomes for the full group. While it is not enough to understand and estimate the impact of the programme rigourously, looking at outcomes by cohort and over-time is a first step to observe and track changes in beneficiary outcomes accurately.

Table 6.1. Summary theory of change, key outcomes and indicators

In orange, suggested measurements for relevant outputs, intermediary outcomes and overall outcomes.

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

System requirement for core indicators

We expect core indicators to be largely collected through the BPS **case management system** used on an everyday basis by BPS staff to record information about the youth they serve, about their interactions with them and the actions they take. To collect the indicators listed in table 6.1., it is important that the system enables staff to capture for each individual youth:

- Personal contact information and consent for further communications to be sent, so that BPS guides can follow-up themselves or send automated questionnaires on feedback for referral services
- At programme entry and at regular intervals through the programme, personal information on outcomes of interest gathered through the exploration questionnaire: health, education/ training, prior experience; results of a well-being test (eg. cantril ladder) so they can be compared over time for a single individual.
- At programme entry and at regular intervals through the programme, occupation status so it can be compared over time for a single individual.
- Dates of key events in the BPS user journey: exploration meeting held, referral made, applications submitted, applications successful, follow-up meeting held, communications sent etc. This is important for example if one wants to distinguish between communications sent as follow-ups before an individual accepts an employment/ education/ training opportunity and "loop-back" communications sent to reconnect at the end of a fixed-term opportunity.

This data must be coded in a consistent way (closed rather than open field questions) so it can be easily compiled. However, the case management should also enable BPS guides to capture notes in open-ended fields if they need to capture more detail or give context to an answer. The case management tool should primarily remain a system that supports them in understanding their beneficiaries better. Strict controls and data security procedures should also be put in place to ensure confidentiality is preserved and the right to privacy of beneficiaries is respected.

As share of beneficiary occupation status is the basis for one of the over-arching indicators, we suggest that data captured through the case management system is strengthened by short **occupation surveys**, run every three months, asking for occupation status. This can be done by phone or SMS for practical considerations.

Finally, some data will have to be self-recorded by staff and management outside of the case management system, such as number of campaigns run, number of mobilisers deployed/ community visits and it should be the role of a central BPS M&E team to ensure they are captured in a consistent manner on common templates across pilot teams and locations.

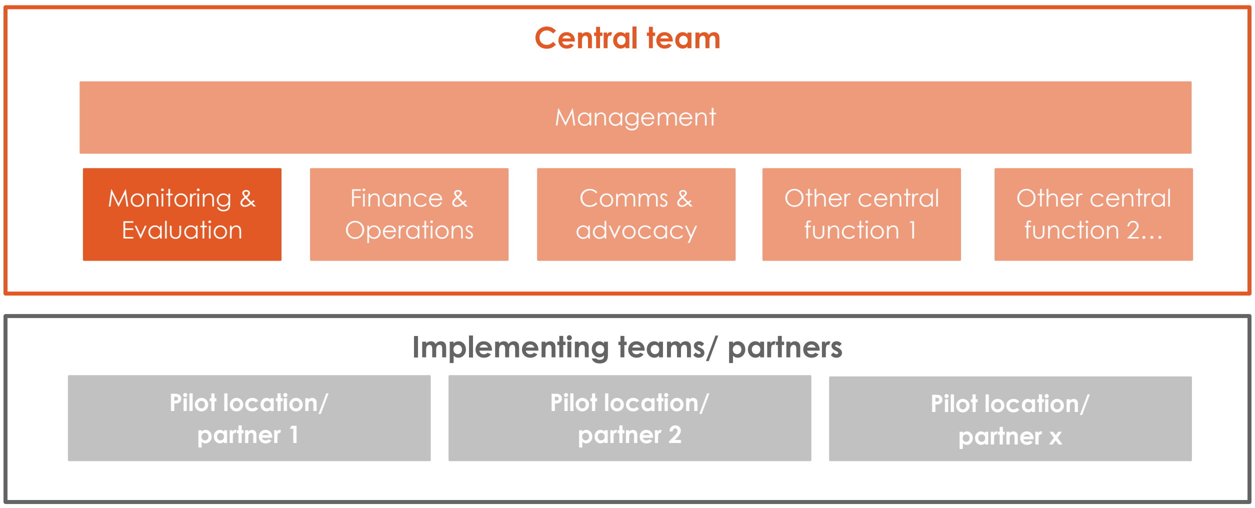
CORE TEAM REQUIREMENTS

We assume that the pilot will be implemented in one or several locations, maybe through one or several implementing partners. Regardless of the overall operating model chosen, the implementation in several locations requires a central team to coordinate the BPS implementation, ensure consistent communication & branding, continue the advocacy efforts with policymaking and of course, guarantee quality data collection and analysis.

We focus here on requirements for the Monitoring & Evaluation function of the central team, which responsibilities would include:

- Setting up data collection instruments, procedures and systems
- Hire, train and manage enumerators
- Perform quality checks on data collection regularly
- Analyze results and produce regular reports for implementation monitoring
- Analyse results to answer fundamental learning objectives of the pilot
- Build basis for M&E systems of the full programme

Exhibit 6.3. Illustration of pilot operating model



We recommend that a minimum team of 2 FTEs is hired at the central team level, with increased capacity depending on the size of the pilot. Implementing partners may have M&E officers embedded in their operations but regardless, a minimum team at central level is required to ensure consistency and quality of data collection.

- The head of this team should have at least 5 years of relevant experience in data collection and analysis, working with indicators related to social work or comparably complex measurements. Ground experience in South Africa should also be a requirement, given the security/ language challenges typical to this environment.
- A good complement would be a more junior profile with strong technical skill in data collection systems, i.e. data collection and analysis software, coding and telecommunications if using systems that are SMS/ applications-based.

Many M&E and pilot assessment functions can and should be outsourced, e.g. the building of an application, survey administration, etc. but having a competent permanent team is key to ensure knowledge is retained for the full programme. If it is decided that all or part of the central M&E function should be outsourced or contracted, then we suggest working with reputable, specialized partners.

APPENDIX

APPENDIX 1: FOCUS GROUPS LOCATION DEMOGRAPHICS & ATTENDANCE

Locations	Area Demographics					Focus Groups	
	Youth explorer unit	Youth population	Youth / sqkm	% NEETs	% multi-dimensional poverty	Sampling method	Attendance
Khayelitsha, Cape Town	City of Cape Town Ward 94	5 168	1 458.7	31.2% Western Cape: 32.6%	15.9% Western Cape: 22.8%	Street sampling	22 Total 16 NEETs 10 Females
Doornkop, Gauteng	City of Johannesburg Ward 53	11 511	163.0	29.8% Gauteng 31.6%	13.4% Gauteng: 21.2%	Supported by partner	19 Total 14 NEETs 14 Females
Riber Crossing/ Burgersfort, Limpopo	Greater Tubatse Ward 18	2 267	18.1	36% Sekhukhune: 30.1%	40.6% Sekhukhune: 41.6%	Supported by partner	7 Total 7 NEETs 7 Females
Leyden/ Bakenberg, Limpopo	Mogalakwena Ward 11	2 101	18.2	23.7% Waterberg: 31.1%	31.6% Waterberg: 34.3%	Supported by partner	18 Total 15 NEETs 10 Females

Note: Our partner for this was Humana Child Aid, an organization we contacted through the CSDA, who works with at-risk and vulnerable children as well as offering training for Community Care Givers. They were able to assist in reaching out to NEETs through their established connections in the community. While the intent was to only interview NEET youth, in Doonkorp our partner included some youth training to become community care givers and in Khayelitsha, errors in street sampling meant that some participants later appeared to be either in school (4) or working (1) or aged 30 (1).

APPENDIX 2: SERVICE MAPPING TEMPLATE

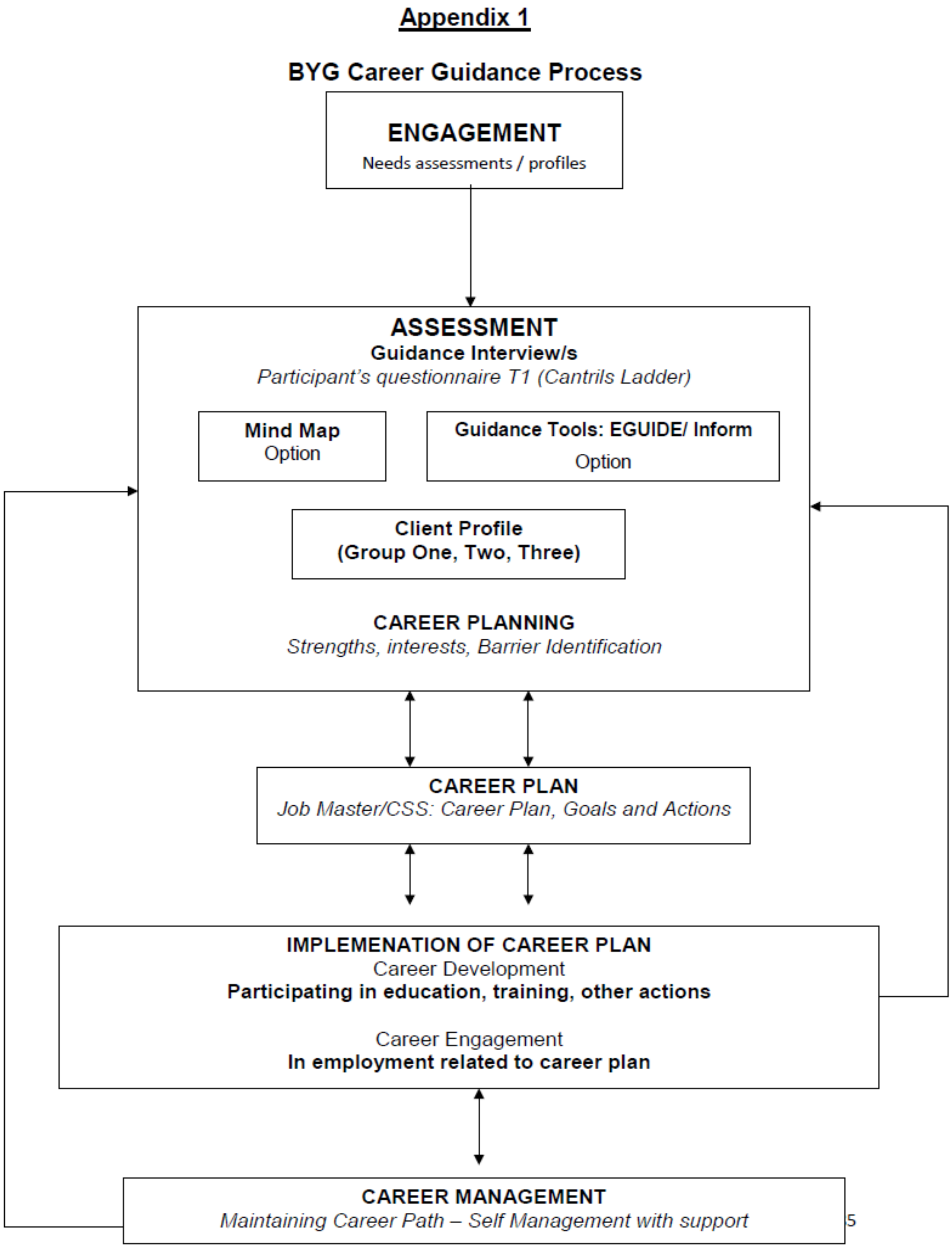
Location name:											
Dates of field visit:											
Focus	**Organisation name**	**Scale**	**1. Physical location in visited site**	**1. If no, Closest physical location**	**2. Brief description of services**	**3. Eligibility criteria**	**4. Required Documents**	**5. Accessibility**	**6. Responsiveness**	**7. Walk-ins**	**8. Staff friendliness**
Health/ Education/ Employment		*Local/ Regional/ National*	*Yes/ No*	*To be filled at least for Labour Centre, TVET/ Community College and primary care Health facility* *Llist distance (e.g. 50km) and/ or or name of location*	*e.g. Support to access higher education*	*e.g. 18-24years, matric*	*e.g. ID, matric certificate*	*e.g. Low, not well connected by public transport*	*e.g. Low, nobody at reception on opening hours*	*Yes/ No*	*e.g. welcoming and open*

Note: This was used for the first stage of mapping services and should be enriched with additional modules as relationships are built with partners. For example:

- While building the relationship to be used by BPS manager: Location manager and contact details, Caseload capacity, Number of staff and their qualification, Sources of funding, Meeting notes, References for MOA, etc.
- During relationships to be used by BPS counsellor: Detailed contact details per service offered, Partnership agreement special terms, Complementary information on services offered, etc.

APPENDIX 3: EXAMPLE OF PATHWAY STRUCTURE (FOR YOUTH WHO SCORED AT LOW LEVEL OF EMPLOYABILITY) USED IN THE MADRID REGION, SPAIN

APPENDIX 4: BALLYMUN YOUTH GUARANTEE PILOT (IRELAND) GUIDANCE PROCESS



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